MAYOR OF LONDON

THE LONDON PLAN

THE SPATIAL DEVELOPMENT STRATEGY FOR LONDON CONSOLIDATED WITH ALTERATIONS SINCE 2011

MARCH 2016

THE LONDON PLAN

THE SPATIAL DEVELOPMENT STRATEGY FOR LONDON CONSOLIDATED WITH ALTERATIONS SINCE 2011

THE LONDON PLAN 2011 CONSOLIDATED WITH:

- **REVISED EARLY MINOR ALTERATIONS TO THE LONDON PLAN**
  PUBLISHED OCTOBER 2013
- **FURTHER ALTERATIONS TO THE LONDON PLAN**
  PUBLISHED MARCH 2015
- **HOUSING STANDARDS MINOR ALTERATIONS TO THE LONDON PLAN**
  PUBLISHED MARCH 2016
- **PARKING STANDARDS MINOR ALTERATIONS TO THE LONDON PLAN**
  PUBLISHED MARCH 2016

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MARCH 2016

PUBLISHED BY
GREATER LONDON AUTHORITY
CITY HALL
THE QUEEN'S WALK
LONDON SE1 2AA

WWW.LONDON.GOV.UK
ENQUIRIES 020 7983 4100
MINICOM 020 7983 4458

COVER PHOTO RICHARD LINTON GLA
VIEW FROM PRIMROSE HILL, FEBRUARY 2016

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OVERVIEW AND INTRODUCTION

0.1 This introduction explains the status of the London Plan, what it covers and the process it went through before it was formally published.

What is the London Plan?

0.2 Strategic planning in London is the shared responsibility of the Mayor of London, 32 London boroughs and the Corporation of the City of London. Under the legislation establishing the Greater London Authority (GLA), the Mayor has to produce a spatial development strategy (SDS) – which has become known as 'the London Plan' – and to keep it under review. Boroughs' local development documents have to be 'in general conformity' with the London Plan, which is also legally part of the development plan that has to be taken into account when planning decisions are taken in any part of London unless there are planning reasons why it should not.

0.2A The Localism Act 2011 empowers communities to prepare neighbourhood plans for their area. In London, these plans are also required to be in general conformity with the policies in the London Plan. The Mayor intends this document to be a useful resource for those preparing neighbourhood plans, and is preparing guidance on how it can be used for this purpose.

0.3 The general objectives for the London Plan, and the process for drawing it up, altering and replacing it, are currently set out in the Greater London Authority Act 1999 (as amended) and supporting detailed regulations.

The London Plan is:

- the overall strategic plan for London, setting out an integrated economic, environmental, transport and social framework for the development of London over the next 20–25 years
- the document that brings together the geographic and locational (although not site specific) aspects of the Mayor's other strategies – including those dealing with:
    - Transport
    - Economic Development
    - Housing
    - Culture
    - a range of social issues such as children and young people, health inequalities and food
    - a range of environmental issues such as climate change (adaptation and mitigation), air quality, noise and waste
- the framework for the development and use of land in London, linking in improvements to infrastructure (especially transport); setting out proposals for

implementation, coordination and resourcing; and helping to ensure joined-up policy delivery by the GLA Group of organisations (including Transport for London)

- the strategic, London-wide policy context within which boroughs should set their detailed local planning policies
- the policy framework for the Mayor's own decisions on the strategic planning applications referred to him
- an essential part of achieving sustainable development, a healthy economy and a more inclusive society in London

0.4 Under the legislation setting up the GLA, the London Plan should only deal with things of strategic importance to Greater London[1]. The legislation also requires that the London Plan should take account of three cross-cutting themes:[2]

- economic development and wealth creation
- social development; and
- improvement of the environment.

0.5 The Mayor has also had regard to the principle that there should be equality of opportunity for all people, and to:

- reducing health inequality and promoting Londoners' health
- climate change and the consequences of climate change
- achieving sustainable development in the United Kingdom
- the desirability of promoting and encouraging use of the Thames, particularly for passenger and freight transportation
- the need to ensure consistency between the strategies prepared by the Mayor
- the need to ensure consistency with national policies and international treaty obligations notified to the Mayor by Government, and
- the resources available to implement the Mayor's strategies.

Under the Crime and Disorder Act 1998, the GLA also has to do all it reasonably can to prevent crime and disorder.

0.6 In drawing up the new London Plan, the Mayor has also had regard to relevant European Union legislation and policy instruments like the European Spatial Development Perspective (ESDP)[3].

1 Greater London Authority Act 1999, section 334(5)

2 Greater London Authority Act 1999, section 30

3 The ESDP sets out a framework of planning policies to operate across the EU, in particular implementing the principles of sustainable development and balanced urban systems

0.7 The Mayor is legally required to keep the London Plan under review[4]. Government guidance also sets out the procedure to be followed when he decides that the Plan should be amended (or 'altered' under planning law), or when he decides there should be a completely new (or 'replacement') Plan.

Previous versions of the London Plan

0.8 The first London Plan was published in 2004. Subsequently, two sets of alterations were made to it, and an updated version, bringing these alterations together, was published in February 2008.

0.9 London elected a new Mayor in May 2008. Shortly after his election, he consulted on 'Planning for a Better London' (July 2008), which outlined his intended approach to planning.

0.10 The Mayor also believed that it was very important to set a clear spatial framework reflecting his policies and priorities as early as possible.

0.11 On its formal publication, the July 2011 London Plan replaced the version (consolidated with alterations since 2004) published in February 2008.

0.12 London planning does not stop with publication of a new London Plan. As explained later, the assumptions on which Plan policies are based, and the effectiveness of those policies, have been monitored – this process has helped inform the alterations made to the Plan since 2011. As circumstances change (a major change to the economy, for example), the Plan will be altered or, if necessary, replaced. This approach is known as 'plan, monitor and manage' and is explained in more detail in Chapter 8.

The National Planning Policy Framework

0.13 In March 2012, the Government published its National Planning Policy Framework (NPPF). This document replaces the Planning Policy Guidance Notes and Statements issued since 1991. It provides guidance for local planning authorities and decision-takers both in drawing up plans and as a material consideration in determining applications.

0.14 The Mayor carefully considered the extent to which the policies in this Plan are consistent with those in the NPPF. On the basis of this review, he is satisfied that the Plan reflected the intent of the Framework, and in particular the presumption in favour of sustainable development, and that the detailed policies in the two documents are consistent with each other. Given this consistency, he considers that the London Plan can be seen as the expression of national policy for London, tailored to meet local circumstances and to respond to the opportunities to achieve sustainable development here. These views informed the early alterations referred to in paragraph 0.16B, and they were upheld through their associated engagement and formal testing processes.

4 Greater London Authority Act 1999, section 339(1)

0.15 The Mayor will consider publishing supplementary guidance about the application of the policies in this Plan in the light of the relationship between the London Plan and the NPPF, in conjunction with the Government and London stakeholders.

Alterations to the London Plan since 2011

0.16A Four sets of alterations have been made to the 2011 London Plan to ensure it is as up-to-date as possible, in particular regarding references to Government guidance and national legislation enacted since July 2011.

0.16B Revised early minor alterations (REMA) were made to the Plan to ensure it reflected the NPPF and the Government's approach to affordable housing. These were formally published on 11 October 2013[5].

0.16C Draft further alterations to the London Plan (FALP) were published for public consultation in January 2014 to reflect Mayoral priorities set out in his 2020 Vision: The Greatest City on Earth – Ambitions for London[6], particularly the need to plan for the housing and economic capacity, needed for London's sustainable development against the background of the growth trends revealed by the 2011 Census. These alterations were considered at an Examination in Public held in September 2014, and the FALP were formally published as alterations to the London Plan in March 2015.

0.16Ca In May 2015 two sets of Minor Alterations to the London Plan (MALPs) – Housing Standards and Parking Standards – were published for public consultation. These were prepared to bring the London Plan in line with new national housing standards and the Government's approach to car parking policy. An Examination in Public considered the MALPs in October 2015, and they were formally published as alterations to the London Plan in March 2016.

The London Plan (consolidated with alterations since 2011)

0.16D This document, published in March 2016, is consolidated with all the alterations to the London Plan since 2011. It is the policies in this document (and any subsequent Alterations to it) that form part of the development plan for Greater London, and which should be taken into account in taking relevant planning decisions, such as determining planning applications.

0.16E The London Plan (consolidated with alterations since 2011) sets out policies and explanatory supporting material (or what the planning system calls 'reasoned justification'). These take account of:

- the legal requirements set out in paragraphs 0.2–0.7 above and the various issues that European and national legislation requires to be considered

5 Mayor of London. The London Plan. Spatial Development Strategy for Greater London. Revised Early Minor Alterations. Consistency with the National Planning Policy Framework. GLA, 2013

6 https://www.london.gov.uk/sites/default/files/2020_vision_web.pdf

- other requirements of planning law and Government planning policy and guidance
- Integrated Impact and Habitats Regulations Assessments (see below)
- comments received during the consultation and engagement process the recommendations of the Panel that conducted the Examination in Public.

0.16F The London Plan now takes the year 2036 as its formal end date (the 2011 version of the London Plan looked forward to 2031). This date has been chosen both because Government advice suggests a twenty year planning period should be used, and because the Mayor believes a longer-term view of London's development should be taken to inform decision-making, development and investment.

0.16G Revisions consolidated in this Plan have been driven partly by the realisation that the population of London has grown much faster than was anticipated in the 2011 London Plan. However, the extent to which this unexpected level of growth is structural or cyclical is unknown as is the ability of the Plan's existing strategies and philosophy to successfully accommodate the envisaged level of growth. In light of this initial preparatory work towards a full review of the Plan commenced in 2015.

0.16H In the interim, as a result of changes proposed in the Government's Housing Standards Review, the Mayor brought forward the Housing Standards MALP in May 2015 to reflect Government housing standards. He also gave active consideration to addressing changes to national policy on car parking. The Mayor recognises the flexible approach in the National Planning Policy Framework on parking standards, and the abolition of maximum parking standards in national policy. National planning guidance published in 2014 also recommends that planning policies should consider how parking provision can be enhanced to encourage the vitality of town centres. Whilst the Mayor considers that there are sound reasons for retaining residential parking standards in core and inner London, he recognises the opportunity to adopt a more flexible approach in parts of outer London, especially where public transport accessibility levels are lower. He therefore brought forward through the Parking Standards MALP an early review of parking standards in Outer London in advance of the general review of the Plan. In doing so he gave active consideration to NPPF paragraph 39 on parking standards introduced by the Secretary of State's 'Planning Update March 2015' Written Statement to Parliament.

Integrated Impact Assessment

0.17 The development of this plan and the alterations made to it have been subject to full Integrated Impact Assessments (IIAs). The IIA approach addresses all of the Mayor's legal duties to carry out comprehensive assessments of the plan and its proposed policies within one integrated process. The IIAs covered the legal requirements to carry out a Sustainability Appraisal (SA) (including a Strategic

Environmental Assessment (SEA)) and a Habitats Regulation Assessment (HRA).

0.18 The IIAs also included Health Impact Assessments (HIA) and Equalities Impact Assessments (EqIA) to meet the Mayor's duties under the Greater London Authority Act 1999 (as amended) and equal opportunities legislation – see paragraphs 0.4-5. Finally, the IIAs covered relevant aspects of a Community Safety Impact Assessment (CsIA) to ensure that the statutory requirements of the Crime and Disorder Act 1998, and the newly enacted Police and Justice Act 2006 are also met.

0.19 The IIAs[7] and the Habitats Regulation Assessments have helped shape the preparation of the London Plan and of the alterations made to it since 2011, ensuring a wide range of sustainability issues and the importance of protecting specific habitats were taken into account at each stage of the process.

The structure of this document

0.20 The Mayor intended that the new London Plan should be different from the previous version – shorter, more clearly strategic and user-friendly, and arranged in topic-based chapters intended to make policies on particular issues easier to find. It is arranged as follows:

- a chapter outlining the context for the Plan and its policies
- a clear spatial vision in a chapter on 'Places'
- topic-based chapters on London's:
    - People (including housing and social infrastructure)
    - Economy
    - Response to climate change
    - Transport
    - Living places and spaces
    - Implementation, monitoring and review.

0.20A For consistency the paragraph numbering reflects that of the 2011 London Plan. Where paragraphs have been added through plan alterations, they are identified with a letter after the paragraph number, and where paragraphs have been removed that paragraph number has also been removed from the document.

7 Mayor of London. Habitats Regulation Assessment Screening. Further Alterations to the London Plan Consultation. GLA, 2013. Amec, Integrated Impact Assessment. Further Alterations to the London Plan Consultation. GLA, 2013. Housing Standards MALP Integrated Impact Assessment Report, Amec for Mayor of London April 2015. Parking Standards MALP Integrated Impact Assessment Report, Mayor of London April 2015. Parking Standards MALP Habitats Regulation Assessment Screening Report, Mayor of London April 2015.

CHAPTER ONE

CONTEXT AND STRATEGY

1.1 This chapter explains the major issues facing London over the period to 2036, providing the background to the detailed policies that follow. It then sets out the Mayor's vision of the way London should develop over that period and detailed objectives those policies will support.

Context

1.2 The 2000 year history of London has been one of constant change. It has grown from a port and river crossing point into a bustling centre of national Government and international commerce. It has been an imperial capital, and a city embracing villages and towns as it grew. It has been home for people in all walks of life, and from all parts of the world. It has led in industrial and scientific innovation, while also enjoying a globally-recognised heritage. Wealth and poverty, old and new, city and suburban rub shoulders. Several times in its past it has fought off disaster and resisted the best efforts of planners to remake it. This is the dynamic, ever-changing city – and its people – that the policies in this plan seek to sustain.

1.3 Following alteration, the London Plan now looks forward to 2036, five years further than the 2011 London Plan (as amended by the revised early minor alterations). It is obviously more and more difficult to say what may happen the further forward you look. It can also be hard to think beyond what is happening now and the immediate future (particularly against the background of recent dramatic developments in the global and London economy). However, we can draw on past experience to pick out some things that London will have to plan for:

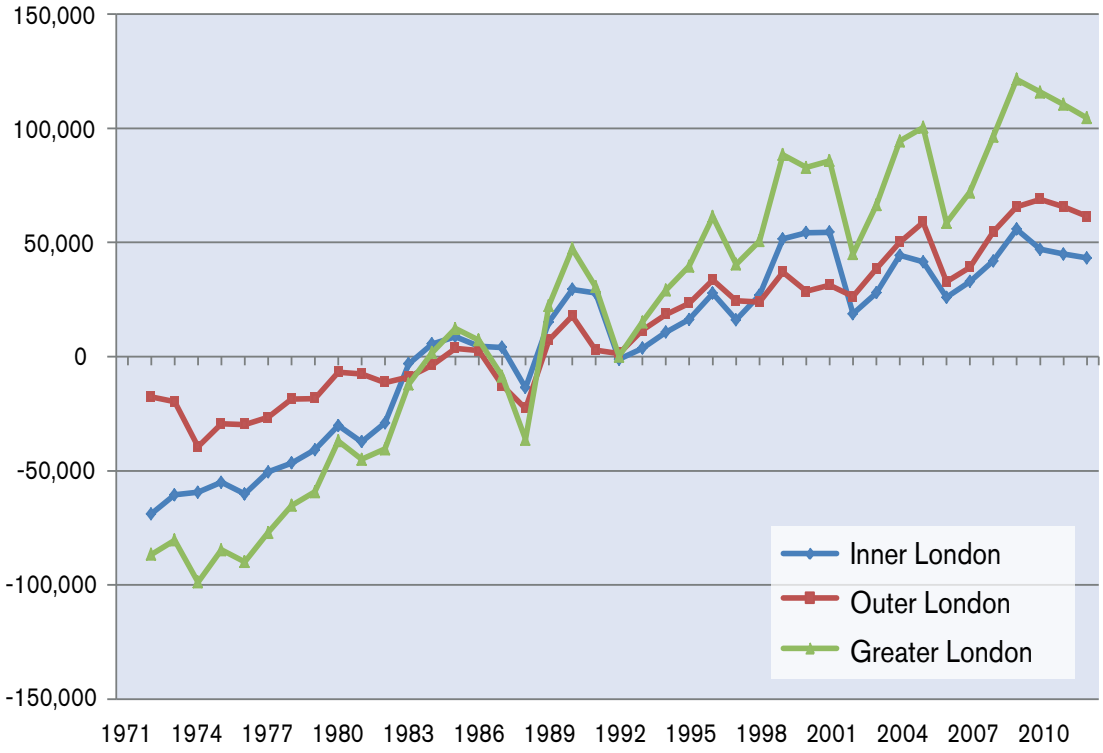
A growing population

1.4 London's population is likely to continue to grow. By the 2020s there are likely to be more Londoners than at any time in the city's history.

1.5 The changes to London's population since 1971 are shown in figure 1.1. London's population grew until immediately before the Second World War. By 1939, London's population reached its peak, at 8.6 million, following a period of large-scale development – the part of Middlesex now making up north west London grew by around 800,000 in the 1930s. This period also saw the beginning of policies to constrain London's physical growth (such as the Green Belt), encourage development in other parts of the country and reduce the density at which Londoners lived. Decentralisation accelerated in the post-war years with measures like the building of the new towns. As a result London's population started to fall, reaching a low of 6.7 million in 1988.

1.6 London's population has grown every year since 1988; even during the quite severe economic downturn of the early 1990s – indeed, growth accelerated then. It has accelerated again, and to an extent much greater than was anticipated in the 2011 London Plan.

Figure 1.1 Annual population change 1971 – 2011



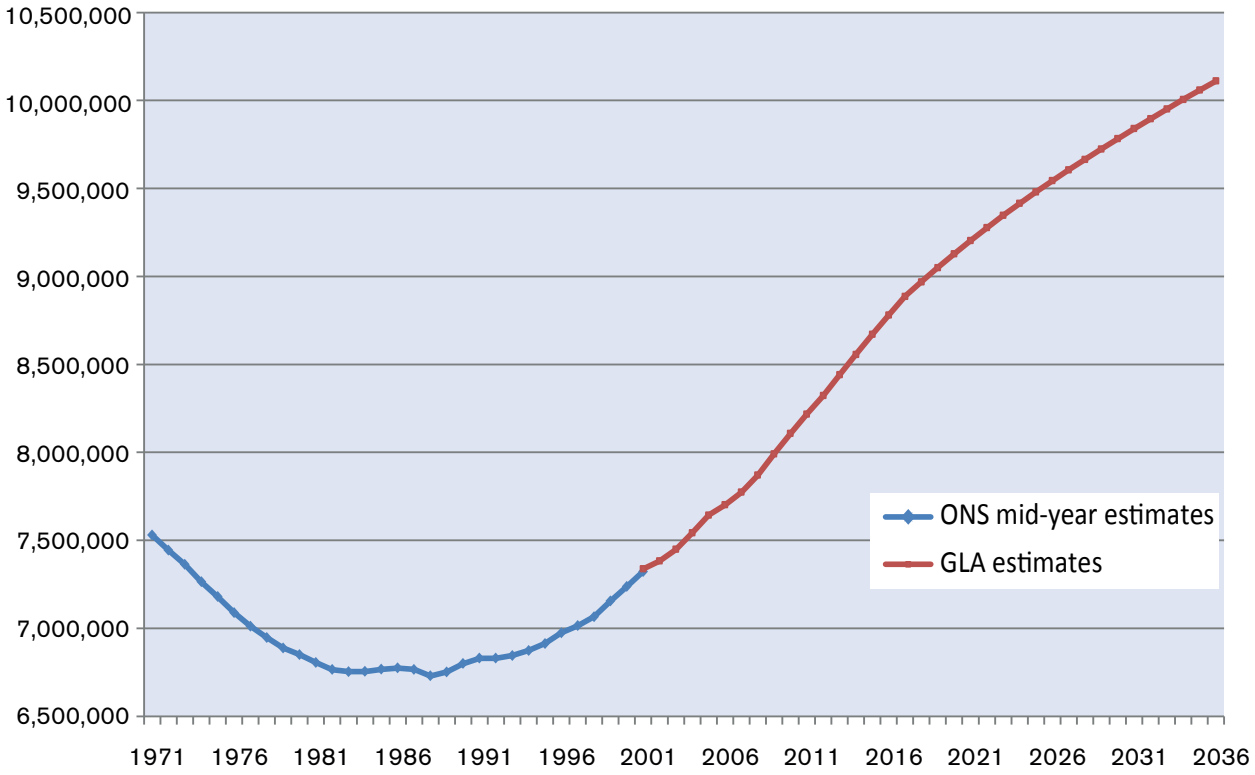
Source: Office for National Statistics mid-year estimates to 2001, GLA estimates from 2002

1.7 Informed by projections that average growth between 2001 and 2011 would be in the order of 46,000 pa, that Plan was based on the assumption that London would grow by an average of 51,000 pa in the two decades to 2031. However, the 2011 Census showed that during this decade London grew at a much more substantial rate – by an average of 87,000 pa, to 8.2 mll in 2011 rather than the 7.8 mll expected by the 2011 Plan.

1.8 To understand what this might mean for the future it must be borne in mind that population projections are not based simply on historic trends, but also on the complex relationships between natural change (births and deaths which in turn are a function of age structure) and migration (flows in and out of London from internal UK and international sources). Analysis of these relationships during the inter-censal decade shows that the well-established trend for London's births to exceed deaths continued, and indeed accelerated as expected in the projections which informed the 2011 Plan.

1.9 With the exception of a period of elevated international inflows in the middle of the decade associated with the accession of Eastern European countries to the EU, international migration flows showed little overall change over the course of the decade. Domestic net migration, however, took a different path, reducing in the second part of the decade from an annual loss of around 100,000 pa to under 50,000 pa. The level of internal in-migration grew from 170,000 pa at the start of the decade to 190,000 pa by 2008. After 2008, inflows saw an uptick, rising to

Figure 1.2 London's population 1971 - 2036

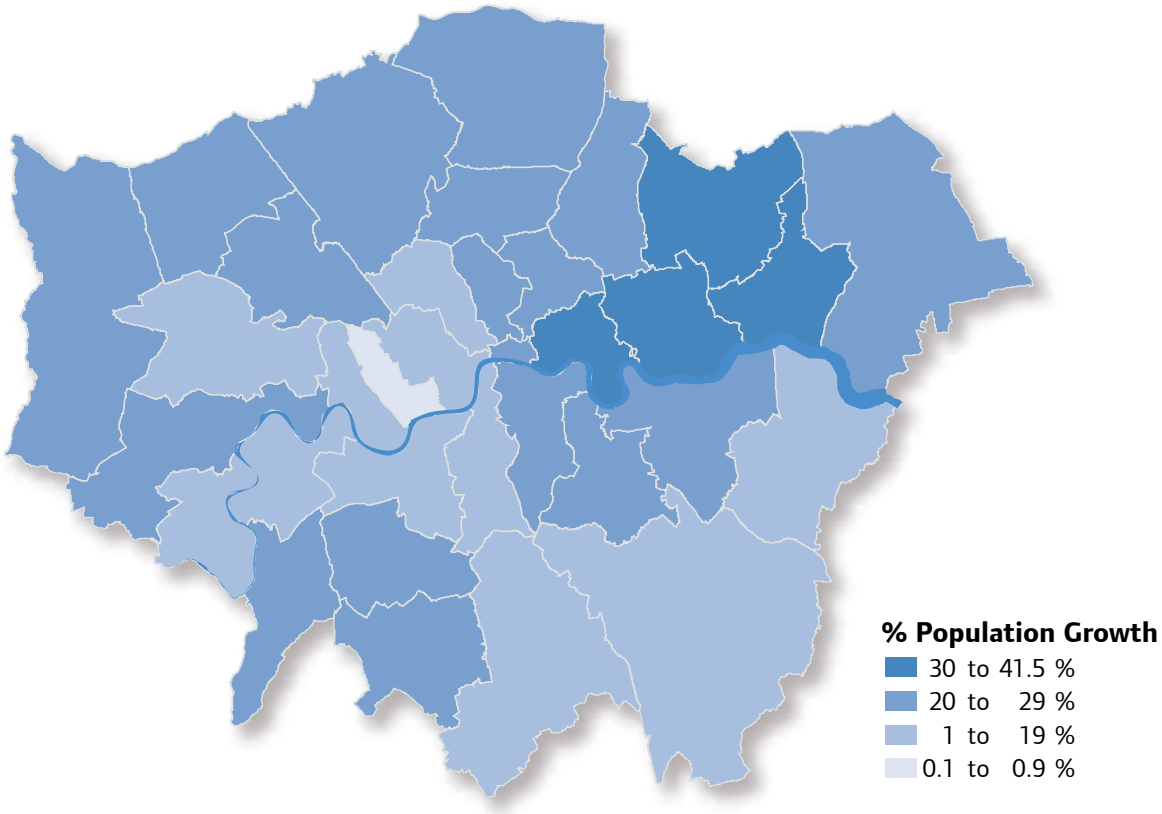


over 200,000 pa. Out migration was over 260,000 pa until 2008, after which point it fell to 240,000 pa and has yet to return to pre-2008 levels. The net effects of these migration trends during this period, driven in particular by the reduction in internal out-migration and increased domestic in migration, combined with established and significant positive natural change, underpinned higher annual increments to the population, especially since 2007.

1.10 The issue for an Alteration to a long term strategic plan such as this is not only the scale of the change itself, but whether, on balance, it is likely to be sustained consistently in to the future. This was an issue which was faced in preparing strategic plans for London in the late 80s/early 90s when it took two iterations of Strategic Planning Advice/Guidance to establish that London's population had in fact 'turned round', going from decline in the post war years to growth from the late 80s.

1.10A As noted above, there is evidence to suggest that London may not now be facing such a radical, structural change. The significant acceleration in population change highlighted by the 2011 Census appears to have coincided with a major economic downturn, albeit not one as severe (in job loss terms) as that which faced London in the late 80's/early 90s. This nevertheless did have a major impact on the London housing market and that of the wider South East. Between 2007 and 2009 the volume of house sales fell by 53% in London, and by 47% in the wider South East, disrupting the established out migration flow between the capital and its hinterland. While transactions are again picking up, it is too soon to know what the

Map 1.1 Distribution of population growth 2011 – 2036 (% growth)



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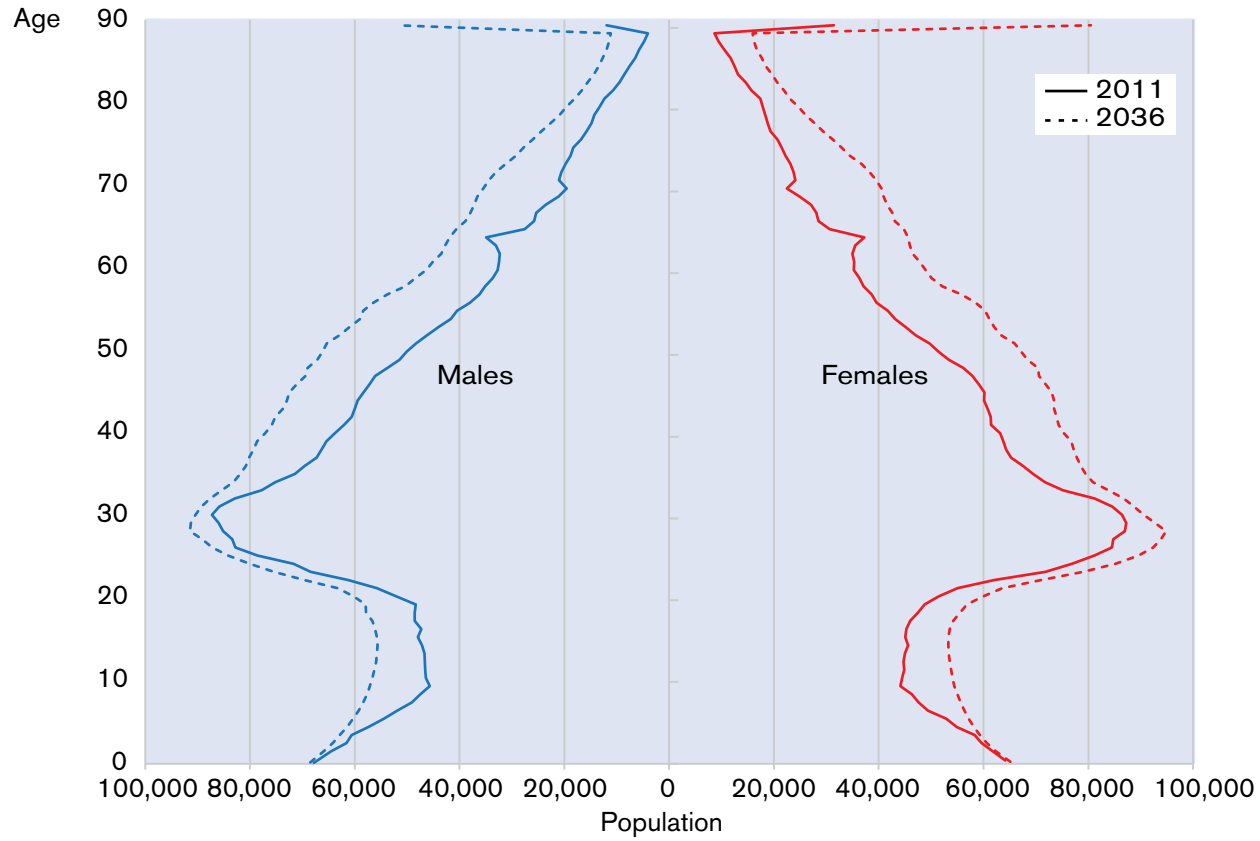
migration implications of this may be and how they will bear on future population trends. The recently identified major up-turn in population growth may, in part at least, be based on cyclical rather than structural factors. Just how far that may be true will only become clear once data is available to test whether the trend has 'bedded down', and if so at what level.

1.10B In such circumstances, the soundest response for this Alteration is to recognise this uncertainty and to plan for it. The Office for National Statistics (ONS) has to some extent also recognised this, publishing projections for only the period 2011-2021. These suggest London could on average grow by some 117,000 pa to 9.37 mll in 2021.

1.10C To provide perspective on the uncertainty in future domestic migration patterns, the GLA has produced three demographic scenarios. All three are trend based – projecting forward using recent trends in mortality, fertility and migration. The three projections differ in their domestic migration assumptions beyond 2017. The "High" scenario assumes that the fall in net outmigration since 2008 is a long term structural shift and that recent migration propensities will continue. The "Low" scenario assumes a return to pre-2008 domestic migration trends for projection years beyond 2017, with outmigration propensities increasing by 10% and in-migration propensities decreasing by 6%. The "Central" scenario takes the mid-

Figure 1.3 Age structure of London's population 2011 – 2036



Source: Greater London Authority, 2013 round of population projections

point of these two sets of assumptions, with propensities increasing by 5% for outmigration and decreasing by 3% for in-migration. These projections suggest that London could grow by 91,000 – 106,000 pa in the decade to 2021, and over the term of the Plan to 2036 by 64,000 - 88,000 pa. This Alteration has been prepared using the Central population projection.

1.10D This degree of uncertainty reinforces the importance of taking a 'plan, monitor and manage' approach to accommodating London's growth. As the remaining chapters of the Plan make clear, substantial development capacity has been identified and proposed through this Alteration to seek to accommodate London's growth in the short to medium term. This is in line with the Plan's underlying philosophy - to seek to accommodate growth within the capital's boundaries and without intruding on its protected green and open spaces. In the circumstances, this is the most sound approach which can be taken to London's current demographic challenge.

1.10E The central population projection used in preparing this Alteration therefore anticipates London's population rising from 8.2 million in 2011, to:

- 9.20 million in 2021;
- 9.54 million in 2026;

- 9.84 million in 2031; and
- 10.11 million in 2036.

A changing population

1.11 London's population will also change in composition. Figure 1.3 compares the age structure of London's population in 2011 with that projected for 2036. It will continue to be younger than elsewhere in England and Wales – there will be 17% more school age Londoners in 2036 and 28% more aged 35–64. At the same time, the number of people over 64 is projected to increase by 64 per cent (nearly 580,000) to reach 1.49 million by 2036. The over 90s are expected to grow in number, by 89,000, as medical advances, improvements in lifestyles and new technologies support improved life expectancies. We will have to plan for the schools and other facilities needed by more young people, while also addressing the needs of an ageing population.

1.12 London's population will also continue to diversify. Black, Asian and other minority ethnic communities are expected to grow strongly as a result of natural growth and continued migration from overseas. By 2036, an additional twelve London boroughs are likely to have a majority of their population from these groups, with Lewisham, Southwark, Tower Hamlets, Barking and Dagenham, Croydon, Ealing, Enfield, Harrow, Hillingdon, Hounslow, Redbridge and Waltham Forest joining Brent and Newham which have had such majorities since 2001.

1.13 On the basis that around 10 per cent of Londoners will have some kind of disability or sensory impairment, there are likely to be more people in London who have particular mobility, access and other support needs. Ensuring London and its infrastructure is accessible and inclusive will have to be a key theme of the new London Plan.

1.14 The working age population of London (aged16 - 64) is projected to increase from 5.7 million in 2011 to 6.5 million in 2026, and 6.8 million in 2036 – an increase of 1.1 million over the period as a whole.

More households

1.15 Just as with population, there is uncertainty in projecting household growth. Some of this uncertainty devolves from that associated with the population trends but another element is related to it only indirectly. The central issue is that, contrary to historic assumptions, comparison of household size estimates from 2001 and 2011 suggests that London's households increased in size – average household size rising from 2.37 to 2.47. In the 2011 Plan it was assumed that the average household would then contain 2.34 people and household size would decline into the future. However, the Census that year showed the average London household contained 2.47 people, apparently as a reflection of an upward trend. When applied to substantial population growth such a difference has a significant effect

on the projected scale of household growth.

1.15A Consideration also has to be given to the relationship between changing levels of population growth and household size. In paragraph 1.10A above, it was noted that to provide a sound plan for the future development of London, account had to be taken of the possibility that the significant, but apparently recent upturn in population growth could in part at least be cyclically rather than structurally based and short to medium term in nature. The same may be true of the upward trend in household size and that, for the longer term, as population growth abates, there may be a reversion to the smaller households associated with historic trends. This in turn might generate relatively more household growth per 1000 population that that associated with larger household.

1.15B From the current number of London households (3.28 million in 2011), the period is likely to see growth to:

- 3.74 million households by 2021
- 3.93 million by 2026
- 4.10 million by 2031; and
- 4.26 million by 2036.

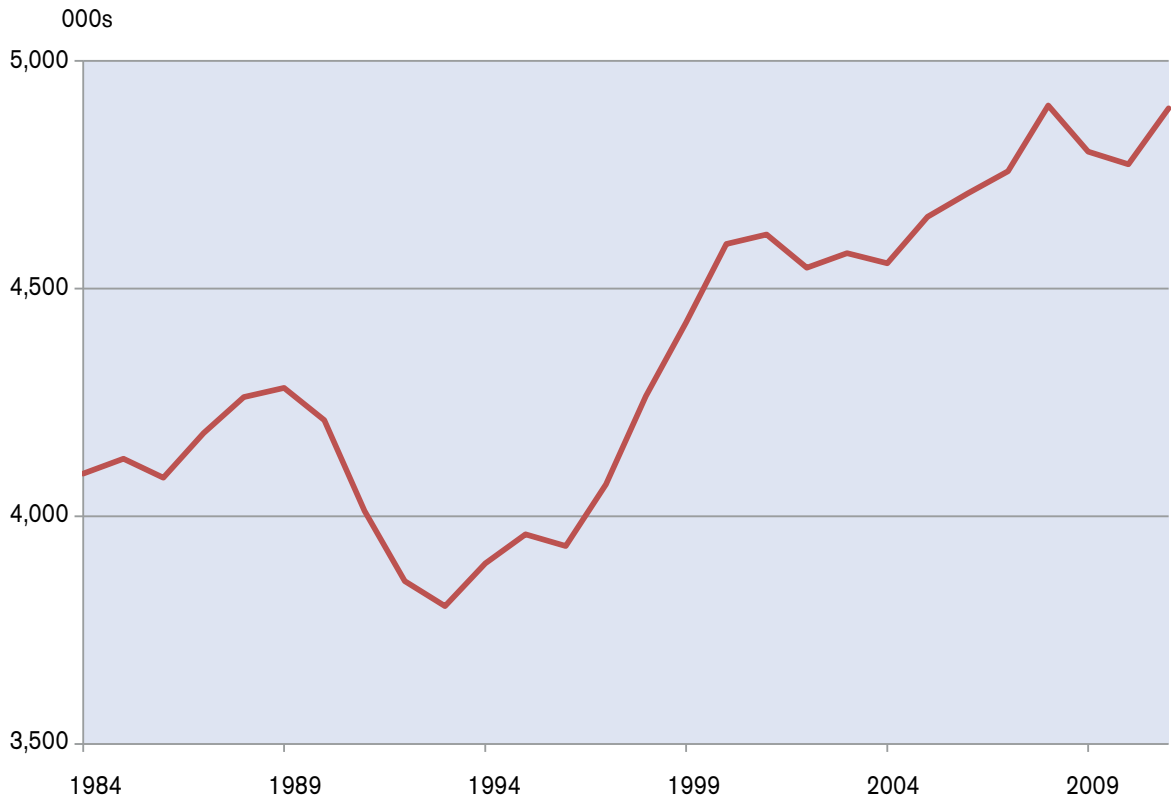
1.15C The composition of London households is also likely to change, partly because of social trends. The period to 2036 is likely to see a decrease in the number of married couples, more than offset by increase in cohabiting couples though they are projected to decrease as a proportion of total households from 42% to 39% between 2011 and 2036. There is also likely to be an increase in one person households, particularly among older people, and in lone parent and other multi-adult but non-family based households. The extent to which these trends may be offset by population growth among communities with a higher proportion of larger families will be closely monitored. Taken as a whole, these trends mean we will have to plan for more homes, particularly meeting the accommodation needs of families and single person households including older people, both of which are likely to increase in number.

A growing and ever changing economy

1.17 London's economy has made good the loss of jobs associated with the recent recession and in the year to June 2013 the number of jobs grew by 3.9 per cent[8], more than any other UK region. It is likely to see strengthening growth in the

8 London's employment has since risen from a low point of 4.8 million in the last quarter of 2009 to 5.5 million in the first quarter of 2014 (source: Workforce Jobs, ONS). More recent independent projections (Cambridge Econometrics, 2013; Oxford Economic Forecasting, 2014; Experian Business Strategies, 2014; and UK Commission for Employment and Skills, 2014) suggest higher levels of near term employment and employment growth than that indicated in Table 1.1. However, methodological considerations suggest that for a long term strategic plan it is sound to draw on the projections set out in Table 1.1. The Mayor will continue to monitor these trends very closely.

Figure 1.4 London's employment 1984 – 2011



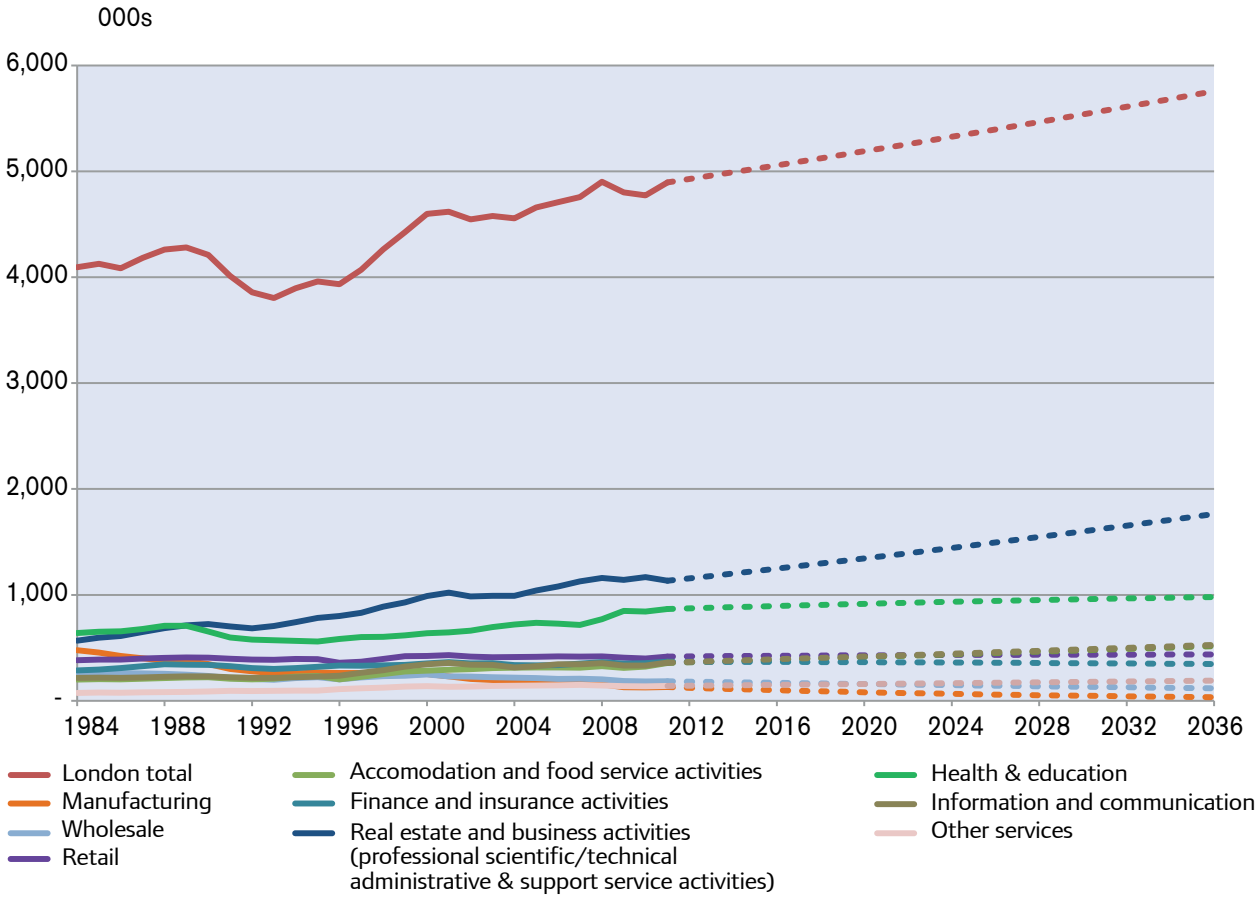
Source: GLA Economics 2013

medium term, as well as continuing change and challenges.

1.18 The world economy experienced dramatic changes between 2007–9, with a credit crunch, bank failures and a severe downturn in the real economy, with increases in business failures and unemployment. The UK also experienced sluggish growth, compounded by financial upheaval and economic problems in the Eurozone. It seems increasingly clear that in so far as these have impacted on London, they have not signalled the kind of fundamental long term economic change here seen, for example, in the 1980s. The London Plan has to look beyond what is happening today. It does seem likely that globalisation, supported by mass production, technological innovation, reducing transport and communication costs and countries across the world continuing to open their markets to international trade, will support resumed economic growth. The world economy will be yet more integrated by 2036 and larger, with China, India and other currently 'emerging' markets having greater economic weight and providing wider markets for products and services. Closer to home, a growing London population is likely in itself to support an expanding economy, with growing demand for leisure and personal services, health and education.

1.19 Figure 1.4 shows employment in London between 1984 and 2011. There have been huge economic changes as London's once very strong manufacturing sector declined, and was more than made up for by a growth in services. In 1984, there

Figure 1.5 Employment projections 2011-2036 and historic data 1984-2011(selected sectors)



Source: GLA Economics 2013

were nearly half a million manufacturing jobs in London. A decade later there were 260,000 and by 2011 only 129,000. The picture for the 'professional, real estate, scientific and technical services' sector is almost the opposite, with 322,000 jobs in 1984, 424,000 a decade later and 670,000 by 2011.

1.20 Employment grew during the service sector-dominated upturn of the late 1980s, reaching 4.28 million in 1989. The significant downturn of the early nineties saw employment falling to 3.8 million by 1993. There was then a period of substantial, if uneven, service driven growth, and by 1999, total employment had reached 4.4 million. London's real GVA output expanded by some 40 per cent between 1992 and 2001, while employment increased by nearly 20 per cent over the same period. There was a further slowdown in 2002 following the collapse of the dot. com boom and the 9/11 terrorist attacks in the United States but output and employment rebounded, only to fall respectively by 3.6% and 2.1% between 2008 and 2009. Since then both have recovered, with total employment by June 2013 (5.2 million jobs) above the previous, 2008 peak. History shows London is an innovative city, which constantly reinvents itself and has made the most of

components of business services, such as computing, which are now important but which simply did not exist to the same extent thirty years ago.

1.21 This background means we can put the current situation into some perspective, and can take a balanced view about the likelihood of sustained growth. London continues to be seen as a pre-eminent global business location; the 2011 European Cities Monitor ranked London as Europe's top city business location (a position it has held every year since 1990). This was reinforced by the Global Financial Centres Index (published in 2007, 2008, 2009 and 2010 by the City Corporation and in 2012 and 2013 by the Qatar Financial Centre and Z/Yen Group), the latest of which ranks London as the world's top financial centre (with New York), and by the MasterCard Worldwide Centres of Commerce Index published in 2007 and 2008, showing London first, ahead of New York. Among the reasons for this are London's world class higher education and research institutions, its status as capital, seat of Government and legal centre, and the widespread choice of English law for dispute resolution.

1.22 For all these reasons, the projections prepared for this Plan, and those of the four independent forecasters who monitor the London economy, are all based upon London experiencing a cyclical recovery following the recent recession, followed by longer term positive job growth thereafter. The projected jobs growth is lower than that in earlier versions of the London Plan, reflecting changes to the economy in recent years.

1.23 Without economic growth, the situation would be dire for London. It will be essential to make sure the growing number of Londoners of employment age (16–64) over the period to 2036 have the range of opportunities they need – an issue likely to be all the more acute if jobs grow more slowly than population (although the population and economic projections underpinning this Plan do not suggest this will be the case). A city with an economy as dependent upon the private sector as London also needs growth to ensure its fabric and infrastructure receives the public investment it requires. If it does not, London will not be able to go on making a significant net contribution to the national exchequer. Fortunately, the evidence available suggests no reason why growth should not happen, even if there are some changes to the size and shape of London's financial and globally oriented business services sectors in the short to medium-term.

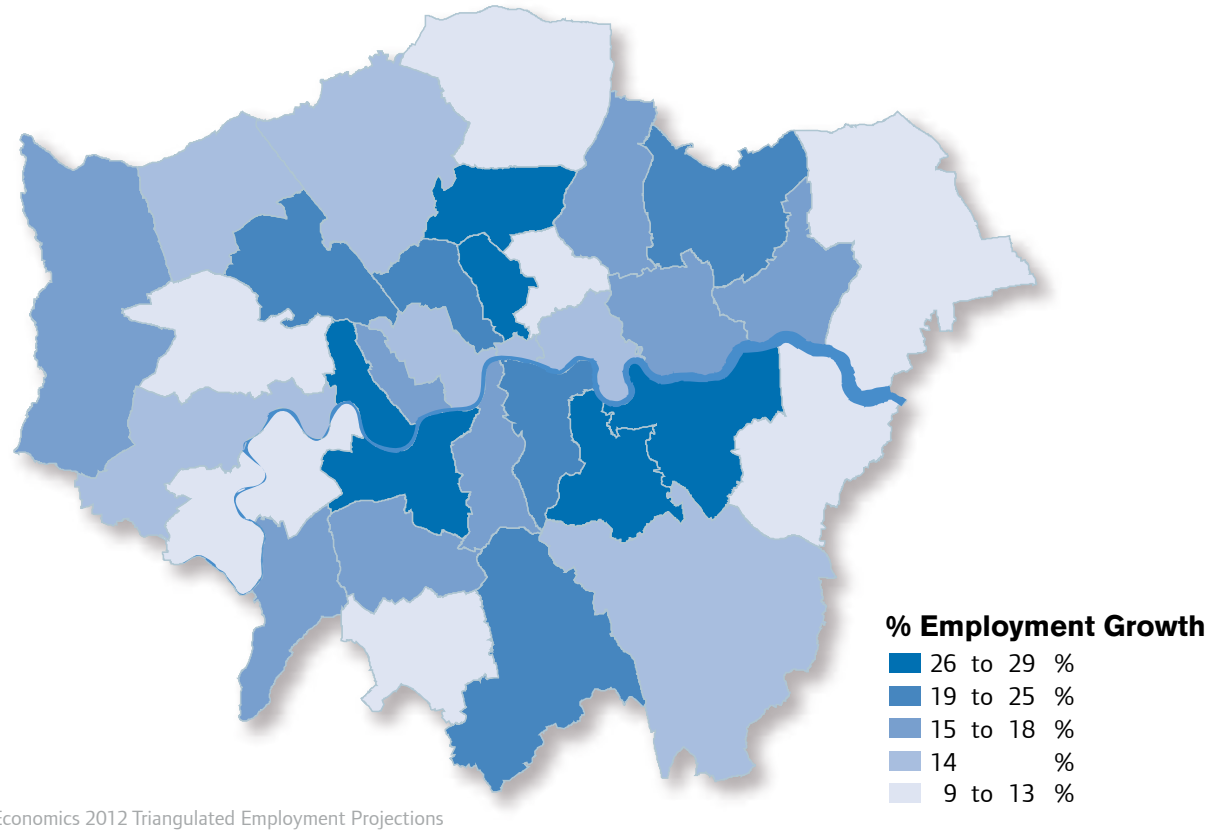
1.24 What changes might we see to the kind of economy London has over this period? Projections prepared for this Plan suggest that the total number of jobs in London could increase from 4.9 million in 2011 to 5.8 million by 2036 – growth of 17.6 per cent or an additional 861,000 jobs over the period as a whole. Manufacturing is projected to continue to decline, from 129,000 jobs in 2011 to 34,000 by 2036, while employment in 'professional, real estate, scientific and technical activities' could grow from 670,000 in 2011 to 1.09 million in 2036, representing 49% of net new job growth projected over the period.

1.24A Growth is also expected in 'administrative and support service' (+210,000); 'information and communications' (+168,000); 'accommodation and food'

Table 1.1 Employment projections 2011-2036 by borough

Adjusted triangulated projections ('000)	2011	2036	% growth 2011-2036	Absolute growth 2011-2036
Barking and Dagenham	52	61	17.3%	9
Barnet	143	163	13.7%	20
Bexley	76	84	10.6%	8
Brent	111	137	23.2%	26
Bromley	118	134	13.6%	16
Camden	318	389	22.4%	71
City of London	418	475	13.5%	57
Croydon	134	159	18.7%	25
Ealing	143	156	9.1%	13
Enfield	108	121	12.7%	14
Greenwich	79	101	27.2%	22
Hackney	109	121	11.6%	13
Hammersmith and Fulham	136	175	28.5%	39
Haringey	73	95	29.5%	22
Harrow	75	86	14.1%	11
Havering	81	90	11.0%	9
Hillingdon	197	230	17.1%	34
Hounslow	146	166	14.1%	21
Islington	196	249	27.1%	53
Kensington and Chelsea	134	157	17.6%	24
Kingston upon Thames	78	91	16.0%	13
Lambeth	146	169	15.7%	23
Lewisham	73	93	27.8%	20
Merton	84	97	15.6%	13
Newham	87	102	18.0%	16
Redbridge	74	89	20.6%	15
Richmond upon Thames	94	106	12.9%	12
Southwark	242	304	25.4%	62
Sutton	76	87	13.4%	10
Tower Hamlets	246	281	14.4%	35
Waltham Forest	70	82	17.3%	12
Wandsworth	123	156	26.7%	33
Westminster	656	750	14.3%	94
London	**4,896**	**5,757**	**17.6%**	**861**

Map 1.2 Distribution of employment growth 2011-2036



© GLA Economics 2012 Triangulated Employment Projections
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(+158,000); 'health and education' (+114,000) and, to a lesser extent, 'other services' (+52,000) and 'arts and entertainment' (+41,000). Relatively little growth is projected for the 'retail' sector (+19,000) and London looks set to lose employment in 'transport and storage sectors' (-66,000); 'wholesale' (-66,000); 'public administration' (-48,000); 'financial and insurance' sector (-22,000); 'primary and utilities' (-18,000), and 'construction' (-7,000). We can also expect changes to the way London works, as firms adjust to the imperatives of climate change and make more use of information and communications technology. Figure 1.5 shows some of these projections in the context of change since 1984.

1.25 Where in London are these jobs likely to be? Employment is expected to grow fastest in absolute terms in central and inner areas of London – unsurprisingly given that those business services strongly related to it tend to concentrate there, while sectors with lower levels of growth or declines tend to be more dispersed. There has been particularly strong growth in inner London. The trend towards a comparatively lower level of employment growth in outer London, despite it being where the majority of Londoners live, suggests that this part of the capital might not be realising its full potential to contribute to London's success.

Map 1.2 and Table 1.1 show the location of projected employment growth over the period of this Plan.

Persistent problems of poverty and disadvantage

1.26 Although London's economy has been generally successful over the past twenty years, not everyone has benefited and the incidence of poverty has not fallen. Income poverty rates for children, working age adults and pensioners are higher in London than elsewhere in the UK. A quarter of working age adults and 41 per cent of children are in poverty after housing costs are taken into account. Poverty is particularly concentrated in households with dependent children (working age people without children have poverty rates similar to those in the rest of the country). Deprivation is also concentrated among Black, Asian and ethnic minority and disabled Londoners.

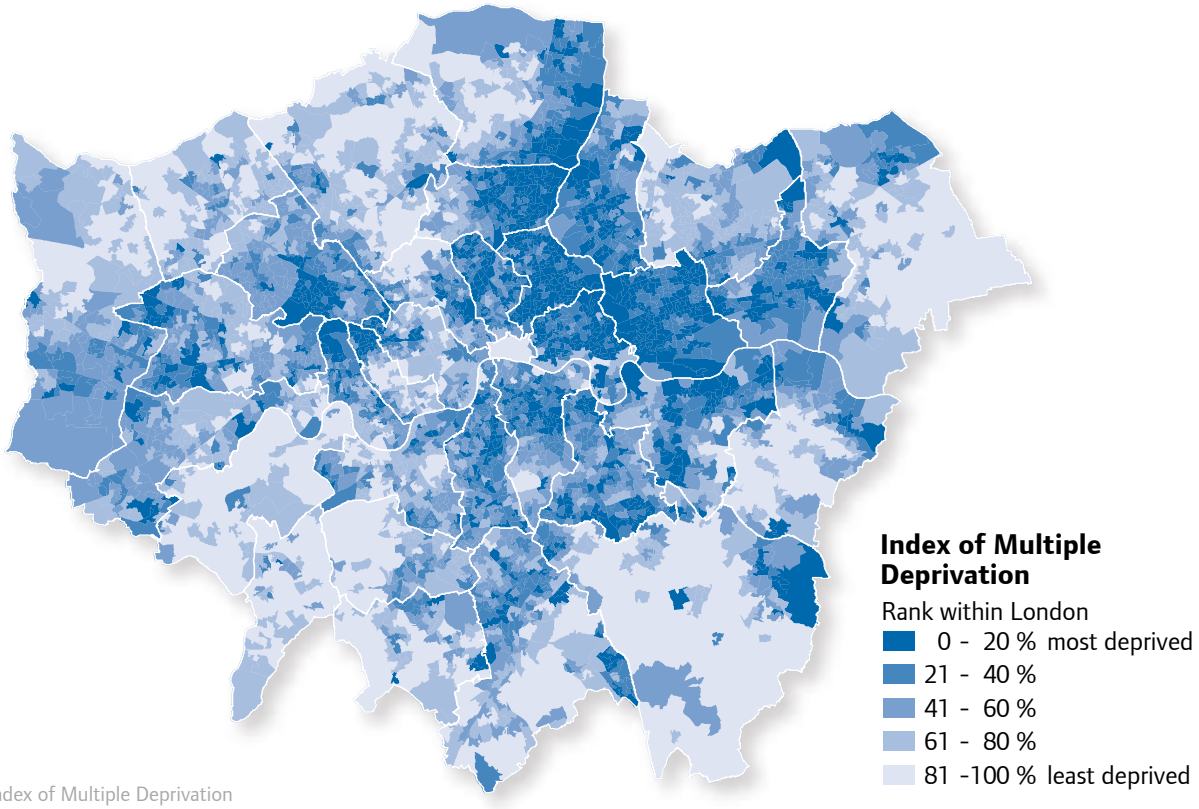
1.27 As a result, London is an increasingly polarised city. On the one hand, it has seen a major growth in earnings, with significant rises both in the number of those earning high salaries, and in the amount they earn. This leaves those on low incomes or without employment further and further behind. This polarisation is associated with a range of social problems of ill-health, substance abuse and crime.

1.28 The labour market, and how individuals fare in it, is of central importance. Households with children in London are much more likely to be workless than childless ones, something reflected in their particular exposure to poverty highlighted earlier. Disabled people are almost twice as likely to be unemployed as non-disabled people. More generally, London has had higher levels of unemployment, and lower levels of employment than other parts of the country. Employment here is increasingly skewed towards occupations needing higher level skills and qualifications given the nature of the sectors in which London specialises. Rising land values have also squeezed out lower value activities. Making sure Londoners can get better access to the jobs in their city will be a key priority at a time when population is likely to grow, but the economy's growth may be less robust.

1.29 Deprivation tends to be geographically concentrated (see Map 1. 3). Looking at the factors that are brought together in the Government's Index of Multiple Deprivation (which covers aspects like employment, housing, health, education and access to services), it becomes clear that there are particular concentrations of disadvantage, especially in inner north east London, running from Tower Hamlets northwards through Hackney to Haringey and eastern Enfield, eastwards to Newham and Waltham Forest and on both sides of the Thames to Barking and Dagenham and the southern part of Havering and from Lambeth and Southwark eastwards to Bexley. There is another cluster in west London, around Park Royal. This pattern is fairly consistent across the various components of the Index, although some show a rather more dispersed pattern (that for housing, for example). This suggests the importance of geographically targeted approaches to development and regeneration, focussing investment and action on places with the highest need.

1.30 There is a clear link between deprivation and housing. London is a very expensive

Map 1.3 Index of Multiple Deprivation (2010)



Source: Index of Multiple Deprivation
Contains National Statistics Data © Crown copyright and Database rights [2012]
Contains Ordnance Survey data © Crown copyright and database right [2012]

place to live, a problem exacerbated by the income trends identified earlier (see para 1.26). The result can be that those with lower incomes find it very difficult to access the housing they need, with many having no option but to seek social/ affordable rent housing. This in turn can lead to social/affordable rent housing and deprivation being closely linked, with people finding it increasingly difficult to move on from social/ affordable rent into other forms of housing.

A changing climate

1.31 Some climate change is inevitable. Although it is impossible to predict how these changes will impact on London specifically, it is likely that the direction and speed of change are such that the effects of this will be increasingly felt over the period of this London Plan. By 2050, what we in this country think of as being a heat wave of the kind experienced in the summer of 2003 may well be the norm. The Government's latest UK Climate Change Projections suggest that by the 2050s, London could see an increase in mean summer temperature of 2.7 degrees, an increase in mean winter rainfall of 15 per cent and a decrease in mean summer rainfall of 18 per cent over a 1961–1990 baseline (see Chapter 5).

1.32 London has to be ready to deal with a warmer climate, and one likely to be significantly wetter in the winter and drier during the summer. We also have to

play our part in making sure the extent and impacts of future climate change are limited. Action taken now and over the period covered by the new Plan will help reduce what has to be done for the years after that.

1.33 Adapting to the climate we can anticipate over the next two decades will include making sure London is prepared for heat waves and their impacts, and addressing the consequence of the 'urban heat island' effect – the way dense urban areas tend to get warmer than less built-up areas, and to cool more slowly. Heat impacts will have major implications for the quality of life in London, particularly for those with the fewest resources and living in accommodation least adapted to cope.

1.34 There will also be an increased probability of flooding and a need to cope with the greater consequences when it does happen. Sea levels will be higher; there will be more frequent and higher tidal surges; significant increases in peak Thames and other river flows; and the potential for more surface water flooding. It is likely that a significant proportion of London's critical and emergency infrastructure will be at increased risk from flooding, especially as London accommodates the kind of growth expected to 2036. There are likely to be more people living and working on the floodplain – 15 per cent of London lies on the floodplain of the Thames and its tributaries, and there are 1.5 million people and 480,000 properties there already. Flooding is also likely to impact worst on deprived communities many of which live in the areas that may be affected and are less likely to be insured.

1.35 A further problem arising from climate change will be an increasing shortage of water. South east England is already 'water stressed' – during particularly dry weather, London's water consumption outstrips available supply – and per capita water usage is increasing. There are limited additional water resources available in this corner of the UK, and over time options like new reservoirs may have to be considered. We will also have to ensure that there is adequate and appropriate water infrastructure to ensure a resilient, efficient and economic supply of water to homes and businesses.

1.36 Between now and 2036, decisions will have to be made at global, national and regional levels that will have profound consequences for the future of the planet. These issues are increasingly likely to dominate the policy agenda, and to mean changes in the way London relates to the rest of the world, how it works – and how we live our lives. They are likely to drive a shift to a low carbon economy, making resource efficiency a priority and encouraging innovation and new enterprises.

1.37 Encouraging energy efficiency is important for reasons going beyond climate change. A growing city with more households and jobs will need reliable and sustainable supplies of electricity and gas to power its homes, offices and other workplaces, transport network and leisure facilities. Energy issues, including resilience, security of supply and infrastructure provision – particularly for electricity – will clearly be increasingly important in the years to 2036.

Ensuring the infrastructure to support growth

1.38 What has been said here about energy and water highlights the importance of ensuring London has physical infrastructure adequate for the needs of a growing city, meeting the highest and most modern standards to help us use the city's resources as efficiently and sustainably as possible. It will be important for the whole range of utility providers to work together and with the capital's government to make sure London has the infrastructure it needs, in the places it is needed – whether this is the network of substations and power lines distributing electricity, the network of water or gas mains or the wires and fibre optic cables that facilitate the flow of information increasingly important to a modern city. This is a key message of the Mayor's '2020 Vision'.

1.39 Transport infrastructure will also have a vital part to play in supporting the capital's success and a good quality of life. The planning of transport services and the physical infrastructure they require will need to be carefully coordinated with the growth and development envisaged by this Plan. This is a key theme both of this Plan and of the Mayor's Transport Strategy.

1.40 In addition to this 'hard' infrastructure, a growing and increasingly diverse population will create demand for more social infrastructure, ranging from schools, colleges and universities, theatres, museums and libraries through health facilities to spaces for local groups and places of worship. A green infrastructure of green and other open spaces also has a crucial part to play in ensuring good health and a high quality of life – as well as helping to address the challenges of climate change.

1.41 All these demands will have to be managed while public resources are likely to be short. Some may be met by making better use of existing infrastructure, but it is likely that addressing them all will require the capital's local authorities, businesses, voluntary organisations and other stakeholders concerned about London's future development to work with the Mayor in making the strong case for future investment in the capital's fabric. As the Mayor's London Finance Commission has pointed out[9] all of these organisations will have to work together to identify and optimise use of the various ways of funding infrastructure – whether making the best use of the mechanisms within the existing planning system, pressing for new revenue-raising powers or exploring innovative approaches like tax increment financing.

Securing the legacy of 2012

1.42 Prior to the Olympic and Paralympic Games in 2012, the Mayor put in place strategic policies and a planning framework to ensure that they were the best Games ever – the safest, greenest, most inclusive and accessible, providing a global showcase for the capital at its best and an inspirational celebration of international sport. The overwhelming consensus is that these objectives were

9 London Finance Commission. Raising the capital. The report of the London Finance Commission. GLA 2013

achieved.

1.43 These policies had a much longer term ambition; to secure a lasting legacy for Londoners from this great event. The London Legacy Development Corporation is carrying forward and refining the Mayor's original proposals through a local plan to secure and accelerate the delivery of many elements of the Mayor's strategies, and for this reason it is the Mayor's highest regeneration priority. The unique status of east London, and the recognition arising from association with the Games, is being used to effect a positive, sustainable and fully accessible economic, social and environmental transformation for one of the most diverse – yet deprived – parts of London.

A new focus on quality of life

1.44 At its best, London can provide what is amongst the highest quality of life to be found anywhere. Unfortunately, this is not the universal experience of Londoners, as indicators like the disparities in life expectancy in different places across the city show. There is also a perceived tension between the demands of growth and the conditions for a good – and improving – quality of life, and a concern about the loss of things that have made living in London and its neighbourhoods a distinctive experience. It is unsurprising, therefore, that consultation on proposals for this Plan have shown a growing concern with quality of life issues, such as:

- ensuring there are enough homes meeting the needs of Londoners at all stages of their lives and whatever their circumstances, and designed so they actively enhance the quality of the neighbourhoods in which they are located
- tackling London's persistent problems of deprivation and exclusion - and in particular the unacceptable health inequalities that exist in one of the wealthiest cities in the world - in order to ensure equal life chances for all
- protecting and improving London's natural environment and habitats and its general environmental quality at both local and London-wide levels (and recognising the links between the two), with action to target problems of air quality and other forms of pollution
- ensuring a network of vibrant and exciting town centres with a range of shops and other facilities
- making sure all Londoners can have access to good quality and healthy food
- ensuring Londoners in all parts of the city have adequate efficient transport networks and services, and the support for cycling and walking, to enable them to access job, social and other life opportunities, while minimising any adverse impacts on the environment or quality of life
- recognising, and actively realising, the whole range of benefits which networks of green and open spaces and waterways bring

- the importance of a range of readily accessible community and cultural facilities meeting the needs of a growing and increasingly diverse population
- taking effective steps to ensure Londoners feel safe in their city and their local neighbourhoods, and do not have to feel constrained in going about their lives by crime and fears about their safety
- protecting and enhancing what is distinctive about the city and its neighbourhoods, securing a sense of place and belonging through high quality architecture and design that sits well with its surroundings.

Many of these issues tie into the key trends we have already identified as facing London to 2036.

A changing planning system

1.45 The Mayor intends to take a new, more consensual approach to planning for London growth, working with all the agencies and organisations (whether in the private, public or voluntary and community sectors) involved in the capital and in neighbouring regions (the East and South East of England). This will focus more on delivery of agreed and shared objectives, less on process or structure. It will be based on a clear recognition of the need to plan for all parts of London, and all those who live, work, study or visit here and the need for engagement, involvement and consultation on all sides. It will seek to unblock the barriers to the development London needs, while ensuring this is planned for properly and supported by the infrastructure it requires to succeed.

1.46 There are other changes to planning in and for London and the UK more generally that are also addressed in the new London Plan:

- the change in the London Plan's legal status since it was first written (see para 0.2)
- the Greater London Authority Act 2007 widened the Mayor's powers to deal with strategic planning applications and gave him responsibility for a number of new statutory strategies. The Localism Act 2011 abolished the London Development Agency and transferred land and housing responsibilities to the Mayor. It also made changes to the procedure for the preparation of the London Plan and other mayoral strategies.
- The Government has indicated its intention to change the planning system radically, to give neighbourhoods far more ability to decide the shape of the places where people live. The Localism Act 2011 also includes provisions to move responsibility for the planning of large infrastructure projects from the Infrastructure Planning Commission to the Planning Inspectorate, introduces neighbourhood planning and gives all planning authorities a duty to co-operate in relation to planning of sustainable development. This duty requires planning authorities to work together constructively on planning for strategic matters

affecting at least two planning areas, particularly sustainable development or use of land in connection with strategic infrastructure[10].

- The Government is also moving towards new development making 'zero carbon' contribution.
- Implementation of the Community Infrastructure Levy to raise resources to help deliver infrastructure needed to support growth through the planning system.
- In 2012, the Government consolidated national planning guidance into a single National Planning Policy Framework (NPPF).
- The Localism Act also gave the Mayor power to designate Mayoral Development Corporations (MDCs) to secure regeneration of designated development areas in Greater London. He has established the first MDC – the London Legacy Development Corporation – for the area covering the Olympic Park and its immediate surroundings. This has assumed local plan-making and development management functions for its area.

Conclusion: planning for growth

1.47 Given this background, the only prudent course is to plan for continued growth. This is the approach, described recently by the Mayor in his 2020 Vision[11], which runs through this Plan. Any other course would either require fundamental changes in policy at national level or could lead to London being unprepared for growth. The projections we have used are not targets, and for the most part it is not a question of choosing growth. There is no policy to decentralise population within the UK, and it does not appear that this is likely to change in the near future.

1.48 In practical terms this means planning for:

- Substantial population growth, at least in the short to medium term, ensuring London has the homes, jobs, services, infrastructure and opportunities a growing and ever more diverse population requires. Doing this in ways that do not worsen quality of life for London as a whole means we will have to ensure we make the best use of land that is currently vacant or under-used, particularly in east London where the greatest potential exists.
- An ever more diverse population – ensuring London has the schools and other facilities needed by a growing number of younger people, while also addressing the needs of a rapidly ageing population, with homes and neighbourhoods suitable for people at all stages of their lives. We will also need to plan for the whole range of other social infrastructure London's communities and neighbourhoods will need to support a high and improving quality of life.

10 Localism Act 2011, section 110

11 Mayor of London. 2020 Vision. The greatest city on earth. Ambitions for London by Boris Johnson, GLA 2013

- A growing and ever changing economy – London has always been at the forefront of enterprise and innovation. It already has a diverse range of economic specialisations extending beyond finance and business services to areas such as information and communications technology, transport services, culture and creativity, the visitor economy and media and publishing. The next 20 years are likely to see continued changes to the London economy, with new sectors and enterprises emerging, building on the capital's rich resources of research and innovation and its world-class universities and specialist institutions. This period may, for example, see significant growth in the environmental sectors, driven by an increasing shift to a low-carbon economy – with new knowledge and techniques being applied to the challenges facing the planet, across the creative sectors and in new forms of business services meeting the needs of new markets and a changing world. Against this background, it makes sense both to promote and support innovation and to ensure there are policies in place that allow them the space to grow in places meeting their needs, supported by the range of infrastructure they require.
- Substantial progress in tackling persistent problems of poverty and deprivation – ensuring a planning policy framework that supports action to tackle problems of unemployment and worklessness – in particular by making sure Londoners have the education and skills they need to get better access to the jobs in their city, helping to coordinate geographically targeted approaches to development and regeneration, focussing investment and action on places (such as the Regeneration Areas identified in this Plan) with the greatest need to address persistent spatial patterns of disadvantage and contributing to the promotion of greater housing choice, supporting the policies in the Mayor's London Housing Strategy.
- Making real progress in addressing climate change – in terms of both:
    - Adaptation: making sure buildings and the wider urban realm are designed with a changing climate in mind, encouraging urban greening – protecting, enhancing and expanding the city's stock of green space to help cool parts of the city, continuing to manage and plan for flood risks; and
    - Mitigation: reducing our emissions of greenhouse gases to minimise future warming and its impacts. Development can be managed to help this – designing buildings to be energy efficient, promoting decentralised and renewable energy and patterns of development that reduce the need to travel by less environmentally friendly modes of transport.
- Careful and efficient management and use of the resources available to London, including avoiding, reducing and reusing much of what is now regarded as waste, and ensuring adequate, modern physical, transport and social infrastructure to meet the needs of a growing and vibrant city, and a diverse population.

- Protecting and enhancing London's natural environment and habitats, while also extending and making the most of the capital's open and green spaces – ranging from the Royal Parks to local recreation grounds – for all the benefits they bring to the capital and its people.
- Improving quality of life for all Londoners and all of London – enabling growth and change, while also supporting the retention of London's heritage and distinctiveness, and making living here a better and more enriching experience for all.
- Joint approaches by London planning authorities – and those in neighbouring regions – on the sustainable management of growth, looking at population movement and trends, housing and labour markets, commuting patterns and waste.

These actions will be essential to ensuring the capital remains a safe and attractive place to live in and to do business; they can also help ensure London gains from being an early mover in the emerging business of climate change adaptation and mitigation. Over the years to 2036, they are likely to drive changes across issues like the economy, transport and housing.

1.49 In looking at how these challenges are to be met, it is important to remember that the private sector dominates London's economy, accounting for 84 per cent of output and employment.[12] Achieving all the environmental, economic and social objectives outlined in this Plan relies upon modernisation and improvement of the capital's stock of buildings and public realm, and this in turn means encouraging private investment and development. The approach taken in this Plan is to welcome and support growth and development, but to ensure that it contributes to London's sustained and sustainable development. Economic success; making the kind of step change needed in environmental issues; and improving the health, wealth and quality of life of Londoners are all inextricably linked. It is impossible over the long term to succeed in any one in isolation.

1.50 It is easy to look at the direction and pace of change highlighted here and be daunted. It is worth remembering that change presents opportunities for London, as well as challenges. The London Plan aims to make the most of the former in addressing the latter. A growing population will support a growing economy, with more people wanting goods and services. There are parts of London in real need of development, particularly in east London and the opportunity areas and areas for intensification identified in this Plan. In the inter-war years, London saw the creation of successful neighbourhoods where people lived and worked, and there are places in London with a need for development and regeneration and the capacity for making new neighbourhoods for the future. A coordinated

12 Private sector output share has been estimated using the latest (2010) headline workplace based GVA estimates from the ONS Regional Accounts, taking public admin and defence, education, and human health and social work as proxies for public sector activity. Private sector employment in London is based on Q2 2013 from the ONS Public Sector Employment statistics.

approach to planning for growth and the infrastructure needed to support it will be essential to meeting the immediate needs of the city and its people and providing foundations for lasting development and improvement for future generations of Londoners – the approach at the heart of the concept of sustainable development.

1.51 The spatial and locational policies underpinning this Plan are set out in detail in Chapter 2 and succeeding chapters. In short, the Mayor will seek to manage growth to ensure it takes place in the most sustainable way possible - within the existing boundaries of Greater London, and without encroaching on the Green Belt or London's other open spaces. East London will continue to be a particular spatial priority, to ensure its existing development and regeneration needs are met (and in particular to promote greater convergence in social and economic chances with the rest of the capital), and to ensure the most is made of the reservoir of strategic opportunities for new homes and jobs that exist there.

Strategy: The Mayor's vision and objectives

1.52 Against the context set out in this chapter, the Mayor has put forward a vision for the sustainable development of London over the period covered by this Plan:

Over the years to 2036 – and beyond, London should:

excel among global cities – expanding opportunities for all its people and enterprises, **achieving the highest environmental standards and quality of life** and **leading the world** in its approach to tackling the urban challenges of the 21st century, particularly that of climate change.

Achieving this vision will mean making sure London makes the most of the benefits of the energy, dynamism and diversity that characterise the city and its people; embraces change while promoting its heritage, neighbourhoods and identity; and values responsibility, compassion and citizenship.

1.53 This high level, over-arching vision is supported by six detailed objectives. These embody the concept of sustainable development. They give more detail about how the vision should be implemented, and link it to the detailed policies in the following chapters:

Ensuring London is:

1 **A city that meets the challenges of economic and population growth** in ways that ensure a sustainable, good and improving quality of life and sufficient high quality homes and neighbourhoods for all Londoners and help tackle the huge issue of deprivation and inequality among Londoners, including inequality in health outcomes.

2 **An internationally competitive and successful city** with a strong and diverse economy and an entrepreneurial spirit that benefit all Londoners and all parts of London; a city which is at the leading edge of innovation and research and

which is comfortable with – and makes the most of – its rich heritage and cultural resources.

3 **A city of diverse, strong, secure and accessible neighbourhoods** to which Londoners feel attached, which provide all of its residents, workers, visitors and students – whatever their origin, background, age or status – with opportunities to realise and express their potential and a high quality environment for individuals to enjoy, live together and thrive.

4 **A city that delights the senses** and takes care over its buildings and streets, having the best of modern architecture while also making the most of London's built heritage, and which makes the most of and extends its wealth of open and green spaces, natural environments and waterways, realising their potential for improving Londoners' health, welfare and development.

5 **A city that becomes a world leader in improving the environment** locally and globally, taking the lead in tackling climate change, reducing pollution, developing a low carbon economy, consuming fewer resources and using them more effectively.

6 **A city where it is easy, safe and convenient for everyone to access jobs, opportunities and facilities** with an efficient and effective transport system which actively encourages more walking and cycling, makes better use of the Thames and supports delivery of all the objectives of this Plan.

1.54 The principles set out in these objectives, and particularly the third, will be applied by the Mayor to the new and existing neighbourhoods in the Lea Valley that are developing and evolving following the 2012 Olympic and Paralympic Games (see Policy 2.4).

1.55 Under the GLA Act[13], the Mayor is required to have regard to the desirability of promoting and encouraging the use of the River Thames safely, in particular for transportation of freight and passengers. He also recognises the Importance of the Thames and other London waterways to a range of policy objectives, including mitigating climate change, providing important leisure and amenity benefits, and enhancement of London's natural environment and economic development. Specific policies dealing with the "Blue Ribbon Network" of waterways are set out In Chapter 7, but other policies (such as those on sports facilities (Policy 3.19), developing London's economy (Policy 4.1), London's visitor infrastructure (Policy 4.5), flood risk management (Policy 5.12), sustainable drainage (Policy 5.13), water quality and wastewater infrastructure (Policy 5.14), water use and supplies (Policy 5.15), freight (Policy 6.14), place shaping (policies 7.1-7.7) and the historic environment and landscapes (policies 7.8-7.12) will also be particularly relevant.

Quality of life

1.56 The Mayor's commitment to ensuring all Londoners can enjoy a good, improving and sustainable quality of life now, over the period to 2036 and into the future,

13 Greater London Authority Act, 1999, section 41(5)(d)

underpins the vision and objectives. The quality of life that Londoners experience when living, working, visiting and moving around London is fundamental to how they feel about the city – and to how the capital is perceived from outside. The decisions we make about our city now will shape the quality of life of those who come after us and their view of how successful we have been in our stewardship of the city.

1.57 This is a fundamental theme that runs through all the chapters and policies of this Plan, in particular the policies dealing with:

- quality of life issues in particular places within London – particularly those on the 2012 Games and their legacy (2.4) outer London (2.6 – 2.8), inner London (2.9), the Central Activities Zone (2.10-12), regeneration areas (2.14), town centres (2.15) and green infrastructure (2.18) – in Chapter Two (London's Places)
- ensuring equal life chances for all (3.1) addressing health inequalities, (3.2) ensuring an adequate supply of good quality homes for all Londoners (3.3–3.15) and sufficient social infrastructure (3.16–3.19) in Chapter Three (London's People)
- ensuring and developing a London economy that provides jobs, goods and services Londoners need – including those on developing the economy (4.1), arts, culture and entertainment (4.6), retail, town centres and small shops (4.7–4.9), encouraging a connected economy (4.11), and improving opportunities for all (4.12) in Chapter Four (London's Economy)
- mitigating the scale of future climate change (5.1–5.8) , adapting to the change that is now inevitable (5.9–5.13) and, as part of this, ensuring high water quality and sufficient water supply and wastewater infrastructure (5.14–5.15) in Chapter Five (London's Response to Climate Change)
- providing a transport network enabling easy access to jobs, opportunities and facilities while mitigating adverse environmental and other impacts in Chapter Six (London's Transport)
- supporting a high quality urban living space – including building neighbourhoods (7.1), inclusive environments (7.2), high quality built environments (7.3–7.7), protection of London's heritage (7.8–7.12), air and noise pollution (7.14–7.15), protection and enhancement of open and natural environments (7.16–7.22) and of the Blue Ribbon Network of waterways (7.24–7.30) in Chapter Seven (London's Living Space)
- setting out strategic priorities for use of the planning system to secure infrastructure and other benefits to support improving quality of life in Chapter Eight (Implementation, Monitoring and Review).

1.58 It also requires action on issues outside the scope of the London Plan and addressed in other mayoral strategies and programmes (action on crime and

anti-social behaviour, for example).

POLICY 1.1 DELIVERING THE STRATEGIC VISION AND OBJECTIVES FOR LONDON

Strategic

A Growth and change in London will be managed in order to realise the Mayor's vision for London's sustainable development to 2036 set out in paragraph 1.48 and his commitment to ensuring all Londoners enjoy a good, and improving quality of life sustainable over the life of this Plan and into the future.

B Growth will be supported and managed across all parts of London to ensure it takes place within the current boundaries of Greater London without:

a encroaching on the Green Belt, or on London's protected open spaces

b having unacceptable Impacts on the environment

The development of east London will be a particular priority to address existing need for development, regeneration and promotion of social and economic convergence with other parts of London and as the location of the largest opportunities for new homes and jobs.

C Other mayoral plans and strategies, decisions on development proposals and investment priorities, and borough DPDs and development decisions should aim to realise the objectives set out in paragraph 1.53 so that London should be:

a a city that meets the challenges of economic and population growth

b an internationally competitive and successful city

c a city of diverse, strong, secure and accessible neighbourhoods

d a city that delights the senses

e a city that becomes a world leader in improving the environment

f a city where it is easy, safe and convenient for everyone to access jobs, opportunities and facilities.

1.59 The content of policies in this Plan is split between:

- **strategic**: strategically important statements of Mayoral policy
- **planning decisions**: policies that will be applied by the Mayor and other planning authorities in deciding planning applications
- **LDF preparation**: advice to boroughs in preparing their Local Development Frameworks (what the NPPF terms "local plans") and to those preparing

neighbourhood plans. This falls into two categories. First, areas of flexibility, where authorities/neighbourhoods may want to consider how its particular circumstances might differ from those of London overall. Secondly, areas where it will be necessary for boroughs/neighbourhoods to carry out more detailed analyses of local circumstances on which to base policies for local use in determining planning applications.

1.60 This three part distinction is intended to make the Plan easier to use. As with the Plan itself, policies should be taken as a whole, and not their individual parts. 'Planning decisions' policies should be reflected in LDFs and 'LDF preparation' policies should inform planning decisions, with 'strategic policy' providing the context for both. The Mayor will take all three categorisations into account in taking decisions on strategic planning proposals and the general conformity of LDFs with the London Plan. Paragraphs within policies have been lettered A, B, C/a, b, c to ease reference. Numbers are used in policies where there is a hierarchy of preferences with 1 being the first priority.

CHAPTER TWO

LONDON'S PLACES

2.1 This chapter sets out policies to support delivery of the Mayor's vision (see paragraph 1.52) and six detailed objectives (see paragraph 1.53) – and particularly those of ensuring London is:

- **A city that meets the challenges of economic and population growth** in ways that ensure a sustainable, good and improving quality of life and sufficient high quality homes and neighbourhoods for all Londoners and helps tackle the huge issue of deprivation and inequality among Londoners, including inequality in health outcomes.
- **A city that becomes a world leader in improving the environment** locally and globally, taking the lead in tackling climate change, reducing pollution, developing a low carbon economy and consuming fewer resources and using them more effectively.

These will be realised across London, taking account of the challenges and opportunities facing different places across the capital, the issues of sustainable management of growth facing London and its neighbouring regions in the greater south east of England, and its links with the rest of the United Kingdom, Europe and the world.

2.2 This chapter also sets out special policies for areas of London facing particular needs or with distinctive parts to play in the capital's development over the period to 2036, particularly using the legacy of the 2012 Games to regenerate the Lower Lee Valley. It recognises that London is a complex urban area comprising a wide range of different places which inter-relate and contribute to the vitality and success of a city that is more than just the sum of its individual parts. It takes an approach to spatial policy that recognises distinctive but complementary roles for central, inner and outer London but which does not see the development of any of them prejudicing that of the others, but rather supporting and promoting it. Within this concentric framework, it promotes a polycentric approach recognising the importance of a range of different centres (particularly town centres, but also specialist centres with the capacity to help promote the development of outer London). To this "top down" strategic approach, the Plan also brings recognition of the "bottom up" importance of neighbourhoods and locality. The geographical structure it sets out is also intended to relate land use and development capacity to existing and proposed transport provision as effectively as possible across London and the wider city region, enabling maximum use to be made of public transport. Finally, this chapter recognises that administrative boundaries do not necessarily reflect neighbourhoods or economic or functional areas on the ground – some boroughs, for example, have characteristics of central, inner and outer London within their boundaries.

Spatial strategy

2.3 The policies in this chapter set the overall spatial context and policy which underlies this Plan and the Mayor's other strategies and policies – particularly

his Economic Development and Transport strategies. These documents take the policies here and address spatial issues from their particular perspectives, focussing for example on the priorities for public sector intervention to promote economic development or the way decisions on transport investment will be taken. Of necessity these strategies will be consistent, but not identical.

2.4 The most efficient use will have to be made of London's limited reserves of land, identifying places with the potential for development on a strategic scale, and ensuring policies are in place to enable this to happen. In spatial terms, this will mean renewed attention to the large areas of unused land in east London where there are both the potential and need for development and regeneration. It will also mean making the most of places identified in this chapter as having the potential for larger-scale development, while at the same time providing a supportive framework for more local action to take advantage of smaller-scale development opportunities across London.

2.5 All parts of London will have a contribution to make as part of a complex urban whole. The Central Activities Zone (see policies 2.10-2.12) has a complementary relationship with outer and inner London, providing opportunities not likely to be available in other parts of the city and supporting achievement of environmental, social and economic objectives Londonwide. Similarly, central London cannot function without outer London's homes and enterprises. Inner London's opportunities and problems are influenced by its location between these areas. This chapter identifies opportunities and ways of realising them.

Looking beyond London

POLICY 2.1 LONDON IN ITS GLOBAL, EUROPEAN AND UNITED KINGDOM CONTEXT

Strategic

A The Mayor and the GLA Group will, and all other strategic agencies should, ensure:

  a that London retains and extends its global role as a sustainable centre for business, innovation, creativity, health, education and research, culture and art and as a place to live, visit and enjoy; and

  b that the development of London supports the spatial, economic, environmental and social development of Europe and the United Kingdom, in particular ensuring that London plays a distinctive and supportive part in the UK's network of cities.

B The Mayor will continue to seek appropriate resources and investment from Government and elsewhere to ensure London excels among world cities and as the major gateway to Europe and the UK.

2.6 Throughout its history, London has been a city that has had to face the world and take account of developments far beyond its borders. This openness to global change will continue to be essential if the vision and objectives outlined in this Plan are to be delivered.

2.7 London is a world city with a role in the global economy rivalled only by New York. As such, it fulfils functions and attracts investment that other cities in the United Kingdom – and in Europe – do not. It has a distinctive role to play in the spatial development of the country and continent as part of a polycentric network of cities and urban areas, and the Mayor recognises the importance of ensuring London does this in ways that promote sustainable success at European, national and city region level. He recognises the importance of this to the continued prosperity and well-being of London and its people.

2.8 The vision and objectives set out in this Plan support the European Union's Growth and Jobs Strategy aimed at ensuring Europe has the most competitive, knowledge-based economy in the world by 2010 and the emerging Europe 2020 strategy for smart, sustainable and inclusive growth that will replace it. London will have a major part to play as one of the continent's most important global gateways. This Plan also adopts the key concepts outlined in the European Spatial Development Perspective – an approach to spatial planning and development promoting economic and social cohesion and balanced and sustainable development, particularly through 'polycentric urban systems'[14], coordinated approaches to transport and communications and management of natural and cultural heritage to help conserve regional identity and cultural diversity in the face of globalisation.

2.9 London forms part of North West Europe, along with Paris and the Ile de France, the Randstadt cities (like Amsterdam and Rotterdam) in the Netherlands, Brussels and the Rhine/Ruhr cities like Essen or Dortmund. These cities face common challenges, such as economic changes, community cohesion, infrastructure investment and delivery and local and global environmental threats. While the Spatial Vision for North West Europe prepared by the North West Europe Interreg IIIB Spatial Vision Working Group highlights London as one of the pivotal centres of the world economy, it also identifies the London area as a 'bottleneck' to cross-Europe movement, reinforcing the importance of improving transport infrastructure around and within the capital. The Mayor will support joint work and strategies to help meet these challenges, in particular looking to national governments and European institutions for help in addressing strategic transport issues such as ways of moving international through-traffic around London, instead of through it. Heathrow is currently the UK's only hub airport, and the Mayor recognises its critical importance to the London economy and the central place which it plays in London's international competitiveness and

14 European Commission. A Spatial Vision for North West Europe. EC, 2000. European Commission. European Spatial Development Directive. EC, 1999. Hall P, Pain K. The Polycentric Metropolis. Learning from mega-city regions in Europe. Earthscan, 2006

status as a world city. The Mayor is also supporting joint work to address the challenges climate change poses to Europe's cities, particularly the role of green infrastructure.

2.10 London's success is inextricably bound up with that of the United Kingdom as a whole. It has unique economic specialisation in fields such as finance, business and law that are not, and could not be, replicated anywhere else in the country. As the nation's capital, it is a centre for Government, law and administration. It has a leading role in the UK's visitor economy, as a gateway to the rest of the country. Overall, it makes a substantial contribution to national prosperity (for example, by making a substantial net contribution to the rest of the UK through taxation). The Mayor strongly supports working with the other nations, cities and regions within the UK to help ensure that London's success supports that of the country as a whole, and that it makes its proper contribution to a sustainable and balanced polycentric network of core cities.

2.11 This Plan will make a significant contribution to this through its overall strategy of seeking to accommodate the substantial population and economic growth expected over the period to 2036 within the current boundaries of Greater London. But, as the Mayor has pointed out in his 2020 Vision, this will only be possible on the basis of proper investment in the social and physical infrastructure needed to support growth sustainably, and through agreement with authorities and agencies at European, national, Londonwide and local levels to ensure resources are used wisely and effectively. The Mayor will continue to make the case for investment in London so it can continue to make its contribution to sustainable development at all these levels.

POLICY 2.2 LONDON AND THE WIDER METROPOLITAN AREA

Strategic

A The Mayor and the GLA Group will, and other relevant agencies (particularly boroughs and sub-regional partnerships) should, work with regional, and sub-regional partnerships, local authorities and agencies in the East and South East of England to secure the sustainable development and management of growth in the wider metropolitan area and the greater south east of England and to co-ordinate approaches to other strategic issues of common concern.

B The Mayor is committed to working with the planning authorities in the South East and the East of England regions through suitable arrangements to be established with local authorities and other appropriate partners.

C The Mayor will work with partners in neighbouring regions and appropriate parts of London to broadly align approaches (and, where appropriate, planning policy frameworks) and to lobby for timely and sufficient investment to realise the potential of, and address the challenges facing, the city region as a whole and areas within

it (particularly the growth areas and corridors referred to in Policy 2.3), especially those dealing with population and economic growth, infrastructure and climate change.

D Through this process the Mayor will seek to ensure that:

a appropriate resources, particularly for transport (including ports and logistics) and other infrastructure (including open space, health, education and other services) are made available to secure the optimum development of the growth areas and corridors as a whole and those parts which lie within London

b common policies and procedures are followed to ensure that there is, so far as possible, a 'level playing field' particularly adjacent to London's boundaries. This will help to promote spatially balanced and sustainable economic growth, and to meet housing, energy and sustainability targets, and standards such as those for parking

c integrated policies are developed for adaptation to and mitigation of climate change, logistics provision and the adaptation of shared infrastructure

d jointly owned policies are developed to help rationalise commuting patterns, both at different times of the day and to encourage reverse commuting where appropriate, including the promotion of public transport improvements to enhance access to key destinations

e integration is achieved with other strategies to ensure that appropriate skills training is available and other barriers to work are overcome

f common monitoring data are collected, reviewed and assessed on a regular basis with neighbouring local authorities, as appropriate

g reviews of the London Plan have regard to relevant plans and strategies of neighbouring local authorities.

LDF preparation

E In preparing and implementing DPDs, boroughs (particularly those in outer London) should work with authorities and agencies in neighbouring regions outside Greater London to develop common approaches to issues of cross-border significance.

2.12 London is at the centre of a city-region covering a large part of south east England, home to some 22.7 million people (of which 8.2 million are in London and 14.5 million in the Rest of the South East (ROSE)) and some 12.1 million jobs (of which 4.9 million are in London and 7.2 million in ROSE). This is a rapidly growing and developing area; over the period 2011-2036 the city-region is likely to see a 20 per cent growth in population (23 per cent growth in London and 19 per cent in ROSE) and 17 per cent growth in jobs (18 per cent growth in London and 17 per

cent in ROSE).[15] Numbers of households in the city-region are projected to grow by 27% over the period 2011 to 2033[16] (the same rate of growth in both London and ROSE).

2.13 London exerts a substantial effect over south east England. It is inextricably linked with this wider region, whether looked at in terms of patterns of employment, skills and education, housing markets, town centres and planning for retail, airport policy, patterns of commuting, responding to environmental challenges like climate change, management of resources like water and energy, Green Belt, waterways and open spaces or the handling of waste. For all these reasons, and in accordance with the new statutory duty to co-operate (see paragraph 1.46), the Mayor intends to work closely with agencies and authorities in neighbouring regions to develop and implement policies on these and other issues to help facilitate the sustainable management of growth. The Mayor wishes to see effective arrangements in place for effective planning for the London city region and to support cross boundary work where appropriate. He will work with neighbouring planning authorities and others to this end. The GLA has set up an officer working group to discuss strategic spatial planning issues that are relevant to local authorities and counties surrounding London.

2.14 While the Mayor will promote inter-regional work on key strategic issues, engagement at a more local or sub-regional level will also be important, in line with the duty to co-operate. The Mayor will encourage and support this more locally-led engagement, especially on matters in which he has a particular responsibility (such as transport) and in realising the potential of growth and coordination corridors (see Policy 2.3).

POLICY 2.3 GROWTH AREAS AND CO-ORDINATION CORRIDORS

Strategic

A The Mayor will, and other partners including relevant London boroughs and sub-regions should, engage with relevant agencies beyond London to identify and develop:

a linkages across, and capacity of, nationally recognised growth areas which include parts of London (the Thames Gateway and London-Stansted-Cambridge-Peterborough)

b timescales and mechanisms for co-ordinating planning and investment in corridors of city region importance which connect London with the wider city region, including the Western Wedge, Wandle Valley and London-Luton-Bedford corridors.

15 GLA Economics. Estimates based on GLA Economics employment projections, 2011 Workforce Jobs (ONS), and Working Futures 2010-2020 (UKCES)

16 DCLG 2008-based household projections; GLA household projections

LDF preparation

B In preparing DPDs, relevant boroughs should develop appropriate policies and proposals in consultation with neighbouring authorities and agencies outside London to implement growth areas and co-ordination corridors programmes.

2.15 With the scale of growth expected in London, places with the scope for accommodating new homes and jobs will be of particular importance. The Mayor supports the development of the two growth areas designated by national Government and which fall partly within London – the Thames Gateway and the London-Stansted-Cambridge-Peterborough growth area. He will work with relevant agencies in London and neighbouring regions to support their development.

2.16 In line with the duty to co-operate, the Mayor will also help coordinate the development and implementation of policies (encouraging use of local strategies and development mechanisms) for corridors that have been identified as being of importance to London and the wider city region:

- the Western Wedge extending from west London to the Thames Valley
- the Wandle Valley corridor through south London and outwards towards Gatwick Airport
- the London-Luton-Bedford strategic coordination corridor.

2.17 Informed by the report and continuing work of the Outer London Commission, a focused approach will be taken to integrating existing and new transport infrastructure with land use and development capacity both within London and across its borders. This will provide the basis for greater economic synergies between the constellation of business locations in and around London, supported by more effective cross border working arrangements. One example is the suggestion by the West London Partnership to refine the 'Western Wedge' by developing the potential of three transport corridors within it.

Realising the benefits of 2012

POLICY 2.4 THE 2012 GAMES AND THEIR LEGACY

Strategic

A The Mayor will work with and through the London Legacy Development Corporation to "promote and deliver physical, social, economic and environmental regeneration of the Olympic Park and its surrounding area, in particular by maximising the legacy of the 2012 Olympic and Paralympic Games, by securing high quality sustainable development and investment, ensuring the long term success of the facilities and assets within its direct control and supporting and promoting the aim

of convergence"[1] and will seek to close the deprivation gap between the Olympic host boroughs (see Glossary) and the rest of London. This will be London's single most important regeneration project for the next 25 years. It will sustain existing stable communities and promote local economic investment to create job opportunities (especially for young people), driven by community engagement.

Strategic and LDF preparation

B The Mayor's planning priorities for the Queen Elizabeth Olympic Park and its surrounding areas were set out in his Olympic Legacy Strategic Planning Guidance (OLSPG)[2]. This work is now being taken forward through a DPD prepared by the London Legacy Development Corporation (LLDC) which should reflect and develop the objectives and ambition set out in the London Plan and OLSPG, in particular the need for a planned approach to regeneration and change; to embed exemplary design and environmental quality including attention to the response to climate change and provision of exemplary energy, water conservation and waste management; and to help meet existing and new housing needs – particularly for families. It should plan for Stratford's development as a Metropolitan Centre, strategic transport hub and strategic location for growth in office, retail, academic and leisure uses. It should also consider social, community and cultural infrastructure requirements; set out how the areas around the Queen Elizabeth Olympic Park can benefit from, be accessible from and be fully integrated with the retained venues and legacy proposals and ensure that new development within and surrounding the Queen Elizabeth Olympic Park will facilitate accessible and affordable sport and recreation and maximise opportunities for all to increase physical activity and reduce health inequalities.

LDF preparation and planning decisions

C Through the LLDC and more widely, the Mayor will and boroughs should:

a reflect and give full planning weight to the LLDC's DPD when preparing their own DPDs. In conjunction with the London Plan, the LLDC's DPD will provide the local development plan for the area for development management purposes

b ensure that development contributes towards achieving the delivery of new homes, business space, physical and social infrastructure identified within the DPD

c ensure that new development contributes to the delivery of new strategic and local transport infrastructure and local connections

1 Stated 'purpose' of the London Legacy Development Corporation

2 Published by the Mayor of London in July 2012 and subsequently endorsed by the London Legacy Development Corporation and the London boroughs of Newham, Hackney and Waltham Forest.

(particularly walking and cycling) within, to and from the Legacy Corporation area

d ensure that development proposals in its area embody the highest achievable environmental standards and enhance open space provision and the waterways in the area for the full range of benefits they bring

e promote the Queen Elizabeth Olympic Park, its venues and surrounding attractors as international visitor destinations for sport, recreation and tourism

f support the provision and creation of a range of workspaces suitable for new and existing enterprises of all kinds, including developing its potential as a cultural quarter, extending London's offer as an international centre of academic excellence and developing a high quality media and creative industry cluster at Hackney Wick that will provide premises and opportunities for local and global businesses, underpinned by strong technological infrastructure

g support the on-going, accessible use of the new permanent facilities and venues within the Queen Elizabeth Olympic Park to meet London's elite and recreational sports needs.

D Planning decisions should reflect the priorities set out above.

2.18 The LLDC area is at the fulcrum of two nationally important growth corridors: the London-Stansted-Cambridge-Peterborough corridor to the north and the Thames Gateway to the east. The 2012 Olympic and Paralympic Games, their infrastructure and investment have created the most important strategic regeneration opportunities in London for the next 25 years. Successful, viable and sustainable regeneration of this area and its surroundings is the Mayor's highest regeneration priority and offers a unique opportunity to secure and accelerate the delivery of many elements of his strategies and lessen inequality across London. The Olympic investment in east London, and the recognition arising from association with the Games, will be used to effect a positive, sustainable and fully accessible economic, social and environmental transformation for one of the most diverse and most deprived parts of the capital. It is likely to provide lessons and approaches that can be applied to other strategic regeneration projects in the future.

2.19 The Mayor established the LLDC in 2012 and it includes representatives from four of the Olympic host boroughs (LB Newham, Waltham Forest, Hackney and Tower Hamlets). It continues the work of the Olympic Park Legacy Company and other agencies which used to operate in the area, including planning powers over it previously held by the London Thames Gateway Development Corporation, the Olympic Delivery Authority and the host boroughs. It now has the full range of planning functions that would normally be available to a local planning authority, including plan making. It is in the process of preparing a Local Plan (DPD) which,

together with the London Plan, will form the development plan for the area as in other parts of London.

2.19A This will maximise the opportunities provided by the Games' physical legacy of world-class sports facilities, the media and broadcast centre, new housing and many hectares of new green space. In particular, development is being designed and built so as to guarantee its economic, social, health and environmental sustainability and physical accessibility for generations after 2012. The area will form an integral and integrated part of the regenerated wider Lee Valley to meet the needs of the area's current and future communities.

2.19B Development will be focused on Stratford, the Lower Lee Valley and parts of the Upper Lee Valley Opportunity Area. It will seek to enhance the amenities of the Lee Valley Regional Park and the Queen Elizabeth Olympic Park and to support integration with strategies and policies being developed for the London-Stansted-Cambridge-Peterborough corridor and the London Thames Gateway.

2.20 Planning will be part of a wider process that aims to link the physical improvements that will be brought about through the Local Plan with socio-economic change in the host boroughs. The overall ambition of the LLDC is to achieve convergence in quality of life with the London average across a range of key indicators. The GLA and its functional bodies will take account of this ambition in the development and implementation of all strategies, plans and business plans.

Sub-regions

POLICY 2.5 SUB-REGIONS

Strategic

A The Mayor will, and boroughs and other stakeholders should, develop the most effective cross boundary working arrangements and groupings to address specific issues.

B The Mayor will monitor implementation of the London Plan, and other strategies as appropriate, on the basis of the sub-regional structure shown in Map 2.1.

2.23 The challenges and opportunities facing London have little regard to administrative boundaries. The Mayor strongly supports partnership-based, cross border working to address them, with working arrangements tailored to particular tasks in accordance with the new duty to co-operate. This will be particularly important where issues (such as the development of opportunity areas) affect more than one sub-region. Strategic agencies will have a role in these where they can add value in delivering strategic and local objectives, for example by providing support for implementing cross borough strategies and initiatives. Where appropriate, partnership arrangements should be extended to include neighbouring authorities, especially to coordinate infrastructure provision and to address common issues affecting development corridors beyond London.

Map 2.1 Sub-regions

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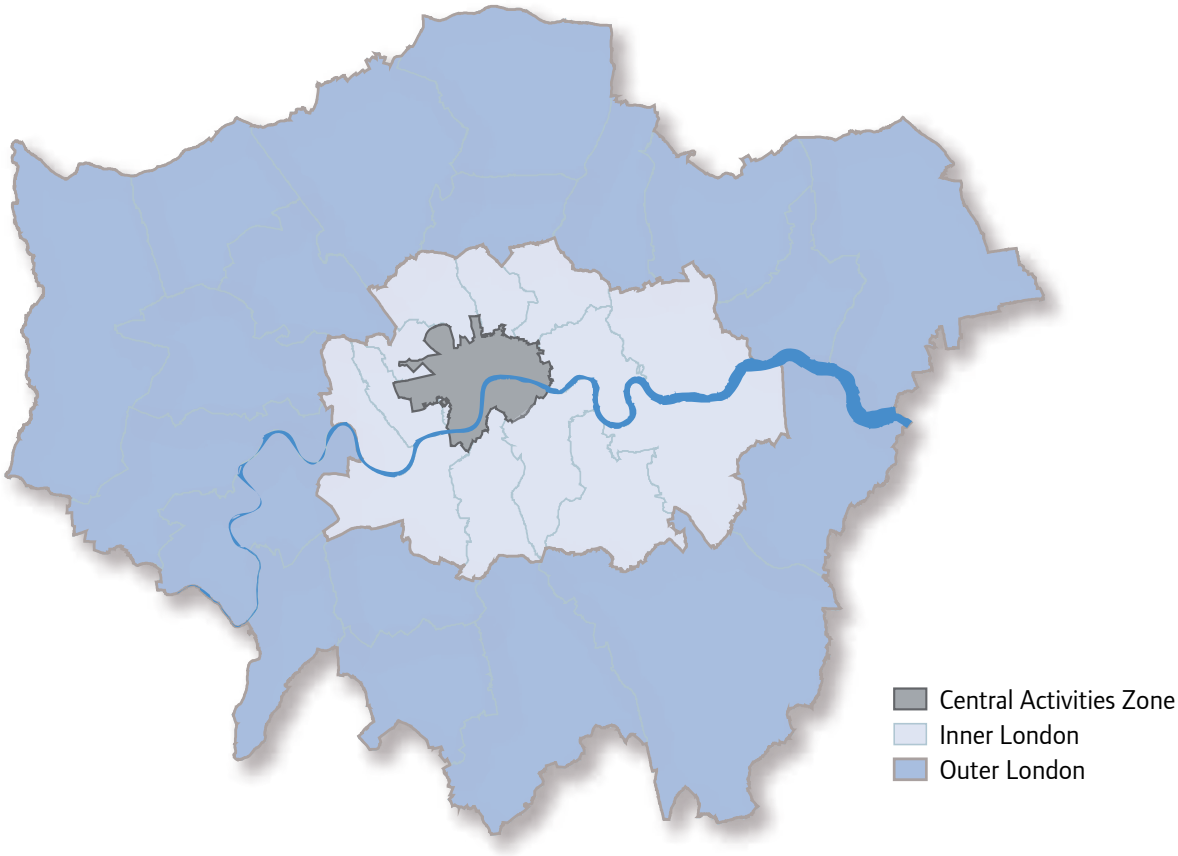
2.24 For statutory monitoring and sub-regional coordination purposes the London Plan is based on the sub-regional structure shown in Map 2.1. These boundaries have been prepared in consultation with borough councils and others, and offer a closer fit with patterns of working on the ground than previous ones. The GLA and its functional bodies will also move towards using them as the basis for engagement and resource allocation.

Outer London

2.25 Outer London (see Map 2.2) encompasses a large and hugely diverse area of the capital, ranging from the leafy residential suburbs of 'Metroland' to industrial suburbs like Dagenham. Its town centres and neighbourhoods play a vital role in the life and prosperity of the capital. It is where 60 per cent of Londoners live and almost 40 per cent of London's jobs are located. In general it is greener, and its people healthier and wealthier and enjoying a higher quality of life, than in more central areas – but it also has significant pockets of deprivation and exclusion. This part of London is likely to experience considerable population growth over the period to 2036.

Map 2.2 Outer London, Inner London and Central Activities Zone



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2.26 However, its economic performance has given rise to concerns that it may have been relegated to a 'dormitory' role and that its economy and infrastructure provision have been neglected. In light of these concerns, the Mayor established the Outer London Commission specifically to 'identify the extent to which outer London has unrealised potential to contribute to London's economic success, the factors which are impeding it from doing so and the economic, social and environmental benefits that could be achieved'.

2.27 The Commission concluded that over the long term (two economic cycles), employment grew in outer London at only a quarter to a third the rate of that in either inner London or the adjacent counties. However, employment levels (rather than growth rates) in outer London are in fact more buoyant than in inner areas – partly because two fifths of outer Londoners commute out of the area to work, and partly because outer London itself has a substantial employment base, albeit one which is not growing vigorously throughout the area. Historically, employment in some parts has been contracting, in others stable or slightly increasing, and in some growth has been similar to, or better than, inner London or parts of the neighbouring counties (the Outer Metropolitan Area). Given this, a 'one size fits all' solution is not appropriate; nor can actions to realise the area's potential be prescribed by artificial boundaries. Parts of inner London have outer

characteristics and vice versa.

2.28 The policies set out here will both contribute towards a more balanced and genuinely polycentric pattern of development in London and help address pressures on the transport network into central London caused by the imbalance between where people live and where they work.

POLICY 2.6 OUTER LONDON: VISION AND STRATEGY

Strategic

A The Mayor will, and boroughs and other stakeholders should, work to realise the potential of outer London, recognising and building upon its great diversity and varied strengths by providing locally sensitive approaches through LDFs and other development frameworks to enhance and promote its distinct existing and emerging strategic and local economic opportunities, and transport requirements.

B The Mayor will, and boroughs and other stakeholders should, enhance the quality of life in outer London for present and future residents as one of its key contributions to London as a whole. The significant differences in the nature and quality of outer London's neighbourhoods must be recognised and improvement initiatives should address these sensitively in light of local circumstances, drawing on strategic support where necessary.

2.29 The Commission demonstrated that if outer London is to achieve its full potential, it is essential to consider questions of economic development, transport and other infrastructure and quality of life together. A good environment, adequate housing of the right type and a high quality of life are important to the kinds of economic activity outer London needs to be able to attract, while economic development is in turn vital to achieving these wider objectives. A joined up approach to 'place shaping' will be essential, fostering mixed use development and locally-based action to enhance the quality of places, provision of social infrastructure and sustainability of neighbourhoods. At a strategic level, the Mayor will coordinate his strategies as they affect outer London so that investment by the GLA Group and other agencies realises the maximum benefit.

2.30 The policies and proposals in the Mayor's Transport Strategy (MTS paragraph 103) reflects the Outer London Commission's proposal that town centres should be the focus of transport investment. Policy 6 in the MTS states that the Mayor, through TfL and working with the Department for Transport, Network Rail, train operating companies and other transport stakeholders, will seek to provide appropriate connectivity and capacity on radial transport corridors into current and potential metropolitan town centres (see Chapter 4 of this Plan) and strategic outer London development centres (see Policy 2.15 and Annex 2 of this Plan). MTS Policy 7 deals with improving orbital connectivity in outer London, particularly between adjacent

metropolitan town centres, where shown to be value for money. MTS Policy 8 states that the Mayor, through TfL, will work with a range of transport stakeholders to support a range of transport improvements within metropolitan town centres for people and freight that help improve connectivity and promote the viability of town centres, and that provide enhanced travel facilities for pedestrians and cyclists. Each of these policies is being taken forward by a range of MTS detailed proposals. Similarly, Action 5B of the Mayor's Economic Development Strategy states that the Mayor will work with boroughs, developers and other partners to direct investment into existing major employment areas (including town centres) and the strategic outer London development centres.

2.31 A generally high quality of life is one of outer London's major assets. Maintaining this where it exists, and enhancing it where necessary, will be key to the area's future success – a high quality environment, and providing places where people will want to work and live, will be important to attracting and retaining the kind of economic sectors which may lift growth in outer London. Important elements of this will include ensuring high quality 'lifetime' neighbourhoods with sufficient, good quality social infrastructure provision and harnessing the benefits of growth to enhance residential quality and amenity. Good quality design will be essential and must respond sensitively to local context, including drawing on traditional suburban 'rus in urbe' themes as well as more modern 'urban renaissance' principles depending on local circumstances. This is likely to require the application of the general quality of life principles outlined in this Plan (see paragraphs 1.44, 1.56 and 1.57) to the particular circumstances of different places in outer London, recognising the positive contribution of existing, lower density housing in lower PTAL areas to London's overall economic and residential 'offer'.

2.32 Outer London has important strategic functions as a place to live, and it will be important to ensure the area continues to provide a range of homes in sufficient numbers to support its own economic success, and that of inner and central London. This can also help reduce the need for long distance commuting and carbon emissions.

POLICY 2.7 OUTER LONDON: ECONOMY

Strategic

A The Mayor will, and boroughs and other stakeholders should, seek to address constraints and opportunities in the economic growth of outer London so that it can rise above its long term economic trends by:

a enabling existing sources of growth to perform more effectively, and increasing the competitive attractiveness of outer London for new sectors or those with the potential for step changes in output

b identifying, developing and enhancing capacity to support both viable local activities and those with a wider than sub-regional offer, including strategic outer London development centres (see

Policy 2.16)

c improving accessibility to competitive business locations (especially town centres and strategic industrial locations) through: making the most effective use of existing and new infrastructure investment; encouraging walking, cycling and public transport use; and enabling the labour market to function more efficiently in opening up wider opportunities to Londoners

d providing strategic and local co-ordination within development corridors, including across the London boundary, to enhance competitive advantage and synergies for clusters of related activities and business locations, drawing on strategic support through opportunity area planning frameworks as indicated in Policy 2.13

e ensuring that appropriate weight is given to wider economic as well as more local environmental and other objectives when considering business and residential development proposals

f prioritising improvements to the business environment, including safety and security measures; partnership-based approaches like business improvement districts; enhancing the vibrancy of town centres through higher density, retail, commercial and mixed use development including housing; providing infrastructure for home-working; improving access to industrial locations; developing opportunities for decentralised energy networks and ensuring high quality design contributes to a distinctive business offer

g consolidating and developing the strengths of outer London's office market through mixed use redevelopment and encouraging new provision in competitive locations, including through the use of land use 'swaps'

h identifying and bringing forward capacity in and around town centres with good public transport accessibility to accommodate leisure, retail and civic needs and especially higher density housing, including use of the compulsory purchase process to assemble sites, and providing recognition and support for specialist as well as wider town centre functions. This will include mixed use redevelopment to address the challenges and consolidate the benefits of internet and multi-channel shopping as indicated in Policy 2.15

i managing and improving the stock of industrial capacity to meet both strategic and local needs, including those of small and medium sized enterprises (SMEs), start-ups and businesses requiring more affordable workspace including flexible, hybrid office/industrial premises

j co-ordinating investment by different public agencies to complement that of the private sector and promoting the

competitive advantages of outer London for public sector employment, especially for functions of wider than sub-regional significance

k supporting leisure, arts, cultural and tourism and the contribution that theatres and similar facilities and the historic environment can make to the outer London economy, including through proactive identification of cultural quarters and promotion and management of the night time economy (see Policy 4.6)

l ensuring that strategic and local marketing of outer London's visitor attractions are effectively co-ordinated and that account is taken of its capacity to accommodate large scale commercial leisure attractions, especially in the north, east and south sectors

m ensuring that locally-driven responses to skills needs in outer London also help address strategic Londonwide objectives

n identifying and addressing local pockets of deprivation, and especially the strategic priorities identified in this Plan as regeneration areas (see Policy 2.14)

o establishing 'tailored' partnerships and other cross boundary working arrangements to address particular issues, recognising that parts of inner London also have 'outer' characteristics and vice versa, and that common areas of concern should be addressed jointly with authorities beyond London

p ensuring the availability of an adequate number and appropriate range of homes to help attract and retain employees and enable them to live closer to their place of work in outer London.

2.33 Possible sources of employment growth in outer London can be broken into two categories:

- Existing sectors, which could grow more strongly than they have been if factors holding back their competitiveness and success are addressed. These include some private sector office-based sectors, retail, leisure/tourism, public sector activities, logistics and some other industrial type activities, economic sectors based around serving the needs of residential communities and other sectors like construction.

- New sectors – either entirely new activities which could be attracted to outer London if particular factors currently making it unattractive as a location could be addressed, or activities already existing in outer London but which could be developed on a scale so they are of a significantly different nature. Examples could include central government operations, public or state institutions of more than local importance, environmental or knowledge-based industries, opportunities presented by large-scale transport investment (such as High Speed Rail interchanges) or office-based activities that could be attracted from parts of the wider south east.

2.34 Supporting growth in either category will require a strategic approach to office and retail provision in outer London, consolidating its strengths by releasing surplus capacity and enabling additional development in competitive locations for growth. It will also be important to consider the particular needs of new and developing sectors – many of the 'knowledge-based' sectors can start out and grow through home working, and may need innovative approaches to ensuring the ready availability of information and communications technology. These could range from greater business support through local libraries to bespoke town centre business centres to larger facilities such as innovation parks. Boroughs should support flexible B1 business use of existing buildings and new forms of development to meet the needs of occupiers who require different types of affordable workspace. The Economic Development Strategy sets out the GLA Group's broader approach to supporting innovation.

2.35 There is considerable potential for growth in the leisure, cultural and visitor economy sectors, with scope for encouragement of cultural quarters in outer London – particularly in town centres, the promotion, diversification and tighter management of the night time economy and possible opportunities for very large-scale commercial leisure facilities. The scope for rejuvenation of local theatres and other similar facilities and for the more positive marketing of outer London's distinct attractions should also be considered. Appropriately located retail development (see policies 4.7 and 4.8) can also play an important part in development and regeneration here. Residential development can indirectly create new employment, generating an estimated 230 new local jobs for every 1000 new residents[17].

POLICY 2.8 OUTER LONDON: TRANSPORT

Strategic

A The Mayor will, and boroughs and other stakeholders should, recognise and address the distinct orbital, radial and qualitative transport needs of outer London in the context of those of the city region as a whole by:

a enhancing accessibility by improving links to and between town centres and other key locations by different modes and promoting and realising the improvements to the rail network set out in Policy 6.4 and the Mayor's Transport Strategy

b integrating land use and transport planning in outer London to ensure the use of vacant and under-used land is optimised

c ensuring that the rail, bus and other transport networks function better as integrated systems and better cater for both orbital

17 GLA Economics. More residents, more jobs? The relationship between population, employment and accessibility in London. GLA, 2005. Batty M. More residents, more jobs. The relationship between population, employment and accessibility in London. A review of the report from GLA Economics. GLA, 2007

and radial trips, for example through the provision of strategic interchanges

d improving the quality, lighting and security of stations to agreed quality standards

e supporting park and ride schemes where appropriate

f working to improve public transport access to job opportunities in the Outer Metropolitan Area, supporting reverse commuting, and enhancing the key role played by efficient bus services in outer London

g encouraging greater use of cycling and walking as modes of choice in outer London

h more active traffic management, including demand management measures; road improvements to address local congestion; car parking policy and guidance which reflects greater dependence on the private car; closer co-ordination of transport policy and investment with neighbouring authorities beyond London; and greater recognition of the relationship between office development and car use

i maximising the development opportunities supported by Crossrail.

2.36 Ensuring adequate transport capacity and infrastructure (see Chapter 6) will be particularly important in planning effectively and sustainably for growth in outer London. The particular issues arising there – lower development densities and the implications of this for the viability of public transport services and the likely continued importance of the private car should be recognised. There will be particular difficulties addressing this issue against the likely background of very constrained resources. There will be transport investment focussed on strategic development priorities in outer London, but this will be dependent upon a strong business case showing how it will support growth and the objectives set out in this Plan. A flexible approach should therefore be taken to implementation of parking standards (see Policy 6.13 and Table 6.2) to enhance outer London's attractiveness as an office location, and where appropriate, to help secure the vitality and viability of its town centres. In neighbourhoods with low public transport accessibility (PTAL 0-1), residential parking standards should be applied flexibly. Further guidance is provided in the Town Centres and Housing SPGs.

2.37 The Outer London Commission considered the case for a self-contained, high-speed orbital public transport system linking particular centres. It concluded that this would be unlikely to address outer London's needs. Instead, it recommended a 'hub and spoke' approach, with transport networks focussing on town centres and forming a mesh-like network connecting the wider area. It considered this would better meet the likely spatial pattern of development and business locations likely in the area. The Mayor agrees with this approach, which is adopted in this Plan.

Inner London

POLICY 2.9 INNER LONDON

Strategic

A The Mayor will, and boroughs and other stakeholders should, work to realise the potential of inner London in ways that sustain and enhance its recent economic and demographic growth while also improving its distinct environment, neighbourhoods and public realm, supporting and sustaining existing and new communities, addressing its unique concentrations of deprivation, ensuring the availability of appropriate workspaces for the area's changing economy and improving quality of life and health for those living, working, studying or visiting there.

LDF preparation

B Within LDFs boroughs with all or part of their area falling within inner London (see Map 2.2) should develop more detailed policies and proposals taking into account the above principles.

2.38 The part of inner London outside the central area of CAZ and Canary Wharf (see Map 2.2) contains both what is probably the country's largest concentration of deprived communities (see Map 2.5) and some of the most challenging environments in London, and places that have experienced remarkable growth and development. Since 1984, best estimates suggest that employee jobs in this area have grown by 207,000 (substantially more than in outer London) with a projected increase to 2036 of 225,700[18]. Similarly, even though its total population is 60 per cent of outer London, its level and rate of population growth have been significantly greater. With a projected increase of 590,000, it is expected to account for 31 per cent of London's population growth to 2036. This part of London is also increasingly the home of new and emerging sectors of the economy with particular clustering and accommodation requirements (see Policy 4.10).

2.39 This pattern of growth is far from uniform, with areas of marked affluence sometimes next door to highly deprived communities, as well as many, more mixed neighbourhoods. Inner London also has a very varied ethnic composition, high housing densities including many high rise estates, relatively constrained access to open space, often outdated social infrastructure and low public sector educational attainment. While this variety gives inner London part of its distinct character, it also poses distinct challenges, socially, environmentally and economically.

2.40 This combination of challenges and opportunities, and the scale and pace of change in inner London justifies a distinctive planning policy approach. Overall,

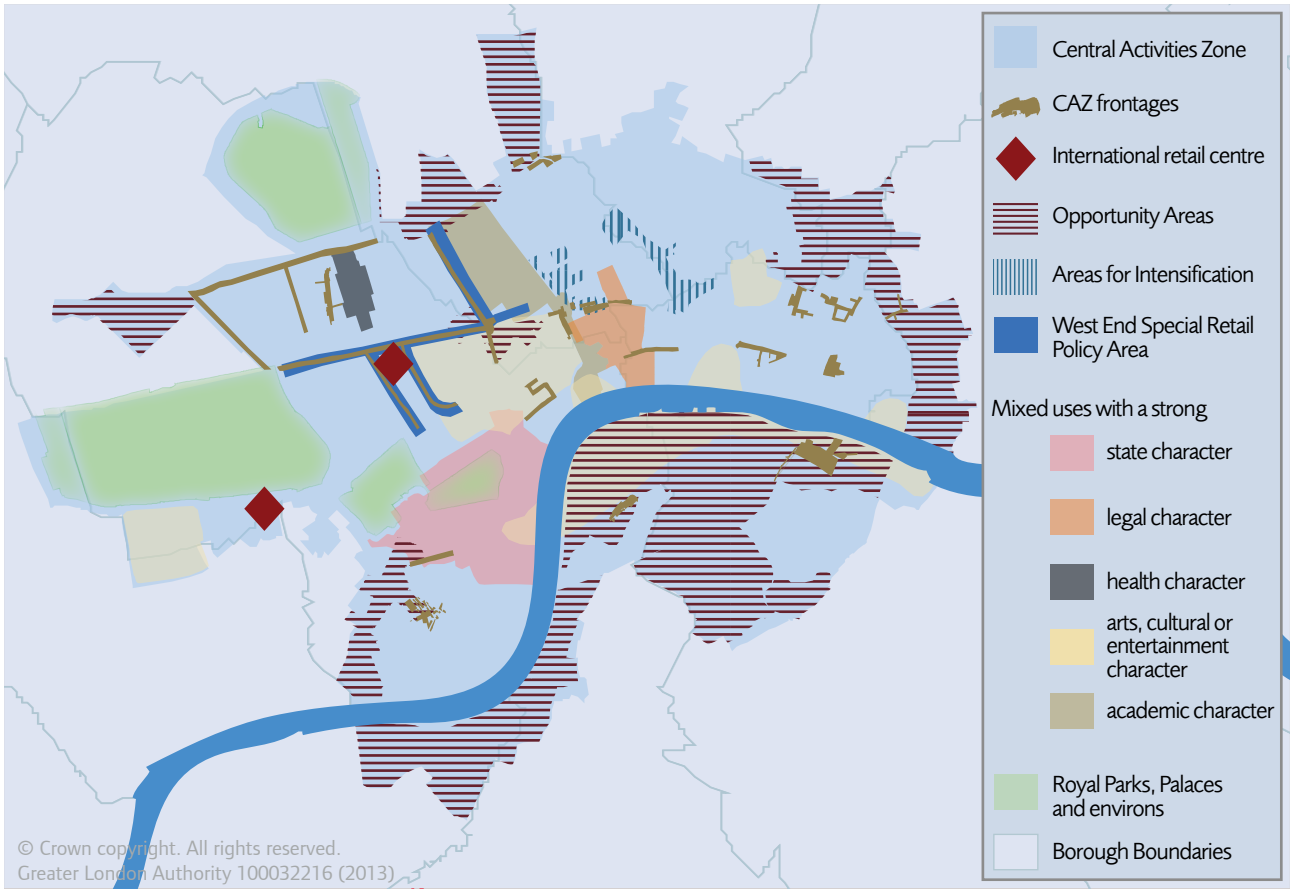
18 GLA Economics (figures exclude self-employment)

the objective should be to encourage growth, but to manage it in ways that help improve quality of life and opportunities for both existing and new residents and maximise the opportunities for their involvement, thereby making a contribution to tackling London's problems of inequality and exclusion. As with outer London, a 'one size fits all' approach to addressing these is not appropriate. Initiatives must be sensitively tailored to local circumstances, with strategic support to underpin them. The proximity of the CAZ will provide opportunities for development and regeneration, particularly through ensuring best use of transport infrastructure and training, skills and other labour market initiatives.

2.41 Policies in this Plan may need to be adapted or implemented in ways that suit local circumstances and the character of inner London's wide range of places. In housing terms, the particular polarisation of the market in some parts means that there is a particular need not just to increase overall housing output but to ensure that this is affordable, especially to families (Policy 3.8). Social exclusion is a key issue and it is essential that new provision creates more mixed and balanced communities (Policy 3.9) and neighbourhoods (Policy 7.1), especially through estate renewal (Policy 3.14). Where relevant these policies can be supported by the neighbourhood renewal processes outlined in the London Housing Strategy and by the priority for investment highlighted by regeneration areas (Policy 2.14) which underscores the importance the Mayor attaches to community engagement in the regeneration process and the role of adequate social infrastructure, especially tackling health and educational inequalities (Policies 3.1, 3.2, 3.16–3.19). While the density of housing varies widely across inner London, generally higher levels of public transport accessibility can open up scope for higher density development, but it is essential that this is constructed to the highest standard and makes a positive contribution to quality of life here (Policies 3.4–3.5) and to place-shaping, strong lifetime neighbourhoods, local character and quality of the urban realm (Policies 7.1-7.7).

2.42 The economic opportunities open to inner Londoners are very varied, with relatively easy physical access to those of the CAZ (even though it may be relatively slow, with non-stopping trains passing by), as well as openings generated by more local growth. However, there are other barriers to accessing these opportunities for some residents, especially the need for skills and training. The Mayor will work with and through the London Enterprise Partnership to ensure particular support for those who have greatest difficulty gaining access to the active labour market, as well as for career progression to take better advantage of the opportunities provided by growth in the wider London economy. Rejuvenation of inner London's town centres (Policies 2.15, 4.7 and 4.8) will be central to opening up these opportunities and complemented by better physical access to those of CAZ and the opportunity and intensification areas (Policy 2.13). Loss of industrial capacity must be weighed very carefully against the scope it can provide for relatively affordable workspace, not least in terms of the locational advantages it has in providing services for CAZ (Policy 4.4).

Map 2.3 The CAZ Diagram



2.43 Some parts of inner London have exceptionally high quality environments, but too many others suffer from a legacy of ill-conceived and sometimes poorly managed development which has received inadequate subsequent investment, especially in the public realm. This Plan provides clear guidance on how this should be addressed through its support for an inclusive environment (Policy 7.2), greater security through design (Policy 7.3), respect for the positive contributions made by local character (Policy 7.4), public realm (Policy 7.5), and architecture (Policy 7.6). The Mayor's vision is to transform London's public spaces and create beautifully designed places for everyone throughout the capital and in his manifesto London's Great Outdoors, he sets out his commitment to champion the improvement of better roads and streets and green public spaces to create places that are fit for a great world city. In some areas, the Plan's policies on tall buildings (Policy 7.7) will be particularly relevant and in others those on the contributions conservation can make to regeneration (Policy 7.9) and the role of the Blue Ribbon Network in enhancing the townscape (Policies 7.28–7.30). Of more general importance in the higher density environment of Inner London is the heavy emphasis the Plan places on improving the quality of, and access to, open space (Policy 7.18) and play space (Policy3.6). Coupled with the mixed use character of parts of the area this also offers particular opportunities for developing district energy infrastructure (see Policies 5.5–5.6).

The Central Activities Zone

POLICY 2.10 CENTRAL ACTIVITIES ZONE – STRATEGIC PRIORITIES

Strategic

A The Mayor will, and boroughs and other relevant strategic partners should:

a enhance and promote the unique international, national and Londonwide roles of the Central Activities Zone (CAZ), supporting the distinct offer of the Zone based on a rich mix of local as well as strategic uses and forming the globally iconic core of one of the world's most attractive and competitive business locations

b in appropriate quarters shown on Map 2.3, bring forward development capacity and supporting infrastructure and services to sustain and enhance the CAZ's varied strategic functions without compromising the attractions of residential neighbourhoods where more local uses predominate

c sustain and enhance the City of London and, although formally outside the CAZ (see para. 2.55) the Isle of Dogs as strategically important, globally-oriented financial and business services centres

d sustain and enhance the distinctive environment and heritage of the CAZ, recognising both its strategic components such as the River Thames, the Royal Parks, World Heritage Sites, designated views and more local features including the public realm and historic heritage, smaller open spaces and distinctive buildings, through high quality design and urban management

e in appropriate parts of the CAZ and the related area in the north of the Isle of Dogs, ensure that development of office provision is not strategically constrained and that provision is made for a range of occupiers especially the strategically important financial and business services

f support and improve the retail offer of CAZ for residents, workers and visitors, especially Knightsbridge and the West End as global shopping destinations

g sustain and manage the attractions of CAZ as the world's leading visitor destination

h bring forward and implement development frameworks for CAZ opportunity and intensification areas (see Policy 2.13) to benefit local communities as well as providing additional high quality, strategic development capacity

i enhance the strategically vital linkages between CAZ and labour markets within and beyond London in line with objectives to secure sustainable development of the wider city region

j address issues of environmental quality raised by the urban heat island effect and realise the unique potential for district energy networks

k co-ordinate management of nearby industrial capacity to meet the distinct needs of CAZ

l improve infrastructure for public transport, walking and cycling, and optimise development and regeneration benefits they can support (particularly arising from Crossrail).

B The Mayor will and boroughs should, use the CAZ boundary shown diagrammatically in Map 2.3 as the basis for co-ordinating policy to address the unique issues facing the Zone. The detailed boundary should be defined in DPDs and the Mayor will work closely with boroughs and other stakeholders to prepare Supplementary Planning Guidance to co-ordinate implementation of strategic policy in its unique circumstances.

POLICY 2.11 CENTRAL ACTIVITIES ZONE – STRATEGIC FUNCTIONS

Strategic

A The Mayor will, and boroughs and other relevant agencies should:

a ensure that development proposals to increase office floorspace within CAZ and the north of the Isle of Dogs Opportunity Area include a mix of uses including housing, unless such a mix would demonstrably conflict with other policies in this plan (see Policies 3.4 and 4.3)

b seek solutions to constraints on office provision and other commercial development imposed by heritage designations without compromising local environmental quality, including through high quality design to complement these designations

c identify, enhance and expand retail capacity to meet strategic and local need and focus this on the CAZ frontages shown on Map 2.3 and in Annex 2

d work together to prepare a planning framework for the West End Special Retail Policy Area

e recognise, improve and manage the country's largest concentration of night time activities in Soho/Covent Garden as well as other strategic clusters in and around CAZ in line with Policy 4.6

f extend the offer and enhance the environment of strategic cultural areas along the South Bank, around the Kensington Museum complex and at the Barbican

g ensure development complements and supports the clusters of other strategically important, specialised CAZ uses including legal, health, academic, state and 'special' uses while also recognising

the 'mixed' nature of much of the CAZ

h secure completion of essential new transport schemes necessary to support the roles of CAZ, including Crossrail; maintain and enhance its transport and other essential infrastructure and services; realise resultant uplifts in development capacity to extend and improve the attractions of the Zone; and enable CAZ uses to contribute to provision of these transport investments

i seek capacity in or on the fringe of the CAZ suitable for strategic international convention functions.

LDF preparation

B Boroughs with all or part of their area falling within the CAZ (see Map 2.3) should develop more detailed policies and proposals taking into account the priorities and functions for the CAZ set out above and in Policy 2.10 and 2.12.

2.44 The Central Activities Zone covers London's geographic, economic and administrative core. It brings together the largest concentration of London's financial and globally-oriented business services. Almost a third of all London jobs are based there and, together with Canary Wharf, it has historically experienced the highest rate of growth in London. As the seat of national Government it includes Parliament, the headquarters of central Government and the range of organisations and associations linked with the legislative and administrative process. It is also a cultural centre, providing the base for theatres, concert halls and other facilities of national and international significance, as well as the base for a range of cultural industries of often global reach. It contains a range of retail centres, from the internationally important West End and Knightsbridge to more local centres primarily meeting the needs of residents. It is also home for 284,000[19] Londoners, providing a variety of housing to meet local and city-wide needs. Finally, it embraces much of what is recognised across the world as iconic London – the sweep of the inner Royal Parks and the Thames combined with a mixture of unrivalled and sometimes ancient heritage and more modern architecture. All of this gives the CAZ a unique character and feel across its hugely varied quarters and neighbourhoods, which the Mayor is committed to protecting and enhancing.

2.45 In practical terms, the Mayor intends to deliver this commitment by continuing to support the unique functions the CAZ fulfils for London, the UK and internationally, and the development needed to sustain them. Development in the CAZ should ensure strategic and more local needs are met, while not compromising the quality of the CAZ's residential neighbourhoods or its distinctive heritage and environments. In particular, policies favouring mixed use development should be applied flexibly on a local basis so as not to compromise the CAZ's strategic functions, while sustaining the predominantly residential neighbourhoods in the

19 Source: GLA Intelligence based on 2011 Census

area. This approach could be complemented by the use of housing 'swaps' or 'credits' between sites within, or beyond the CAZ (see Chapter 3 and Policy 4.3).

2.46 Over the period of the Plan, employment in the CAZ and Isle of Dogs is expected to grow substantially, particularly driven by expansion of the office-based business services sector, as well as more jobs in areas like retail and leisure services. It will be important to ensure an adequate supply of office accommodation and other workspaces in the CAZ/Isle of Dogs suitable to meet the needs of a growing and changing economy. The projected increase in office-based employment in the CAZ/Isle of Dogs could create significant demand for new office space. Similarly, there will be a need to ensure continued availability of workspaces appropriate for the technology, media and telecommunications and other emerging sectors (see Policy 4.10) in and on the fringe of the CAZ.

2.47 It will also be important to support the continued success of the two international retail centres at Knightsbridge and the West End, ensuring the planning system is used to protect and enhance their unique offer and to improve the quality of their environment and public realm – something particularly important in the Oxford, Regent and Bond streets/Tottenham Court Road area covered by the West End Special Retail Policy Area (WESPRA) within which planning policy should continue to support the area's future as a retail and leisure district of national, city-wide and local importance, focussing particularly on improving the public realm and optimising the benefits from Crossrail stations at Bond Street and Tottenham Court Road. It will also be important to support a range of other retail centres focused on CAZ frontages to meet the needs of the CAZ's residents, workers and visitors.

2.48 The CAZ has a number of other specialised economic clusters, including the financial services in the City of London, the legal cluster around the Inns of Court and the Royal Courts of Justice, the university precinct in Bloomsbury/ The Strand, the property and hedge fund clusters in Mayfair, medical services in and around Harley Street and 'Theatreland' in the West End. These clusters will be supported.

2.49 The CAZ also includes many of the sights, attractions, heritage assets and facilities at the centre of London's visitor offer, complemented by the presence of specialist retail and leisure uses there. The visitor economy is important to London as a whole, and there will be a need to ensure that the CAZ retains its status as a world-class visitor destination, while also meeting the needs of those who live and work there. The CAZ night time economy presents particular challenges, meeting the needs of Londoners on a substantial scale, as well as those of visitors. Policy 4.6 identifies strategic clusters of night time activities, highlighting the strategic importance of that around Soho/Leicester Square/ Covent Garden and providing guidance on the balance to be struck in managing tensions between these and other uses. This is something that should be borne in mind particularly when considering new developments which may present opportunities to improve the quality of the public realm.

2.50 Business travel is a key element of the visitor economy in the CAZ, and London's

competitiveness could be significantly enhanced by a convention centre of international standard. The case for such a centre is compelling, and the Mayor will support efforts to enhance existing or develop new provision in appropriate locations.

2.51 This area is also home to many of the capital's (and the country's) leading cultural facilities, with cultural quarters of strategic importance along the South Bank and around the West Kensington and Bloomsbury museum quarters. These will be protected, and opportunities to enhance or extend them, to improve the quality of their environments or to develop new quarters in appropriate locations will be considered sympathetically.

2.52 The CAZ cannot be seen in isolation. Its success is critical to the overall prosperity of London and the UK; this success in turn depends on availability of a skilled workforce, goods and services from other parts of the capital and beyond. The economic, social, environmental and transport linkages between the CAZ and the rest of London, the greater south east, the wider UK and the world have to be recognised and addressed.

2.53 In particular, the period covered by this Plan will see the construction and opening of Crossrail. This will provide significant additional public transport capacity in central London, with five stations in the CAZ. Crossrail will give rise to strategic development opportunities across the CAZ, particularly at the Tottenham Court Road Opportunity Area and the Farringdon/Smithfield Intensification Area.

2.54 The Mayor will work with boroughs and other stakeholders to develop further detailed guidance to help inform the planning of the CAZ – supplementary guidance dealing with the area as a whole, and more detailed development frameworks for the opportunity areas within it (see Policy 2.13).

2.55 Although the northern part of the Isle of Dogs is not formally within the CAZ, it fulfils some of the same functions, particularly in supporting a globally-oriented financial and business service cluster. As a result, the same general planning policy direction for offices should be taken there as in the CAZ.

POLICY 2.12 CENTRAL ACTIVITIES ZONE – PREDOMINANTLY LOCAL ACTIVITIES

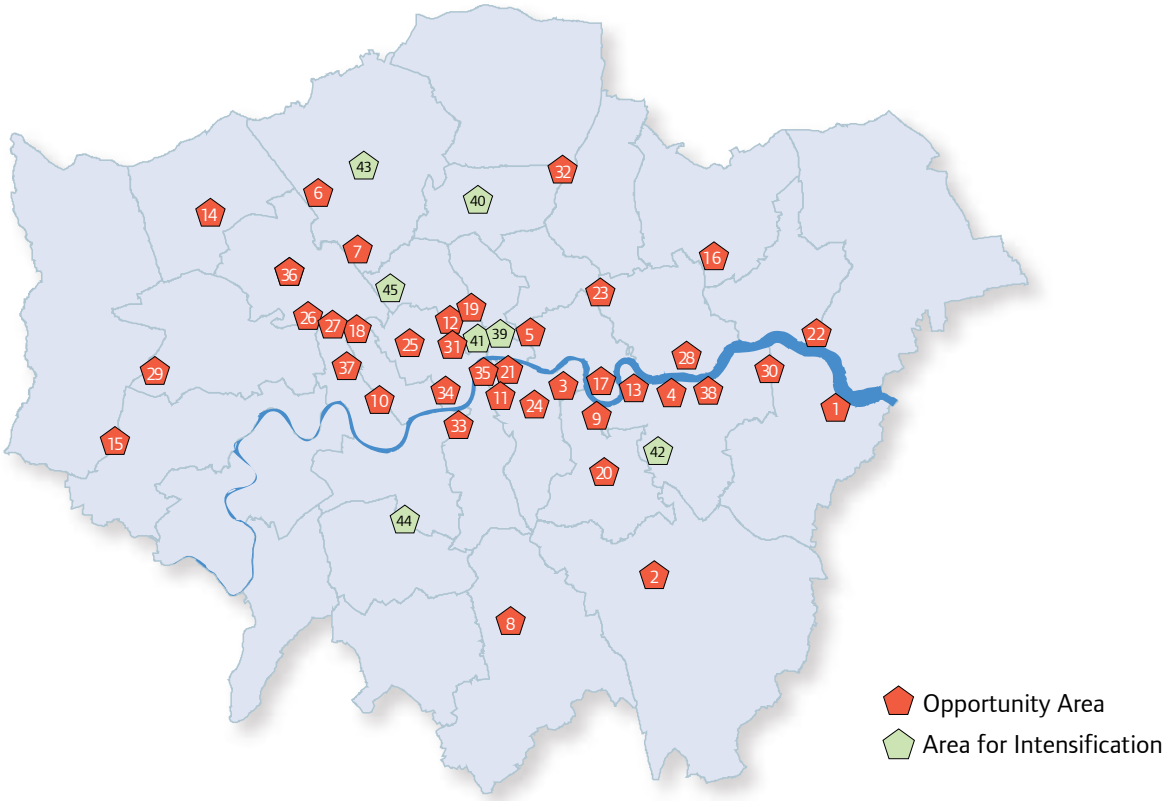
Strategic

A The Mayor will, and boroughs and other relevant agencies should:

a work together to identify, protect and enhance predominantly residential neighbourhoods within CAZ, and elsewhere develop sensitive mixed use policies to ensure that housing does not compromise CAZ strategic functions in the zone

b work with social infrastructure providers to meet the needs of both local residents and that generated by the large numbers of visitors and workers in CAZ.

Map 2.4 Opportunity and Intensification Areas



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Opportunity Areas

1 Bexley Riverside
2 Bromley
3 Canada Water
4 Charlton Riverside
5 City Fringe/Tech City
6 Colindale/Burnt Oak
7 Cricklewood/Brent Cross
8 Croydon
9 Deptford Creek/Greenwich Riverside
10 Earls Court & West Kensington
11 Elephant & Castle
12 Euston
13 Greenwich Peninsula
14 Harrow & Wealdstone
15 Heathrow
16 Ilford
17 Isle of Dogs
18 Kensal Canalside
19 King's Cross - St Pancras
20 Lewisham, Catford & New Cross
21 London Bridge, Borough & Bankside
22 London Riverside
23 Lower Lee Valley (including Stratford)
24 Old Kent Road
25 Paddington
26 Park Royal
27 Old Oak Common
28 Royal Docks and Beckton Waterfront
29 Southall
30 Thamesmead & Abbey Wood
31 Tottenham Court Road
32 Upper Lee Valley
33 Vauxhall, Nine Elms & Battersea
34 Victoria
35 Waterloo
36 Wembley
37 White City
38 Woolwich

Areas for Intensification

39 Farringdon/Smithfield
40 Haringey Heartlands/Wood Green
41 Holborn
42 Kidbrooke
43 Mill Hill East
44 South Wimbledon/Colliers Wood
45 West Hampstead Interchange

2.56 As well as being an economic hub, the CAZ is a place where many people live – including many people who also work there. Availability of a range of homes in the CAZ helps support its strategic function, as well as allowing for sustainable lifestyles and reducing need to travel. It is important to take a balanced approach

to addressing both the CAZ's strategic functions and its role as a residential area and the need for the range of facilities and infrastructure this entails, taking account of the unique patterns of demand arising from the fact that these are likely to be used by visitors and workers as well as residents.

2.57 The quality and character of the CAZ's predominantly residential neighbourhoods should be protected and enhanced. This requires a variety of housing suitable to the needs of the diverse communities living in the area. It is also important, however, to make sure that this does not compromise the strategic functions in other parts of the CAZ.

Opportunity areas and intensification areas

POLICY 2.13 OPPORTUNITY AREAS AND INTENSIFICATION AREAS

Strategic

A Within the opportunity and intensification areas shown in Map 2.4, the Mayor will:

- a provide proactive encouragement, support and leadership for partnerships preparing and implementing opportunity area planning frameworks to realise these areas' growth potential in the terms of Annex 1, recognising that there are different models for carrying these forward; or
- b build on frameworks already developed ; and
- c ensure that his agencies (including Transport for London) work collaboratively and with others to identify those opportunity and intensification areas that require public investment and intervention to achieve their growth potential
- d encourage boroughs to progress and implement planning frameworks to realise the potential of intensification areas in the terms of Annex 1, and will provide strategic support where necessary.

Planning decisions

B Development proposals within opportunity areas and intensification areas should:

- a support the strategic policy directions for the opportunity areas and intensification areas set out in Annex 1, and where relevant, in adopted opportunity area planning frameworks
- b seek to optimise residential and non-residential output and densities, provide necessary social and other infrastructure to sustain growth, and, where appropriate, contain a mix of uses
- c contribute towards meeting (or where appropriate, exceeding) the minimum guidelines for housing and/or indicative estimates for employment capacity set out in Annex 1, tested as appropriate

through opportunity area planning frameworks and/or local development frameworks

d realise scope for intensification associated with existing or proposed improvements in public transport accessibility, such as Crossrail, making better use of existing infrastructure and promote inclusive access including cycling and walking

e support wider regeneration (including in particular improvements to environmental quality) and integrate development proposals to the surrounding areas especially areas for regeneration.

LDF preparation

C Within LDFs boroughs should develop more detailed policies and proposals for opportunity areas and intensification areas.

2.58 Opportunity areas are the capital's major reservoir of brownfield land with significant capacity to accommodate new housing, commercial and other development linked to existing or potential improvements to public transport accessibility. Typically they can accommodate at least 5,000 jobs or 2,500 new homes or a combination of the two, along with other supporting facilities and infrastructure.

2.59 Intensification areas are typically built-up areas with good existing or potential public transport accessibility which can support redevelopment at higher densities. They have significant capacity for new jobs and homes but at a level below that which can be achieved in the opportunity areas.

2.60 The broad locations of London's opportunity areas and intensification areas are set out in Map 2.4. The strategic policy directions for London's opportunity areas and intensification areas, and minimum guidelines for housing and indicative estimates for employment capacity, are set out in Annex 1. Together, the opportunity areas have capacity for 575,000 additional jobs and 303,000 additional homes; the intensification areas can accommodate 8,000 new jobs and a further 8,650 homes.

2.61 The opportunity areas are diverse, ranging in size from 3,900 hectares (Upper Lee Valley) to 19 hectares (Tottenham Court Road). The 12 areas in east London together cover 9,000 hectares of land, and have capacity for 217,000 jobs (including 110,000 at the Isle of Dogs and 50,000 in the Lower Lee Valley including Stratford) and 126,500 homes (including 32,000 in the Lower Lee Valley and 26,500 at London Riverside). Some, particularly some of those in east London, will require substantial public investment or other intervention to bring forward and these will be given priority in the Mayor's Economic Development Strategy and in the programmes of the GLA Group to address market failure or weakness. In others, such as Tottenham Court Road, the market will be stronger and public intervention can be restricted to ensuring an appropriate planning policy framework. Similar considerations apply to intensification areas. The Mayor expects both types of area to make particularly significant contributions towards

meeting London's housing needs.

2.62 Planning frameworks, investment plans and other spatial interventions for these areas should focus on implementation, identifying both the opportunities and challenges that need resolving such as land use, infrastructure, access, energy requirements, spatial integration, regeneration, investment, land assembly and phasing. With support from strategic partners, they should set realistic programmes and timescales for delivery. The Mayor will continue to work with boroughs and other delivery partners to ensure that the development capacity estimates for the Opportunity and Intensification areas are up-to-date, realistic and aligned with strategic as well as local priorities. There is concern that aspirational employment allocations should not fossilise housing potential (see Policy 3.3). To ensure that housing output is optimised, employment capacities should, if necessary, be reviewed in the light of strategic and local employment projections. In addition, the scope for larger areas to determine their own character should be fully realised in terms of housing densities, including those towards the top of the relevant density scale where appropriate. The Housing SPG provides guidance where these ranges may be exceeded in justified, exceptional circumstances. It is essential that a high quality residential environment and public realm is secured in these areas and that they are developed in line with Lifetime Neighbourhood Principles in Policy 7.1.

Regeneration areas

POLICY 2.14 AREAS FOR REGENERATION

Strategic

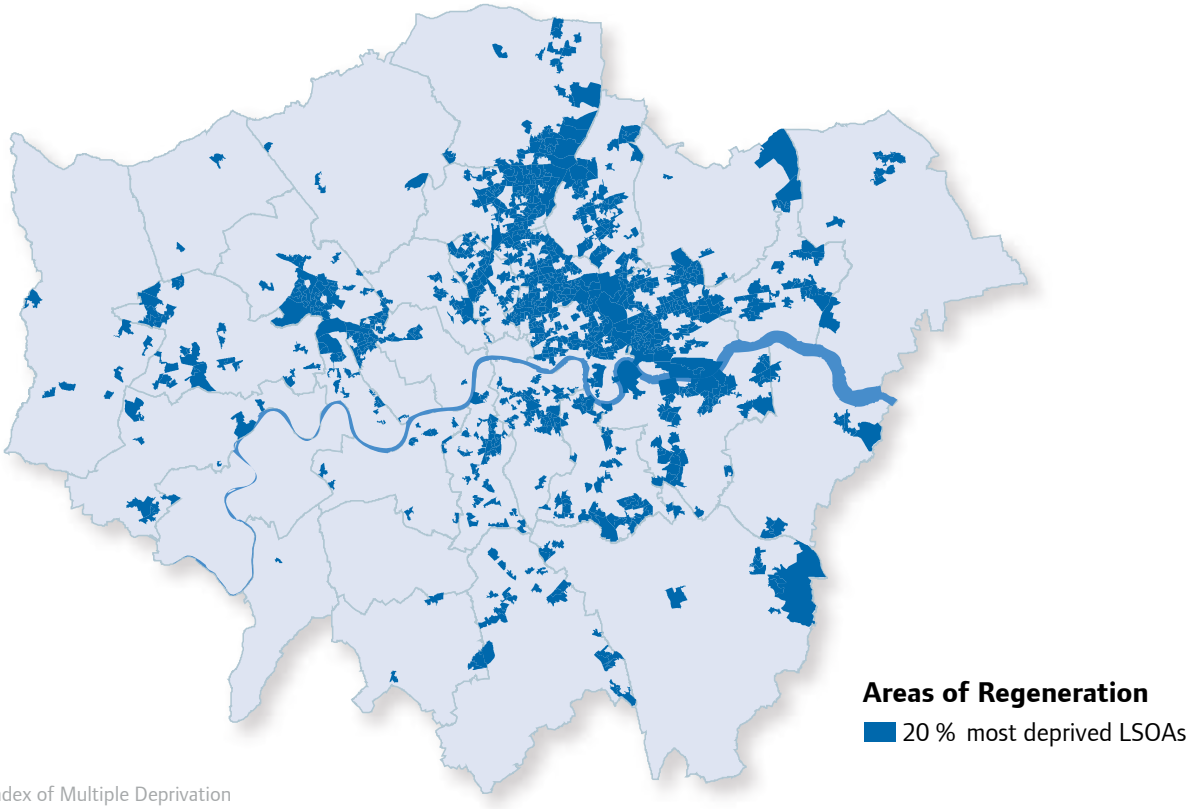
A Within the areas for regeneration shown on Map 2.5 the Mayor will work with strategic and local partners to co-ordinate their sustained renewal by prioritising them for neighbourhood-based action and investment.

LDF preparation

B Boroughs should identify areas for regeneration and set out integrated spatial policies that bring together regeneration, development and transport proposals with improvements in learning and skills, health, safety, access, employment, environment and housing, in locally-based plans, strategies and policy instruments such as LDFs and community strategies. These plans should resist loss of housing, including affordable housing, in individual regeneration areas unless it is replaced by better quality accommodation, providing at least an equivalent floorspace.

2.63 The Mayor is committed to addressing social exclusion across London, and to tackling spatial concentrations of deprivation. Though deprivation occurs in most

Map 2.5 Regeneration Areas



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boroughs, it remains particularly acute and persistent around the eastern side of central London with significant outliers in the inner parts of west and in north London (see Map 2.5). While often neighbourhood based and strongly related to social rented housing, the reasons for social exclusion are complex and tackling them requires locally sensitive action, often across a broad front of economic, education and training, housing, social, transport, security, heritage, development and environmental measures dealt with in other parts of this Plan (including chapters 3 and 7).

2.63A The overriding objective of the Mayor's regeneration programmes is to drive and shape growth in London's town and economic centres and high streets. In doing so Mayoral programmes to support regeneration are being implemented across London, including the Outer London Fund, Mayor's Regeneration Fund, London Enterprise Fund and the Growing Places Fund, each levering in considerable private sector investment, encouraging new, higher density housing as well as delivering new growth and jobs.

2.64 Working with local partnerships, public sector agencies must balance the need for local responses with the need for consistent and targeted public sector intervention across the capital. The Mayor will expect regeneration programmes to demonstrate active engagement with residents, businesses and other appropriate stakeholders. Regeneration proposals should be based on the principles of

Lifetime Neighbourhoods (Policy 7.1), taking account of stakeholder aspirations for the neighbourhoods concerned, and for the wider area affected. Options that maximise new opportunities for those concerned to participate in the delivery of programmes and initiatives shaping neighbourhoods will be encouraged. Consultation and involvement activities should also seek to empower communities and neighbourhoods, and support development of wider skills.

2.65 Relevant plans should include a programme for implementation of policies and proposals designed to minimise disruption of the communities and businesses affected.

2.66 The boroughs and local strategic partnerships must be the key agencies in this but the GLA Group can provide essential strategic support, through co-ordinated action by the GLA, TfL, LFEPA and Metropolitan Police, integrated with borough and central Government initiatives. The main delivery vehicles will be community strategies, neighbourhood plans and other locally-based policy and delivery mechanisms prepared in partnership with the local communities so regeneration is 'owned' at the grassroots level. Policies and initiatives in these areas should take account of the fact that regeneration of relatively small areas of deprivation may require intervention at a more strategic (and in some cases, inter-borough) level – to improve local town centres, transport links or other services and facilities, for example.

2.67 Some of the areas identified in Map 2.5 fall within opportunity or intensification areas designated in this Plan; where this is the case regeneration action should be co-ordinated with development frameworks and other policies for the area concerned.

2.68 LDFs should make complementary provision for necessary development, for example, recognising under-served market areas and securing capacity for new shops, identifying local centres as the foci for wider neighbourhood renewal and, where necessary, protecting industrial land to provide capacity for relatively affordable workspace.

Town centres

POLICY 2.15 TOWN CENTRES

Strategic

A The Mayor will, and boroughs and other stakeholders should, co-ordinate the development of London's network of town centres in the context of Map 2.6 and Annex 2 so they provide:

- a the main foci beyond the Central Activities Zone for commercial development and intensification, including residential development
- b the structure for sustaining and improving a competitive choice of goods and services conveniently accessible to all Londoners, particularly by public transport, cycling and walking
- c together with local neighbourhoods, the main foci for most Londoners' sense of place and local identity within the capital.

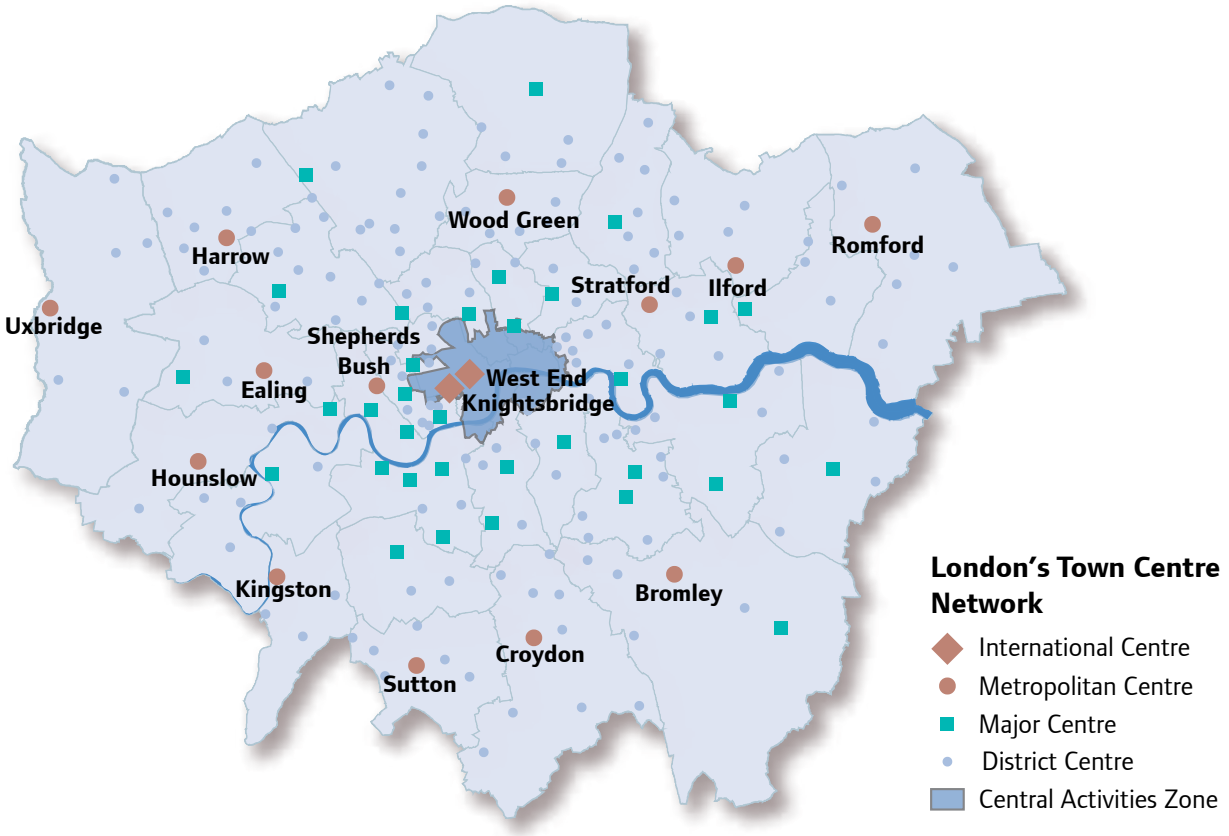
B Changes to the network including designation of new centres or extension of existing ones where appropriate, should be co-ordinated strategically with relevant planning authorities including those outside London. Identified deficiencies in the network of town centres can be addressed by promoting centres to function at a higher level in the hierarchy or by designating new centres where necessary, giving particular priority to areas with particular needs for regeneration (see Policy 2.14) and better access to services, facilities and employment. Centres with persistent problems of decline may be reclassified at a lower level.

Planning decisions

C Development proposals and applications for retail to residential permitted development prior approval in town centres should conform with Policies 4.7 and 4.8 and:

- a sustain and enhance the vitality and viability of the centre
- b accommodate economic and/or housing growth through intensification and selective expansion in appropriate locations
- c support and enhance the competitiveness, quality and diversity of town centre retail, leisure, employment, arts and cultural, other consumer services and public services
- d be in scale with the centre
- e promote access by public transport, walking and cycling
- f promote safety, security and lifetime neighbourhoods
- g contribute towards an enhanced environment, urban greening, public realm and links to green infrastructure
- h reduce delivery, servicing and road user conflict.

Map 2.6 London's town centre network



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LDF preparation

D Boroughs should:

a(i) sustain and enhance the vitality and viability of centres in the context of the clauses set out below

a1 ensure that local retail capacity requirements take realistic account of changes in consumer expenditure and behaviour including the impact of internet and multi-channel shopping within the context of broader strategic assessments of retail need

a2 in light of local and strategic capacity requirements (Policy 4.7), identify town centre boundaries, primary shopping areas, primary and secondary frontages in LDF proposals maps and set out policies for each type of area in the context of Map 2.6 and Annex 2

b in co-ordination with neighbouring authorities and the Mayor, relate the existing and planned roles of individual centres to the network as a whole to achieve its broader objectives

c proactively manage the changing roles of centres, especially those with surplus retail and office floorspace, considering the scope for consolidating and strengthening them by encouraging a wider

range of services; promoting diversification, particularly through high density, residential-led, mixed use re-development; improving environmental quality; facilitating site assembly, including through the Compulsory Purchase process and revising the extent and/or flexibility for non-A1 retail uses in secondary shopping frontage policies

c1 improve Londoners' access to new and emerging forms of retail provision by realising the potential of the more attractive, generally larger town centres for planned re-development as competitive destinations which provide multi-channel shopping facilities and complementary activities including significant, higher density housing in a high quality environment

c2 actively plan and manage the consolidation and redevelopment of other, mainly medium sized centres and, where relevant other secondary frontages, to secure a sustainable, viable retail offer; a range of non-retail functions to address identified local needs; and significant, higher density housing in a high quality environment

c3 ensure that neighbourhood and more local centres provide convenient access, especially by foot, to local goods and services needed on a day to day basis; that they enhance the overall attractiveness of local neighbourhoods and serve as foci for local communities; and that surplus commercial capacity is identified and brought forward to meet housing and local community needs, recognising that this process should contribute to strengthening the 'offer' of the centre as a whole

d support and encourage community engagement, town centre management, partnerships and strategies including business improvement districts to promote safety, security, environmental quality and town centre renewal

e promote the provision of Shopmobility schemes and other measures to improve access to goods and services for older and disabled Londoners.

2.69 London's town centres are a key spatial priority of the London Plan, providing access to a range of services and enabling all parts of London to make a greater contribution to London's economic success (see also Policies 4.7 and 4.8). A spread of successful town centres across London complements the role of the Central Activities Zone and supports the 'polycentric' structure promoted by the European Spatial Development Perspective.

2.70 In outer and inner London, town centres are the most accessible locations on the public transport system and the centres of their communities. They are key locations for a diverse range of activities, including retail, leisure and office space as well as housing, social infrastructure and public open space. They are also key nodes for more effective land use and transport integration, enabling

intensification, encouraging walking, cycling and greater use of public transport and fostering social inclusivity, especially for the substantial numbers of London households who do not have access to a car. Improved accessibility, particularly by public transport, cycling and walking will underpin their competitiveness and their contribution to Londoners' quality of life. They can also provide key focal points in regeneration policies and initiatives.

2.71 It may be appropriate to designate new town centres, particularly in opportunity areas identified for significant levels of mixed use development including town centre uses such as retail or leisure. These can offer sustainable locations for new development and fulfil the objectives set out in paragraph A of Policy 2.15. New town centres that complement the existing network of centres can serve areas of existing deficiency as well as meeting demand generated by new growth.

2.72 A wide range of uses will enhance the vitality and viability of town centres. Leisure uses contribute to London's evening economy and ensure that town centres remain lively beyond shopping hours. So too does more and higher density housing, which can capitalise on their public transport accessibility, enhance footfall, vitality and viability and lever in resources for comprehensive town centre renewal as part of mixed use redevelopment and expansion. In some centres, there is scope to redevelop or convert redundant offices (see Policy 4.2) or under-used space above shops into more active uses, especially housing. The impact of Government's liberalisation of permitted development rights for changes of use from offices to residential outside exempted areas (see paragraph 4.13A) will be monitored by the GLA in collaboration with boroughs.

2.72A Particular care should be taken in the location, design and management of housing, especially in relation to night time activities. Agglomeration of activities in town centres will make them more economically sustainable, attractive for investors and consumers and more resilient to challenges from existing out of centre retail locations. Town centres should also provide a range of civic services and facilities such as accessible public toilets, affordable childcare facilities, police shops and Shopmobility schemes. Sensitive town centre management, including business improvement districts in appropriate locations, should seek to resolve any tensions which may result from a varied mix of uses. However, there may be occasion where it is necessary to manage clusters of uses through planning policy having regard to their positive and negative impacts on town centre vitality and other objectives in this Plan (see Policy 4.8). Finally, strong emphasis should be placed on improvements to the public realm and security to enhance their attractiveness and reinforce their identities. The Mayor's Economic Development and Transport strategies also reflect the priority he attaches to the rejuvenation of town centres.

2.72B The Mary Portas review[20], government's response to it[21], the reports of the

20 Mary Portas. The Portas Review. An independent review into the future of our high streets. DCLG, 2011

21 CLG. High streets at the heart of our communities: the Government's response to the Mary Portas review. DCLG, 2012

Outer London Commission[22] and independent research[23] have all highlighted the long term challenges facing different aspects of conventional retailing and the implications of these for traditional town centres, though London's unique scale, density, wealth and modal mix may to some extent mitigate their impact. However, coupled with a contraction in the forecast level of growth in overall comparison goods floorspace need to 2036[24], they will still have an effect. To sustain the broader social and economic roles of town centres and to provide Londoners with access to new and emerging retail opportunities, it is therefore important that the town centre network as a whole is managed in ways which enable its different components to address these challenges as well as providing an opportunity to improve the town centre environment and enhance centres' attractiveness as the foci of community life and for business activity.

2.72C Across the capital as a whole, growth in the requirement for additional floorspace may contract relative to historic expectations. However, beneath this headline figure the changing shopping habits and expectations of London's expanding and dense population are likely to give rise to significant demand for modern, more efficient forms of retailing. As far as possible, this should be met through redevelopment of existing capacity, largely within or on the edge of town centres.

2.72D The Outer London Commission[25] suggests that in broad terms the impact of internet and multi-channel shopping could have a positive effect on attractive, mostly larger centres (most Metropolitan and some Major centres), where the projected, albeit more limited, quantum of growth in comparison goods floorspace is likely to be concentrated. At the other end of the spectrum, smaller centres (Neighbourhood and more local centres) are best placed to meet the continuing need for convenience goods and services, though the strengths of some of these should be consolidated to enable them to function more effectively. The medium sized centres (many Districts and some Majors) are thought likely to face the greatest challenge from changing consumer behaviour and requirements. There could however be local exceptions to these broad trends where medium sized and smaller centres develop specialist attractions of more than local significance.

2.72E With sensitive, integrated planning, addressing the pressing need for additional housing (See Policy 3.3) can also help to tackle the retail related issues facing town centres through:

- investment in high density housing in the larger centres to augment investment in new forms of retailing and complementary activities and enable their large scale redevelopment as attractive shopping/leisure/service based destinations with an extensive reach/catchment

22 The Outer London Commission. Second Report. GLA, 2012; The Outer London Commission Third Report. GLA 2014

23 Experian Business Strategies. Consumer Expenditure and Comparison Goods Retail Floorspace Need in London. GLA 2013

24 Experian Business Strategies 2013 op cit

25 Outer London Commission. Third Report. GLA 2014

- high density, housing led, mixed use redevelopment in medium sized centres to provide modern premises for those retail and leisure activities which remain viable, or for essential civic and community based services, again improving the attractiveness of these centres
- a lighter touch approach in Neighbourhood and more local centres to sustain and improve their convenience offer while supporting redevelopment of surplus units for housing.

2.72F These changes should be introduced through LDFs. Subject to strategically coordinated, realistic assessments of the need for new retail capacity, boroughs are best placed to put them into effect, though there will be a requirement for more direct, strategic input to coordinate the development of larger centres in accommodating new forms of retailing with cross-border impacts. In all centres with good public transport, the residential element of mixed use development is likely to have scope to go towards the top of the relevant density range. The Housing SPG provides guidance on the exceptional circumstances in which these ranges can be exceeded. These higher density developments will be particularly suitable in addressing the growing housing requirements of different types of smaller households including some older Londoners, as well as specialist needs such as those of students. Larger scale investment in the covenanted private rented sector may be particularly appropriate in bringing this housing forward.

2.72G In all cases, there will be a premium on creating high quality environments attractive to the changing mix of uses. This will require innovative design solutions which should take into account the policies in Chapter 5 and 7. It will also mean that the redevelopment process must be closely integrated with investment in supporting social, environmental and physical infrastructure. In addition it will need close coordination between the London Enterprise Panel, Transport for London, boroughs, land owners, occupiers and other partners. Taking into account viability considerations, it will be important to ensure an adequate supply of floorspace affordable to a range of community uses and smaller enterprises in maintaining and enhancing the social and economic offer of town centres. Site assembly could well be a challenge and require use of the Compulsory Purchase process.

2.72H When considering applications for 'prior approval' for conversion of individual retail units to housing, boroughs should take into account the flexibility in government criteria to ensure that the substantial increment to housing provision which is anticipated from mixed use, comprehensive town centre redevelopment is not compromised. This will require consistent interpretation of 'key shopping areas'[26] as meaning those parts of town centres defined in Local Plans as primary shopping areas, primary and secondary frontages, and neighbourhood and more local centres (Policy 2.15Da2 and c3).

2.73 The Plan's town centre policies are still intended to provide Londoners with

26 See Statutory Instrument 2014 No.564 The Town and Country Planning (General Permitted Development) (Amendment and Consequential Provisions) (England) Order 2014, section IA.2(1)(b)(iv)(bb)

Table 2.1 Potential strategic outer London development centres

Strategic function(s) of greater than sub-regional importance	Potential outer London development centres
Leisure/tourism/arts/ culture/ sports	Wembley, parts of Greenwich, Richmond/ Kingston, Stratford, Royal Docks, the Lower Lee Valley and the Upper Lee Valley, Hillingdon and the Wandle Valley, Crystal Palace
Media	White City, parts of Park Royal, Hounslow (Great West Corridor)
Logistics	Parts of Bexley, Barking & Dagenham, Enfield, Havering, Hillingdon, Hounslow, Park Royal
Other transport related functions	Parts of Hillingdon, Hounslow, Roya Docks, Biggin Hill
Strategic office	Croydon, Stratford, Brent Cross/ Cricklewood (subject to demand)
Higher Education	Uxbridge, Kingston, Greenwich. Possibly Croydon, Stratford, Havering, White City
Industry/green enterprise	Upper Lee Valley, Bexley Riverside, London Riverside, Park Royal
Retail	Brent Cross, Stratford, Wembley

convenient and sustainable access to the widest range of competitively priced goods and services. It therefore provides a framework to co-ordinate the changing roles of individual centres, guiding evolution of the network as a whole toward this end. Each level in the network has different, complementary and sometimes specialist roles to play in this process, for example in arts, culture, entertainment and night time economic activity (see Annex 2).

2.74 The current role of town centres should be tested through regular town centre 'health checks'. This process should ensure that the network is sufficiently flexible to accommodate change in the role of centres and their relationships to one another. Centres can be reclassified and, where appropriate, new centres designated, in the light of these through subsequent reviews or alterations to this plan and DPDs. Changes to the upper tiers in the network (Major and above) should be co-ordinated first through this Plan.

2.75 Annex 2 provides strategic guidance on policy directions for individual town centres, including their potential for growth. It has been informed by the latest Londonwide retail need study[27], town centre health checks[28], the 2012 office policy review[29] and collaborative work with the boroughs and Outer London Commission. Potential future changes to the categorisations of centres within the

27 Experian Business Strategies. Consumer Expenditure and Comparison Goods Retail Floorspace Need in London. GLA 2013

28 Mayor of London. 2013 London Town Centre Health Check Analysis. GLA 2014

29 Ramidus Consulting Limited, Roger Tym & Partners. London Office Policy Review 2012. GLA, 2012

network (subject to implementation and planning approvals), together with the roles of other centres in the regeneration process are set out in Annex 2. Boroughs should identify and promote the complementary offers of the other smaller centres in the network including neighbourhood centres and local shopping parades. These play a key role in meeting 'walk to', everyday needs and are often the kernel of local 'Lifetime' neighbourhoods.

2.76 The Mayor requires a proactive partnership approach to identifying and bringing forward capacity for different types of town centre related uses within or on the edges of centres whilst restraining inappropriate out of centre development (see Policy 4.7). This is the essential complement to Policy 2.15, helping to reinvigorate town centres, widening their roles and offers, developing their identities, enhancing agglomeration benefits and encouraging more sustainable modes of travel.

Strategic outer London development centres

POLICY 2.16 STRATEGIC OUTER LONDON DEVELOPMENT CENTRES

Strategic

A The Mayor will, and boroughs and other stakeholders should, identify, develop and promote strategic development centres in outer London or adjacent parts of inner London with one or more strategic economic functions of greater than sub-regional importance (see para 2.77) by:

- a co-ordinating public and private infrastructure investment
- b bringing forward adequate development capacity
- c placing a strong emphasis on creating a distinct and attractive business offer and public realm through design and mixed use development as well as any more specialist forms of accommodation
- d improving Londoners' access to new employment opportunities.

B The Mayor will work with boroughs and other partners to develop and implement planning frameworks and/or other appropriate spatial planning and investment tools that can effect positive change to realise the potential of strategic outer London development centres.

2.77 In investigating possible sources of new economic growth or existing sources which could help achieve a step change in economic performance, the Outer London Commission highlighted business locations with specialist strengths which potentially or already function above the sub-regional level and generate growth significantly above the long term outer London trend. These are intended to complement the network of town and other centres rather than to compete with them, being identified on the basis of their distinctive function or scale. Some of

these locations are technically in inner London, but have economic significance for outer areas. These include the potential centres in Table 2.1.

2.78 This list is not exhaustive. The Mayor will work with relevant stakeholders to explore the potential of these and other locations for strategically significant, specialist growth in ways which will not undermine the prospects of other business locations; will help achieve his wider objectives (including tackling congestion and carbon emissions by reducing the need for long-distance commuting) and will take account of the principles set out in policies 2.6-2.8. Work is already underway on some, notably those currently identified as opportunity areas, and this policy will add a new dimension to their development. The Mayor will work with boroughs, sub-regional partnerships and other stakeholders to develop guidance on the designation and development of strategic outer London development centres, taking account of experience in taking the concept forward in the centres identified in paragraph 2.77. If necessary, alterations to this Plan will be brought forward to support the further development of this concept.

Strategic industrial locations.

POLICY 2.17 STRATEGIC INDUSTRIAL LOCATIONS

Strategic

A The Mayor will, and boroughs and other stakeholders should, promote, manage and, where appropriate, protect the strategic industrial locations (SILs) designated in Annex 3 and illustrated in Map 2.7, as London's main reservoirs of industrial and related capacity, including general and light industrial uses, logistics, waste management and environmental industries (such as renewable energy generation), utilities, wholesale markets and some transport functions.

Planning decisions

B Development proposals in SILs should be refused unless:

- a they fall within the broad industrial type activities outlined in paragraph 2.79
- b they are part of a strategically co-ordinated process of SIL consolidation through an opportunity area planning framework or borough development plan document
- c the proposal is for employment workspace to meet identified needs for small and medium sized enterprises (SMEs) or new emerging industrial sectors; or
- d the proposal is for small scale 'walk to' services for industrial occupiers such as workplace crèches or cafes.

C Development proposals within or adjacent to SILs should not compromise the integrity or effectiveness of these locations in

accommodating industrial type activities.

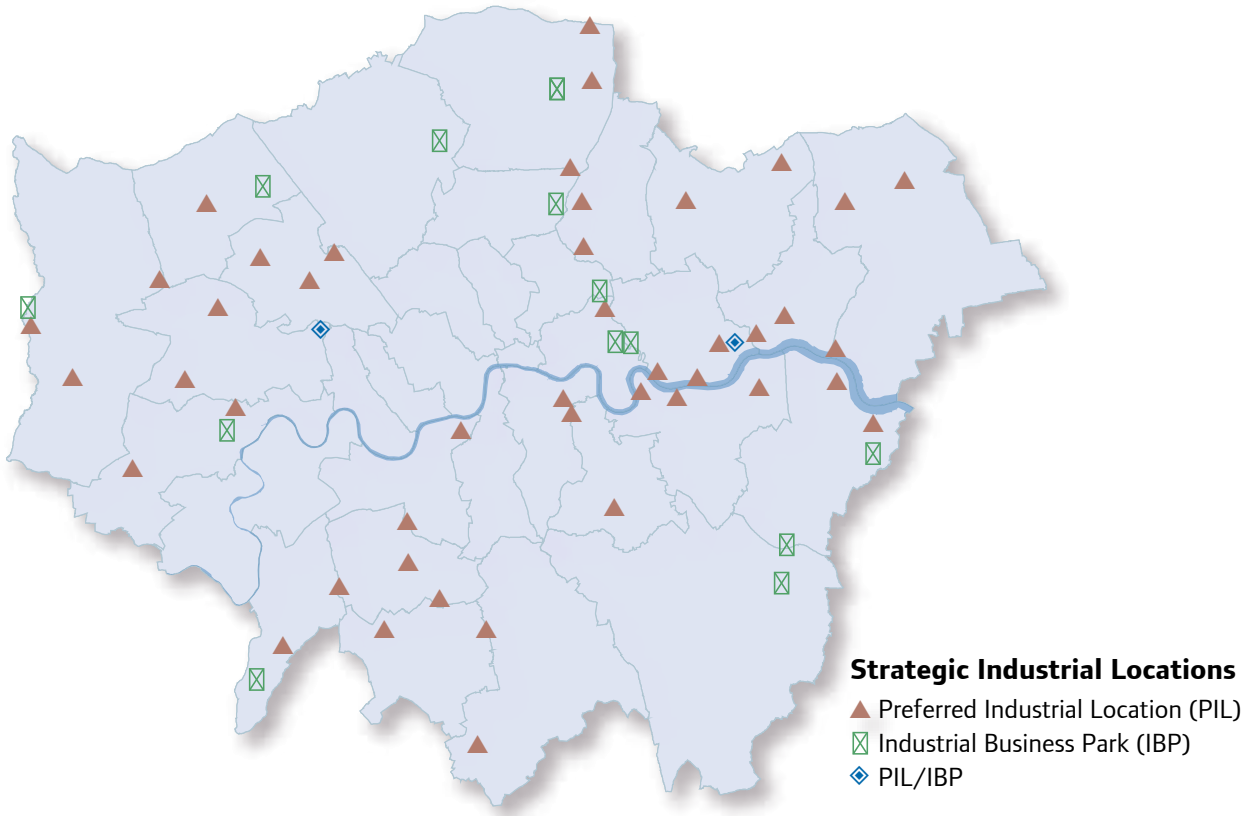
LDF preparation

D In LDFs, boroughs should identify SILs on proposals maps and develop local policies based on clear and robust assessments of need to protect their function, to enhance their attractiveness and competitiveness for industrial type activities including access improvements.

2.79 London's strategic industrial locations (SILs) listed in Annex 3 and illustrated in Map 2.7 are London's main reservoir of industrial land comprising approximately 50 per cent of London's total supply[30]. They have been identified following an assessment of future need. They are of two types to meet and support the requirements of different sorts of industrial occupier:

- Preferred Industrial Locations (PIL) which are particularly suitable for general industrial, light industrial, storage and distribution, waste management, recycling, some transport related functions, utilities, wholesale markets and

Map 2.7 Strategic Industrial Locations



Source GLA: © Crown copyright. All rights reserved. Greater London Authority 100032216 (2011)

30 Mayor of London. Supplementary Planning Guidance: Land for Industry and Transport. GLA 2012; Roger Tym & Partners, King Sturge Industrial Land Demand and Release Benchmarks in London. GLA 2011; URS/DTZ. London Industrial Land Baseline. GLA 2010.

other industrial related activities.

- Industrial Business Parks (IBP) which are particularly suitable for activities that need better quality surroundings including research and development, light industrial and higher value general industrial, some waste management, utility and transport functions, wholesale markets and small scale distribution.

IBPs are not intended for primarily large scale office development. Where office development is proposed on an IBP, this should not jeopardise local provision for light industrial accommodation where there is demand for these uses. SILs perform a particular role in London's industrial land supply (see Policy 4.4) in accommodating strategically important logistics, waste management and transport functions as well as meeting other and more local needs including provision of relatively affordable workspace.

2.80 SILs are given strategic protection because their scale and relatively homogenous character means they can accommodate activities which elsewhere might raise tensions with other land uses. Most are over 20 hectares in size although in some areas, especially parts of west and south west London where there is particular pressure on industrial land, smaller locations, for example of 10 hectares, can be of strategic importance. Typically, SILs are located close to the strategic road network and many are also well located with respect to rail, river and canals and safeguarded wharves which can provide competitive advantage and address broader transport objectives.

2.81 SILs are important in supporting the logistics system and related infrastructure which are essential to London's competitiveness[31]. In 2007 the London logistics sector's output was £8 billion (3.4 per cent of London's total output) and it directly employed over 220,000 people (5.2 per cent of London's employees)[32]. The Mayor will work with authorities in the wider south east to secure adequate provision including inter-modal freight interchanges to ensure effective logistics provision throughout the city region.

2.82 Within London, and informed by TfL's Freight Plan[33], strategic logistics provision should continue to be concentrated on PILs, related to the trunk and main road network and to maximise use of rail and water based infrastructure. Innovations to make more effective use of land should be encouraged and there is particular need to develop consolidation centres and accommodate freight break bulk points more efficiently as a part of the freight hierarchy. It will be particularly important to secure and enhance strategic provision in west London, especially at Park Royal and near Heathrow; in east London, north and south of the Thames; in the Upper

31 Transport for London. London Freight Plan. Sustainable Freight Distribution. A Plan for London. TfL, 2007. URS, GVA Grimley, Cranfield SLSCM. Demand and Supply of Land for Logistics in London. GLA, 2007

32 GLA Economics. Working Paper 37: London's Logistics Sector. GLA, 2009

33 Transport for London. London Freight Plan Sustainable Freight Distribution. A Plan for London. TfL, 2007

Lea Valley in north London and in the Purley Way/Beddington area to the south.

2.83 The boundaries of SILs should be defined in LDFs taking into account strategic and local assessments of supply and demand for industry and joint working on planning frameworks. In collaboration with the Mayor, boroughs should manage the differing offers of PILs and IBPs through co-ordinated investment, regeneration initiatives, transport and environmental improvements and the use of planning agreements. They should also provide local planning guidelines to meet the needs of different types of industry appropriate to each.

2.84 Development in SILs for non-industrial or related uses should be resisted other than as part of a strategically co-ordinated process of consolidation, or where it addresses a need for accommodation for SMEs or new emerging industries, or where it provides local, small scale, 'walk to' services for industrial occupiers (workplace crèches for example), or office space ancillary to industrial use. Policing and other community safety infrastructure may also be appropriate uses in these locations.

2.85 In the Thames Gateway and parts of north London there is particular scope for strategically co-ordinated consolidation and/or reconfiguration of parts of some SILs. Release of surplus industrial land should be focused around public transport nodes and town centres to enable higher density redevelopment, especially for housing. The Housing SPG provides guidance on exceptional circumstances where densities may exceed the top of the density range for a particular location. This release process must be managed carefully through opportunity area planning frameworks and/or LDFs, taking into account strategic and local assessments of industrial land demand and supply and monitoring benchmarks for industrial land release (see Policy 4.4).

Strategic network of green infrastructure

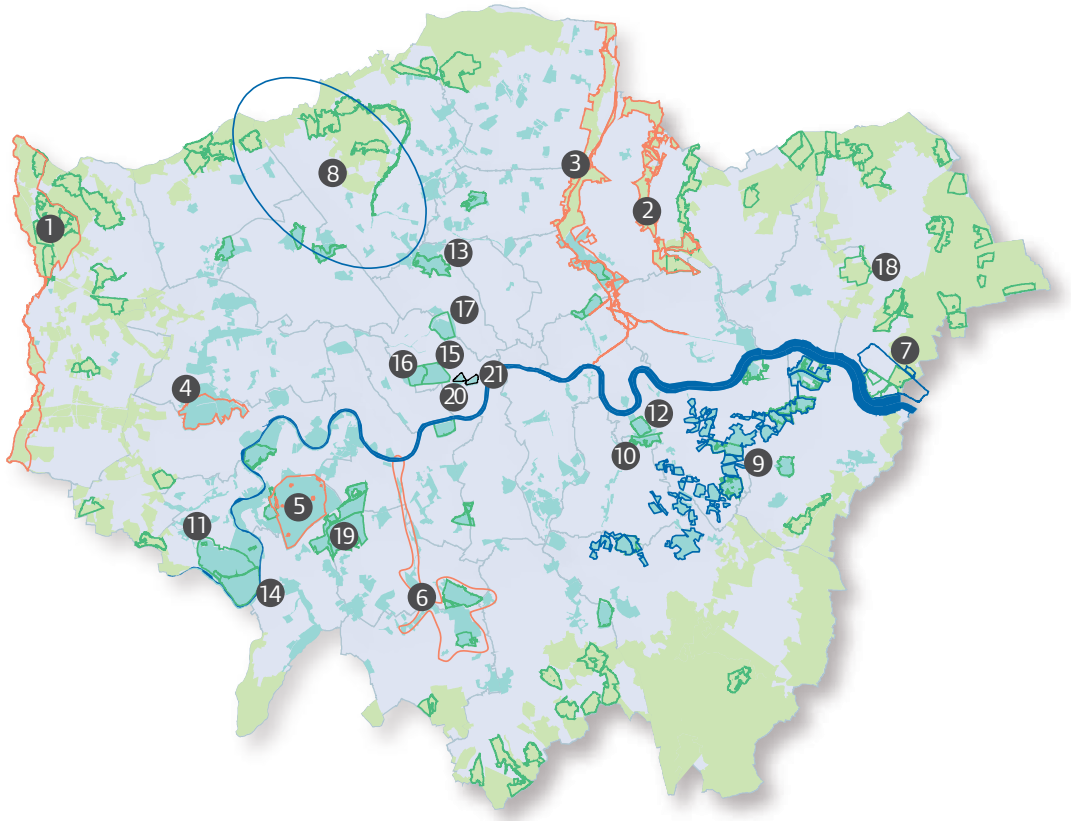
POLICY 2.18 GREEN INFRASTRUCTURE: THE MULTI FUNCTIONAL NETWORK OF GREEN AND OPEN SPACES

Strategic

A The Mayor will work with all relevant strategic partners to protect, promote, expand and manage the extent and quality of, and access to, London's network of green infrastructure. This multifunctional network will secure benefits including, but not limited to, biodiversity; natural and historic landscapes; culture; building a sense of place; the economy; sport; recreation; local food production; mitigating and adapting to climate change; water management; and the social benefits that promote individual and community health and well-being.

B The Mayor will pursue the delivery of green infrastructure by working in partnership with all relevant bodies, including across London's boundaries, as with the Green Arc Partnerships and Lee Valley Regional Park Authority. The Mayor has published supplementary guidance on the All London Green Grid to set out the strategic objectives and

Map 2.8 London's strategic open space network



London's Royal, Regional and Metropolitan Parks

Metropolitan Open Land
Green Belt

Regional Parks
1. Colne Valley
2. Epping Forest
3. Lee Valley
4. Osterley Park
5. Richmond Park*
6. Wandle Valley

Regional Park Opportunities
7. London Riverside Conservation Park
8. Northern Area
9. South East Green Chain

Metropolitan Parks
10. Blackheath
11. Bushy Park*
12. Greenwich Park*
13. Hampstead Heath
14. Hampton Court Home Park
15. Hyde Park*
16. Kensington Gardens*
17. Regents Park*
18. Thames Chase Community Forest
19. Wimbledon Common

Other Royal Parks
20. Green Park*
21. St James's Park*

* Indicates a Royal Park

Source: GLA
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See also Map 7.5 Blue Ribbon Network and Policy 7.18/Table 7.2

priorities for green infrastructure across London.

C In areas of deficiency for regional and metropolitan parks, opportunities for the creation of green infrastructure to help address this deficiency should be identified and their implementation should be supported, such as in the Wandle Valley Regional Park1.

1 EDAW Ltd. London Strategic Parks Project. GLA, 2004

Planning decisions

D Enhancements to London's green infrastructure should be sought from development and where a proposal falls within a regional or metropolitan park deficiency area (broadly corresponding to the areas identified as "regional park opportunities" on Map 2.8), it should contribute to addressing this need.

E Development proposals should:

a incorporate appropriate elements of green infrastructure that are integrated into the wider network

b encourage the linkage of green infrastructure including the Blue Ribbon Network, to the wider public realm to improve accessibility for all and develop new links, utilising green chains, street trees, and other components of urban greening (Policy 5.10).

LDF preparation

F Boroughs should:

a set out a strategic approach to planning positively for the creation, protection, enhancement and management of networks of green infrastructure by producing green infrastructure strategies[2] that cover all forms of green and open space and the interrelationship between these spaces. These should identify priorities for addressing deficiencies and should set out positive measures for the design and management of all forms of green and open space. Delivery of local biodiversity action plans should be linked to these strategies.

b ensure that in and through DPD policies, green infrastructure needs are planned and managed to realise the current and potential value of these to communities and to support delivery of the widest range of linked environmental and social benefits

c in London's urban fringe support, through appropriate initiatives, the vision of creating and protecting an extensive and valued recreational landscape of well-connected and accessible countryside around London for both people and wildlife[3].

2 CLG. National Planning Policy Framework, paragraph 114. Mayor of London/CABE Space. Open Space Strategies Best Practice Guidance. GLA, 2009

3 Land Use Consultants. Bringing the Outdoors Closer to People. Improving the countryside round London: The Green Arc Approach. Green Arc Steering Group, 2004

2.86 In a dense conurbation like London, the network of green and open spaces has to be increasingly multi-functional. The term green infrastructure refers to the network of all green and open spaces together with the Blue Ribbon Network (see Policies 7.24 to 7.30) that provides multiple benefits to Londoners (see Glossary). It functions best when designed and managed as an interdependent 'green

grid' where the network should be actively managed and promoted to support the myriad functions it performs[34]. All development takes place within a wider environment and green infrastructure should be seen as an integral element and not as an 'add-on'. Its value is evident across all of London and at all scales and the Mayor wishes to see the network maintained and enhanced and gaps between parts of the network closed.

2.87 The East London Green Grid set the sub regional framework[35] for the enhancement of and integration of green infrastructure. The All London Green Grid SPG and the supporting area frameworks have extended this approach to green infrastructure across London and taken together with Policies 7.14 to 7.15 this approach is consistent with the NPPF requirement (para 109) to recognise the wider benefits of ecosystems services. It also complements the Green Arc Initiative that aims to improve access to, and the quality of, the countryside around London. The Mayor, working with the boroughs, the London Parks and Green Spaces Forum, The Royal Parks and other key stakeholders (including, where appropriate, those outside London), will support the extension of this approach across London. An example of this cross boundary working will be the Greater Thames Marshes, a Nature Improvement Area.

2.88 Green infrastructure is an overarching term for a number of discrete elements (parks, street trees, green roofs etc.) that go to make up a functional network of green spaces and green features. These are important in their own right but, by considering their design and management together they can deliver benefits that are greater than the sum of their parts. These benefits include, but are not limited to:

- making a positive contribution to climate change by adapting to and mitigating its impact (see Policies 5.9-5.11, 7.16-7.18, 7.21)
- improving water quality, flood mitigation and reduced flood risk through sustainable urban drainage systems (see Policies 5.12, 5.13 and 7.21)
- promoting walking and cycling (see Policies 6.9 and 6.10)
- creating a sense of place and opportunities for greater appreciation of the landscape and cultural heritage (see Policies 7.4, 7.5, 7.8 and 7.20)
- as a place for local food production, in line with the Mayor's Capital Growth strategy (see Policies 7.16-7.18 and 7.22)
- as a place for outdoor education and children's play (see Policies 3.6, 7.16-7.18).
- protection and enhancement of biodiversity, including mitigation of new development (see Policy 7.19)

34 see Natural England's 'Accessible Natural Greenspace Standards' (ANGST)

35 Mayor Of London. East London Green Grid Framework. London Plan Supplementary Planning Guidance. GLA, 2008

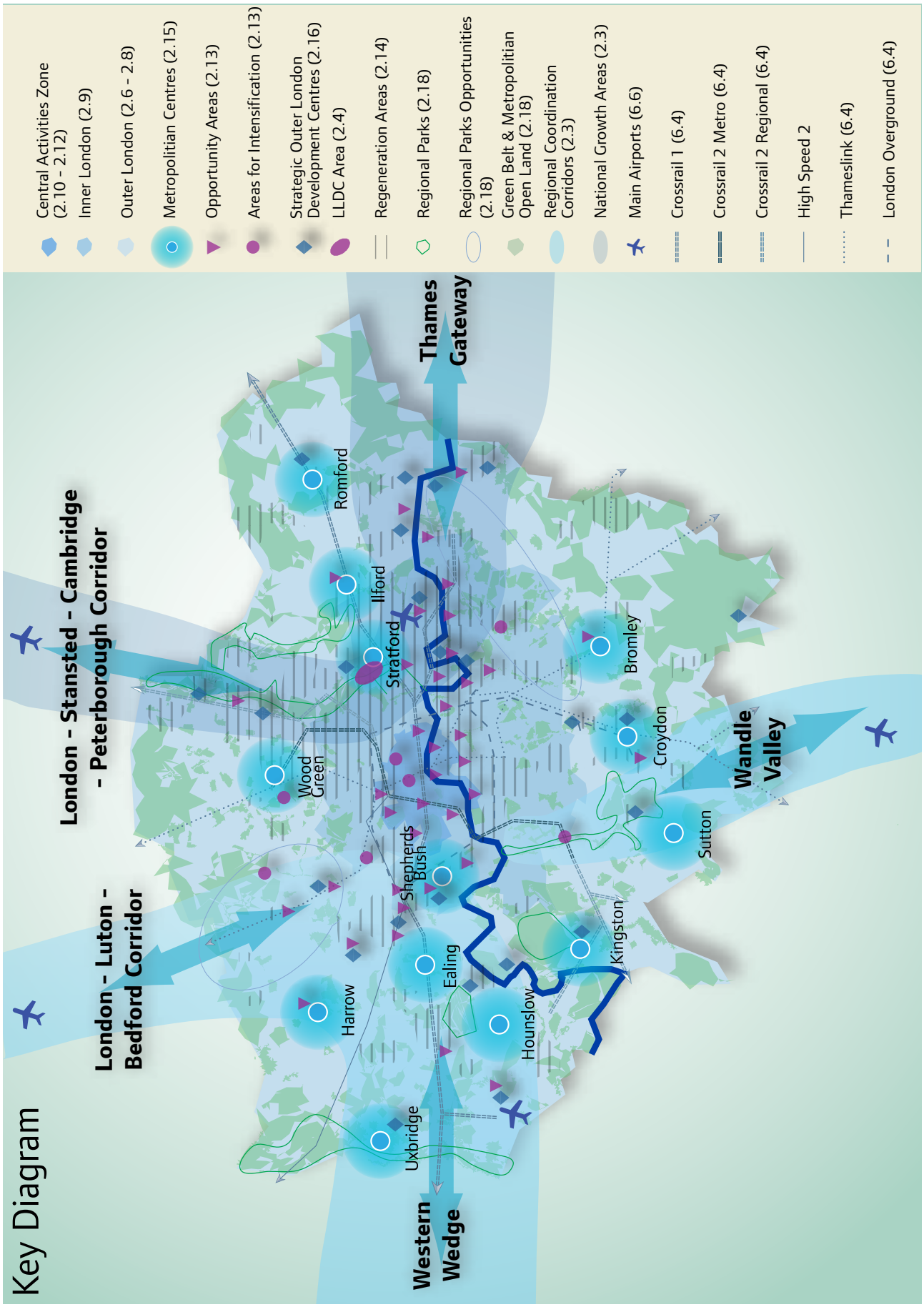
- increasing recreational opportunities, access to and enjoyment of open space and the Blue Ribbon Network to promote healthy living (see Policies 7.16-7.18 and 7.24-7.30)

2.89 Green Infrastructure strategies are a key element in promoting and enhancing and ensuring effective design and management of London's network of open spaces. These need to be kept under review by Boroughs and action plans produced to ensure that the strategies are implemented. These action plans should be used proactively in developing LDD policy, masterplanning and identifying opportunities provided by development applications (Policy 7.18). The Mayor has published best practice guidance on the preparation of open space strategies jointly with CABE Space[36]and this guidance will be reviewed to address the wider issues of developing green infrastructure strategies.

The Key Diagram

2.90 The Key Diagram brings together the main components of the spatial strategy of this Plan outlined above. It shows the emphasis upon growth within the existing London boundary while protecting the Green Belt and open spaces, and with policy and transport linkages in the main development corridors into the surrounding regions. It outlines growth areas of national importance: Thames Gateway and London-Stansted-Cambridge-Peterborough, as well as those of importance to the wider south east: London-Luton-Bedford; Wandsworth-Croydon-Crawley ('Wandle Valley') and the Thames Valley/'Western Wedge'. The Central Activities Zone is highlighted together with the Metropolitan town centres which will be crucial to sustainable communities. The other main spatial categories – opportunity areas, areas for intensification, and areas for regeneration – are shown diagrammatically. The Key Diagram also includes the largest new transport proposals and existing airports. The Key Diagram should be looked at in conjunction with Map 2.2 (Outer, Inner, CAZ), Map 2.4 (Opportunity and Intensification Areas), Map 2.5 (Regeneration Areas), and Map 2.6 (Town Centres).

36 Mayor of London/CABE Space. 2009 op cit


Key Diagram
London - Stansted - Cambridge - Peterborough Corridor
London - Luton - Bedford Corridor
Western Wedge
Thames Gateway
Wandle Valley
Central Activities Zone (2.10 - 2.12)
Inner London (2.9)
Outer London (2.6 - 2.8)
Metropolitian Centres (2.15)
Opportunity Areas (2.13)
Areas for Intensification (2.13)
Strategic Outer London Development Centres (2.16)
LLDC Area (2.4)
Regeneration Areas (2.14)
Regional Parks (2.18)
Regional Parks Opportunities (2.18)
Green Belt & Metropolitian Open Land (2.18)
Regional Coordination Corridors (2.3)
National Growth Areas (2.3)
Main Airports (6.6)
Crossrail 1 (6.4)
Crossrail 2 Metro (6.4)
Crossrail 2 Regional (6.4)
High Speed 2
Thameslink (6.4)
London Overground (6.4)
Romford
Ilford
Stratford
Wood Green
Shepherds Bush
Harrow
Ealing
Hounslow
Uxbridge
Kingston
Bromley
Croydon
Sutton

CHAPTER THREE

LONDON'S PEOPLE

3.1 This chapter sets out policies to support delivery of the Mayor's vision and objectives – and particularly those of ensuring London is:

- **A city that meets the challenges of economic and population growth** in ways that ensure a sustainable, good and improving quality of life and sufficient high quality homes and neighbourhoods for all Londoners, and help tackle the huge issue of deprivation and inequality among Londoners, including inequality in health outcomes.
- **A city of diverse, strong, secure and accessible neighbourhoods** to which Londoners feel attached, which provide all of its residents, workers, visitors and students – whatever their origin, background, age or status – with opportunities to realise and express their potential and a high quality environment for individuals to enjoy, live together and thrive.
- **A city that delights the senses** and takes care over its buildings and streets, having the best of modern architecture while also making the most of London's built heritage, and which makes the most of and extends its wealth of open and green spaces, natural environments and waterways, realising their potential for improving Londoners' health, welfare and development.

These will be realised by ensuring that London's people and communities have the homes, opportunities, facilities and social infrastructure they need to support a good and improving quality of life in the years to 2036. This chapter brings together policies to enable the planning system to help deliver equal life chances for all by reducing health inequalities, supporting social infrastructure provision such as health, education and sports facilities, creating genuinely sustainable neighbourhoods, while setting out a suite of housing policies to help deliver more homes for Londoners which meet a range of needs and are of high design quality. These issues are central to meeting the challenges of a growing and ever-more diverse population.

Ensuring equal life chances for all

POLICY 3.1 ENSURING EQUAL LIFE CHANCES FOR ALL

Strategic

A The Mayor is committed to ensuring equal life chances for all Londoners. Meeting the needs and expanding opportunities for all Londoners – and where appropriate, addressing the barriers to meeting the needs of particular groups and communities – is key to tackling the huge issue of inequality across London.

Planning decisions

B Development proposals should protect and enhance facilities and services that meet the needs of particular groups and communities. Proposals involving loss of these facilities without adequate justification or provision for replacement should be resisted.

LDF preparation

C In preparing DPDs, boroughs should engage with local groups and communities to identify their needs and make appropriate provision for them, working with neighbouring authorities (including on a sub-regional basis) as necessary.

D Boroughs may wish to identify significant clusters of specific groups (such as those who experience particular disadvantage and social exclusion) and consider whether appropriate provision should be made to meet their particular needs such as cultural facilities, meeting places or places of worship.

3.2 London's diversity is one of its greatest strengths and one of the things its residents most appreciate about living here: more languages and cultures are represented in the capital than in any other major city. The Mayor is committed to securing a more inclusive London which recognises shared values as well as the distinct needs of the capital's different groups and communities, particularly the most vulnerable and disadvantaged. He recognises that the city's strength is that it is far more than the sum of the communities and neighbourhoods that make it up. The GLA has a statutory duty to promote equality for all people in its work.[37] The Mayor's Equality Framework promotes an approach that brings Londoners together, rather than dividing them. To underpin this, the Mayor has adopted a new definition of equality[38] that focuses on promoting equality for those groups who enjoy legal protection against discrimination, but also for other groups who may face discrimination and disadvantage.

3.3 The Mayor is committed to ensuring a London that provides equal life chances

37 Equality Act 2010

38 Mayor of London. Equal Life Chances for All. GLA, July 2009

for all its people, enabling them to realise their potential and aspirations, make a full contribution to the economic success of their city – and share in its benefits – while tackling problems of deprivation, exclusion and discrimination that impede them. This includes understanding and addressing the physical and social barriers that prevent disabled people participating ('the social model of disability'). Addressing the spatial needs of London's people and communities is essential to enable them to enjoy and contribute to a safe, secure, accessible, inclusive and sustainable environment, and to ensure these are taken into account in new development. Development proposals should have regard to the supplementary planning guidance on Accessible London: Achieving an Inclusive Environment and other guidance issued by the Mayor.[39]

3.4 Helping people, groups or communities to find consensual strategies or common grounds on which they can work together to create a united vision and a sense of belonging are important to realising these aims, and to sustaining cohesive communities. These should be built on the bonds that unite rather than the differences that separate.

3.5 It is important that the needs of all in society, such as faith groups, are addressed – if necessary through co-ordinated action with neighbouring boroughs. How these needs should be met is a matter for local determination; delivery will be the responsibility of boroughs, working with communities, through local strategic partnerships and other relevant locally based partnerships and organisations to identify those with greatest needs in a particular area, and the mechanisms by which they can be met, using statements of community involvement to support this (Policy 3.16, paragraph 3.88). A social infrastructure service delivery plan or published programme, possibly included in a community strategy and reflected in LDFs, may be a useful tool when assessing planning applications for development that affects existing, new or replacement social and community facilities.

3.6 The Mayor encourages all Londoners, especially those who have not previously done so, to engage in strategic and local decision making. He also seeks to make London more 'age friendly,' for example through liaising with the London Older People's Strategies Group (LOPSG) and by securing play and informal recreation facilities for children and young people (Policy 3.6).

3.7 In assessing local communities' needs in the way referred to in Policy 3.1D, particular regard should be had to the policies elsewhere in the Plan about establishing particular needs, including policies 3.2 (health and health inequalities), 3.8 (housing choice), 3.9 (mixed and balanced communities), 3.16 (social infrastructure), 3.17 (health and social care), 3.18 (education), 3.19 (sports facilities), 4.12 (improving opportunities for all), 7.1 (Lifetime neighbourhoods), 7.2 (inclusive environments) and 7.18 (local open space).

39 Mayor of London. Equal Life Chances for All. GLA, July 2009; Mayor of London. Best Practice Guidance on Health Issues in Planning. GLA, June 2007; Mayor of London. EiP Draft Housing Supplementary Planning Guidance. GLA, August 2010

Improving health and addressing health inequalities

POLICY 3.2 IMPROVING HEALTH AND ADDRESSING HEALTH INEQUALITIES

Strategic

A The Mayor will take account of the potential impact of development proposals on health and health inequalities within London. The Mayor will work in partnership with the NHS in London, boroughs and the voluntary and community sector as appropriate to reduce health inequalities and improve the health of all Londoners, supporting the spatial implications of the Mayor's Health Inequalities Strategy.

B The Mayor will promote London as a healthy place for all – from homes to neighbourhoods and across the city as a whole – by:

- a coordinating investment in physical improvements in areas of London that are deprived, physically run-down, and not conducive to good health
- b coordinating planning and action on the environment, climate change and public health to maximise benefits and engage a wider range of partners in action
- c promoting a strong and diverse economy providing opportunities for all.

C The impacts of major development proposals on the health and wellbeing of communities should be considered, for example through the use of Health Impact Assessments (HIA).

Planning decisions

D New developments should be designed, constructed and managed in ways that improve health and promote healthy lifestyles to help to reduce health inequalities.

LDF Preparation

E Boroughs should:

- a work with key partners to identify and address significant health issues facing their area and monitor policies and interventions for their impact on reducing health inequalities
- b promote the effective management of places that are safe, accessible and encourage social cohesion
- c integrate planning, transport, housing, environmental and health policies to promote the health and wellbeing of communities
- d ensure that the health inequalities impact of development is taken into account in light of the Mayor's Best Practice Guidance on

3.8 The living environment has a fundamental impact on the health of a population, whether positive or negative. Good housing, employment and a good start in life can all and help to reduce health inequalities at the local level; while poor environmental quality, housing conditions or pollution can exacerbate them. Targeted interventions to protect and promote health should help address health inequalities. Where a development or plan is anticipated to have significant implications for people's health and wellbeing, an HIA should be considered to identify opportunities for minimising harms (including unequal impacts) and maximising potential health gains. An HIA can be integrated into Strategic Environmental Assessment, Sustainability Appraisal or Environmental Impact assessment, where these are required. Borough public health teams are a valuable source of support and advice for planning and critically appraising HIAs and it would be helpful to consult with them early in the process. The London Plan will help deliver Objective 5: Healthy Places of the Mayor's Health Inequalities Strategy to ensure new homes and neighbourhoods are planned and designed to promote health and reduce health inequalities.

3.9 The planning system can play a key role in promoting health and reducing health inequalities. Health inequalities are distributed across different population groups, are often geographically concentrated, with poor health closely aligned to poverty and deprivation (see Map 1.3 - Index of Deprivation). The Health and Social Care Act 2012 gives boroughs an enhanced role in improving public health in their area through the emerging 'Health and Wellbeing Boards', the Joint Strategic Needs Assessment (JSNA) process and the development and implementation of Joint Health and Wellbeing Strategies[40]. This will provide an opportunity to align strategies and programmes, informing plan-making and development management. The new Public Health Outcomes Framework summarises the new public health responsibilities of boroughs and includes outcomes closely linked to planning including air quality, the use of green space, road casualties and fuel poverty.

3.10 The policies in this Plan seek to address the main health issues facing the capital, (including mental health, obesity, cancer, cardio-vascular and respiratory diseases) by seeking to ensure new developments are designed, constructed and managed in ways that improve health and reduce health inequalities (Policy 7.1). The development and regeneration of areas for regeneration (Policy 2.14) and many of the designated opportunity and intensification areas (Policy 2.13) provide the greatest opportunity to improve health and reduce health inequalities.

3.10A New development should be supported by necessary and accessible health and social infrastructure. Planning obligations should be secured, and the Community Infrastructure Levy should be used as appropriate to ensure delivery of new facilities and services (policies 3.16-3.19, 8.2 and 8.3), including places for meetings between all members of a community (see policies 3.1 and 7.1). This Plan

40 Department of Health, Joint Strategic Needs Assessments and Joint Health and Wellbeing Strategies – statutory guidance. DoH, 2013

also aims to create opportunities for employment and economic development to meet the needs of the community; improve access to green and open spaces and leisure facilities (including using the planning system to secure new provision); support safe and sustainable transport systems (including walking and cycling); reduce road traffic casualties; improve air quality; reducing noise, increase access to healthy foods; create places for children to play; and ensure there is a good range of local services. The principles contained within the Mayor's Best Practice Guidance (BPG) on Health Issues in Planning[41] will inform the health inequalities impact of a development, and are particularly important for Opportunity Area Planning Frameworks (OAPF) and masterplanning. This BPG will be updated to reflect the new policy and changes to the NHS in London and will include a methodology for undertaking HIAs.

3.11 Housing has a major impact on the health of residents, and the policies in this Plan are intended to enable Londoners to live in well designed, high quality homes, appropriately sized and energy efficient, warm and dry, safe, providing good access to high quality social infrastructure, green spaces, and limiting disturbance from noise, or exposure to poor air quality. The detailed design of neighbourhoods is also very important for health and well-being (see Chapter 7). This can be complemented by other measures, such as local policies to address concerns over the development of fast food outlets close to schools.[42] Places can be designed to promote health, for example by providing attractive spaces that promote active lifestyles. The Mayor and boroughs will seek to support the delivery of new and improved facilities for sport, walking, cycling, play and other forms of physical activities, including maximising opportunities associated with the legacy of the 2012 Games.

3.12 The voluntary and community sector has an essential role in tackling health inequalities at the local level, particularly in promoting and supporting community involvement.

Housing

3.13 The Mayor is clear that London desperately needs more homes in order to promote opportunity and real choice for all Londoners, with a range of tenures that meets their diverse and changing needs and at prices they can afford. To achieve these aims, he is committed to taking effective steps to encourage the provision of new homes through the policies in this Plan (which deal with identifying housing need and capacity to help meet this) and in his London Housing Strategy (which deals, among other things, with detailed questions of investment and delivery for which he has particular responsibility).

3.14 With a growing population and more households, delivering more homes for Londoners meeting a range of needs, of high design quality and supported by the

41 Mayor of London. Best Practice Guidance (BPG) on Health Issues in Planning. GLA, 2007

42 Mayor of London. Takeaways Toolkit. GLA, November 2012

social infrastructure essential to a good quality of life will be a particular priority over the period covered by the Plan. This section of the Plan brings together policies on housing requirements and supply (including affordable housing), design and quality. It also covers social infrastructure, such as health, education and sports.

London's housing requirements

3.14A The Mayor recognises the pressing need for more homes in London and to help boost significantly the supply of housing, this Plan sets out the average annual minimum housing supply targets for each borough until 2025. These targets are informed by the need for housing as evidenced by the GLA's 2013 Strategic Housing Market Assessment (SHMA)[43] and London's housing land capacity as identified through its 2013 Strategic Housing Land Availability Assessment (SHLAA)[44]. Consistent with the National Planning Policy Framework, this approach takes account of London's locally distinct circumstances of pressing housing need and limited land availability and aims to deliver sustainable development.

3.15 Though there are differences in the type, quality and cost of housing across London, the complex linkages between them mean that for planning purposes, London should be treated as a single housing market. Many of these linkages extend beyond London, underscoring the importance of inter-regional coordination in meeting housing requirements in the wider south east, especially in the adjoining counties.

3.16 As noted in Chapter 1, there is clear evidence that London's population is likely to increase significantly more than was anticipated in the past. However, there is uncertainty as to the actual scale and nature of this increase. This Plan therefore assumes that London's population is set to increase by up to 2 million in the 25 years to 2036 with the level of growth reducing over time, but still remaining significantly above that assumed in the 2011 Plan. There is also uncertainty as to the size and number of future households. As a central assumption the Plan is predicated on average household size falling in line with DCLG assumptions from 2.47 in 2011 to 2.34 persons/household in 2036. Under this assumption, the number of households in London could rise by 1 million[45] by 2036.

3.16A In view of these uncertainties it is clearly not realistic to plan in detail for the whole of this period, but rather to take the possible long term trend as a 'direction of travel' for which the Mayor must 'plan, monitor and manage'. In this context, the Plan is based on a projection for 40,000 more households a year (2011-2036). These projected trends will be monitored very closely, with a view to a further early revision, or if necessary a full review of the Plan by 2019/20.

43 Mayor of London. The London Strategic Housing Market Assessment 2013 (SHMA). GLA, 2014

44 Mayor of London. The London Strategic Housing Land Availability Assessment 2013 (SHLAA). GLA, 2014

45 Mayor of London. SHMA. 2014 op clt

3.16b This level of household growth does not represent the growth in housing requirements over the life of the Plan. This is identified through the GLA's SHMA[46] which draws on government guidance[47] to identify London's need for both market and affordable housing. As well as demographic trends the SHMA reflects the Mayor's intention to seek to address the existing backlog in housing need and takes account of the range of factors which bear on this. On this basis, the central projection in the SHMA indicates that London will require between approximately 49,000 (2015-2036) and 62,000 (2015-2026) more homes a year. This range incorporates different levels of population change over the period, the time taken to address current need (backlog) and the anticipated under delivery between 2011 and 2015. The 2015-2036 figure of 49,000 additional homes a year provides the basis for the detailed housing need figures set out in this Plan. In light of the projected higher need, especially at the start of the plan period, this figure should be regarded as a minimum.

3.17 On the supply side, the London SHLAA is designed to address the NPPF requirement to identify supply to meet future housing need as well as being 'consistent with the policies set out in this Framework'[48], not least its central dictum that resultant development must be sustainable. The SHLAA methodology[49] is designed to do this authoritatively in the distinct circumstances of London, including the limited stock of land here and the uniquely pressurised land market and dependence on recycling brownfield land currently in existing uses. This methodology has been developed and refined over time through partnership working with boroughs and others involved in London housing, as well as to reflect the principles of government guidance on preparation of SHLAAs nationally[50].

46 ibid

47 CLG SHMA Practice Guidance 2007

48 CLG NPPF op cit para 47

49 Mayor of London. SHLAA. 2014 op cit

50 CLG SHLAA practice guidance. 2007

Table 3.1 Annual average housing supply monitoring targets 2015 – 2025

Borough	Minimum ten year target 2015-2025	Annual monitoring target 2015-2025
Barking and Dagenham	12,355	1,236
Barnet	23,489	2,349
Bexley	4,457	446
Brent	15,253	1,525
Bromley	6,413	641
Camden	8,892	889
City of London	1,408	141
Croydon	14,348	1,435
Ealing	12,972	1,297
Enfield	7,976	798
Greenwich	26,850	2,685
Hackney	15,988	1,599
Hammersmith and Fulham	10,312	1,031
Haringey	15,019	1,502
Harrow	5,927	593
Havering	11,701	1,170
Hillingdon	5,593	559
Hounslow	8,222	822
Islington	12,641	1,264
Kensington and Chelsea	7,330	733
Kingston upon Thames	6,434	643
Lambeth	15,594	1,559
Lewisham	13,847	1,385
LLDC	14,711	1,471
Merton	4,107	411
Newham	19,945	1,994
Redbridge	11,232	1,123
Richmond upon Thames	3,150	315
Southwark	27,362	2,736
Sutton	3,626	363
Tower Hamlets	39,314	3,931
Waltham Forest	8,620	862
Wandsworth	18,123	1,812
Westminster	10,677	1,068
London total	423,887	42,389

3.17A Following the national imperative to address identified need, the 2013 London SHLAA has been more rigorous than its predecessors in testing potential housing capacity. Its results have been translated in Table 3.1 as minimum housing supply targets. It shows that over the period 2015 to 2025, London has capacity for a least 420,000 additional homes or 42,000 per annum.

3.17B This is not unrealistic in terms of the granting of planning permission – since 2008, despite a major economic downturn, an average of almost 55,000 homes have been approved each year[51]. The greatest challenge is in translating this capacity into completions. As independent research has shown[52], the planning system can help in this but it is by no means the only barrier to delivery of homes on the ground (see para 3.85a). It is clear that a step change in delivery is required if London is to address its housing need.

3.18 As context for this, boroughs must be mindful that for their LDFs to be found sound they must demonstrate they have sought to boost significantly the supply of housing as far as is consistent with the policies set out in the Framework[53]. Of particular importance in this regard is the overarching national objective to secure sustainable development[54] and the need to secure actual delivery[55]. To address government requirements soundly in the unique circumstances of London means coordinating their implementation across the capital's housing market through the capital's unique two tier planning system where the development plan for an area is composed of the Local Plan and the London Plan, and the Local Plan must be in general conformity with the London Plan.

3.19 London is part of a global and national housing market as well as having its own, more local and acute housing need which place a unique challenge in reducing the gap between need and supply. Boroughs should use their housing supply targets in Table 3.1 as minima, augmented with additional housing capacity to reduce the gap between local and strategic housing need and supply. In this regard, town centres (see Policy 2.15), opportunity and intensification areas (Policy 2.13), and other large sites (Policy 3.7) could provide a significant increment to housing supply. In addition, the process of managing the release of surplus industrial land should focus on bringing forward areas with good public transport accessibility which will be particularly appropriate for high density development (Policy 2.17). Experience in preparing opportunity area and other development frameworks (such as those for intensification areas and town centres, as well as broader proposals for growth corridors), demonstrates that through detailed partnership working in light of local and strategic policy, housing output from these locations normally exceeds that anticipated by the SHLAA – frequently by a significant margin.

51 Mayor of London. SHLAA. 2014. Op cit

52 Molior London. Barriers to Housing Delivery. What are the market perceived barriers to residential development in London. GLA 2012

53 CLG NPPF 2012 op cit para 47

54 CLG NPPF 2012 op, cit, paras 6-10

55 CLG NPPF 2012 op cit para 174

3.19i To ensure effective local contributions to meeting London's need for 49,000 more homes per annum, Local Plans should therefore demonstrate how individual boroughs intend to-address in terms of Policy 3.3 the relevant minimum housing supply target in Table 3.1 and seek to exceed the target through:

- additional sources of housing capacity, especially that to be brought forward from the types of broad location set out in Policy 3.3;
- collaborative working with other relevant partners including the Mayor, to ensure that the Local Plan is in general conformity with the London Plan and includes final minimum housing targets identified through the above process; and
- partnership working with developers, land owners, investors, the Mayor and other relevant agencies to secure the timely translation of approved housing capacity to completions taking account of Policy 3.15.

3.19A National policy requires boroughs to identify a supply of specific deliverable sites sufficient to provide 5 years' worth of housing against their housing requirements, with an additional buffer of 5% moved forward from later in the plan period (or 20% where there has been persistent under delivery). In compiling their 5 year supply estimates boroughs should demonstrate that they have maximised the number of identified sites. However, given London's reliance on recycled land currently in other uses, it must be recognised that in addressing this national policy objective, capacity which elsewhere in the country would be termed 'windfall' must here form part of the 5 year supply. In order to support the range of activities and functions required in London as set out in this Plan, application of the 5% - 20% buffers should not lead to approval of schemes which compromise the need to secure sustainable development as required in the NPPF.

Housing Supply

POLICY 3.3 INCREASING HOUSING SUPPLY

Strategic

A The Mayor recognises the pressing need for more homes in London in order to promote opportunity and provide a real choice for all Londoners in ways that meet their needs at a price they can afford.

B Working with relevant partners, the Mayor will seek to ensure the housing need identified in paragraphs 3.16a and 3.16b is met particularly through provision consistent with at least an annual average of 42,000 net additional homes across London[1] which will enhance the environment, improve housing choice and affordability and provide

1 Net additional homes including additional dwellings provided by development and redevelopment, conversion of residential and non-residential property, long term vacant properties brought back into use and household spaces in non-self-contained accommodation.

better quality accommodation for Londoners.

C This target will be reviewed by 2019/20 and periodically thereafter and provide the basis for monitoring until then.

LDF preparation

D Boroughs should seek to achieve and exceed the relevant minimum borough annual average housing target in Table 3.1, if a target beyond 2025 is required, boroughs should roll forward and seek to exceed that in Table 3.1 until it is replaced by a revised London Plan target.

Da Boroughs should draw on the housing benchmarks in table 3.1 in developing their LDF housing targets, augmented where possible with extra housing capacity to close the gap between identified housing need (see Policy 3.8) and supply in line with the requirement of the NPPF

E Boroughs should identify and seek to enable additional development capacity to be brought forward to supplement these targets having regard to the other policies of this Plan and in particular the potential to realise brownfield housing capacity through the spatial structure it provides including:

a intensification (see policies 2.13, 3.4)

b town centre renewal, especially centres with good public transport accessibility (see Policy 2.15)

c opportunity and intensification areas and growth corridors (see policies 2.13 and 2.3)

d mixed use redevelopment, especially of surplus commercial capacity and surplus public land, and particularly that with good transport accessibility (see policies 2.7, 2.11, 4.2-4.4)

e sensitive renewal of existing residential areas, especially in areas of good public transport accessibility (see policies 3.4, 3.5, 3.14).

F Boroughs must identify new, and review existing housing sites for inclusion in LDFs.

G Boroughs should monitor housing capacity and provision against the average targets in Table 3.1, local housing needs assessments and the sensitivity ranges set out in the SHLAA report and updated in the London Plan Annual Monitoring Report.

3.24 Table 3.1 only covers the period 2015 – 2025. LDFs which come forward following publication of this Plan and before its replacement or alteration will not be covered for their full term by the current targets. The Mayor therefore commits to revising the targets by 2019/20. In order to provide guidance for any intervening period, LDFs should roll forward the annual targets in Table 3.1 expressing the rolling target as an indicative figure to be checked and adjusted against any revised housing targets.

3.25 Monitoring the housing supply figures is an essential part of the 'plan, monitor and manage' approach taken to ensure that the London Plan delivers as many additional homes each year as is practicable. Annex 4 sets out the components of the targets which the Mayor will use for monitoring supply.

3.26 The SHLAA methodology provides for phasing of development of individual sites in the future. However, an annual monitoring target based on the average capacity estimated to come forward over ten years may not fully reflect unique uncertainties in housing output arising from changes in the economy. Boroughs may wish to highlight the implications of these uncertainties for achievement of their targets in their Annual Monitoring Reports (AMR), drawing on the strategic context provided by the SHLAA report, the London Plan AMR and the Housing SPG.

POLICY 3.4 OPTIMISING HOUSING POTENTIAL

Strategic, LDF preparation and planning decisions

A Taking into account local context and character, the design principles in Chapter 7 and public transport capacity, development should optimise housing output for different types of location within the relevant density range shown in Table 3.2. Development proposals which compromise this policy should be resisted.

3.28 A rigorous appreciation of housing density is crucial to realising the optimum potential of sites, but it is only the start of planning housing development, not the end. It is not appropriate to apply Table 3.2 mechanistically. Its density ranges for particular types of location are broad, enabling account to be taken of other factors relevant to optimising potential – local context, design and transport capacity are particularly important, as well as social infrastructure (Policy 3.16), open space (Policy 7.17) and play (Policy 3.6). These broad ranges also provide the framework within which boroughs can refine local approaches to implementation of this strategic policy through their LDFs[56]. Where appropriate, they can also provide a tool for increasing density in situations where transport proposals will improve public transport accessibility in the future. It is important that higher density housing is not automatically seen as requiring high rise development.

3.28A Geographically specific guidance on implementation of policy 3.4 is provided for Opportunity and Intensification Areas in paragraphs 2.61 and 2.62; for Town Centres in Policy 2.15 and paragraphs 2.72B – 2.72H and 4.42A-B; for surplus industrial land in paragraphs 2.85 and 4.23 and for other large housing sites in paragraph 3.42. More general guidance on implementation of Policy 3.4 is provided in the Housing SPG including exceptional circumstances where densities above the relevant density range may be justified.

56 CLG NPPF 2012 op cit para 58

Table 3.2 Sustainable residential quality (SRQ) density matrix (habitable rooms and dwellings per hectare)

Setting	Public Transport Accessibility Level (PTAL)		
	0 to 1	2 to 3	4 to 6
Suburban	150–200 hr/ha	150–250 hr/ha	200–350 hr/ha
3.8–4.6 hr/unit	35–55 u/ha	35–65 u/ha	45–90 u/ha
3.1–3.7 hr/unit	40–65 u/ha	40–80 u/ha	55–115 u/ha
2.7–3.0 hr/unit	50–75 u/ha	50–95 u/ha	70–130 u/ha
Urban	150–250 hr/ha	200–450 hr/ha	200–700 hr/ha
3.8 –4.6 hr/unit	35–65 u/ha	45–120 u/ha	45–185 u/ha
3.1–3.7 hr/unit	40–80 u/ha	55–145 u/ha	55–225 u/ha
2.7–3.0 hr/unit	50–95 u/ha	70–170 u/ha	70–260 u/ha
Central	150-300 hr/ha	300–650 hr/ha	650–1100 hr/ha
3.8–4.6 hr/unit	35–80 u/ha	65–170 u/ha	140–290 u/ha
3.1–3.7 hr/unit	40–100 u/ha	80–210 u/ha	175–355 u/ha
2.7–3.0 hr/unit	50–110 u/hr	100–240 u/ha	215–405 u/ha

Notes to Table 3.2

Appropriate density ranges are related to setting in terms of location, existing building form and massing, and the index of public transport accessibility (PTAL). The setting can be defined as:

Central – areas with very dense development, a mix of different uses, large building footprints and typically buildings of four to six storeys, located within 800 metres walking distance of an International, Metropolitan or Major town centre.

Urban – areas with predominantly dense development such as, for example, terraced houses, mansion blocks, a mix of different uses, medium building footprints and typically buildings of two to four storeys, located within 800 metres walking distance of a District centre or, along main arterial routes

Suburban – areas with predominantly lower density development such as, for example, detached and semi-detached houses, predominantly residential, small building footprints and typically buildings of two to three storeys.

3.29 The form of housing output should be determined primarily by an assessment of housing requirements and not by assumptions as to the built form of the development. While there is usually scope to provide a mix of dwelling types in different locations, higher density provision for smaller households should be focused on areas with good public transport accessibility (measured by Public Transport Accessibility Levels [PTALs]), and lower density development is generally most appropriate for family housing.

3.30 Where transport assessments other than PTALs can reasonably demonstrate that a site has either good existing or planned public transport connectivity and

capacity, and subject to the wider concerns of this policy, the density of a scheme may be at the higher end of the appropriate density range. Where connectivity and capacity are limited, density should be at the lower end of the appropriate range. The Housing SPG provides further guidance on implementation of this policy in different circumstances including mixed use development, taking into account plot ratio and vertical and horizontal mixes of use.

3.31 Residential density figures should be based on net residential area, which includes internal roads and ancillary open spaces. Family housing is generally defined as having three or more bedrooms. Car parking provision should be in accordance with the standards outlined in Chapter 6. The Housing SPG provides guidance on addressing the relationships between car parking provision, development density and levels of public transport accessibility in different types of location.

POLICY 3.5 QUALITY AND DESIGN OF HOUSING DEVELOPMENTS

Strategic

A Housing developments should be of the highest quality internally, externally and in relation to their context and to the wider environment, taking account of strategic policies in this Plan to protect and enhance London's residential environment and attractiveness as a place to live. Boroughs may in their LDFs introduce a presumption against development on back gardens or other private residential gardens where this can be locally justified.

Planning decisions and LDF preparation

B The design of all new housing developments should enhance the quality of local places, taking into account physical context; local character; density; tenure and land use mix; and relationships with, and provision of, public, communal and open spaces, taking particular account of the needs of children, disabled and older people.

C LDFs should incorporate requirements for accessibility and adaptability[1], minimum space standards[2] including those set out in Table 3.3, and water efficiency.[3] The Mayor will, and boroughs should, seek to ensure that new development reflects these standards. The design of all new dwellings should also take account of factors relating to 'arrival' at the building and the 'home as a place of retreat'. New homes should have adequately sized rooms and convenient and efficient room layouts which are functional and fit for purpose, meet the changing needs of Londoners over their lifetimes, address climate change adaptation and mitigation and social inclusion objectives and should be conceived and developed through an effective design process[4].

1 Requirements M4 (2) and M4 (3) of Schedule 1 to the Building Regulations 2010. HM Government 2015.

2 Technical housing standards – nationally described space standard. DCLG 2015

3 London Plan Policy 5.15

4 Mayor of London, Housing SPG 2016

D Development proposals which compromise the delivery of elements of this policy, may be permitted if they are demonstrably of exemplary design and contribute to achievement of other objectives of this Plan.

E The Mayor will provide guidance on implementation of this policy that is relevant to all tenures.

Table 3.3 Minimum space standards for new dwellings[57]

Number of bedrooms	Number of bed spaces	Minimum GIA (m2)			Built-in storage (m2)
		1 storey dwellings	2 storey dwellings	3 storey dwellings	
1b	1p	39 (37)*			1.0
	2p	50	58		1.5
2b	3p	61	70		2.0
	4p	70	79		
3b	4p	74	84	90	2.5
	5p	86	93	99	
	6p	95	102	108	
4b	5p	90	97	103	3.0
	6p	99	106	112	
	7p	108	115	121	
	8p	117	124	130	
5b	6p	103	110	116	3.5
	7p	112	119	125	
	8p	121	128	134	
6b	7p	116	123	129	4.0

Notes to Table 3.3

* Where a one person dwelling has a shower room instead of a bathroom, the floor area may be reduced from 39m^2 to 37m^2, as shown bracketed.

The Gross Internal Area of a dwelling is defined as the total floor space measured between the internal faces of perimeter walls that enclose a dwelling. This includes partitions, structural elements, cupboards, ducts, flights of stairs and voids above stairs. GIA should be measured and denoted in square metres (m^2).

The nationally described space standard sets a minimum ceiling height of 2.3 meters for at least 75% of the gross internal area of the dwelling. To address the unique heat island effect of London and the distinct density and flatted nature of most of its residential development, a minimum ceiling height of 2.5m for at least 75% of the gross internal area is strongly encouraged so that new housing is of adequate quality, especially in terms of light, ventilation and sense of space.

57 New dwellings in this context includes new build, conversion and change of use

3.32 Securing new housing of the highest quality and protecting and enhancing residential neighbourhoods are key Mayoral priorities. The number of new homes needed to 2036 will create new challenges for private developers and affordable homes providers, but also brings unique opportunities for new housing which will be remembered as attractive, spacious, safe and green and which help to shape sustainable neighbourhoods with distinct and positive identities.

3.32A Since 2011 the London Plan has provided the basis for a range of housing standards that address the housing needs of Londoners and these are brought together in the Housing Supplementary Planning Guidance (SPG). The options and process recently provided by Government aim to improve the quality of housing nationally[58] and provide an opportunity to reinforce the status of the standards already in place for London. They have been consolidated and tested to ensure that they are sound in terms of need and viability.

3.33 New housing development should address the wider concerns of this Plan to protect and enhance the environment of London as a whole. New development, including that on garden land and that associated with basement extensions, should avoid having an adverse impact on sites of European importance for nature conservation either directly or indirectly, including through increased recreation pressure on these sites. New development should also take account of the Plan's more general design principles (policies 7.2 to 7.12) and those on neighbourhoods (Policy 7.1), housing choice (Policy 3.8), sustainable design and construction (Policy 5.3), as well as those on climate change (Chapter 5), play provision (Policy 3.6), biodiversity (Policy 7.19), and flood risk (Policy 5.12).

3.34 Directly and indirectly back gardens play important roles in addressing many of these policy concerns, as well as being a much cherished part of the London townscape contributing to communities' sense of place and quality of life. Pressure for new housing means that they can be threatened by inappropriate development and their loss can cause significant local concern. This Plan therefore supports development plan-led presumptions against development on back-gardens where locally justified by a sound local evidence base. Such a presumption has been taken into account in setting the Plan's housing target[59]. The London-wide SHLAA assumed a theoretical reduction of 90% in the historic level of garden development, so there is no strategic housing land availability obstacle to the formulation of relevant DPD policies that seek to protect back gardens or other private residential gardens from housing development. Local approaches to the surfacing of front gardens should also reflect the broader policies of this Plan, including the need for such surfaces to be permeable, subject to permitted development rights[60].

58 New national technical standards, Eric Pickles written statement to Parliament 25 March 2015: "Steps the government is taking to streamline the planning system, protect the environment, support economic growth and assist locally-led decision-making."

59 CLG NPPF 2012 op cit paras 48, 53

60 CLG. Guidance on the Permeable Surfacing of Front Gardens. CLG, 2009

3.35 The quality of individual homes and their neighbourhoods is the product of detailed and local design requirements but the implementation of these across London has led to too many housing schemes in London being of variable quality. The cumulative effect of poor quality homes, and the citywide benefits improved standards bring, means this is a strategic issue and properly a concern of the London Plan. Addressing these issues is an important element of achieving the Mayor's vision and detailed objectives for London and its neighbourhoods set out in Chapter One.

3.36 The Mayor regards the relative size of all new homes in London to be a key element of this strategic issue and therefore has adopted the Nationally Described Space Standard[61]. Table 3.3 sets out minimum space standards for dwellings of different sizes. This is based on the minimum gross internal floor area (GIA) required for new homes relative to the number of occupants and taking into account commonly required furniture and the spaces needed for different activities and moving around. This means developers should state the number of bedspaces/ occupiers a home is designed to accommodate rather than, say, simply the number of bedrooms. These are minimum standards which developers are encouraged to exceed. When designing homes for more than eight persons/bedspaces, developers should allow approximately 10 sq m per extra bedspace/person. Single person dwellings of less than 37 square metres may be permitted if the development proposal is demonstrated to be of exemplary design and contributes to achievement of other objectives and policies of this Plan.

3.37 Other aspects of housing design are also important to improving the attractiveness of new homes as well as being central to the Mayor's wider objectives to improve the quality of Londoners' environment. To address these he has produced guidance on the implementation of Policy 3.5 for all housing tenures in his Housing SPG, drawing on his design guide for affordable housing[62].

3.38 At the neighbourhood level this SPG addresses the relationship between strategic density Policy (3.4) and different local approaches to its implementation; the spaces between and around buildings; urban layout; enclosure; ensuring homes are laid out to form a coherent pattern of streets and blocks; public, communal and private open spaces; and the ways these relate to each other and neighbourhoods as a whole. It will respond to the needs of an ageing population by including the principles for inclusive design and those to develop and extend Lifetime Neighbourhoods set out in Policies 7.1 and 7.2.

3.39 For individual dwellings the SPG covers issues such as 'arrival' - including the importance of creating active frontages, accommodating footpaths and entrances and shared circulation spaces; size and layout including room space standards as well as the dwelling space standards set out in Table 3.3; the home as a 'place of retreat' (especially important in higher density development); meeting the

61 Technical housing standards – nationally described space standard. DCLG 2015

62 Mayor of London. London Housing Design Guide (LHDG) 2010 - this has been replaced by the 2016 Housing SPG

challenges of a changing climate by ensuring homes are suitable for warmer summers and wetter winters, and mitigating the extent of future change; and ensuring easy adaptation to meet the changing and diverse needs of occupiers over their lifetimes. The importance of an effective design process to make sure that the quality of schemes is not compromised as the development proceeds will also be highlighted. This guidance provides a strategic, functional basis for a new vernacular in London's domestic architecture which also places greater weight on complementing and enhancing local context and character.

POLICY 3.6 CHILDREN AND YOUNG PEOPLE'S PLAY AND INFORMAL RECREATION FACILITIES

Strategic

A The Mayor and appropriate organisations should ensure that all children and young people have safe access to good quality, well-designed, secure and stimulating play and informal recreation provision, incorporating trees and greenery wherever possible.

Planning decisions

B Development proposals that include housing should make provision for play and informal recreation, based on the expected child population generated by the scheme and an assessment of future needs. The Mayor's Supplementary Planning Guidance Providing for Children and Young People's Play and Informal Recreation sets out guidance to assist in this process.

LDF preparation

C Boroughs should:

a undertake audits of existing play and informal recreation provision and assessments of need in their areas, considering the qualitative, quantitative and accessibility elements of play and informal recreation facilities

b produce strategies on play and informal recreation supported by LDF icies to improve access, safety and opportunity for all children and young people in their area.

3.40 In a densely urbanised city like London, safe and stimulating play facilities are essential for a child's welfare and future development[63], as well as preventing health problems such as obesity. However, many children still do not have adequate access to such facilities and some existing provision can be unsuitable. LDFs should address this by providing policies on play provision, including the need for high quality design. Through the development of play strategies, boroughs should ensure the integration of play provision into overall open space

63 CLG NPPF 2012 op cit para 50

strategies. Particular consideration should be given to consultation with children and young people in the design of new provision to understand their changing needs. Appropriate provision should be included for different age groups, including consideration of communal space, roof gardens, indoor space for young children and youth-facilities for young people. Appropriate arrangements for management and maintenance of play and communal facilities should be provided. Wherever possible, playspace should include grassed or wooded areas. School playing fields also provide an important contribution to high quality play spaces (Policy 3.18).

3.41 New development including housing should make provision for playspace. This should normally be made on-site and in accordance with LDF play policies for the area. Where development is to be phased, there should be early implementation of the play space. Off-site provision, including the creation of new facilities, improvements to existing provision and an appropriate financial contribution secured by legal agreement towards this provision may be acceptable where it can be demonstrated that it fully satisfies the needs of the development whilst continuing to meet the needs of existing residents.

POLICY 3.7 LARGE RESIDENTIAL DEVELOPMENTS

Strategic, planning decisions and LDF preparation

A Proposals for large residential developments including complementary non-residential uses are encouraged in areas of high public transport accessibility.

B Those on sites of over five hectares or capable of accommodating more than 500 dwellings should be progressed through an appropriately plan-led process to encourage higher densities and coordinate where necessary provision of social, environmental and other infrastructure and create neighbourhoods with a distinctive character, sense of local pride and civic identity in line with Chapter 7. The planning of these areas should take place with the engagement of local communities and other stakeholders.

3.42 Large new developments are planned to make a significant contribution to meeting housing need, and their scale means they have particular potential to define their own characteristics and accommodate higher density development in line with Policy 3.4. Guidance on densities above those outlined in Table 3.2 is set out in the Housing SPG. Large sites provide opportunities to create particularly attractive neighbourhoods with distinctive identities, a good quality public realm (Policy 7.5) and the critical mass to support social, physical and environmental infrastructure and provide employment opportunities[64]. For these new neighbourhoods to be successful, it is essential that they become places where

64 CLG NPPF 2012 op cit para 52

people choose to live and work. A co-ordinated approach to their development is essential.

3.43 Plans for these areas, which may include strategic framework documents such as SPG, site specific DPD policies and proposals for Borough level SPD as appropriate should take particular account of:

- the relationships between the pattern and scale of development and movement within the site, with adjacent areas, and connections with the wider transport network. The highest development densities and most varied mixes of uses should be located where there is the highest public transport accessibility. Planning from the outset for desire line based permeability for pedestrians and cyclists and minimising car dependence will be particularly important;
- other linkages with neighbouring areas so that the new development is designed to be firmly embedded within the wider community. This will require close coordination with service providers as well as existing community organisations (Policy 7.1);
- social infrastructure provision (see Policies 3.16–3.19) with particular attention being paid to access to health, education and other essential services, appropriately phased and coordinated with provision in neighbouring areas so that the development is attractive from the outset as well as being fully sustainable when completed, and takes account of Lifetime Neighbourhood criteria and inclusive design principles (Policies 7.1 and 7.2); and
- the opportunities large scale development provide for decentralised energy generation and provision, sustainable design and construction and coordinated neighbourhood management, especially in securing and maintaining a high quality public realm, safety measures, planting and open space and play provision.

POLICY 3.8 HOUSING CHOICE

Strategic

A Londoners should have a genuine choice of homes that they can afford and which meet their requirements for different sizes and types of dwellings in the highest quality environments.

LDF preparation and planning decisions

B To inform local application of Policy 3.3 on housing supply and taking account of housing requirements identified at regional, sub-regional and local levels, boroughs should work with the Mayor and local communities to identify the range of needs likely to arise within their areas and ensure that:

a new developments offer a range of housing choices, in terms of the mix of housing sizes and types, taking account of the housing requirements of different groups and the changing roles of different

sectors in meeting these

a1 the planning system provides positive and practical support to sustain the contribution of the Private Rented Sector (PRS) in addressing housing needs and increasing housing delivery

b provision of affordable family housing is addressed as a strategic priority in LDF policies

c ninety percent of new housing[1] meets Building Regulation requirement M4 (2) 'accessible and adaptable dwellings'

d ten per cent of new housing[2] meets Building Regulation requirement M4 (3) 'wheelchair user dwellings', i.e. is designed to be wheelchair accessible, or easily adaptable for residents who are wheelchair users

e account is taken of the changing age structure of London's population and, in particular, the varied needs of older Londoners, including for supported and affordable provision

f account is taken of the needs of particular communities with large families

g other supported housing needs are identified authoritatively and co-ordinated action is taken to address them in LDF and other relevant plans and strategies

h strategic and local requirements for student housing meeting a demonstrable need are addressed by working closely with stakeholders in higher and further education and without compromising capacity for conventional homes.

i the accommodation requirements of gypsies and travellers (including travelling show people) are identified and addressed, with sites identified in line with national policy, in coordination with neighbouring boroughs and districts as appropriate.

j appropriate provision is made for the accommodation of service families and custom build, having regard to local need.

1 Unlike the other standards in this Plan, Part M of the Building Regulations generally does not apply to dwellings resulting from a conversion or a change of use. Additional guidance on the applicable requirements of the Building Regulations (amended 2015) can be found in: Approved Document M Access to and use of buildings Volume 1: Dwellings.

2 ibid

3.44 Within the broad 20 year requirement for 464,000 (23,200 a year) more market homes and for 512,000 (25,600 a year), additional affordable homes[65], the Mayor is committed to promoting a real choice of homes for Londoners across the range of tenures to meet their needs at prices they can afford. The SHMA demonstrates the diversity and complexity of London's housing requirements. There is significant need for affordable family homes, and those that meet the requirements of smaller

65 Mayor of London. SHMA 2014 op cit

households, as well as more specialist needs such as those of London's growing numbers of older people. Different tenures will have particular roles in meeting these requirements, with renting as well as owner occupation playing an important part in the private sector and, in the affordable sector, a more diverse range of intermediate housing products providing greater flexibility for movement between tenures and the affordable rent product to address the same housing needs as social rented housing[66]. The Mayor's London Housing Strategy provides guidance on the housing management measures and short to medium term investment which will help underpin this.

3.45 These requirements across London have little regard to administrative boundaries. It is essential that new provision anticipated in LDFs reflects strategic as well as local needs. This will require close working between the GLA and boroughs to ensure local, sub regional and the London wide SHMAs are co-ordinated and that effective account is taken of sub-regional and strategic needs, especially when setting affordable borough housing targets. To support this process, the Mayor is already engaging with boroughs and sub-regional and local Housing Market Partnerships. He will provide supplementary guidance through his London Housing Strategy and other strategic documents to inform and support co-ordination of their approaches to meeting strategic as well as local needs for different types of housing, and local implementation of the strategic affordable housing target, including the breakdown between social/affordable rented and intermediate housing (Policy 3.11). This will be informed by and co-ordinated with allocation of short to medium term affordable housing investment devolving from the London Housing Strategy.

3.47 The London SHMA and other evidence shows that failure to provide enough larger homes has seen the number of overcrowded households in London grow by around 100,000 in the decade to 2011/12. There is a particular need for social/affordable rented family homes. Boroughs' local and sub-regional SHMAs may identify local variations which depart from the broad patterns of need identified in the London wide SHMA to be addressed in LDFs, such as neighbourhoods with communities which have a higher proportion of larger households, taking into account the scope for extending smaller properties currently occupied by these groups.

3.48 Many households in London already require accessible or adapted housing in order to lead dignified and independent lives: 28,000 are attempting to move to somewhere more suitable to cope with a disability and more than 267,000 need a home adaption[67]. More Londoners are living longer and more older people are choosing to remain in their own homes rather than go into residential institutions. To address these and future needs, 90 per cent of London's new build housing[68]

66 CLG, HCA. 2011-15 Affordable Homes Programme – Framework. CLG, 2011

67 GLA. Analysis of English Housing Survey 2011/12

68 Unlike the other standards in this Plan, Part M of the Building Regulations generally does not apply to dwellings resulting from a conversion or a change of use

should be built to Building Regulation requirement 'M4 (2): Accessible and adaptable dwellings'[69] and the remaining 10 per cent of new build housing[70] should be built to Building Regulation requirement 'M4 (3): Wheelchair user dwellings'[71]. LDF policy departures from these requirements must be justified by authoritative evidence from local needs assessments.

3.48A As set out in Approved Document M of the Building Regulations - Volume 1: Dwellings, to comply with requirement M4 (2), step free access must be provided. Generally this will require a lift where a dwelling is accessed above or below the entrance storey. The application of requirement M4 (2) has particular implications for blocks of four storeys or less, where historically the London Plan has not required lifts. Boroughs should seek to ensure that dwellings accessed above or below the entrance storey in buildings of four storeys or less have step-free access. However, for these types of buildings this requirement may be subject to development-specific viability assessments and consideration should be given to the implication of ongoing maintenance costs on the affordability of service charges for residents. Where such assessments demonstrate that the inclusion of a lift would make the scheme unviable or mean that service charges are not affordable for intended residents, the units above or below the ground floor that cannot provide step free access would only need to satisfy the requirements of M4(1) of the Building Regulations. All other standards should be applied as set out in this Plan. Further guidance is provided in the Housing SPG.

3.49 Boroughs should undertake assessments of the short and longer term supported housing needs of vulnerable and disadvantaged groups, taking account of the wide range of requirements which will arise as London's population ages, the importance of continuity of care, and access to family and friendship networks as well as statutory responsibilities for care.

3.49A The requirement for 'wheelchair user dwellings' applies to all tenures. However part M4 (3) of the Building Regulations regarding 'wheelchair user dwellings' distinguishes between 'wheelchair accessible' (a home readily useable by a wheelchair user at the point of completion) and 'wheelchair adaptable' (a home that can be easily adapted to meet the needs of a household including wheelchair users). The Planning Practice Guidance[72] states that Local Plan policies for wheelchair accessible homes should only be applied to those dwellings where the local authority is responsible for allocating or nominating a person to live in that dwelling. Boroughs should therefore specifically assess the level of need for wheelchair accessible dwellings and identify this in their LDF policies.

3.50 The Mayor has identified the growing and changing requirements for housing

69 Requirement M4 (2) Schedule 1 to the Building Regulations 2010. HM Government 2015.

70 Unlike the other standards in this Plan, Part M of the Building Regulations generally does not apply to dwellings resulting from a conversion or a change of use

71 Requirement M4 (3) of Schedule 1 to the Building Regulations 2010. HM Government 2015.

72 The Planning Practice Guidance (Housing- Optional Technical Standards) Paragraph: 009 Reference ID: 56-009-20150327 DCLG Revision date: 27 03 2015

older people in London as one of the most important emerging planning issues for London. It is anticipated that between 2011 and 2036 'over 65s' could increase by 64% and 'over 90s' could grow in number by 89,000.

3.50A Most older Londoners are likely to prefer to remain in their own homes, and some will require support to enable them to do so. It is important that new development expands this choice for existing and future generations of older Londoners. Policy 3.5 on housing quality and its associated housing standards[73] will play a key role in extending choice by ensuring 90 percent of new dwellings are 'accessible and adaptable dwellings' and ensuring that 10% are wheelchair user dwellings[74]. More generally, London's changing urban environment must respond positively to the needs of an ageing population, including through the principles for inclusive design and those to develop and extend Lifetime Neighbourhoods set out in Policies 7.1 and 7.2.

3.50B Research suggests that the choices (see Glossary) open to older Londoners to move into local specialist housing may have been constrained through inadequate supply. Extending these choices through a higher level of specialist provision will in turn free up larger homes for family occupation. Over the period 2015 – 2025 older Londoners may require 3,600 – 4,200 new specialist units per annum. At the mid-point of this range, these might be broken down broadly into 2,600 private units pa, 1,000 in shared ownership and some 300 new affordable units. There may also be a requirement for 400 - 500 new bedspaces pa in care homes[75]. The draft London Housing Strategy[76] sets out proposals for investment and partnership working to support this provision.

3.50C Boroughs should demonstrate in their LDFs and other relevant strategies and plans how they have identified and addressed the local expression of these strategic needs including through targets and performance indicators. These should be informed by the indicative requirement benchmarks set out in Annex A5: Specialist housing for older people. Boroughs should work proactively with providers of specialist accommodation for older people to identify and bring forward appropriate sites, taking particular account of potential capacity anticipated from housing led, high density, mixed use redevelopment of town centres (see Policy 2.15). Both should work with registered providers and other relevant partners to support the provision of additional 'intermediate' models of housing. In order to widen the choice of residential environments for older people, boroughs should also encourage 'mainstream' housing developers to extend their product range to meet specialist needs. More generally, it is important that viability assessments take into account the distinct economics of specialist housing and care home provision.

73 Mayor of London. Housing Supplementary Planning Guidance. GLA, 2016

74 Requirement M4 (3) of Schedule 1 to the Building Regulations 2010. HM Government 2015

75 Cambridge Centre for Housing & Planning Research, Three Dragons, Land Use Consultants. The role of the planning system in delivering housing choice for older Londoners. Report for the GLA, GLA, 2012. Update GLA 2013

76 Mayor of London. Homes for London. The London Housing Strategy. Draft for Consultation. GLA, 2013

3.50D Through his role as Chair of the London Health Board the Mayor will promote recognition of the importance of decent housing for older Londoners as a strategic health issue. He will encourage the Health and Wellbeing Boards to address this, especially through coordination of social and other services to enable older people to remain in their homes. He will also encourage the London Health Commission to take it into account when reviewing health and care service resources[77].

3.50E The Housing SPG provides guidance on implementation of this policy to help ensure the highest quality of life for older people. The glossary to this Plan and the SPG provide guidance on the different types of specialist accommodation and the SPG outlines innovative approaches and initiatives to meet need, ranging from supported independent living through the promotion of lifetime neighbourhoods, accommodation with some linked care and services, and more specialist care accommodation.

3.51 In view of the scale of the projected growth in London's older population and the housing affordability issues it raises, this Plan supports boroughs in seeking application of the principles of its affordable housing policies (policies 3.10-3.13) to the range of developments – including those falling within Use Class C2 – which cater specifically for older people. These principles include taking account of site circumstances, development viability, needs assessments and availability of development capacity and relevant public subsidy; the need to encourage rather than restrain residential development and to promote mixed and balanced communities and circumstances where 'off-site' contributions, 'contingent obligations' or other phasing measures may be appropriate. The way in which these principles can be applied most effectively will vary with local circumstances and will require close integration between planning and other borough strategies to meet social needs. Such an integrated approach will also be required to address the needs of other groups which may require accommodation-based, supported care services such as hostels, refuges and foyers, as well as housing needs connected with particular types of occupation e.g. health workers, police, hotel staff.

3.52 London's universities make a significant contribution to its economy and labour market (Policies 3.18 and 4.10). It is important that their attractiveness and potential growth are not compromised by inadequate provision for new student accommodation. While there is uncertainty over future growth in the London student population and its specialist accommodation needs, including the unmet demand, there could be a requirement for some 20,000 – 31,000 places over the 10 years to 2025[78]. New provision may also tend to reduce pressure on other elements of the housing stock currently occupied by students, especially in the

77 London Assembly. Homes for older Londoners. Building healthy homes for a comfortable and independent retirement. GLA, 2013

78 Mayor's Academic Forum. Strategic planning issues for student housing in London. Recommendations. 2014. GLA

private rented sector. The SHLAA has identified a pipeline of circa 20,000 student bed spaces 2015–2025.

3.53 Addressing these demands should not compromise capacity to meet the need for conventional dwellings, especially affordable family homes, or undermine policy to secure mixed and balanced communities. This may raise particular challenges locally, and especially in four central London boroughs [79] where 57% of provision for new student accommodation has been concentrated[80].

3.53A In addressing the need for specialist student housing, the Mayor will support proactive, partnership working by boroughs, universities, developers and other relevant bodies, including through his Academic Forum, to:

- encourage a more dispersed distribution of future provision taking into account development and regeneration potential in accessible locations away from the areas of greatest concentration in central London, especially that anticipated from housing led, high density, mixed use redevelopment of town centres (see Policy 2.15);
- secure accommodation which is more affordable for the student body as a whole; and
- ensure that in identifying and addressing local and strategic needs[81] for student accommodation, boroughs are informed by working with other relevant partners as indicated above.

3.53B Student accommodation should be secured as such by planning agreement or condition relating to the use of the land or to its occupation by members of specified educational institutions. Where there is not an undertaking with a specified academic institution(s), providers should, subject to viability, deliver an element of student accommodation that is affordable for students in the context of average student incomes and rents for broadly comparable accommodation provided by London universities. Information on this will be provided through the Mayor's Academic Forum in the London Plan Annual Monitoring Reports. Guidance on how such accommodation should be defined, delivered and retained will be provided in Supplementary Planning Guidance.

3.53C If the accommodation is not robustly secured for students, it will normally be subject to the requirements of affordable housing policy (policies 3.10-3.13). While student accommodation is accounted as part of overall housing provision, it should be monitored separately because it meets distinct needs. Because of uncertainty over future demand/supply relationships the monitoring process must have particular regard to these.

3.54 Private renting (PRS) is the only housing sector to have shown relative growth

79 Islington, Tower Hamlets, Southwark and Camden

80 Mayor's Academic Forum. 2014. op cit

81 'Strategic needs' means a demonstrable need generated by institutions located beyond the boundaries of boroughs where development is proposed.

in recent years and is set to play an increasingly important role in meeting Londoners' diverse housing requirements. One in four London households now live in the sector and around two thirds of the one in eight of households in London that move home each year move into or within it. The planning system must take a more positive approach in enabling this sector to contribute to achievement of housing targets. Montague's[82] recommendations and the Mayor's London Housing Strategy show how covenanted PRS can contribute towards this. Viability tests of covenanted PRS proposals should take account of the distinct economics of this type of PRS, as suggested by the Government's Beta guidance[83].

3.54B The Mayor will continue to work with institutional investors to encourage greater institutional involvement, more professional and less fragmented management, greater stability, high quality standards and, potentially, longer term rental periods and affordable homes for rent. More generally, the planning system should complement policies in the London Housing Strategy to support growth in private renting where this will result in well managed, good quality accommodation, mixed and balanced communities and sustainable neighbourhoods.

3.55 Shared accommodation or houses in multiple occupation is a strategically important part of London's housing offer, meeting distinct needs and reducing pressure on other elements of the housing stock, though its quality can give rise to concern. Where it is of reasonable standard it should generally be protected and the net effects of any loss should be reflected in Annual Monitoring Reports. In considering proposals which might constrain this provision, including Article 4 Directions affecting changes between Use Classes C3 and C4, boroughs should take into account the strategic as well as local importance of houses in multiple occupation.

3.56 People from different communities should be free to lead their lives in different ways, subject to the need for mutual respect and responsibility. The Mayor is clear that the planning system should ensure fairness between the settled and traveller communities. It is his view that assessing levels of genuine local need, deciding on the level and location of suitable provision to meet that need and carrying out the necessary consultation with relevant communities and stakeholders is far more effectively done locally. Both because of the level of locally-specific detail involved, and the scale of the issue (relative to London's other strategic housing needs), the Mayor agrees with national Government that boroughs should work with gypsies and travellers and other stakeholders to identify local needs for temporary and permanent sites, and develop and effective strategies to meet need through the identification of land for sites through their LDFs as set out in accordance with national guidance[84].

3.57 National guidance requires boroughs to identify, and keep updated a supply of:

82 DCLG. Review of the barriers to institutional investment in private rented homes 2012. DCLG. 2012

83 DCLG. Beta draft National Planning Practice Guidance. Viability: how should viability be assessed in decision-taking (accessed 29th October 2013).

84 CLG. Planning policy for travellers sites. March 2012

- deliverable sites to provide five years' worth of sites against their locally set targets
- developable sites or broad locations for growth for years 6-10 and, where possible, for years 11-15

with the number of pitches or plots related to the circumstances of the specific size and location of the site and its surrounding population's size and density[85]. They should ensure that traveller sites are sustainable economically, socially and environmentally[86].

3.57A The SHMA identifies the need for housing for service families and people wishing to build their own homes to support Policy 3.8[87]. The Mayor has refined the national housing strategy's support for 'custom build' and the 'community right to build'[88], by supporting this through his 'Build Your Own Home – The London Way' programme. The Mayor is keen to work with local communities and other partners to expand the concept so self build can be developed on a greater scale, and make a significant contribution to the evolution of a London vernacular[89].

3.57B Government's approach to meeting the needs of service personnel and their families is essentially through the housing allocations process. However, it suggests that self build may provide particular opportunities for members of this group to access owner occupation.

POLICY 3.9 MIXED AND BALANCED COMMUNITIES

Strategic

A Communities mixed and balanced by tenure and household income should be promoted across London through incremental small scale as well as larger scale developments which foster social diversity, redress social exclusion and strengthen communities' sense of responsibility for, and identity with, their neighbourhoods. They must be supported by effective and attractive design, adequate infrastructure and an enhanced environment.

B A more balanced mix of tenures should be sought in all parts of London, particularly in some neighbourhoods where social renting predominates and there are concentrations of deprivation

85 Ibid, paragraph 9

86 Ibid, paragraph 11

87 As required by para 50 of the NPPF

88 HM Government. Laying the Foundations: A Housing Strategy for England. CLG, 2011

HCA CLG. Custom Build Homes Fund Prospectus. HCA, 2012

89 Mayor of London. Build Your Own Home – The London Way. Supporting Custom Built Housing and Community Right to Build. Funding Prospectus. GLA, 2012

3.58 The Mayor is concerned that there should be no segregation of London's population by housing tenure. London's legacy of mono-tenure estates has in some cases contributed to concentrations of deprivation and worklessness. Coupled with some housing trends and management practices, these have been exacerbated by the tendency for new social housing to be built in the areas where it is already concentrated. Conversely, market homes have tended to be developed in areas with very little social housing[90]. The affordable rent product should be applied so as to help achieve the objectives of this Policy. Local Authorities' allocation policies, tenancy strategies and homelessness strategies will also be important tools in delivering this aim.

3.59 The London Housing Strategy outlines how management and investment in mono-tenure estates can contribute to the creation of more mixed and balanced communities. The planning system should support this process. Infill schemes in predominantly social housing estates should primarily be targeted for intermediate and market housing. New social housing development should be encouraged in areas where it is currently under represented. These are essentially local matters for boroughs to address in light of their local circumstances because the key concern is the concentrations of deprivation in individual, or groups, of mono-tenure estates rather than the overall level of social renting in a borough.

3.60 Policy 3.5 requires the design of new development to help create a more socially inclusive London. The Housing SPG provides guidance on implementing this policy including support for boroughs to resist forms of development which might compromise it, such as gated communities.

Affordable Housing

POLICY 3.10 DEFINITION OF AFFORDABLE HOUSING

Strategic and LDF preparation

A Affordable housing is social rented, affordable rented and intermediate housing (see para 3.61), provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision

3.61 Within this overarching definition:

- **social rented housing** should meet the criteria outlined in Policy 3.10 and be owned by local authorities or private registered providers, for which guideline

90 Mayor of London LHS 2010 op cit

target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Mayor.

- **affordable rented housing** should meet the criteria outlined in Policy 3.10 and be let by local authorities or private registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service changes, where applicable).[91] In practice, the rent required will vary for each scheme with levels set by agreement between developers, providers and the Mayor through his housing investment function. In respect of individual schemes not funded by the Mayor, the London boroughs will take the lead in conjunction with relevant stakeholders, including the Mayor as appropriate, but in all cases particular regard should be had to the availability of resources, the need to maximise provision and the principles set out in policies 3.11 and 3.12.
- **intermediate** housing should meet the criteria outlined in Policy 3.10 and be homes available for sale or rent at a cost above social rent, but below market levels. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rent. Households whose annual income is in the range £18,100–£66,000 should be eligible for new intermediate homes. For homes with more than two bedrooms, which are particularly suitable for families, the upper end of this eligibility range will be extended to £80,000. These figures will be updated annually in the London Plan Annual Monitoring Report.

Market housing is defined separately as private housing for rent or sale where the price is set in the open market.

3.62 To understand London's distinct housing needs and to take account of government guidance to "identify the scale and mix of housing that the local population is likely to need over the plan period which addresses the need for all types of housing, including affordable housing[92]", it must be recognised that lower quartile house prices in London are 74 per cent higher than in the country as a whole, 30 per cent higher than in the South East region and 50 per cent higher than in the East of England[93]. Increased provision of intermediate housing is one of the ways in which the supply of affordable housing can be expanded. The Mayor will work with the Boroughs and other delivery and funding agencies to develop understanding and provision of a range of relevant products, particularly for families. For the purposes of the paragraph 3.61 definition, eligibility criteria for intermediate housing may be set locally to recognise the individual characteristics of local housing markets but should not compromise Policy 3.11 to maximise

91 CLG. National Planning Policy Framework (NPPF). CLG, 2012

92 CLG. NPPF 2011 op cit para 159

93 Lower Quartile House Prices (land registry) 2011

affordable housing provision. In the absence of local eligibility criteria, in order to recognise strategic housing needs in the particular circumstances of London, the Mayor will seek to ensure that households whose annual income is in the range £18,100-£66,000 should be eligible for new intermediate homes. For family homes (see Glossary) the upper end of this range will be extended to £80,000. These figures will be up-dated annually in the London Plan Annual Monitoring Report. If boroughs wish to set eligibility criteria for intermediate housing below these levels, planning conditions or agreements should secure them at the reduced levels for no more than three months from the point of initial marketing (whether that be when new or at re-sale or re-let) and they should then be offered without further restrictions to those who meet the London-wide eligibility criteria as set out in the London Housing Strategy.

3.63 In view of the particular priority the Mayor gives to provision of new affordable homes to meet London's very pressing need, boroughs should give particular weight to the criteria set by national government for the allocation of public resources for affordable housing in setting local plan targets (Policy 3.11) or negotiating provision in private housing or mixed use developments (Policy 3.12) and should avoid imposing any requirements (such as borough-level caps on rent levels for affordable rented housing) that might restrict the numbers of new affordable homes.

POLICY 3.11 AFFORDABLE HOUSING TARGETS

Strategic

A The Mayor will, and boroughs and other relevant agencies and partners should, seek to maximise affordable housing provision and ensure an average of at least 17,000 more affordable homes per year in London over the term of this Plan. In order to give impetus to a strong and diverse intermediate housing sector, 60% of the affordable housing provision should be for social and affordable rent and 40% for intermediate rent or sale. Priority should be accorded to provision of affordable family housing

LDF preparation

B Boroughs should set an overall target in LDFs for the amount of affordable housing provision needed over the plan period in their areas and separate targets for

- social/affordable rented; and
- intermediate

housing and reflect the strategic priority accorded to provision of affordable family housing and to making the best use of available resources to maximise affordable housing output.

C LDF affordable housing targets should take account of:

a current and future housing requirements identified in line with Policies 3.8, 3.10 and 3.11

b the strategic targets and priority accorded to affordable family housing set out in section A above

c the approach to coordinating provision and targets to meet the range of strategic, sub-regional and local affordable housing needs in London set out in Policy 3.8, paragraphs 3.65 - 3.67 and Supplementary Planning Guidance and the Mayor's London Housing Strategy

d the need to promote mixed and balanced communities (see Policy 3.9)

e capacity to accommodate development including potential sources of supply outlined in para 3.67

f the viability of future development, taking into account future resources as far as possible.

D Affordable housing targets may be expressed in absolute or percentage terms in light of local circumstances, reflecting the priorities in 3.11 A-C above, the borough's contribution towards meeting strategic affordable housing targets in light of the framework set by the Plan and guidance in SPG. They should also provide a robust basis for implementing these targets through the development management process.

3.64 The London SHMA[94] demonstrates that the high cost of market housing in London makes affordable housing particularly important in meeting housing needs. The SHMA seeks to address the key relationships between incomes and housing costs as well as demographic trends, voluntary sharing and tackling unmet need to 2036. Of the overall average annual housing requirement, it suggests that approximately 25,600 should be affordable (see paragraph 3.44, above). However, when setting an affordable housing target account must also be taken of the deliverability of these homes. Affordable housing funding over the full term of this Plan is not known. Based on the funding that was available and the record of delivery of affordable homes over recent years, the housing need requirement and taking into account the housing supply target, an average of 17,000 additional affordable homes per annum has been set as the strategic target for the term of the Plan. This will be monitored closely, especially in light of changing economic conditions and its adoption will not compromise delivery of a higher number.

3.65 Derivation of separate targets for social/ affordable rented and intermediate housing has been informed by the SHMA and other relevant factors including the role intermediate housing can play in helping Londoners get a first step on the housing ladder, reducing the call on social/affordable rented housing, freeing up social/affordable rented homes, providing wider housing choices and securing a

94 Mayor of London. SHMA. 2014. op cit

more balanced social mix on mono-tenure estates. Account has also been taken of the way intermediate housing development can extend the effectiveness of scarce public resources by increasing overall housing output through partnership working with the private sector.

3.66 In light of announced investment patterns[95] and the Government's intention that affordable rent should meet the same housing needs hitherto addressed by social rented housing[96]. The Mayor proposes that as a long term strategic target 60 per cent of new affordable housing should be for social/affordable renting, especially for families, and that 40 per cent should be for the range of intermediate housing products outlined in the London Housing Strategy to meet different needs, including those arising from groups which hitherto have not been able to afford market housing but have been excluded from intermediate housing. The Mayor recognises that these are challenging targets, particularly in current economic conditions, but to meet Londoners' housing needs all stakeholders must engage to achieve them over the term of the Plan

3.67 Policy 3.8 outlines arrangements for coordinating local, sub regional and strategic needs assessments so the range of housing requirements can be addressed effectively in London's complex regional housing market. In order to maximise affordable housing provision boroughs should take account of the most robust available assessment of housing capacity including those identified in Policy 3.3, and of potential sources of supply, such as:

- local authority developments, including net gain from estate regeneration
- affordable housing schemes funded independently of planning contributions from private development
- affordable housing secured through planning agreements or conditions on private residential or mixed use (including residential) development
- long term vacant properties brought back into use
- provision from non-self-contained accommodation.

3.68 In setting their affordable housing targets boroughs are required to assess the economic viability of land for housing, taking account of risks to delivery and drawing on informed assessments of public funding and developer contributions. The Mayor has already established close working relationships with the boroughs on affordable housing investment within their areas which will inform this process. Boroughs should enable the range of affordable rents to be applied and should not sent rent targets for affordable rented housing in their local development frameworks as this is likely to impede maximisation of affordable housing provision Londonwide. The Mayor may provide details of where variations to Affordable Rent

95 Mayor of London. A revised London housing strategy – initial proposal. Consultation with the London Assembly and the GLA group. GLA, 2011

96 CLG, HCA 2011 op cit

can apply in his London Housing Strategy and other relevant documents.

3.69 The Mayor will engage with boroughs individually to enable them to set local affordable housing targets which are in general conformity with the London Plan's strategic targets. Supplementary guidance will provide indicative guidance on the approach set out in Policy 3.11 to inform this process. It will also include guidance on local implementation of the strategic social/affordable rent and intermediate target and of the strategic priority for provision of affordable family homes. The Mayor recognises that, in light of local circumstances, boroughs may wish to express their targets in different ways, including in absolute or percentage terms. However the targets are expressed they must be robust in implementing a borough's contribution to the strategic affordable housing targets through the development management process.

POLICY 3.12 NEGOTIATING AFFORDABLE HOUSING ON INDIVIDUAL PRIVATE RESIDENTIAL AND MIXED USE SCHEMES

Planning decisions and LDF preparation

A The maximum reasonable amount of affordable housing should be sought when negotiating on individual private residential and mixed use schemes, having regard to:

- a current and future requirements for affordable housing at local and regional levels identified in line with Policies 3.8 3.10 and 3.11 and having particular regard to the guidance provided by the Mayor through the London Housing Strategy, supplementary guidance and the London plan Annual Monitoring Report (see paragraph 3.68)
- b affordable housing targets adopted inline with Policy 3.11,
- c the need to encourage rather than restrain residential development (Policy 3.3),
- d the need to promote mixed and balanced communities (Policy 3.9),
- e the size and type of affordable housing needed in particular locations,
- f the specific circumstances of individual sites,
- g resources available to fund affordable housing, to maximise affordable housing output and the investment criteria set by the Mayor,
- h the priority to be accorded to provision of affordable family housing in policies 3.8 and 3.11.

B Negotiations on sites should take account of their individual circumstances including development viability, the availability of public subsidy, the implications of phased development including provisions for re-appraising the viability of schemes prior to implementation ('contingent obligations'), and other scheme requirements.

C Affordable housing should normally be provided on-site. In exceptional cases where it can be demonstrated robustly that this is not appropriate in terms of the policies in this Plan, it may be provided off-site. A cash in lieu contribution should only be accepted where this would have demonstrable benefits in furthering the affordable housing and other policies in this Plan and should be ring-fenced and, if appropriate, pooled to secure additional affordable housing either on identified sites elsewhere or as part of an agreed programme for provision of affordable housing.

3.70 Achievement of a borough's affordable housing target in a particular year should not constrain maximisation of affordable housing output on individual proposals – the target applies for the term of the Plan.

3.71 In estimating provision from private residential or mixed use developments, boroughs should take into account economic viability and the most effective use of private and public investment, including the use of developer contributions. To expedite the planning process, developers should engage with a registered provider prior to progressing the scheme and secure from them a commitment to provision. In doing so, they should require the provider to identify the resources it is bringing to the scheme and demonstrate that the proposed affordable housing provision makes optimum use of the resources applied in terms of Policy 3.12, and provides the range of affordable rents indicated in the London Housing Strategy. Developers should provide development appraisals to demonstrate that each scheme provides the maximum reasonable amount of affordable housing output. Boroughs should evaluate these appraisals rigorously, drawing on the GLA development control toolkit[97] and other independent assessments which take account of the individual circumstances of a site, the availability of public subsidy and other scheme requirements. Boroughs are encouraged to review and bring forward surplus land in their own ownership to maximise their contribution to affordable housing provision, including the provision of land to registered providers on a nil cost or discounted basis[98]. The Mayor will provide further detailed guidance on the practical application of this policy.

3.72 The Mayor seeks to maximise affordable housing output and expects developers to make the most effective use of available affordable housing resources to achieve this objective. Exceptions to the use of the full amount of available public investment to maximise output should be limited to circumstances where:

- on the highest value sites, at least the maximum level of affordable housing which would normally be achieved with public subsidy can in fact be achieved by funding entirely from development value
- some circumstances where 'cascade agreements' are put in place to address

97 Affordable Housing Development Control Toolkit. GLA

98 ODPM. Circular 6/2003. Disposal of Land for Less than Best Consideration. ODPM, 2003

uncertainties over the level of grant and amount of affordable housing to be delivered

- types of provision which comply with the definition of affordable housing but are subsidised in other ways such as directly through discounted land sale, or indirectly if they offer exceptional benefits which on balance justify departures from some normal planning requirements.

Supplementary guidance will be provided on these exceptional circumstances.

3.73 The Mayor wishes to encourage, not restrain, overall residential development. Boroughs should take a reasonable and flexible approach to securing affordable housing on a site by site basis. This Plan makes clear that affordable housing provision is a particular priority when securing developer contributions (Policy 8.2).

3.74 Affordable housing provision is normally required on-site. In exceptional circumstances (where a robust justification can be demonstrated for on-site provision being inappropriate in terms of the policies in this Plan) it may be provided off-site, for example as part of a land use 'swap'. Where neither of these options is appropriate a cash in lieu contribution ring fenced, and if appropriate 'pooled', to secure efficient delivery of additional affordable housing on identified sites elsewhere may be accepted. These exceptional circumstances include those where it would be possible to:

- secure a higher level of provision
- better address priority needs, especially for affordable family housing
- secure a more balanced community
- better sustain strategically important clusters of economic activities, especially in parts of CAZ and the north of the Isle of Dogs where it might be part of a land 'swap' or 'housing credit' (Policy 2.11).

Given the strategic importance of maximising affordable housing development in London, the Mayor does not consider it appropriate for boroughs to use cash in lieu of on/offsite affordable housing for any other purposes than maximising the delivery of additional affordable housing.

3.75 In making arrangements for assessing planning obligations, boroughs should consider whether it is appropriate to put in place provisions for re-appraising the viability of schemes prior to implementation. To take account of economic uncertainties, and in respect of schemes presently anticipated to deliver low levels of affordable housing, these provisions may be used to ensure that maximum public benefit is secured over the period of the development.

3.76 The design and quality policies in Policy 3.5 apply in full to affordable housing provision. The Mayor has published more specific guidance[99]on this stressing the

99 Mayor of London. Housing SPG. GLA 2016

need for affordable housing to be integrated with the rest of the development and have the same external appearance as other housing.

POLICY 3.13 AFFORDABLE HOUSING THRESHOLDS

Planning decisions and LDF preparation

A Boroughs should normally require affordable housing provision on a site which has capacity to provide 10 or more homes, applying the density guidance set out in Policy 3.4 of this Plan and Table 3.2.

B Boroughs are encouraged to seek a lower threshold through the LDF process where this can be justified in accordance with guidance, including circumstances where this will enable proposals for larger dwellings in terms of floorspace to make an equitable contribution to affordable housing provision.

3.77 Small developments make an important contribution to housing provision in London and must continue to help meet London's need for affordable as well as market housing. Affordable housing policy requirements should be applied across all the provision arising from sites which have the capacity to provide 10 or more homes. Boroughs are encouraged to set a lower threshold where appropriate in light of their local circumstances[100]. The capacity of sites should be assessed on the basis of Policy 3.4.

3.78 Affordable housing policy should be implemented in circumstances where application of Policy 3.4 to a site or other development opportunity would normally provide capacity for 10 or more homes but a proposal, such as one for larger homes, reduces this output below the affordable housing requirement threshold. Boroughs should ensure that such proposals make an equitable contribution to meeting affordable housing needs by applying affordable housing policy to all the capacity in terms of units which might normally be expected to come forward from the site through application of Policy 3.4. In this process boroughs may wish to draw on the space standards set out in Policy 3.5 and further detail in the Housing SPG. Guidance on affordable housing requirements in connection with provision for older Londoners and student accommodation is included in paragraphs 3.51 and 3.52-3.53B of this Plan.

100 Thresholds for application of application of affordable housing requirements. GLA and GOL, 2003

London's Housing Stock

POLICY 3.14 EXISTING HOUSING

Strategic

A The Mayor will, and boroughs and other stakeholders should, support the maintenance and enhancement of the condition and quality of London's existing homes.

Planning decisions and LDF preparation

B Loss of housing, including affordable housing, should be resisted unless the housing is replaced at existing or higher densities with at least equivalent floorspace.

C This policy includes the loss of hostels, staff accommodation and shared accommodation that meet an identified housing need, unless the existing floorspace is satisfactorily re-provided to an equivalent or better standard. The loss of housing to short-term provision (lettings less than 90 days) should also be resisted.

D Boroughs should promote efficient use of the existing stock by reducing the number of vacant, unfit and unsatisfactory dwellings, including through setting and monitoring targets for bringing properties back into use. In particular, boroughs should prioritise long term empty homes, derelict empty homes and listed buildings to be brought back into residential use.

3.79 Maintaining and improving the quality and condition of London's stock of 3.4 million homes is a continuing concern to individual Londoners and especially so for some groups. In 2011, 22 per cent of homes across all tenures failed to meet Government's broad Decent Homes Standard, a substantial fall from 36 per cent in 2003 and slightly less than in the country as a whole[101]. The planning system must support the largely managerial and investment based initiatives to target this issue set out in the London Housing Strategy.

3.80 Retrofitting of the existing stock to address climate change adaptation and mitigation will be particularly important in this (Policy 5.4). Account should also be taken of Policy 3.8 to provide good quality new accommodation to meet the needs of vulnerable groups for supported housing. In some circumstances this will in turn help support broader measures set out in the London Housing Strategy to reduce under-occupation and make larger homes available for families.

3.81 To address London's housing needs and sustain its neighbourhoods, existing housing should be retained where possible and appropriate, except where there are acceptable plans for its replacement. Short term lettings especially for holiday

101 Mayor of London. Homes for London, the London Housing Strategy. Draft for consolation November 2013 para 2.7

lets, can result in a serious loss of housing, and should be resisted. Such lettings require specific planning consent under the Greater London Council (General Powers) Acts 1973 and 1983.

3.82 Estate renewal should take into account the regeneration benefits to the local community, the proportion of affordable housing in the surrounding area (see Policy 3.9), and the amount of affordable housing intended to be provided elsewhere in the borough. Where redevelopment of affordable housing is proposed, it should not be permitted unless it is replaced by better quality accommodation, providing at least an equivalent floorspace of affordable housing.

3.83 Existing sites and premises providing either an element of care, or dedicated homes for employees such as nurses, police officers or hotel staff, are a finite resource and may be threatened by higher value uses. Where shortfalls of specialist housing needs have been identified (Policy 3.8), the possibility of other providers of specialist or supported needs accommodation using these existing sites and premises should be explored.

3.84 The number of empty homes in London has fallen in recent years to 72,100[102] in 2012, the lowest number on record and as a proportion of the total stock well below the national average (2% in London compared to 3% in England as a whole). The number of long term empty homes has also fallen, to 23,870[103], below the Mayor's target level of 1% of the total stock. Given the scale of housing requirements in London the Mayor is seeking to reduce the level of long term empty homes still further, and the London Housing Strategy sets out measures to achieve this.

POLICY 3.15 CO-ORDINATION OF HOUSING DEVELOPMENT AND INVESTMENT

Planning decisions and LDF preparation

A Boroughs should ensure that implementation of this Plan's long term, strategic housing policies are informed by, and integrated with, the short to medium term horizon provided by their own programmes and those of other relevant agencies including those arising from the Mayor's Housing, Economic Development and Transport Strategies, the London Plan Implementation Plan and arrangements for partnership, cross border and sub-regional working.

3.85 Successful implementation of the housing policies of this Plan will be important to achievement of most of the Mayor's wider objectives for London and will require positive engagement and co-ordination with a very wide range of public, private and voluntary sector stakeholders working to varied timescales and sometimes

102 DCLG Live Table 615: vacant dwellings by local authority district: England, from 2004 https://www.gov.uk/government/statistical-data-sets/live-tables-on-dwelling-stock-including-vacants

103 Ibid

distinct agendas. As the single most important delivery agencies, boroughs are crucial to this process. The Mayor is committed to working with them through the different parts of the GLA group, which he intends should act in an integrated way, and through the roles he plays in other organisations and partnerships. Where he can add value he will provide strategic support to enable the myriad local initiatives and actions tailored to their local circumstances which are necessary to achieve his broad housing objectives for London. These include social and environmental infrastructure investments through local partnerships, strategies and agreements which are essential to enhancing quality of life for new as well as existing residents.

3.85A Research[104] shows that in London the planning process is just one among a range of more significant constraints on housing delivery preventing the translation of planning approvals to completions. However, it can provide a framework for pro-active working to facilitate operation of the market by bringing together land owners, developers, registered providers, the GLA group and other relevant agencies to translate 'developable' and other sites into ones which are more immediately 'deliverable' in the terms of the NPPF. The Mayor is already working to bring forward individual, 'stalled' strategic sites. Boroughs are encouraged to do the same with smaller 'stalled' sites. To facilitate and encourage new development it is important that realistic and sensitive account is taken of its viability when seeking S106 contributions and setting CIL charges[105].

Social infrastructure

POLICY 3.16 PROTECTION AND ENHANCEMENT OF SOCIAL INFRASTRUCTURE

Strategic

A London requires additional and enhanced social infrastructure provision to meet the needs of its growing and diverse population.

Planning decisions

B Development proposals which provide high quality social infrastructure will be supported in light of local and strategic social infrastructure needs assessments. Proposals which would result in a loss of social infrastructure in areas of defined need for that type of social infrastructure without realistic proposals for reprovision should be resisted. The suitability of redundant social infrastructure premises for other forms of social infrastructure for which there is a defined need in the locality should be assessed before alternative developments are considered.

C Facilities should be accessible to all sections of the community

104 Molior London. Barriers to Housing Delivery – what are the market-perceived barriers to residential development in London? GLA 2012

105 CLG NPPF 2012 op cit 173 - 177

(including disabled and older people) and be located within easy reach by walking, cycling and public transport. Wherever possible, the multiple use of premises should be encouraged.

LDF preparation

D LDFs should provide a framework for collaborative engagement with social infrastructure providers and community organisations:

a for the regular assessment of the need for social infrastructure at the local and sub-regional levels; and

b to secure sites for future provision or reorganisation of provision.

Where appropriate, boroughs are encouraged to develop collaborative cross boundary approaches in the provision and delivery of social infrastructure.

E Boroughs should ensure that adequate social infrastructure provision is made to support new developments. If the current use of a facility is no longer needed, boroughs should take reasonable steps to identify alternative community uses where the needs have been identified. Adequate provision for social infrastructure is particularly important in areas of major new development and regeneration and should be addressed in opportunity area planning frameworks and other relevant area action plans.

F The Mayor will work with boroughs, relevant social infrastructure providers and the voluntary and community sector as appropriate to extend proposed supplementary guidance on social infrastructure requirements, especially at the sub-regional and Londonwide levels.

3.86 Social infrastructure covers a wide range of facilities such as health provision, nurseries, schools, colleges and universities, community, cultural (Policy 4.6), play, recreation and sports and leisure facilities, places of worship, fire stations, policing and other criminal justice or community safety facilities and many other uses and activities which contribute to making an area more than just a place to live. At a more local level, other facilities may need to be provided, including play and informal recreation facilities (Policy 3.6), public toilets, drinking water fountains and seating (Policy 7.5). The whole range of social infrastructure has a major role to play in supporting London's expected growth, particularly in places where significant new housing is proposed, such as opportunity and intensification areas (Policy 2.13) making residential areas more attractive and turning them into sustainable neighbourhoods and communities (Policy 7.1). It is therefore essential to plan for high quality social infrastructure alongside development particularly in major new development and regeneration areas[106].

3.87 Planning for infrastructure in London is complex, with a wide range of providers

106 Mayor of London. Social Infrastructure. Supplementary Planning Guidance. GLA, 2015

and stakeholders, and various degrees of clarity and opacity around future provision and funding for investment. Policies about, and responsibilities for, provision are subject to significant change. London is a city with a large diversity of neighbourhoods, communities and infrastructure and each area presents its own individual challenges.

3.87A Loss of social infrastructure in areas of defined need may be acceptable if it can be demonstrated that the disposal of assets is part of an agreed programme of social infrastructure reprovision (in health and community safety, for example) to ensure continued delivery of social infrastructure and related services.

3.88 Boroughs and local strategic partnerships have a key role in bringing together the different parts of the public, private, community and voluntary sectors to tackle priority issues including health, education, lifelong learning, community safety, housing and transport infrastructure, and access to social, leisure and cultural activities through community strategies, local strategies and agreements and other policy tools. In doing so, they may wish to develop, where appropriate, collaborative approaches to the provision and delivery of social infrastructure, and apply the following methodology:

- engage all relevant stakeholders and assess relevant policies and strategies;
- identify and analyse existing social infrastructure including its type, location, use, capacity, quality, and accessibility;
- identify future needs using data such as population forecasts, school roll projections, Joint Strategic Needs Assessments, etc;
- identify any gaps in provision and how these could be met;
- identify funding and delivery mechanisms, including opportunities for joint delivery, sources of funding, and identification of potential sites;
- monitor and review the delivery of services and facilities.

Data should be shared between planning authorities and service providers to inform implementation of Policies 3.16-3.19. Open space in all its forms represents an important component of social infrastructure and its protection and enhancement is an integral part of Policy 3.16. The methodology of Policy 3.16 applies to open space, but proposals must also accord other more specific policies, namely 2.18 (green infrastructure), 3.19 (sports facilities including playing fields), 7.16 (Green Belt), 7.17 (MOL) and 7.18 (local open space). Policies in Chapter 7 relating to the Blue Ribbon Network may also be relevant.

3.89 Existing or new developments should, wherever possible, extend the use of facilities to serve the wider community, especially within regeneration and other major development schemes. Shared and extended use of facilities, including those of schools, commercial and community-based organisations can help ensure the effective use of resources and land, encourage joined-up and coherent service delivery and shared maintenance and management costs. It can also

help minimise travel distances for users and encourage community participation and inclusion. Multi-use community centres that provide flexible and accessible spaces adaptable to communities' needs should be encouraged.

3.90 Boroughs should develop a criteria-based approach to the provision of different types of social infrastructure facilities and the expansion of existing facilities, taking into account the location and layout of facilities. Facilities should be:

- easily accessible to all sections of the community (including disabled people and older people) by meeting inclusive design principles
- easily accessible by walking and cycling
- well connected to public transport
- affordable and compatible with social infrastructure service delivery plans
- well laid out and flexible, so that all the space is used efficiently
- safe and user-friendly
- integrated with or complementing other neighbouring facilities or services as part of achieving a lifetime neighbourhood (Policy 7.1).

For some emergency services infrastructure, good public transport accessibility is not a high priority.

3.91 Voluntary and community groups often find it difficult to find premises suitable for their needs; unused or underused facilities should be brought into use as much as possible to help address their accommodation needs. The additional use or reuse of places of worship should be considered for the purpose of providing accommodation for use by other traditions or other faiths and/or wider community functions.

POLICY 3.17 HEALTH AND SOCIAL CARE FACILITIES

Strategic

A The Mayor will support the provision of high quality health and social care appropriate for a growing and changing population, particularly in areas of underprovision or where there are particular needs.

Planning decisions

B Development proposals which provide high quality health and social care facilities will be supported in areas of identified need, particularly in places easily accessible by public transport, cycling and walking. Where local health services are being changed, the Mayor will expect to see replacement services operational before the facilities they replace are closed, unless there is adequate justification for the change.

C Relevant development proposals should take into account the Mayor's

Best Practice Guidance on Health Issues in Planning.

LDF preparation

D In LDFs boroughs should identify and address significant health and social care issues facing their area for example by utilising findings from Joint Strategic Needs Assessments.

E Boroughs should ensure their public health team work with the local NHS, social care services and community organisations to:

a regularly assess the need for health and social care facilities at the local and sub-regional levels; and

b secure sites and buildings for, or to contribute to, future provision.

F Boroughs should promote the continued role and enhancement of London as a national and international centre of medical excellence and specialised facilities.

3.92 This Policy complements Policies 3.16 on social infrastructure and 3.2 on improving health and tackling health inequalities. Boroughs should refer to all three policies when planning for health and social care facilities.

3.93 London's health service is vital to maintaining and improving Londoners' quality of life. Its influence goes far beyond the primary role it plays in delivering health care. It is one of the capital's major employers, with over 200,000[107] people working in the NHS in London (including general practice staff but excluding agency workers). London's relatively high housing prices make it hard for frontline staff to afford accommodation in the areas where they work. Policy 3.8 addresses this housing issue.

3.94 The NHS in England has undergone a major restructuring. The Health and Social Care Act 2012 transferred responsibility for commissioning of most healthcare services to consortia of GPs, known as clinical commissioning groups (CCGs). A new national body, NHS England, has also been established, with direct responsibility for commissioning non-CCG commissioned services (including primary care, specialist acute services and some public health services). The Act gives boroughs strategic responsibility for promoting joined up local commissioning of health, social care and public health services, through the establishment of statutory health and wellbeing boards (comprising strategic leaders from the local health and care system). Since April 2013, the planning of new health and care provision is determined by the local commissioning priorities set out in Joint Health and Wellbeing Strategies (JHWSs) produced by these new boards. These strategies are in turn informed by Joint Strategic Needs Assessments (JSNAs) of current and future population health and wellbeing needs and demand for services and JHWSs are expected to inform all local commissioning plans, including those of CCGs, and support the integration of

107 http://www.hscic.gov.uk/catalogue/PUB10393

health and social care delivery.

3.94A In April 2013, the Primary Care Trust and Strategic Health Authority estate transferred to NHS Property Services, Community Health Partnerships and NHS community health and hospital trusts. All organisations are looking to make more effective use of the health estate and support strategies to reconfigure healthcare services and improve the quality of care, and ensure that the estate is managed sustainably and contributes to carbon reduction targets. This will result in surplus sites being released for other purposes. In particular, NHS Property Services will be implementing a disposals strategy which will provide opportunities for new homes on surplus sites.

3.95 Demographic trends and national and local policy approaches will partly determine the scale of health and care need in particular locations. New or improved health and social care facilities may be needed as part of large scale commercial and housing developments to address additional demands and should be assessed in accordance with the criteria in paragraph 3.90 and Policy 8.2 on planning obligations. Boroughs may wish to apply the suggested methodology under Policy 3.16 when assessing the needs for healthcare facilities. The needs of older Londoners particularly, in respect of residential and nursing home provision, also need to be considered (see Policy 3.8).

3.95A JSNAs (paragraph 3.94) are a potentially valuable source of evidence to inform the development and review of local plans, without the need to commission additional or separate studies. JSNAs describe current and future health and care needs of the local community, and may also contain spatial data. They are produced by local health and wellbeing boards, with borough public health teams usually taking the lead, and updated on a regular basis.

3.96 London forms the hub of health-related research and development in the south east of England and is where 25 per cent of UK doctors are trained. It is thus a centre for clinical, training and research excellence. The Mayor's 2020 Vision identifies a growing cluster of academic health science expertise – a 'Med City' that stretches along the Euston Road corridor from Whitechapel to Imperial West at White City. The networks, research and facilities that support London's role as a centre of medical excellence and specialist facilities, and their enhancements, will be supported.

3.97 Many policies included within this Plan have a part to play in promoting good health and seeking to address inequalities in health.

POLICY 3.18 EDUCATION FACILITIES

Strategic

A The Mayor will support provision of childcare, primary and secondary school, and further and higher education facilities adequate to meet the demands of a growing and changing population and to enable greater educational choice, including in parts of London with poor educational performance.

B The Mayor strongly supports the establishment of new schools, including free schools and opportunities to enable local people and communities to do this.

3.98 A growing city with an increasing number of young people will need more educational facilities at all levels. At the same time, policy favours greater choice of school provision, including in parts of London with problems of poor educational performance. Planning policies supporting the allocation of sufficient space for education and facilitating development of schools and colleges in appropriate places will be essential to London's continued economic success, tackling exclusion and disadvantage and improving quality of life. The Mayor's approach to schools development reflects the joint policy statement of the Secretary of State for Communities and Local Government and the Secretary of State for Education on Planning for Schools Development of August 2011.

3.99 This Policy complements Policy 3.16 on social infrastructure. Boroughs should refer to both policies when planning for education facilities.

Childcare provision

3.100 Access to adequate, affordable and high quality childcare (pre-school and school age) provision plays a key role in children's development and enables parents to go back to work. To address the shortage of childcare facilities in London, boroughs should make regular assessments of provision for childcare and draw up proposals to address any shortfalls. Boroughs should ensure that the location and provision of a range of services at children's centres continue to meet the needs of local communities in consultation with parents, the private, voluntary and independent sectors, primary care trusts, Jobcentre Plus and other key partners.

3.101 Childcare facilities should be safe, accessible for all (including disabled children), multi-functional and provide both indoor and outdoor learning opportunities. Proposals for housing and commercial facilities should provide suitable childcare for those in need of it, in particular in disadvantaged areas.

Primary and secondary schools

3.102 Access to a high quality school education is a fundamental determinant of the

future opportunities and life chances of London's children and young people. London's population will continue to be younger than elsewhere in England and Wales and by 2036, its school age population is projected to increase by 18 per cent. The Mayor's 2020 vision identifies a need for 4,000 extra primary classes by 2020. As a response to the recommendations of the Mayor's Education Inquiry[108], the GLA Intelligence Unit has produced the London Schools Atlas[109], an interactive map enabling users to view both existing patterns of schooling across the capital, and projections of future changes in the school age population. The Atlas is intended to be a resource for both parents and school place planners that supports collaborative working between providers in London.

3.102A At the same time, national education policy favours greater diversity in the nature of supply, through the Academies Act 2010 and the setting up of the Free Schools, alongside greater devolution of responsibilities from local authorities to schools. Local authorities' strategic role in the new system will be to take a proactive, positive and collaborative approach to development that will widen choice in education, promoting a good supply of strong schools and encouraging the development of Academies and Free Schools. Local authorities will still be required to fulfil their statutory duty to secure sufficient school places within their areas.[110]

3.103 Land already in educational use should be safeguarded and new sites secured to meet additional demands or changes in provision. The NPPF (para 72) states that local planning authorities should give great weight to the need to create, expand or alter schools and work with school promoters to identify and resolve key planning issues at an early stage[111]. Boroughs should identify at an early stage the need for additional schools arising from development and regeneration, particularly where there are existing shortages. Development can be a catalyst for positive change. The identification of suitable sites should be carried out taking into account policies in this Plan, and in particular accessibility by public transport as well as by cycle and by foot.

3.104 School facilities can provide venues for a range of community activities, including children's centres, and cultural and sports activities, where children and parents feel comfortable to access them. School facilities such as sports, training and meeting facilities should be capable of use by the wider community outside school hours. Maximum use of schools in the evenings and at weekends will reduce the land requirement for other uses.

3.105 Partnership working with other schools and with wider children's services should be developed in order to offer more to children than any one partner could alone. Schools should look to make arrangements to use local off-site provision when

108 Mayor of London. The Mayor's Education Inquiry, Final Report: Findings and Recommendations. GLA, October 2012

109 http://www.london.gov.uk/priorities/young-people/education-and-training/london-schools-atlas

110 Education Act 1944

111 CLG. 2012 op cit. NPPF paragraph 72

these are not fully used during school day.

3.106 In order to support educational attainment and adapt to changing work and lifestyle patterns, the needs for facilities for children with special needs and additional pre or after school activities need to be considered. The Mayor supports the role of uniformed and non-uniformed youth organisations delivering positive activities that improve the life chances of London's children and young people.

Higher and further education

3.107 Higher education in London provides an unparalleled choice of undergraduate and postgraduate degrees, continuing professional development, advanced research, and infrastructure to support business growth, e.g., incubation space and business support services. It is also a major employer and attracts major international companies able to benefit from the universities' research reputation, such as in pharmaceuticals and life sciences. Universities also play a vital part in ensuring Londoners have the higher order skills necessary to succeed in a changing economy, and for the capital to remain globally competitive (Policy 4.12). The Mayor has established a forum for higher education institutions (HEIs) and further education establishments to work with boroughs and other stakeholders to plan future developments, including student accommodation (Policy 3.8) in locations with good public transport access, taking account of their sub-regional and wider spheres of operation and capacity to contribute to the wider objectives of this Plan.

3.108 Access to further education (FE) is important for both the large proportion of Londoners who do not go into higher education and, in some places, for sixth form provision. FE colleges provide a key role in skills development and life-long learning and will assist with Londoners' employment (Policy 4.12). They also provide valuable community facilities and services, and the Mayor will support the protection and enhancement of FE colleges and facilities.

POLICY 3.19 SPORTS FACILITIES

Strategic

A The Mayor's Sports Legacy Plan[1] aims to increase participation in, and tackle inequality of access to, sport and physical activity in London particularly amongst groups/areas with low levels of participation.

Planning decisions

B Development proposals that increase or enhance the provision of sports and recreation facilities will be supported. Proposals that result in a net loss of sports and recreation facilities, including playing fields should be resisted. Temporary facilities may provide the means of mitigating any loss as part of proposals for permanent re-provision.

1 Mayor of London. A Sporting Future for London. GLA, April 2009

Wherever possible, multi-use public facilities for sport and recreational activity should be encouraged. The provision of sports lighting should be supported in areas where there is an identified need for sports facilities to increase sports participation opportunities, unless the sports lighting gives rise to demonstrable harm to local community or biodiversity.

C Where sports facility developments are proposed on existing open space, they will need to be considered carefully in light of policies on Green Belt and protecting open space (Chapter 7) as well as the borough's own assessment of needs and opportunities for both sports facilities and for green multifunctional open space.

LDF preparation

D Within LDFs Boroughs should assess the need for sports and recreation facilities in line with the NPPF (paras.73-74) at the local and sub-regional levels regularly, and secure sites for a range of sports facilities.

3.109 This Policy complements Policy 3.16 on social infrastructure. Boroughs should refer to both policies when planning for sports facilities.

3.110 Sports and recreation facilities are important parts of the social infrastructure, providing a range of social and health benefits for communities and neighbourhoods. Backed by the Mayor's Sports Legacy Plan, these will be given increasing prominence as part of the legacy of the 2012 Olympic and Paralympic Games.

3.111 Within the next 10 years, London will be short of indoor community facilities such as sports halls and artificial grass pitches. Demand and supply for swimming pools will be broadly in balance Londonwide, although some areas will be better supplied than others. It is essential that local authorities plan strategically for the future provision of these core sports facilities, and the GLA has prepared a technical report[112] with Sport England which assists boroughs. The report advances the Mayor's commitment in *A Sporting Future for London* to initiate a facility strategy for the capital and his encouragement to all authorities that have yet to undertake a needs and evidence based approach to planning for community sport to do so. In the current climate, refurbishment or modernisation of existing sports facilities as well as rationalisation and replacement of existing sports provision is critical to ensuring that the right mix of facilities are in the right places to meet sporting demand and to increase levels of participation.

3.111A When not being used for their primary function, large sports facilities providing for spectator sports should be opened up and encouraged to host a wide range of other community activities. Built sports facilities should only be accommodated

112 An evidence base for sports facilities in London – the basis for strategic sports facilities planning across London using Sport England's Facility Planning Model. David Payne, August 2010. http://www.london.gov.uk/priorities/planning/publications/strategic-planning-for-sports-facilities-in-london

on green open space, if that area has been identified by a borough open space strategy as surplus to requirements for any open green space use.

3.112 The Mayor will work with local authorities, national sports governing bodies, Sport England, sporting foundations and trusts, the private sector and others to provide investment to support the development of new facilities or the refurbishment of existing facilities. The focus will principally be small, community, park or estate-based projects. The Mayor will also support the establishment of multi-sport hub sites on playing fields in London. Shared use of sports facilities in schools (state and independent), further and higher education institutions, commercial schemes, community centres and church halls will help reduce demand for new provision.

3.112A Up-to-date playing pitch strategies provide a robust evidence base to inform consideration of school expansion. Playing field related issues should be discussed with Sport England and playing pitch strategies should take account of Sport England's new methodology[113]. Sport England can provide support and guidance to local authorities seeking to refresh or develop new playing pitch strategies.

3.113 As part of renewing a school's building stock, there may be opportunities to identify complementary specialised sports facilities that can be shared by schools, the community and sports clubs. Through attracting specialist clubs and coaches, this can assist in raising standards of performance and widen opportunities for students and community users. If such a facility fills an identified gap in provision, funding may be available through a sport's national governing body or other partners. Sports facilities should be accessible to all sections of the community (including disabled people), within easy reach by walking, cycling and public transport, affordable and safe. Installation of sports lighting can enable the full use of artificial grass pitches and other outdoor sports provision, but consideration must be given to any demonstrable harm to residential communities or biodiversity. Where appropriate, disused bathing ponds and lidos should be brought back into use.

3.114 The 2012 Paralympic Games helped to change attitudes towards disabled people[114] and provided the opportunity to improve disabled people's participation in sport and physical activity. To build on this legacy all development proposals should ensure that inclusive access issues are addressed from the outset (see Policy 7.2) so that programmes such as the Inclusive Fitness Initiative[115] and the Mayor's Sports Legacy programme can be effective in increasing disabled and older people's ability to participate. The Olympic Delivery Authority's approach to embedding inclusive design from the outset[116] was effective at integrating inclusive design principles in the development process, helping to deliver the most

113 Sport England. Playing Pitches Strategy Guidance: An approach to developing and delivering a playing pitch strategy. October 2013

114 http://www.bbc.co.uk/news/uk-20693024

115 http://www.efds.co.uk/inclusive_fitness

116 Olympic Delivery Authority (ODA). Inclusive Design Strategy and Standards. ODA, September 2008

accessible games ever.[117] This inclusive design process is being taken forward by the London Legacy Development Corporation in their Inclusive Design Strategy and Standards,[118] and can be used as a model of good practice to be followed in all developments outside the Queen Elizabeth Olympic Park. Sport England has published updated guidance on Accessible Sports Facilities, an audit checklist and downloadable CAD drawings of accessible sports facilities[119] to ensure that new sports facilities meet inclusive design principles.

117 see Mayor's press release http://www.london.gov.uk/media/mayor-press-releases/2012/08/2012-games-raising-bar-for-embedding-accessibility-into-sporting

118 London Legacy Development Corporation. Inclusive Design Strategy, September 2012. London Legacy Development Corporation, Inclusive Design Standards, March 2013

119 Sport England. Accessible Sports Facilities. Sport England, 2011

CHAPTER FOUR

LONDON'S ECONOMY

4.1 This chapter sets out policies to support delivery of the Mayor's vision and objectives – particularly those to ensure that London is:

- **A city that meets the challenges of economic and population growth** in ways that ensure a sustainable, good and improving quality of life and sufficient high quality homes and neighbourhoods for all Londoners, and help tackle the huge issue of deprivation and inequality among Londoners, including inequality in health outcomes; and
- **An internationally competitive and successful city** with a strong and diverse economy and an entrepreneurial spirit that benefits all Londoners and all parts of London; a city that is at the leading edge of innovation and research, and which is comfortable with – and makes the most of – its rich heritage and cultural resources.

These policies will support the sustainable development and growth of London's diverse economy over the years to 2036, enable it to contribute to the prosperity of the UK by meeting the twin challenges of global competition and of a low carbon future, and to provide Londoners with the goods, services and job opportunities they will need.

4.2 This chapter, which complements the Mayor's Economic Development Strategy (EDS), deals with the needs of different sectors of the economy and their workspace requirements. It also provides a policy base for innovation, development, growth and investment[120], with support for new and emerging economic sectors and a 'connected' economy. Making sure all Londoners are able to share in their city's success is a key priority, and this chapter deals with the contribution planning policy can make to improving opportunities for all Londoners.

Economic context

POLICY 4.1 DEVELOPING LONDON'S ECONOMY

Strategic

A The Mayor will work with partners to:

a1 promote and enable the continued development of a strong, sustainable and increasingly diverse economy across all parts of London, ensuring the availability of sufficient and suitable workspaces in terms of type, size and cost, supporting infrastructure and suitable environments for larger employers and small and medium sized enterprises, including the voluntary and community sectors

a2 maximise the benefits from new infrastructure to secure

120 Mayor of London. 2020 Vision. The greatest city on earth. Ambitions for London by Boris Johnson, GLA 2013

sustainable growth and development

b drive London's transition to a low carbon economy and to secure the range of benefits this will bring

c support and promote outer London as an attractive location for national government as well as businesses, giving access to the highly-skilled London workforce, relatively affordable work space and the competitive advantages of the wider London economy

d support and promote the distinctive and crucial contribution to London's economic success made by central London and its specialist clusters of economic activity

e sustain the continuing regeneration of inner London and redress its persistent concentrations of deprivation

f emphasise the need for greater recognition of the importance of enterprise and innovation

g promote London as a suitable location for European and other international agencies and businesses.

4.3 Providing the basis for the continued growth and economic development of all parts of London is a key theme of this Plan. The capital has had a history of change and innovation[121], and this is likely to remain the case for the future. The role of planning is to facilitate that change in ways which ensure that all parts of London and all kinds of enterprises can flourish and contribute to the prosperity of the whole city, and all of its people. This is a key contributor to the strategy set out in Chapter 1.

4.4 This Plan aims to ensure that London continues to excel as a world capital for business, while also supporting the success of local economies and neighbourhoods in all parts of the capital (see Chapter Two). Particular emphasis is placed on supporting the greater contribution outer London can make to the capital's economic success (policies 2.6-2.8). The Mayor established a Commission to identify the scope for sustainable growth there. It concluded that outer London could make a stronger contribution to growth of the capital and the wider city region, providing an attractive location for sectors which are currently located in surrounding parts of south east England. Inner and central London's continued success, and that of the sectors of the economy that cluster there, will always be crucial to the capital and to the United Kingdom as a whole (policies 2.9 and 2.10-2.12). In addition, this Plan identifies opportunity areas across London providing significant capacity for new employment (Policy 2.13 and Annex 1). Much of this capacity is in east London, where there is both the scope and need for additional economic development.

4.4A Investment in new infrastructure is critical to securing sustainable growth

121 GLA Economics. Joint Strategic Evidence Base GLA, 2009

nd development[122]. This Plan seeks to maximise the economic, social and environmental benefits from such investment in London. For the London economy, these benefits include economic output, employment, productivity, business opportunities, regeneration and the capital's contribution to the wider UK economy.

4.5 The policies in this Plan are also intended to provide the basis for success of all kinds and sizes of enterprise. London has around 800,000 enterprises ranging from large, office based employers to small and medium-sized ones (which represent about 48 per cent of London employment) and the more than 600,000 self-employed Londoners; and from major corporations to the voluntary and community (there are around 8,000 voluntary enterprises[123] in London, providing an estimated 377,800 jobs) and public sectors (the public sector employs 739,000 in London – proportionately one of the lowest of all regions). All of these play an important role in London's economy and development, and will continue to do so.

4.6 The Mayor wishes to encourage broad-based growth, and continues to support the success of economic sectors like financial and business services, including those clustered in the City and the north of the Isle of Dogs, as well as leisure services and retail which together have been at the centre of London's economic success over the past four decades. At the same time, he will help to build the conditions for new sectors to emerge, such as the technology, media and telecommunications (TMT) sector and play their part in a thriving, resilient and diverse city economy. This does not mean trying to 'pick winners', in the way governments tried in the 1960s and 1970s. Rather the Plan seeks to ensure there are the workspaces, environments, skilled workforces and infrastructures that enterprises of all kinds and sizes need to develop and innovate.

4.7 The Mayor is strongly committed to driving a fundamental shift in London's economy towards a low carbon future. This is vital both to ensuring the city meets the challenges of climate change (see Chapter 5), and to positioning it to realise the business benefits and opportunities being a world leader in this area will bring. A low carbon economy is one in which economic growth and business success coexist with reducing carbon intensity. Realising this objective will mean addressing the issues raised in Chapter 5 – minimising resource use where we can, maximising efficiency with what we do have to use, ensuring availability of infrastructure and networks. This will in turn help develop a market for low carbon goods and services, and support innovation. The planning system can also ensure enterprises working in the low carbon economy have the kind of workspaces they need. The Mayor's Economic Development Strategy sets out policies to complement those here – promoting low carbon business practices and ensuring availability of the necessary skills for example.

4.8 Whilst availability of workspaces that are both suitable and affordable is a key concern for small and medium-sized enterprises (SMEs), in overall terms there

122 Mayor of London. 2020 Vision. The greatest city on earth. Ambitions for London by Boris Johnson, GLA 2013

123 ONS. VAT/PAYE registered. ONS, 2013

is currently sufficient market provision, though there will be particular locations with significant constraints that need addressing, and it will be important to ensure that there continues to be sufficient capacity into the future. In some circumstances, such as around central London, to meet the requirements of CAZ, workspace may need to be secured through planning agreements as part of mixed use development. The Mayor also recognises that London's economy is disproportionately dependent on larger employers. This Plan reflects their importance to London's continued prosperity and ensures that they have the room to grow. These trends will be monitored rigorously.

4.9 The Mayor's Economic Development Strategy provides further detail on realising London's potential for economic growth. It makes clear the Mayor's overall economic development policy objectives to:

- promote London as the world capital of business, the world's top international visitor destination and the world's leading international centre of learning and creativity
- ensure London has the most competitive business environment in the world
- support London to become one of the world's leading low carbon capitals by 2025
- give all Londoners the opportunity to take part in London's economic success, access sustainable employment and progress in their careers; and
- ensure prosperity is spread across the capital, addressing areas of deprivation across the city and in particular fostering economic and employment growth in outer London, maintaining the global role of central London and maximising the benefits of investment.

4.9A The London Plan provides the strategic planning policy framework for the London Enterprise Panel (LEP) which is the local enterprise partnership for London[124]. Its purpose is to:

- advise the Mayor on action to provide strategic investment to support private sector growth and employment;
- promote enterprise and innovation and the acquisition of skills for sustained employment in London; and
- protect and enhance London's competitiveness.

124 For further details: https://lep.london/

Economic sectors and workspaces

POLICY 4.2 OFFICES

Strategic

A The Mayor will and boroughs and other stakeholders should:

a support the management and mixed use development and redevelopment of office provision to improve London's competitiveness and to address the wider objectives of this Plan, including enhancing its varied attractions for businesses of different types and sizes including small and medium sized enterprises

b recognise and address strategic as well as local differences in implementing this policy to:

– meet the distinct needs of the central London office market, including the north of the Isle of Dogs, by sustaining and developing its unique and dynamic clusters of 'world city' and other specialist functions and business environments, and

– consolidate and extend the strengths of the diverse office markets elsewhere in the capital by promoting their competitive advantages, focusing new development on viable locations with good public transport, enhancing the business environment including through mixed use redevelopment, and supporting managed conversion of surplus capacity to more viable, complementary uses

c encourage renewal and modernisation of the existing office stock in viable locations to improve its quality and flexibility

d seek increases in the current stock where there is authoritative, strategic and local evidence of sustained demand for office-based activities in the context of policies 2.7, 2.9, 2.13 and 2.15–2.17

e monitor the impact of government liberalisation of Permitted Development rights for changes of use from offices to residential.

LDF preparation

B LDFs should:

a enhance the environment and offer of London's office locations in terms of physical attractiveness, amenities, ancillary and supporting activities as well as services, accessibility, safety and security

b provide the basis for work with the GLA Group, investors, developers, land owners and potential occupiers to bring forward and renew development capacity as efficiently as possible, co-ordinating their activities and interests to avoid planning delays and facilitating site assembly, if necessary, through the compulsory

purchase process and especially beyond the central London office market

c work with sub-regional partners to develop co-ordinated, phased strategies to manage long term, structural changes in the office market, focusing new capacity where there is strategic as well as local evidence of demand, encouraging renewal and modernisation in viable locations and supporting changes of surplus office space to other uses

d examine the scope for re-use of otherwise surplus large office spaces for smaller units.

4.10 In recent decades London's economy has been increasingly service-based, and this is likely to continue. As a result, ensuring there is enough office space of the right kind in the right places is a key task for the London planning system.

4.11 Results from the 2009 London Office Policy Review[125] indicate that office based employment may grow by some 303,000 between 2011 and 2031. On the basis of this, a central assumption for office employment density of 12 sq.m per worker; net:gross development ratios of 75% - 85%; and a frictional vacancy rate of eight per cent, London might need an additional 3.9 million sq m (net) or 4.6 - 5.2 million sq.m (gross) office floorspace by 2031 (see Table 4.1). However, particularly beyond central London, historic performance has shown that employment growth has not translated into office floorspace demand[126]. The Mayor is concerned that the planning process should not compromise potential growth, so 3.9 million sq.m (net) provides a broad, employment based, monitoring benchmark and will be set among others addressing development trends, density, rents, take-up and vacancy.

Table 4.1 Demand for office based employment and floorspace, 2011–2031

Location	Office based employment growth		Demand for office floorspace (million sqm)		
	Total	% of total growth	Net floor-space	Gross floor-space (75% ratio)	Gross floor-space (85% ratio)
Outer London	59,000	20	0.77	1.03	0.91
Inner London*	67,000	22	0.86	1.15	1.01
CAZ and the north of the Isle of Dogs	177,000	58	2.30	3.07	2.71
London total	303,000	100	3.93	5.24	4.62

* Excluding CAZ and north of Isle of Dogs

Source: GLA; derived from London Office Policy Review 2009

125 Ramidus Consulting Limited, Roger Tym & Partners. London Office Policy Review 2009. GLA, 2009

126 Ramidus Consulting Limited 2009, op cit

4.12 Informed by the recommendations of the Outer London Commission (OLC)[127], the Mayor encourages the renewal and modernisation of the office stock in viable locations in outer and inner London and urges boroughs to manage changes of surplus office space to other uses, providing overall capacity is sustained to meet London's long term office needs. The findings of the OLC and the London Office Review Panel (LORP) indicate that the most viable locations for the renewal and modernisation of the office stock in outer London include:

- Strategic Outer London Development Centres (Policy 2.16), particularly the strategic office centres at Croydon and Stratford and elsewhere if justified by demand, for example at Brent Cross
- mid-urban business parks such as that which has been developed at Chiswick
- town centre based office quarters (see office guidelines in Annex 2)
- conventional business parks beyond the urban area, such as those at Stockley Park and Bedfont Lakes, which should work towards greater transport sustainability
- science and innovation parks, ranging from urban incubator units to more spacious provision
- existing linear office developments such as the 'Golden Mile' in Hounslow, which should be made more sustainable in transport terms
- locally oriented, town centre based office provision, which can be consolidated effectively to meet local needs, or where necessary, changed to other uses.

4.13 Local plans and strategies should support the conversion of surplus offices to other uses and promote mixed use development in the light of integrated strategic and local studies of office demand. Informed by the independent London Office Review Panel a 'plan, monitor and manage' approach will be used to reconcile office demand and supply across the development cycles likely to be encountered over the years to 2036. This may well provide scope for changes from surplus office to other uses, especially housing, providing overall capacity is sustained to meet London's long term office needs. The scope for re-use of otherwise surplus large office space for smaller units suitable for SMEs should also be considered.

4.13A In 2013 the government liberalised permitted development rights for changes of use from offices to residential but granted exemptions for parts of London including the Central Activities Zone, the north of the Isle of Dogs, Tech City (City Fringe), Kensington and Chelsea and the Royal Docks Enterprise Zone. The impact of the liberalisation of permitted development rights beyond these areas will be monitored by the GLA in collaboration with the boroughs.

4.14 In the CAZ and the Isle of Dogs there remains strong long term office demand, and a substantial development pipeline which is partly subject to the implementation

127 Mayor of London. The Mayor's Outer London Commission Report, GLA 2010

of Crossrail and other significant investments in transport capacity. Environmental improvements in these locations continue to be needed to enhance its attraction as a global business location.

POLICY 4.3 MIXED USE DEVELOPMENT AND OFFICES

Strategic

A

a Within the Central Activities Zone and the north of the Isle of Dogs Opportunity Area (see Chapter 2 and Annex 1), increases in office floorspace, or those above a justified local threshold, should provide for a mix of uses including housing, unless such a mix would demonstrably conflict with other policies in this plan

b elsewhere in London, mixed use development and redevelopment should support consolidation and enhancements to the quality of the remaining office stock in the types of strategically specified locations identified in paragraph 4.12.

LDF preparation

B LDFs should:

a develop policies and strategies taking into account the above spatial principles

b develop local approaches to mixed use development and office provision taking into account the contribution that 'land use swaps', 'housing credits' and off-site contributions can make, especially to sustain strategically important clusters of commercial activities such as those in the City of London and the north of the Isle of Dogs Opportunity Area. In outer London, the consolidation of surplus office provision can provide opportunities to 'swap' new office provision to the most viable types of location outlined in paragraph 4.12.

c where justified by local and strategic office demand and supply assessments and in areas identified in the LDF as having a particular need for local office provision, provide protection for small scale offices (under 500sqm or a justified local threshold) within the CAZ.

d where justified by local and strategic office demand assessments and in areas identified in LDFs as having a particular need for local office provision, require residential proposals within the CAZ which would otherwise result in the loss of office space to make a proportionate contribution to provision of new office space within, or nearby, the development.

4.15 The Mayor encourages mixed use development, with different approaches for places where high office values will generally support other uses, and those where values for other uses (such as residential) may be higher and support some office space renewal. London's economic growth depends heavily on an efficient labour market and this in turn requires adequate housing provision to sustain it. This can be partly addressed through mixed use development, to deliver a mix of uses across an area, including, but not necessarily exclusively, in mixed use buildings (see also Chapter 3). The concepts of land use 'swaps' and 'credits' (see Glossary) can support this process as part of local approaches to implementation of this policy in differing circumstances and may be co-ordinated for application across borough boundaries to support the broader objectives of this Plan.

4.16 Beyond CAZ and the north of the Isle of Dogs, mixed use redevelopment can play a role in promoting selective renewal and modernisation of the stock in appropriate locations (see paragraph 4.12) and delivery of other uses including housing as part of a managed process to consolidate the strengths of the office market. Supplementary guidance is provided on this process[128].

4.17 Within the Central Activities Zone and the north of the Isle of Dogs Opportunity Area, strategically important office development should include other uses, including housing. As a general principle, housing and other uses should be required on-site or nearby to create mixed use neighbourhoods. Exceptions to this should only be permitted where mixed uses might compromise broader objectives, such as sustaining important clusters of business activity, for example in much of the City and the north of the Isle of Dogs, or where greater housing provision, especially of affordable family housing, can be secured beyond this area. In such circumstances, contributions to off-site housing provision should be required as part of a planning agreement.

4.17A In the Central Activities Zone, the differential in office and residential land values has led to concern over the loss of office space to housing even though the area is exempt from government's liberalisation of Permitted Development rights. Though the development pipeline is sufficient to support demand for new provision, sustained loss of generally more affordable existing stock could erode the Zone's strategic offer as a competitive, nationally important office location. The Mayor and boroughs will monitor these changes carefully across CAZ. In light of this monitoring and where justified by local and strategic office need assessments, Boroughs should consider raising local thresholds for application of mixed use Policy 4.3 to a level which will actively encourage office renewal but still contribute to housing provision. There is particular concern over the loss of smaller scale offices which are usually part of vibrant, mixed use localities. The Mayor supports boroughs in sustaining office capacity in these areas providing such action can be justified by strategic and local assessments of office need. Further guidance on implementation of this policy will be provided in the Central Activities Zone SPG.

128 Mayor of London. Housing SPG. GLA, 2012. Mayor of London. Town Centres SPG. GLA 2014

POLICY 4.4 MANAGING INDUSTRIAL LAND AND PREMISES

Strategic

A The Mayor will work with boroughs and other partners to:

a adopt a rigorous approach to industrial land management to ensure a sufficient stock of land and premises to meet the future needs of different types of industrial and related uses in different parts of London, including for good quality and affordable space

b plan, monitor and manage release of surplus industrial land where this is compatible with a) above, so that it can contribute to strategic and local planning objectives, especially those to provide more housing, and, in appropriate locations, to provide social infrastructure and to contribute to town centre renewal.

LDF preparation

B LDFs should demonstrate how the borough stock of industrial land and premises in strategic industrial locations (Policy 2.17), locally significant industrial sites and other industrial sites will be planned and managed in local circumstances in line with this strategic policy and the location strategy in Chapter 2, taking account of:

a the need to identify and protect locally significant industrial sites where justified by evidence of demand

b strategic and local criteria to manage these and other industrial sites

c the borough level groupings for transfer of industrial land to other uses (see Map 4.1) and strategic monitoring benchmarks for industrial land release in supplementary planning guidance

d the need for strategic and local provision for waste management, transport facilities (including inter-modal freight interchanges), logistics and wholesale markets within London and the wider city region; and to accommodate demand for workspace for small and medium sized enterprises and for new and emerging industrial sectors including the need to identify sufficient capacity for renewable energy generation

e quality and fitness for purpose of sites

f accessibility to the strategic road network and potential for transport of goods by rail and/or water transport

g accessibility to the local workforce by public transport, walking and cycling

h integrated strategic and local assessments of industrial demand to justify retention and inform release of industrial capacity in order to achieve efficient use of land

i the potential for surplus industrial land to help meet strategic and

local requirements for a mix of other uses such as housing and, in appropriate locations, to provide social infrastructure and to contribute to town centre renewal.

4.18 Even an increasingly service-based economy needs space for less high-value activities crucial to sustaining the city's metabolism, including 'services for the service sector', manufacturing and maintenance, waste management and recycling, wholesale and logistics. Sufficient space to accommodate demand for workspace suitable for SMEs and for new and emerging industries is also required including for the needs of micro-firms.

4.19T The Mayor will promote a rigorous, evidence based approach to reconcile demand and supply of industrial land and to take account of the needs of industrial and related uses including waste management in terms of clustering, capacity, environment, accessibility and cost requirements through three types of location:

- strategic industrial locations (see Policy 2.17)
- locally significant industrial sites, and
- other industrial sites.

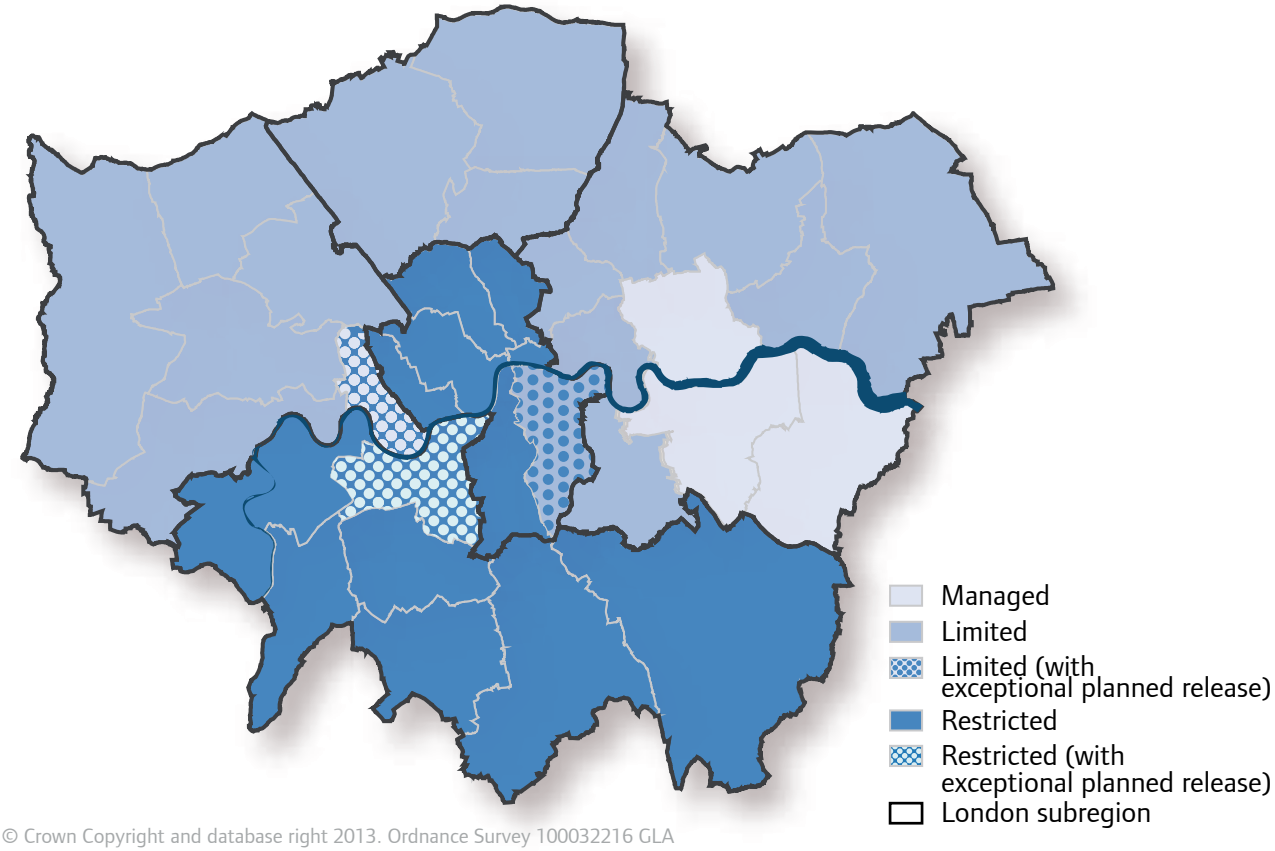
4.20 To justify strategic recognition and protection, locally significant industrial sites must be designated on the basis of robust evidence demonstrating their particular importance for local industrial type functions. Inner London sites providing sustainable distribution services for the Central Activities Zone and Canary Wharf may be particularly appropriate for this designation. Boroughs should make explicit in DPDs the types of uses considered appropriate in locally significant industrial sites and distinguish these from more local industrial areas. In developing criteria to guide the management of these and more local capacity, boroughs should take into account guidance in the Mayor's Land for Industry and Transport SPG.

4.21 Taking account of trends in the wide range of industrial type activities and scope for more efficient use of industrial capacity, as well as more specific requirements for waste management and recycling (Chapter 5), research suggests industrial land use change should be monitored against benchmarks based on an average, pan-London annual net release of 37 ha 2011-2031[129]. Informed by the research and consultation on the Mayor's Land for Industry and Transport SPG, the broad borough level groupings for transfer of industrial land to other uses in Map 4.1 indicate that the scope for transfer is greatest in east and parts of inner west London, with more limited scope in north and outer west London and restricted scope for release elsewhere. This will require careful management by boroughs in collaboration with the Mayor.

4.22 The monitoring benchmarks, the borough level groupings and implementation of industrial land release will be kept under review and updated to roll the benchmarks forward to cover the period up to 2036 through supplementary guidance. Where appropriate the Mayor will work with partners to develop more

129 Mayor of London. Supplementary Planning Guidance, Land for Industry and Transport. GLA, 2012. Roger Tym & Partners, King Sturge. Industrial Land Demand and Release Benchmarks in London. GLA 2011

Map 4.1 Borough level groupings for transfer of industrial land to other uses



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detailed frameworks to manage the release of land, where this will not prejudice his wider planning objectives.

4.23 Redevelopment of surplus industrial land should address strategic and local objectives particularly for housing, and for social infrastructure such as education, emergency services and community activities. Release of surplus industrial land should, as far as possible, be focused around public transport nodes to enable higher density redevelopment, especially for housing. In locations within or on the edges of town centres, surplus industrial land could be released to support wider town centre objectives (see Policy 2.15).

4.24 The Mayor seeks to retain an efficient wholesale market function to meet London's requirements. Redevelopment of any of the markets should not compromise opportunities to consolidate composite wholesale market functions to meet London's long term wholesaling needs at Western International, New Covent Garden and New Spitalfields[130].

130 URS. London Wholesale Markets Review. GLA, 2007

POLICY 4.5 LONDON'S VISITOR INFRASTRUCTURE

Strategic

A The Mayor will, and boroughs and relevant stakeholders should:

a support London's visitor economy and stimulate its growth, taking into account the needs of business as well as leisure visitors and seeking to improve the range and quality of provision especially in outer London

b seek to achieve 40,000 net additional hotel bedrooms by 2036, of which at least 10 per cent[1] should be wheelchair accessible

c ensure that new visitor accommodation is in appropriate locations:

– beyond the Central Activities Zone (CAZ) it should be focussed in town centres and opportunity and intensification areas, where there is good public transport access to central London and international and national transport termini

- within the CAZ strategically important hotel provision should be focussed on its opportunity areas, with smaller scale provision in CAZ fringe locations with good public transport. Further intensification of provision in areas of existing concentration should be resisted, except where this will not compromise local amenity or the balance of local land uses

It may be appropriate to locate visitor accommodation related to major visitor attractions of sub-regional or greater significance in locations other than those set out in this paragraph, but only where it can be shown that no suitable site in one of these locations exists and that there is a clear link in scale, nature and location (particularly demonstrating sufficient proximity to minimise the overall need to travel and maximise walking and cycling) between the accommodation and the attraction being served.

d support provision for business visitors, including high quality, large scale convention facilities in or around the CAZ

e recognise the need for apart-hotels in the context of the broader policies of this Plan.

f promote, enhance and protect the special characteristics of major clusters of visitor attractions including those identified in Strategic Cultural Areas in Map 4.2.

Planning decisions

B Developments should:

a contribute towards the hotel provision target and ensure that at least 10 per cent of bedrooms are wheelchair accessible

1 Grant Thornton. Accessible Hotels in London. GLA, 2010

b be consistent with the strategic location principles set out above

c not result in the loss of strategically important hotel capacity[2].

LDF preparation

C LDFs should:

a seek to ensure that all new visitor accommodation meets the highest standards of accessibility and inclusion and encourage applicants to submit an accessibility management plan with their proposals

b promote high quality design of new visitor accommodation so that it may be accredited by the National Quality Assurance Scheme

c identify opportunities for renovation of the existing visitor accommodation stock

d promote and facilitate development of a range of visitor accommodation, such as hotels, bed and breakfast accommodation, self-catering facilities, youth hostels and camping and caravan sites

e support and encourage development of good quality budget category hotels, especially in outer London.

2 Strategically important hotel capacity will depend on local circumstances, but typically comprises development exceeding 100,000 m2 in the City, 20,000 m2 in Central London and 15,000 m2 outside Central London.

4.25 Visitors play an important part in the city's economy. In 2012, London attracted nearly 28 million overnight visitors, comprising 16 million from overseas and 12 million from the UK[131]. A significant number of these are for business purposes. The capital also received 297 million day visitors a year[132]. Together they helped to support 253,000 jobs, nearly 5.5 per cent of the total employment for London.

4.26 The Mayor's Tourism Vision[133] sets out key objectives to develop the quality of accommodation; enhance visitor perceptions of value for money and improve the inclusivity and accessibility of the visitor experience. To ensure adequate hotel provision this Plan sets a target of 40,000 net additional hotel rooms by 2036[134], recognising that over this period London may 'mature' as a visitor destination leading to a reduction in historic growth rates. This trend will be monitored closely.

131 International Passenger Survey (IPS) and Great Britain Tourism Survey (GBTS). Both figures include business visitors.

132 Great Britain Day Visitor Survey 2011 (note definition is wider than previous LDA survey). For further details see GLA Economics, Current Issues Note 38. The Great Britain Day Visitor Survey 2011 – a London analysis. GLA, 2012

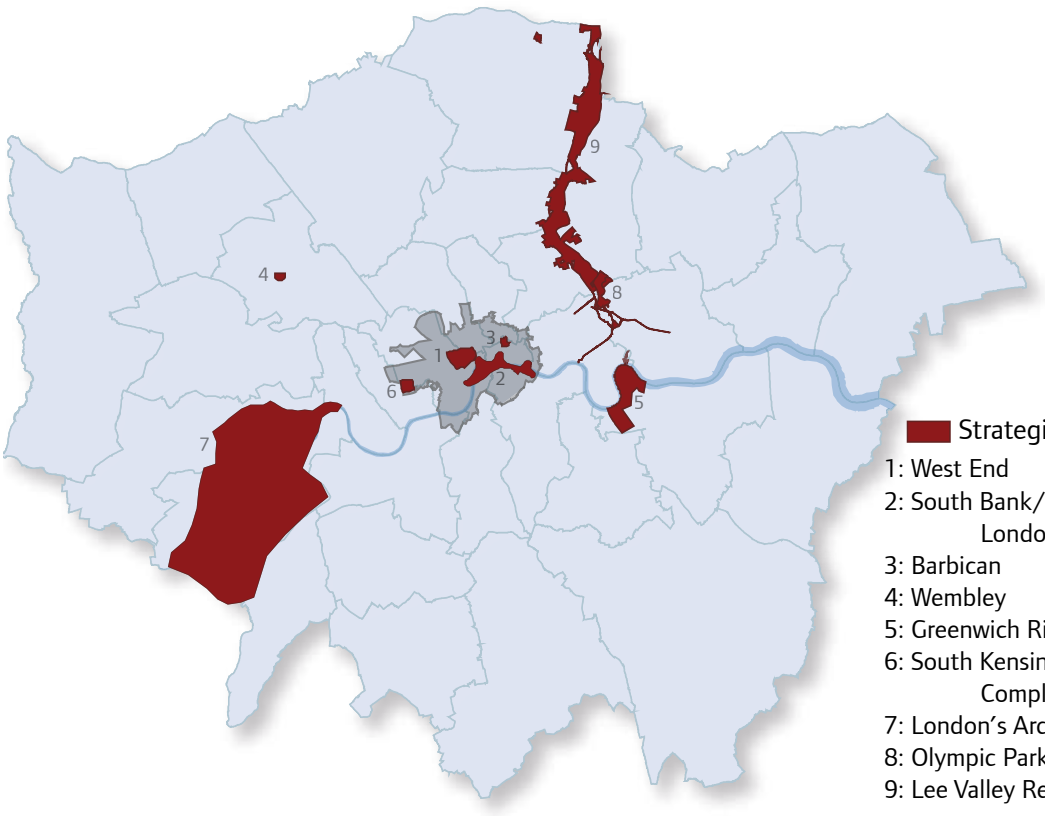
133 Mayor of London. London Tourism Vision 2006 – 2016. LDA, 2006 and Mayor of London. London Tourism Action Plan 2009-2013. LDA, 2009

134 GLA Economics, Understanding the demand for and supply of visitor accommodation in London to 2036, GLA, 2013

4.27 Improving the availability of hotel accommodation that is genuinely accessible to all is a particular priority and at least 10 per cent of new provision should be wheelchair accessible. The Mayor has prepared guidance on accessible hotel accommodation and on the implementation of accessibility management plans[135].

4.28 With their rich heritage and unique offers, the strategic cultural areas (see Map 4.2 and paragraph 4.33) are identified as London's major clusters of visitor attractions. Other locations such as outer London town centres and especially those identified in Policy 2.16 with specialist strengths in leisure/tourism, should play an increasing role in provision for visitors[136] in order to extend the benefits of tourism across the capital and reduce pressures on central London. For example, options for a cruise liner terminal in an appropriate location such as Greenwich Peninsula, and capturing the regeneration benefits of strategic sporting attractions, should be explored. There is scope to develop London's historic environment and natural landscape as visitor attractions, working with the new London and Partners agency established to promote the capital, and with other partners to take a more

Map 4.2 London's Strategic Cultural Areas



Strategic Cultural Areas
1: West End
2: South Bank/Bankside/ London Bridge
3: Barbican
4: Wembley
5: Greenwich Riverside
6: South Kensington Museum Complex /Royal Albert Hall
7: London's Arcadia
8: Olympic Park
9: Lee Valley Regional Park

Site boundaries shown on the map are indicative and and include areas with other land uses, particularly in Outer London.

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Greater London Authority 100032216 (2011)

135 Mayor of London. Town Centres Supplementary Planning Guidance, GLA 2014

136 London Assembly Report. Tourism in Outer London. London Assembly, 2006

coordinated approach to developing and marketing groups of outer London attractions.

4.29 Generally, development of visitor accommodation and other ancillary provision related to major visitor attractions should support the principles of Policy 4.5Ac. However, there may be exceptional circumstances where accommodation and other ancillary provision related to a major visitor attraction may be justifiable. Such exceptions should only be permitted where it can be shown that no site complying with Policy 4.5Ac exists, and where clear links between the attraction and the proposed accommodation can be demonstrated in terms of scale, nature and location. Any proposal of this kind would have to be justified in terms of the other policies in this Plan, particularly the strong support for the Green Belt and Metropolitan Open Land in Policies 7.16 and 7.17 where these are applicable.

4.30 Providing a world-class experience is vital to encouraging repeat visitors and the quality of London's visitor accommodation is central to this. Accommodation providers are encouraged to join national quality assurance schemes[137] and to extend the range of products to meet customer expectations at all levels including budget provision such as bed and breakfast, youth hostels, and camping and caravan sites. In considering proposals for apart-hotels, boroughs should take particular account of their potential impacts on housing capacity. The Mayor also supports a more sustainable approach to the way the tourism industry operates in London, seeking to reduce carbon dioxide emissions, water use and waste generation through his Green Tourism for London programme[138], through his public London cycle hire scheme, and through the Legible London project, making it easier for visitors to find their way on foot.

4.31 Enhancing provision for business visitors is a Mayoral priority and requires improvements not just to the quality of accommodation but also to the wider range of services required by this section of the market, including capacity for high quality, large-scale convention centre functions in or around the CAZ.

137 Information about the Quality Assessment Scheme can be found at http://www.qualityintourism.com/asp/letsgetassessed.asp

138 Green Tourism for London, launched by the LDA and with the support of Visit London, is the new scheme for hotels, guesthouses, attractions and venues in the capital.

POLICY 4.6 SUPPORT FOR AND ENHANCEMENT OF ARTS, CULTURE, SPORT AND ENTERTAINMENT

Strategic

A The Mayor will and boroughs and other stakeholders should support the continued success of London's diverse range of arts, cultural, professional sporting and entertainment enterprises and the cultural, social and economic benefits that they offer to its residents, workers and visitors.

Planning decisions

B Developments should:

- a fulfil the sequential approach and where necessary, complete an impact assessment (see Policy 4.7)
- b be located on sites where there is good existing or planned access by public transport
- c be accessible to all sections of the community, including disabled and older people
- d address deficiencies in facilities and provide a cultural focus to foster more sustainable local communities.

LDF preparation

C In preparing LDFs, boroughs should:

- a enhance and protect creative work and performance spaces and related facilities in particular in areas of defined need
- b support the temporary use of vacant buildings for performance and creative work
- c designate and develop cultural quarters to accommodate new arts, cultural and leisure activities, enabling them to contribute more effectively to regeneration
- d promote and develop existing and new cultural and visitor attractions especially in outer London and where they can contribute to regeneration and town centre renewal
- e develop innovative approaches to managing pressures on high volume visitor areas and their environments
- f identify, manage and co-ordinate strategic and more local clusters of evening and night time entertainment activities to
  - address need,
  - provide public transport, policing and environmental services; and
  - minimise impact on other land uses taking account of the cumulative effects of night time uses and saturation levels beyond which they have unacceptable impacts on the environmental

standards befitting a world city and quality of life for local residents

g provide arts and cultural facilities in major mixed use developments

h seek to enhance the economic contribution and community role of arts, cultural, professional sporting and entertainment facilities.

4.32 London's cultural and creative sectors are central to the city's economic and social success[139]. The Mayor's *Cultural Metropolis*[140] seeks to maintain the capital's status as one of greatest world cities for culture and creativity, and addresses the need to increase the provision of arts and culture facilities in outer London, providing targeted support for the creative industries. Supplementary guidance[141] provides further guidance on identification of areas where there are deficiencies in arts and cultural facilities.

4.33 London's internationally renowned historic environment, natural landscape and cultural institutions, including museums, galleries and theatres, are a defining part of the capital's heritage as well as major visitor attractions. Strategic cultural areas (Map 4.2 and Policy 4.5Af) identify, protect and seek to enhance significant clusters of these institutions and their settings including Theatreland in the West End, the South Bank/ Bankside/London Bridge, the Barbican, Wembley, Greenwich Riverside, the South Kensington museums complex/Royal Albert Hall, 'London's Arcadia'[142] covering strategic heritage sites in West London, and the Olympic Park/Lee Valley Regional Park. Other arts, cultural and heritage facilities of more than local importance, for example associated with the Angel Islington and Fairfield Halls, should be identified in LDFs. The Mayor will work with Visit London and others in developing the concept to cover other strategic clusters of visitor attractions taking account of the recommendations of the Outer London Commission (see paragraph 2.35).

4.34 Culture also plays a valuable role in place shaping, especially by engaging younger people in wider community activity. It is therefore important to expand London's cultural offer beyond central London and especially to town centres and the opportunities of the Olympic Park and Thames Gateway, as well as maintaining and enhancing the quality of facilities in and around CAZ.

4.35 Boroughs should work with a range of partners to designate and develop cultural quarters in LDFs and through development briefs, drawing on priorities outlined in the Mayor's Cultural Strategy. These quarters can help meet the need for affordable workspace for creative industries, including flexible live/work space; encourage clusters of activity and provide a catalyst for local regeneration. Taking account of strategic priorities for planning obligations (Policy 8.2), boroughs are encouraged to ensure cultural objectives are addressed in major development proposals.

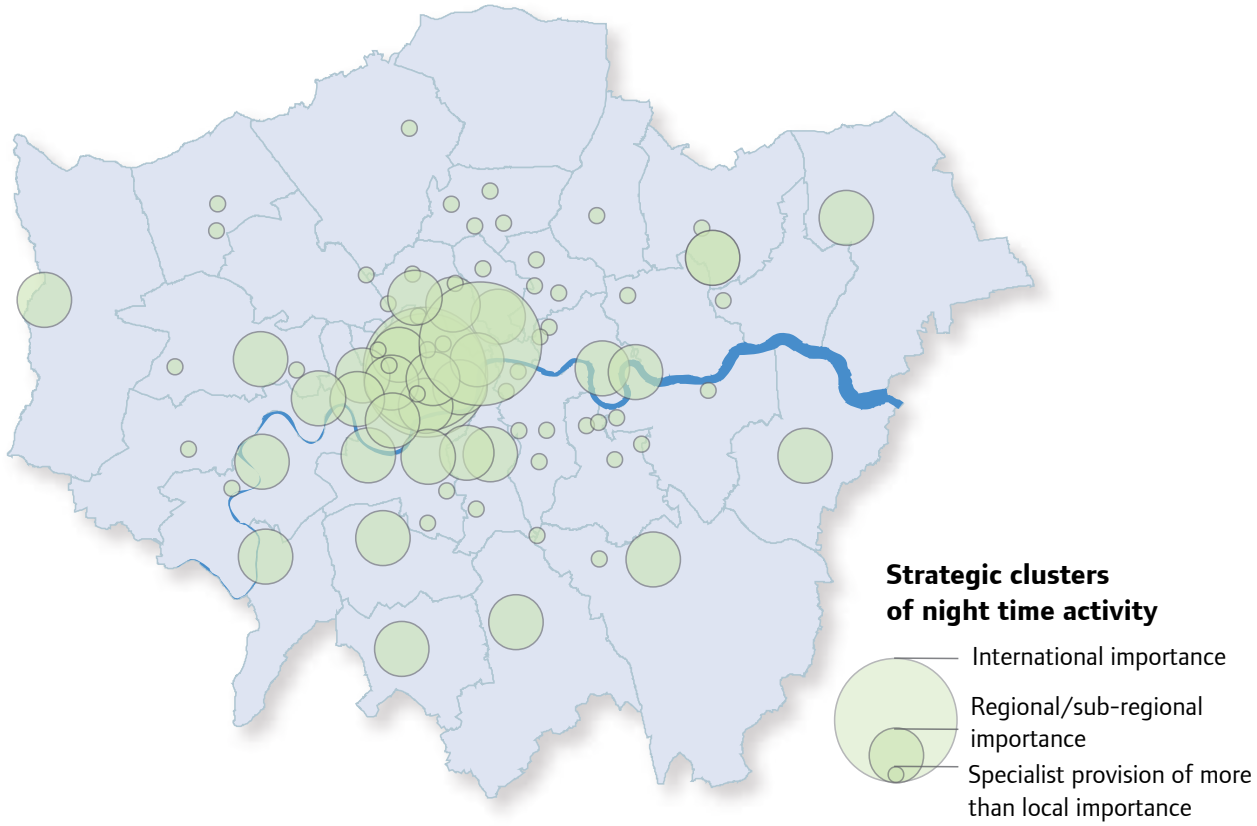
139 GLA Economics. London's Creative Sector: 2007 Update. GLA, 2007

140 Mayor of London. Cultural Metropolis: the Mayor's Priorities for Culture 2009-2012. GLA, 2010

141 Mayor of London. Town Centres SPG, 2014 op cit

142 London's Arcadia refers to the parks, gardens, historic buildings and landscape scenes covering the stretch of the Thames running from Teddington beneath Richmond Bridge to Kew.

Map 4.3 Night time economy clusters of strategic importance



© Crown Copyright and database right 2013. Ordnance Survey 100032216 GLA

4.36 London is a great city for night time entertainment and socialising, with a unique selection of bars, restaurants, performing arts venues, cinemas and night clubs. The night time economy also forms an important part of London's economy[143]. The Mayor encourages a supportive approach to planning these diverse night time activities in appropriate locations. LDFs should recognise and address the opportunities and challenges posed by the strategically important clusters of night time activities concentrated in some of the main town centres and parts of CAZ and its fringe (see Map 4.3 and Annex 2). The strategic cluster in Covent Garden/ Soho makes a particular contribution to London's world city offer as well as meeting Londoners' needs.

4.37 Boroughs should take an evidence based approach to managing the night time economy through an integrated range of measures including planning, licensing, policing, transport and street cleaning[144]. This will require the co-ordination and co-operation of local authorities and their partners, as well as residents, businesses and their customers. Integration of planning and licensing policies, while avoiding duplication, is essential to manage unacceptable cumulative

143 GLA Economics. Spending Time: London's Leisure Economy. GLA, 2003

144 Boroughs should manage the evening and night-time economy in centres, taking account of and complementing the local authority's Statement of Licensing Policy and the promotion of the licensing objectives under the licensing Act 2003.

impacts and saturation of night time economy activities in an area. When addressing saturation, licensing-based policies can be used to form part of an integrated package of measures, and should be reviewed regularly[145]. When managing cumulative impact, boroughs are encouraged to include policies in LDFs to influence the scale and nature of night time economy development, regarding the use class, time of operation, size of premises and proportions of retail frontages in different night time economy areas.

POLICY 4.7 RETAIL AND TOWN CENTRE DEVELOPMENT

Strategic

A The Mayor supports a strong, partnership approach to assessing need and bringing forward capacity for retail, commercial, culture and leisure development in town centres (see Policy 2.15).

Planning decisions

B In taking planning decisions on proposed retail and town centre development, the following principles should be applied:

- a the scale of retail, commercial, culture and leisure development should be related to the size, role and function of a town centre and its catchment
- b retail, commercial, culture and leisure development should be focused on sites within town centres, or if no in-centre sites are available, on sites on the edges of centres that are, or can be, well integrated with the existing centre and public transport
- c proposals for new, or extensions to existing, edge or out of centre development will be subject to an assessment of impact.

LDF preparation

C In preparing LDFs, boroughs should:

- a identify future levels of retail and other commercial floorspace need (or where appropriate consolidation of surplus floorspace – see Policy 2.15) in light of integrated strategic and local assessments
- b undertake regular town centre health checks to inform strategic and local policy and implementation
- c take a proactive partnership approach to identify capacity and bring forward development within or, where appropriate, on the edge of town centres
- d firmly resist inappropriate out of centre development
- e manage existing out of centre retail and leisure development in line with the sequential approach, seeking to reduce car dependency,

145 Department for Culture, Media and Sport. Revised Guidance Issued under section 182 of the Licensing Act 2003. DCMS, 2007 (paragraph 13.31)

improve public transport, cycling and walking access and promote more sustainable forms of development.

4.38 Local circumstances will determine whether night time economy activities should be encouraged to develop in a specific zone, or be spread more widely. In large centres the development of a night time economy 'quarter' or zone may be more appropriate for management purposes and enable an appropriate mix of uses to be encouraged[146].

4.39 Boroughs should encourage a diverse range of night time activities, expanding culture and leisure venues other than eating and drinking. This diversification can enable a mix of activities in the public realm and help keep public spaces safe. It can also attract a wider range of visitors to town centres at night, including those who feel excluded from alcohol-driven entertainment activities. This is particularly important to outer London, where there is a deficiency in access to other leisure facilities such as cinemas.

4.40 At a time of significant change in London's economy, demography, consumer behaviour and retailing there are inevitably uncertainties in projecting future consumer expenditure and shopping floorspace requirements. However, underlying these must be recognition of the pressures for structural change in retailing, the way these may be expressed through demand for, and use of floorspace and the probability of a long term contraction in floorspace growth relative to that which was anticipated in the past (see Policy 2.15). Thus, Experian[147] suggests that London's long term household expenditure could rise from £124 billion in 2011 to over £234 billion by 2036. London household expenditure on comparison goods retail is projected to rise from £23 billion in 2011 to over £48 billion by 2036, an annual average growth rate of 3.0 per cent. However, taking account of growth in commuter and tourist spending, retailers making more efficient use of existing space and special forms of retailing like e-tailing, it is estimated that London could have a baseline need for an additional 0.9 - 2.2 million sq.m of comparison goods retail floorspace by 2036[148]. When schemes in the planning pipeline are factored into the analysis, London could need an additional 0.4 - 1.6 million sq.m of comparison goods retail floorspace by 2036.

4.41 About one third of the gross baseline-need for additional comparison goods retail floorspace is in outer London and 45 per cent is in the CAZ. Guidance on the more local distribution of these requirements will be set out in supplementary guidance on town centres.

4.42 London's household expenditure on convenience goods retail is expected to

146 Mayor of London. Town Centres SPG, 2014 op cit

147 Experian Business Strategies. Consumer Expenditure and Comparison Goods Retail Floorspace Need in London, GLA 2013

148 Experian Business Strategies 2013 op cit. The estimates are based on a central assumption of floorspace productivity growth of 1.9% per annum. The upper figure in each range is the gross total requirement, the lower figure in each range is the net requirement after factoring in vacant floorspace

increase from £12 billion in 2011 to £22 billion by 2036, an annual average growth rate of 2.2 per cent.[149] Integrated strategic and local assessments of need and capacity for comparison and convenience goods retail will be an important part of the process for LDF preparation.

4.42A Reflecting wider trends in retailing highlighted in the Mary Portas report and in the work of the Outer London Commission, the London-wide retail need assessment suggests that in some parts of the capital there may be an overall surplus provision of retail floorspace relative to demand, especially if the pipeline of permitted schemes is implemented. Policy 2.15 shows how this might be addressed through opportunities for mixed use, high density, housing led redevelopment. Underlying demand for modern forms of retailing will also provide such opportunities, even in centres which do not appear to have surplus provision.

4.42B Taking into account both strategic and local retail capacity assessments, provision for future demand should be managed carefully in local plans for individual centres and include policies for primary shopping areas and primary and secondary frontages in the context of wider town centre management and initiatives (see Policy 2.15). When considering proposals for prior approval of changes from retail to residential and other associated works, account should be taken of their impact on design, the economic health of the centre, provision of essential local services and the character of the local area as well as broader strategic concerns outlined in Policy 2.15 and 4.7.

4.43 To meet identified needs and to support the vitality and viability of town centres (see Policy 2.15), the Mayor supports a proactive approach to improving the quality of retail floorspace and managing growth (or consolidation where there is surplus floorspace) within and on the edges of town centres, and encourages joint work between public and private sectors to identify and bring forward new retail, leisure and commercial development opportunities. Boroughs are encouraged to consider the use of compulsory purchase powers to facilitate land assembly for town centre development where appropriate. In carrying out town centre health checks, boroughs should include an assessment of the capacity of each town centre to accommodate additional retail and other commercial development appropriate to its role within the network. This supply side assessment should be set against an assessment of the need for new development on a borough and London-wide basis. Where need is established, boroughs should adopt a sequential approach to identifying suitable sites to accommodate it.

4.44 Areas in and around town centres will be most appropriate for higher density development in line with the locational strategy in Chapter 2. Development of edge of centre locations should be well integrated with the town centre, particularly in terms of providing safe, convenient and attractive access by walking and cycling.

4.45 New, or extensions to existing, out of centre retailing and leisure development

149 Experian Business Strategies 2013 op cit.

can compromise the strong 'town centres first' policy (see also Policy 2.15) which is essential to London's development as a sustainable, liveable city as well as exacerbating road traffic congestion and, for the large numbers of Londoners who do not have a car, undermining this Plan's social inclusion policies. Inappropriate out of centre development includes that which causes harm to the objectives of this Plan, which fails to fulfil the requirements of the sequential test, or which gives rise to significant adverse impacts (for example, on the vitality and viability of existing town centres, accessibility by a choice of means of transport or impacts on overall travel patterns).

4.46 London has a legacy of out- and edge of centre retail and other town centre type activities which are heavily car dependent. They should be managed in ways that reduce this dependency and improve public transport, cycling and pedestrian access. In some circumstances, generally relating to edge of centre developments, there may be potential for a wider mix of uses and greater integration with existing centres.

POLICY 4.8 SUPPORTING A SUCCESSFUL AND DIVERSE RETAIL SECTOR AND RELATED FACILITIES AND SERVICES

Strategic

A The Mayor will, and boroughs and other stakeholders should, support a successful, competitive and diverse retail sector which promotes sustainable access to the goods and services that Londoners need and the broader objectives of the spatial structure of this Plan, especially town centres (Policy 2.15).

Planning decisions and LDF preparation

B LDFs should take a proactive approach to planning for retailing and related facilities and services and:

- a bring forward capacity for additional comparison goods retailing particularly in International, Metropolitan and Major centres
- b support convenience retail particularly in District, Neighbourhood and more local centres, to secure a sustainable pattern of provision and strong, lifetime neighbourhoods (see Policy 7.1)
- c provide a policy framework for maintaining, managing and enhancing local and neighbourhood shopping and facilities which provide local goods and services, and develop policies to prevent the loss of retail and related facilities that provide essential convenience and specialist shopping or valued local community assets, including public houses, justified by robust evidence
- d identify areas under-served in local convenience shopping and services provision and support additional facilities at an appropriate scale in locations accessible by walking, cycling and public transport to serve existing or new residential communities

e support the range of London's markets, including street, farmers' and, where relevant, strategic markets, complementing other measures to improve their management, enhance their offer and contribute to the vitality of town centres

f support the development of e-tailing and more efficient delivery systems

g manage clusters of uses having regard to their positive and negative impacts on the objectives, policies and priorities of the London Plan including a centre's:

i. broader vitality and viability (Policy 2.15Ca)

ii. broader competitiveness, quality or diversity of offer (Policy 2.15Cc)

iii. sense of place or local identity (Policy 2.15Ac)

iv. community safety or security (Policy 2.15Cf)

v. success and diversity of its broader retail sector (Policy 4.8A)

vi. potential for applying a strategic approach to transport and land use planning by increasing the scope for "linked trips" (Policy 6.1)

vii. role in promoting health and well-being (Policy 3.2D)

viii. potential to realise the economic benefits of London's diversity (paragraph 3.3).

4.47 A vibrant, diverse retail sector is essential to London's success. Not only is it vital to ensuring that Londoners have access to the goods and services they need, but it plays a key role in London's economy, employing over 400,000 people[150] and supporting the economic vitality and health of the whole range of town centres across London, from its international centres in the West End and Knightsbridge to the large number of smaller local centres and parades of shops in outer London.

4.48 Larger centres are appropriate locations for accommodating much of the growth in comparison goods retail expenditure and floorspace because they are the most accessible by public transport and have greater capacity to provide choice and competition. While provision to meet need for convenience goods can be made in larger centres, smaller centres, especially district, neighbourhood and more local centres, are particularly suitable for accommodating growth in convenience floorspace, providing the new shops are of appropriate scale. This is because they form a denser network and are particularly accessible by walking and cycling as well as public transport. The availability of accessible local shops and related uses meeting local needs for goods and services (including post offices and public houses) is also important in securing 'lifetime neighbourhoods' (see Policy 7.1) – places that are welcoming, accessible and inviting to everyone regardless of age, health or disability and which provide local facilities available to all.

150 GLA Economics

4.48A The Mayor recognises the important role that London's public houses can play in the social fabric of communities (see also Policy 3.1B) and recent research[151] highlights the rapid rate of closures over the past decade and the factors behind these. To address these concerns, where there is sufficient evidence of need, community asset value[152] and viability in pub use, boroughs are encouraged to bring forward policies to retain, manage and enhance public houses[153].

4.49 The Mayor recognises that street and farmers' markets can make valuable and distinctive contributions to meeting Londoners' varied dietary requirements and extending competitive choice and access to a range of goods, as well as contributing to the vitality and wider offer of town centres. Strategic markets such as Portobello Road, Borough, and Columbia Road have a wider than sub-regional offer and are significant attractions for Londoners and visitors alike. Research shows that while some markets are thriving others face a range of challenges[154]. The planning system can help address some of these, but broader actions are often required, especially in terms of management and investment. These are usually local matters but given the importance of markets to Londoners, they are cumulatively of strategic importance. The Mayor encourages and supports boroughs and other stakeholders in tackling these issues in light of local circumstances and in the context of his broader policies to enhance town centres and foster a vibrant retail sector in the capital. Further guidance on market provision is provided in the Town Centres SPG.

4.50 Local retail strategies developed in partnership between communities, the retail industry and local authorities can identify areas under-served by essential retail facilities and establish the means to stimulate investment and regeneration. In LDFs, boroughs should consider opportunities for new or expanded local centres where there is capacity to meet the needs of existing under-served areas or new residential communities. Co-ordinated planning and other interventions may be required to retain facilities such as corner shops or small parades (such as those in housing estates) that provide an essential social function but are on the margins of economic viability. Improvements in e-infrastructure should be encouraged to enhance access to a competitive choice of goods and services for all communities.

4.50A It is important that the planning system is used to help manage clusters of uses to provide diverse and more vital and viable town centres. The London Plan supports and promotes the contribution to London's economy made by specialist clusters of economic activity. For example, clustering of particular leisure uses in town

151 Steve O'Connell A.M. Keeping Local. How to save London's Pubs as community resources. London Assembly Conservative Group, GLA 2013. CAMRA. Greater London Region / Capital Pubcheck, 2012

152 including an asset listed as an Asset of Community Value under the Localism Act 2011 or where an application has been made

153 see also Mayor of London, Town Centres Supplementary Planning Guidance, GLA 2014

154 London Assembly. London's Street Markets. GLA, 2007; CLG Select Committee. Market Failure, can the Traditional Market Survive? House of Commons, 2009; Regeneris consulting, London's Retail Street Markets, LDA 2010

centres can provide a visitor attraction, promote regeneration and boost economic growth and employment, provided it is managed effectively and does not reach saturation levels beyond which it has unacceptable negative impacts on a centre's vitality, viability, amenity and associated community safety. In such circumstances, the planning process can help manage such negative impacts. Over-concentrations of betting shops and hot food takeaways can give rise to particular concerns. Further guidance on implementing this aspect of Policy 4.8 is provided in the Town Centres SPG.

POLICY 4.9 SMALL SHOPS

Planning decisions

A In considering proposals for large retail developments, the Mayor will, and Boroughs should, consider imposing conditions or seeking contributions through planning obligations where appropriate, feasible and viable, to provide or support affordable shop units suitable for small or independent retailers and service outlets and/or to strengthen and promote the retail offer, attractiveness and competitiveness of centres.

LDF preparation

B In LDFs, Boroughs should develop local policies where appropriate to support the provision of small shop units.

4.51 The Mayor is committed to supporting town centres, a dynamic, competitive and diverse retail sector and small and medium sized enterprises. In parts of London, small shops are in short supply and affordability is a key concern, particularly for independent retailers and small enterprises. In considering proposals for large retail developments (typically over 2,500 sq m), the Mayor and boroughs may impose planning conditions or seek to negotiate planning obligations where appropriate, feasible and viable, to mitigate the loss of, and/or provide or support affordable shop units suitable for small or independent traders. This policy can also be used to support improvements and measures to help strengthen the retail offer, attractiveness and competitiveness of centres through steps to improve environmental quality, as appropriate and having regard to provisions on State Aid. In relation to district and local centres, boroughs may wish to use a lower threshold recognising the scale of developments that may be likely at such centres.

4.52 The appropriateness of application of this policy will depend upon local circumstances and should be weighed against other strategic priorities for planning obligations set out in Policy 8.2, and take account of other policies on place shaping (Policy 7.1) and town centres (2.15, 4.7 and 4.8). Account should also be taken of site characteristics and practical considerations including design and layout. Viability is also a consideration, including its bearing on development costs and other priority planning obligations. Where relevant, the number and size of units should be determined on the merits of each case. To secure affordability

in the longer term, the obligation should include measures to secure their affordability over time. Town Centres Supplementary Planning Guidance provides further advice on implementing this policy.

New and emerging economic Sectors

POLICY 4.10 NEW AND EMERGING ECONOMIC SECTORS

Strategic, planning decisions and LDF preparation

A The Mayor will, and boroughs and other relevant agencies and stakeholders should:

a support innovation and research, including strong promotion of London as a research location and encourage the application of the products of research in the capital's economic development

b give strong support for London's higher and further education institutions and their development, recognising their needs for accommodation and the special status of the parts of London where they are located, particularly the Bloomsbury/Euston and Strand university precincts

c work with developers, businesses and, where appropriate, higher education institutions and other relevant research and innovation agencies to ensure availability of a range of workspaces, including start-up space, co-working space and 'grow-on' space

d support the development of green enterprise districts such as that proposed in the Thames Gateway

e promote clusters of research and innovation as focal points for research and collaboration between businesses, HEIs, other relevant research and innovation agencies and industry

f support the evolution of London's science, technology, media and telecommunications (TMT) sector, promote clusters such as Tech City and Med City[1] ensuring the availability of suitable workspaces including television and film studio capacity.

1 See Glossary

4.53 New economic sectors will emerge and grow in importance between now and 2036. The Mayor's 'Smart London' initiative[155] complements this trend by promoting new technologies. London has become the European capital of digital technology with an estimated 48,000 jobs[156] now dependent on the sector and the largest concentration of ICT and software firms in Europe[157]. The government's commitment to invest in the Tech City Open Institute hub in the City Fringe should

155 For details see https://www.london.gov.uk/what-we-do/business-and-economy/science-and-technology/smart-london

156 Centre for London. A Tale of Tech City – The Future of Inner East London's Digital Economy. Centre forLondon, 2012

157 Dun & Bradstreet (SiC 737) fDi Intelligence in: GLA Intelligence. London's Digital Economy, GLA, 2012.

be complemented by strategic planning frameworks and local plans that enable entrepreneurs to locate and expand there and provide the flexibility and range of space that this new sector needs, including affordable space. Life sciences have also been identified as an important growth sector for London, reflecting the capital's research and teaching strengths. Within this sector there is particular demand for affordable 'grow-on' space (including laboratory space) to ensure London retains the innovations emerging from London based universities. This Plan provides the planning framework to complement the EDS and support development through the planning system including use of planning obligations and land acquisition powers, for example, to support biomedical research and development. This Plan's managed approach to provision for offices and industrial type activities will help underpin innovative firms seeking affordable and more flexible hybrid, incubator and accelerator premises[158], as well as ensuring there is adequate capacity to accommodate innovation among more established businesses and those which have bespoke requirements for science and technology park type environments (see Policies 2.7, 2.17, 4.2, 4.4).

4.54 The Mayor strongly supports measures to secure and develop London's leading role as a centre of higher and further education of national and international importance. These are important economic sectors in their own right with a key part to play in developing London's world city offer, as well as having considerable potential for greater synergies in fostering innovation in the private, and other parts of the public sector such as the National Health Service. Policy 2.11 underpins the Mayor's commitment to addressing their accommodation needs in the distinct circumstances of central London, and more generally through Policies 3.2, 3.17 and 3.18. He will support a broadly based forum of academic and other stakeholders to address these and other requirements.

4.55 The Mayor's commitment to tackling the effects of climate change through new development and his support for retrofitting the substantial stock of existing buildings mean that London is well positioned to accommodate expansion of the 'green' business sector, with opportunities in renewable energy, low carbon technology, waste reduction and recycling. For example, the Mayor is promoting a 'Green Enterprise District' in the Thames Gateway stretching from the Lower Lee to London Riverside, a concept that could be extended to other parts of London.

4.55A Tax breaks for film making have contributed to a 75 per cent increase in the number of films made in the UK[159]. The Mayor supports the production of media content in London and the economic boost this business can bring and aims to ensure that London has the television and film studio capacity to support this role.[160]

158 Ramidus Consulting Limited, Roger Tym & Partners. London Office Policy Review 2012. GLA, 2012. URS et al, Supporting Places of Work: Incubators, Accelerators and Co-working Spaces. GLA 2014

159 Oxford Economics. Economic Impact of the UK film Industry, Oxford Economics, 2010

160 Mayor of London. 2020 Vision. The greatest city on earth. Ambitions for London by Boris Johnson. GLA 2013

POLICY 4.11 ENCOURAGING A CONNECTED ECONOMY

Strategic

A The Mayor and the GLA Group will, and all other strategic agencies should:

a facilitate the provision and delivery of the information and communications technology (ICT) infrastructure a modern and developing economy needs, particularly to ensure: adequate and suitable network connectivity across London (including well designed and located street-based apparatus); data centre capability; suitable electrical power supplies and security and resilience; and affordable, competitive connectivity meeting the needs of small and larger enterprises and individuals

b support the use of information and communications technology to enable easy and rapid access to information and services and support ways of working that deliver wider planning, sustainability and quality of life benefits.

4.56 Successful service-based economies like London increasingly depend upon infrastructure facilitating rapid transfer of information, speedy and easy access to advice and services and a flexible approach to where work takes place and when. This can also help deliver wider planning objectives, such as reducing congestion on traffic networks at peak hours by supporting forms of home working and facilitating greater economic development in outer London. Increasingly, this will mean looking to the infrastructure needed to support 'ubiquitous networks' – those supporting use of a range of devices to access ICT services beyond desk-based personal computers, and the Mayor will examine the planning issues these might raise.

4.57 The Mayor wishes to ensure sufficient ICT connectivity to enable communication and data transfer within London, and between London, the rest of the UK and globally. He will work with infrastructure providers, developers and other stakeholders to support competitive choice and access to communications technology, not just in strategic business locations but more broadly for firms and residents elsewhere in inner and outer London, and to address e-exclusion, especially among disadvantaged groups and small and medium sized enterprises. In particular, he will support the development and extension of high speed connectivity. Development proposals should ensure competitive connectivity. In ensuring robust e-infrastructure capacity additional data centres (facilities housing computer and associated systems) may be required, together with reliable, sustainable and resilient electricity supplies. Data centres handling critical security and financial traffic benefit from proximity to the offices they serve, while other centres can be located close to local and sustainable sources of energy. These will be appropriate uses in preferred industrial locations and industrial

business parks. Appropriately located and designed street-based apparatus will also be needed.

Improving opportunities for all

POLICY 4.12 IMPROVING OPPORTUNITIES FOR ALL

Strategic

A Working with strategic partners, principally the London Enterprise Partnership, the Mayor will provide the spatial context to co-ordinate the range of national and local initiatives necessary to improve employment opportunities for Londoners, to remove barriers to employment and progression and to tackle low participation in the labour market.

Planning decisions

B Strategic development proposals should support local employment, skills development and training opportunities.

4.58 With a growing working age population, it will be essential to ensure that Londoners are able to access jobs and other opportunities within their city. This will also bring transport and environmental benefits by reducing the need for longer distance commuting. While London has experienced growth in terms of economy and employment, there are still large inequalities in access to jobs and levels of worklessness in the capital. Londoners from Black, Asian and minority ethnic (BAME) groups for instance are more than twice as likely to be unemployed as those from White groups.

4.59 The first step in addressing these issues is to build on London's strengths – its world-renowned higher education institutions, the highest skilled workforce in Europe, the knowledge base and creativity of its businesses. Secondly, there is a clear need to tackle significant labour market barriers such as the cost and availability of childcare, labour market discrimination and the mismatch between labour supply and demand in terms of education, skills or other barriers to success in a changing economy, focusing particularly on key target groups and communities living within London's most disadvantaged areas.

4.60 Working with and through the London Enterprise Panel (LEP), the Mayor will influence delivery of skills and employment support for people who work in London, to enhance Londoners' chances of employment and provide a more highly skilled workforce for organisations across the city. Helping people who are disadvantaged or excluded from the workplace, including those who are unemployed or who lack basic skills, will be a particular priority. Excellent and rigorous education, vocational training and a widespread apprenticeship system

will help young Londoners to compete in a globalised economy[161]. The Mayor will work with central Government to ensure that the national Work Programme meets the particular needs of Londoners.

4.61 Delivery of the Mayor's Economic Development Strategy (EDS) will be essential to achievement of the objectives of this Plan, which sets out the spatial development policies that will be needed. The EDS highlights the importance of extending opportunity to all Londoners and outlines actions to:

- tackle worklessness and get more Londoners into work
- address the root causes of low skills
- promote equality and tackle deprivation
- ensure more effective education, training and employment support for all
- help people get into work, stay in employment and progress in their career
- provide more personalised support and improve delivery.

4.62 Whilst recognising that the London labour market is relatively integrated, and people will find employment at varying distances from where they live, there is an important role for the planning system in ensuring that an adequate mix of businesses and public services (and therefore employment opportunities) are provided close to those communities who particularly benefit from local jobs. In the same way, planning can help to remove many barriers to employment and training opportunities by:

- supporting provision for affordable childcare facilities (see Policy 8.2)
- providing for business start up units
- providing for training facilities in new developments creating high levels of jobs, to help the skills of local people match the needs of London's growing economy
- ensuring facilities for employment are well-designed and accessible to all sections of the community (including disabled people and older people)
- locating employment and training facilities within walking/cycling and or public transport access of local communities.
- Alongside this, London's transport infrastructure provision should ensure that London's workforce can access jobs across the capital.

4.63 These physically focussed initiatives should be complemented by business advice and skills development that help businesses and individuals take advantage of the opportunities available to them.

161 Mayor of London. 2020 Vision. The greatest city on earth. Ambitions for London by Boris Johnson, GLA 2013

4.64 Boroughs are encouraged to investigate with developers the possibility of providing local businesses and residents the opportunity to apply for employment during the construction of developments and in the resultant end use.

CHAPTER FIVE

LONDON'S RESPONSE TO CLIMATE CHANGE

5.1 The Mayor is committed to making London a world leader in tackling climate change and the policies in this chapter will support delivery of the Mayor's vision for London and the objectives set out in Chapter 1, in particular that London should be:

- **A city that becomes a world leader in improving the environment** locally and globally, taking the lead in tackling climate change, reducing pollution, developing a low carbon economy and consuming fewer resources and using them more effectively.

5.2 This chapter sets out a comprehensive range of policies to underpin London's response to climate change, including underlying issues of resource management. These policies cover climate change mitigation and adaptation, waste, aggregates, contaminated land and hazardous substances. Rising to the challenge of climate change is a theme that runs through this Plan, and is central to the economic, social and environmental dimensions of sustainable development, as set out in the NPPF. There are relevant policies in all chapters of this Plan – particularly those on London's Economy (Chapter 4), Transport (Chapter 6) and Living Places and Spaces (Chapter 7).

5.3 Climate change – the rise in average global temperature due to increasing levels of greenhouse gases in the earth's atmosphere – is a fundamental challenge facing the world. There is mounting evidence of its seriousness and its potential impacts. It is caused by the emission of greenhouse gases (primarily carbon dioxide) that prevent the radiation of heat into space. Unless these are reduced, temperatures will continue to rise. Eventually, a tipping point could be reached, overcoming the earth's natural buffering systems, bringing catastrophic climate change.

5.4 Even if all greenhouse gas emissions stopped now, it is projected that the world would still need to adapt to at least a century of irreversible climate change. London is already feeling the effects. It is particularly vulnerable to flooding, overheating and drought conditions which can lead to water supply shortfalls. Climate change will increase the probability and severity of these effects through rising sea levels, heavier winter rainfall, higher tidal surges, hotter summers and less summer rainfall. The effects of climate change could seriously harm Londoners' quality of life, particularly the health and social and economic welfare of vulnerable people.

5.5 The latest UK Climate Projections 2009 (UKCP09)[162] have helped inform the development of the London Plan. Like previous projections (UKCP02) these show how the UK's climate is likely to change over the next century but provide greater detail regarding London's future temperature, rainfall and seasonal changes. They point to warmer and drier summers, and wetter winters, with appreciable changes seen by the 2020s. UKCP09 suggests that London could:

- by the 2020s, see an increase in summer mean temperature of 1.5 degrees Celsius, a decrease in mean summer rainfall of six per cent and an increase in

162 Department for Environment, Food and Rural Affairs (Defra). UK Climate Projections 2009. June 2009

mean winter rainfall of six per cent, all from a 1961–1990 baseline

- by the 2050s, see an increase in mean summer temperature of 2.7 degrees, an increase in mean winter rainfall of 15 per cent and a decrease in mean summer rainfall of 18 per cent
- by the 2080s, see an increase in mean summer temperature of 3.9 degrees, an increase of 20 per cent in mean winter rainfall and a decrease in mean summer rainfall of 22 per cent.

5.6 The Mayor is taking steps to tackle climate change through policies and programmes seeking to reduce London's carbon dioxide emissions and to manage resources more effectively. Under the Greater London Authority Act 2007, the Mayor has a new statutory duty to contribute towards the mitigation of, and adaptation to, climate change in the UK. The Mayor will use all of his powers, resources and influence to work with other agencies to raise awareness and promote behavioural change. He has already produced a strategy for Climate Change Adaptation[163] (the first for a major world city) and a strategy for Climate Change Mitigation and Energy[164]. He has also produced other strategies related to Waste Management, Air Quality, Water and Biodiversity, to manage London's resources and to protect and enhance its environment. The Mayor will ensure that policies in this Plan are complemented by those in other mayoral strategies (particularly the Mayor's Transport Strategy, which sets carbon dioxide reduction targets to be achieved in the transport system), and by supportive national, European Union and international policies and programmes (such as the Kyoto Protocol or any successor).

5.7 The London Plan supports the Mayor's strategies for tackling climate change particularly in relation to the built environment. The biggest challenge for London is to improve the contribution of the existing building stock (80 per cent of which will be still standing in 2050) to mitigating and adapting to climate change. While the London Plan's influence may be limited in this regard, its policies can strongly influence the way in which new development in London responds to the challenge of climate change, and creates opportunities for existing areas with respect to both mitigation and adaptation.

5.8 For development proposals the early design stage is the most cost effective time to incorporate relevant design and technological measures, enabling proposals to realise their full potential to reduce carbon dioxide emissions and adapt to climate change. Responding to climate change has to be an integral and essential part of the development process and not a set of 'bolt-ons' – increasingly, this will be seen as a key part of ensuring buildings are fit for purpose into the future. Preventative and adaptive measures will generate long term savings (particularly for energy and water use), and over time the inclusion of such measures should have positive impacts on property values as occupiers become more aware of the impacts

163 Mayor of London. London Climate Change Adaptation Strategy, GLA, Summer 2011

164 Mayor of London. Climate Change Mitigation and Energy Strategy, GLA, Summer 2011

of climate change on their environment. The costs and feasibility of measures to tackle climate change within developments need to be balanced against the potential cumulative costs that would come from failing to respond to the need for mitigation and adaptation.

5.9 Tackling climate change will also require a move towards more sustainable energy sources, and the London Plan seeks to support the development of decentralised energy systems, including the use of low carbon and renewable energy and the greater utilisation of energy generated from waste. This will also allow London to generate more of its own energy needs and enhance the security of its energy supply.

5.9a To support the Mayor's energy ambitions and to mitigate climate change it is essential that the additional energy infrastructure required to power a growing London can support low and zero carbon energy supply. The long term vision for London's energy infrastructure is a resilient electricity network with capacity provided where and when it is required to accommodate projected growth and decentralised energy across the capital.

5.10 The Mayor believes that making better use of waste and careful husbandry of London's limited aggregate reserves have major roles to play in tackling climate change. He believes that London's waste is potentially a valuable resource that can be exploited for London's environmental, economic and social benefit.

Climate Change Mitigation

5.11 The Mayor expects all development to make the fullest contribution to the mitigation of climate change – that is limiting the extent of future change beyond what is already locked in. The following policies seek to reduce the emissions of carbon dioxide, primarily by reducing emissions from new development and supporting development of low carbon energy infrastructure to produce energy more efficiently and exploit the opportunities to utilise energy from waste. These policies also have the potential to enhance the security of London's energy supply and reduce overall energy consumption.

5.12 The Mayor's Climate Change Mitigation and Energy Strategy contains further proposals to reduce carbon dioxide emissions and to tackle climate change through decarbonising London's energy supply, reducing the energy consumption of London's existing building stock and moving towards zero emission transport in London (see also Chapter 5.22 in the Mayor's Transport Strategy).

POLICY 5.1 CLIMATE CHANGE MITIGATION

Strategic

A The Mayor seeks to achieve an overall reduction in London's carbon dioxide emissions of 60 per cent (below 1990 levels) by 2025. It is expected that the GLA Group, London boroughs and other organisations will contribute to meeting this strategic reduction target, and the GLA will monitor progress towards its achievement annually.

LDF preparation

B Within LDFs boroughs should develop detailed policies and proposals that promote and are consistent with the achievement of the Mayor's strategic carbon dioxide emissions reduction target for London.

5.13 The UK is the world's eighth largest emitter of carbon dioxide, and London is responsible for 8.4 per cent of these emissions (the latest annual estimate is 44.71 million tonnes[165]). On a business as usual basis it is expected that annual carbon dioxide emissions will actually fall to 40.34 million tonnes by 2025 (a 10 per cent decrease on 1990 levels)[166]. London also has the lowest domestic carbon dioxide emissions per person per year, at 2.26 tonnes, and the joint lowest transport emission rate per person, at 1.38 tonnes, of all the UK regions[167]. This is largely due to the higher use of public transport and the density of development in London.

5.14 There is growing scientific consensus that stabilising atmospheric carbon dioxide emissions to levels at or below 450 parts per million is required to avoid catastrophic climate change. The strategic target in Policy 5.1 represents the emissions reduction required in London as a contribution to stabilising the world's emissions at this level by 2050. As part of the Climate Change Act 2008 the Government established a target to reduce the UK's greenhouse gas emissions by 80 per cent by 2050 and has proposed carbon budgets as a means to work towards this UK target.

5.15 The strategic target in Policy 5.1 will be extremely challenging but it will be achievable with the full commitment and collaboration of all stakeholders, particularly national government. Progress will be kept under review to ensure that policies and programmes set out in the Climate Change Mitigation and Energy Strategy are on track. Overall, the most substantial emissions savings London can make will come from initiatives to decarbonise its energy supply and to reduce the emissions from the existing building stock. In the planning context, the Mayor expects that all new development will fully contribute towards the reduction of carbon dioxide emissions, and this will be principally achieved through the application of Policy 5.2 and the Mayor's energy hierarchy. Further information

165 Ibid.

166 Ibid

167 Greater London Authority. Focus on London. GLA 2009

regarding how the Mayor expects London to achieve this strategic target is outlined in the Mayor's Climate Change Mitigation and Energy Strategy.

POLICY 5.2 MINIMISING CARBON DIOXIDE EMISSIONS

Planning decisions

A Development proposals should make the fullest contribution to minimising carbon dioxide emissions in accordance with the following energy hierarchy:

1 Be lean: use less energy
2 Be clean: supply energy efficiently
3 Be green: use renewable energy

B The Mayor will work with boroughs and developers to ensure that major developments meet the following targets for carbon dioxide emissions reduction in buildings. These targets are expressed as minimum improvements over the Target Emission Rate (TER) outlined in the national Building Regulations leading to zero carbon residential buildings from 2016 and zero carbon non-domestic buildings from 2019.

Residential buildings:

Year	Improvement on 2010 Building Regulatons
2010 – 2013	25 per cent (Code for Sustainable Homes level 4)t
2013 – 2016	40 per cent
2016 – 2031	Zero Carbon

Non-domestic buildings:

Year	Improvement on 2010 Building Regulatons
2010 – 2013	25 per cent
2013 – 2016	40 per cent
2016 – 2019	As per building regulations requirements
2019 - 2031	Zero Carbon

C Major development proposals should include a detailed energy assessment to demonstrate how the targets for carbon dioxide emissions reduction outlined above are to be met within the framework of the energy hierarchy.

D As a minimum, energy assessments should include the following details:

a calculation of the energy demand and carbon dioxide emissions covered by Building Regulations and, separately, the energy demand and carbon dioxide emissions from any other part of the development, including plant or equipment, that are not covered by the Building Regulations (see paragraph 5.22) at each stage of the energy hierarchy

b proposals to reduce carbon dioxide emissions through the energy efficient design of the site, buildings and services

c proposals to further reduce carbon dioxide emissions through the use of decentralised energy where feasible, such as district heating and cooling and combined heat and power (CHP)

d proposals to further reduce carbon dioxide emissions through the use of on-site renewable energy technologies.

E The carbon dioxide reduction targets should be met on-site. Where it is clearly demonstrated that the specific targets cannot be fully achieved on-site, any shortfall may be provided off-site or through a cash in lieu contribution to the relevant borough to be ring fenced to secure delivery of carbon dioxide savings elsewhere.

5.16 Carbon dioxide emissions from new development should be reduced by sustainable use of energy in accordance with the Mayor's energy hierarchy. The first step in the hierarchy, to reduce energy demand, should be met through adopting sustainable design principles outlined in Policy 5.3. The second step, to supply energy efficiently, should be met by prioritising decentralised energy, as outlined in Policies 5.5 and 5.6. The third step, to use renewable energy, is outlined in Policy 5.7.

5.17 Over time both the Mayor and the Government expect all new development will be zero carbon. The Government has expressed the aim that all new homes should be zero carbon by 2016 and new non-domestic buildings should be zero carbon by 2019. This will result in a significant step change in the national Building Regulations (Part L) in terms of the minimum improvements over the Target Emission Rate (TER)[168] for new development.

5.18 The targets set out in Policy 5.2 are minimum improvements over the TER for London as advances are made towards zero carbon development. This approach conforms to the Government's Code for Sustainable Homes (CSH), which outlines

168 TER is the calculated target carbon dioxide emission rate for a development, expressed in kilograms of carbon dioxide per annum

targeted improvements, as individual code levels for residential buildings, towards the achievement of zero carbon housing.

5.19 The targets for 2010 to 2013 in Policy 5.2 are equivalent to the energy requirements for code level 4 of the CSH for residential buildings. These targets are informed by the observed performance of new development since the London Plan was first published in 2004, and have been established as achievable and suitable for London. The GLA's most recent monitoring information[169] shows that on average development proposals approved by the Mayor since September 2007 have achieved typical savings between of 30 and 40 per cent above Building Regulation requirements, with about a quarter of applications meeting or exceeding 40 per cent savings.

5.20 The targets outlined apply to all major development proposals. The highest level of carbon dioxide emissions reduction will be sought in every proposal, and the Mayor will actively encourage zero carbon development where appropriate. Overall carbon dioxide emissions reductions should reflect the context of each proposal, taking account of its size, nature, location, accessibility and expected operation. The targets will be used by the Mayor in the consideration of proposals that come before him for determination and to guide the development of proposals within opportunity and intensification areas as well as for monitoring purposes. They may also influence proposals falling within the ambit of the wider GLA Group. At borough level, the steeper trajectory towards meeting the Government's target of zero carbon residential development by 2016 and non-domestic buildings by 2019 should be sought from major developments taking account of such factors as ease and practicability of connection to existing networks, context, size, nature, location, accessibility and expected operation.

5.21 Every major development proposal should be accompanied by an energy assessment demonstrating how the targets for carbon dioxide emissions reduction will be met within the framework of the energy hierarchy. Boroughs are also encouraged to require energy assessments for other development proposals where appropriate. Full details regarding how to prepare an energy assessment are outlined in Appendix D of the supplementary planning guidance on Sustainable Design and Construction.

5.22 Some developments (such as offices, industrial units and hospitals) have significant carbon dioxide emissions related to energy consumption from electrical equipment and portable appliances that are not accounted for in Building Regulations, and therefore are not included within the calculations for the Target Emissions Rate. The strategic aim is to reduce carbon emissions overall, so that while planning decisions and monitoring requirements will be underpinned by the targets expressed in Policy 5.2B, the requirement in Policy 5.2Da for energy assessments to include separate details of unregulated emissions is to recognise explicitly the additional contribution that can be made through use of efficient

169 London South Bank University. Review of the Impact of the energy policies in the London Plan on applications referred to the Mayor. GLA, 2009

equipment, building controls and good management practices, including green leases.

5.22a Demand side management is a further way developments can minimise their carbon dioxide emissions as well as minimise the need for additional generating and distribution infrastructure. Demand side management enables non-essential equipment to be turned off or to operate at a lower capacity to respond to the wider availability of energy in the network – that is, the wider energy demand and generation across the network. Developments are encouraged to include infrastructure to enable demand side management.

5.23 Where it is demonstrated that the specific targets for carbon dioxide emissions reduction cannot be fully achieved on-site the shortfall may be provided off-site, but only in cases where there is an alternative proposal identified and delivery is certain, or where funding can be pooled to support specific carbon dioxide reduction projects or programmes. Further guidance on the criteria for off-site provision, the types of acceptable projects and programmes and a London wide funding scheme will be set out for boroughs.

POLICY 5.3 SUSTAINABLE DESIGN AND CONSTRUCTION

Strategic

A The highest standards of sustainable design and construction should be achieved in London to improve the environmental performance of new developments and to adapt to the effects of climate change over their lifetime.

Planning decisions

B Development proposals should demonstrate that sustainable design standards are integral to the proposal, including its construction and operation, and ensure that they are considered at the beginning of the design process.

C Major development proposals should meet the minimum standards outlined in the Mayor's supplementary planning guidance and this should be clearly demonstrated within a design and access statement. The standards include measures to achieve other policies in this Plan and the following sustainable design principles:

- a minimising carbon dioxide emissions across the site, including the building and services (such as heating and cooling systems)
- b avoiding internal overheating and contributing to the urban heat island effect
- c efficient use of natural resources (including water), including making the most of natural systems both within and around buildings

d minimising pollution (including noise, air and urban runoff)

e minimising the generation of waste and maximising reuse or recycling

f avoiding impacts from natural hazards (including flooding)

g ensuring developments are comfortable and secure for users, including avoiding the creation of adverse local climatic conditions

h securing sustainable procurement of materials, using local supplies where feasible, and

i promoting and protecting biodiversity and green infrastructure.

LDF preparation

D Within LDFs boroughs should consider the need to develop more detailed policies and proposals based on the sustainable design principles outlined above and those which are outlined in the Mayor's supplementary planning guidance that are specific to their local circumstances.

5.24 The principles underlying sustainable design and construction reflect a number of policies in this Plan. In particular they seek to improve the environmental performance of buildings, including consideration of climate change mitigation and adaptation. Policy 5.3 is intended to ensure that buildings minimise carbon dioxide emissions; are efficient in resource use; protect the environment; recognise the uniqueness of locations; are healthy and adaptable; and make the most of natural systems including, for example, the use of passive solar design or local ecosystems. It should be considered alongside policies dealing with architecture and design in Chapter 7.

5.25 Design features such as green roofs (see Policy 5.11) can enhance biodiversity, absorb rainfall, improve the performance of the building, reduce the urban heat island effect and improve the appearance of a development. Use of appropriate materials is also key, and where practicable those with a high embodied energy (see glossary) should be avoided. The Mayor's supplementary planning guidance on Sustainable Design and Construction and on Housing reflect key sustainable design principles and outline the standards that are applicable to all developments. These standards should be considered early in the design process and should be addressed in the design and access statement to show how they have been integrated into the development proposal.

5.27 In support of the London Housing Strategy the Mayor has produced a *Housing Design Guide*[170] (see Chapter 3), which provides further guidance on the standards outlined in the Mayor's Housing Supplementary Planning Guidance.

5.28 Sustainable construction is also a key consideration. The Mayor's supplementary planning guidance on Sustainable Design and Construction outlines key principles

170 Mayor of London. London Housing Design Guide. (LHDG). LDA, 2010 - this has been replaced by the 2016 Housing SPG.

and standards that are applicable to the construction phase of new development. It suggests developers refer to the Mayor and London Councils' best practice guidance on the control of dust and emissions during demolition and construction (also see Policy 7.14). This addresses the environmental impact of construction[171], including minimising emissions of dust and construction plant and vehicles emissions. The Mayor also encourages the use of the Demolition Protocol[172] developed by London Remade to support recycling and reuse of construction materials.

POLICY 5.4 RETROFITTING

Strategic

A The environmental impact of existing urban areas should be reduced through policies and programmes that bring existing buildings up to the Mayor's standards on sustainable design and construction. In particular, programmes should reduce carbon dioxide emissions, improve the efficiency of resource use (such as water) and minimise the generation of pollution and waste from existing building stock.

LDF preparation

B Within LDFs boroughs should develop policies and proposals regarding the sustainable retrofitting of existing buildings. In particular they should identify opportunities for reducing carbon dioxide emissions from the existing building stock by identifying potential synergies between new developments and existing buildings through the retrofitting of energy efficiency measures, decentralised energy and renewable energy opportunities (see Policies 5.5 and 5.7).

5.29 Retrofitting buildings can make a significant contribution to the climate change and resource management aims of this Plan – for example, London's existing domestic buildings contribute 36 per cent of the region's carbon dioxide emissions alone. Along with other non-domestic buildings, retrofitting the existing building stock presents a significant opportunity to help meet the strategic carbon dioxide reduction target of 60 per cent by 2025.

5.30 Policy 5.4 applies the principles in Policy 5.3 to existing building stock where retrofit opportunities arise (for example, large estate refurbishments). The Mayor supports an integrated, multi-agency approach, to promote the retrofitting of existing buildings, and where possible policies and programmes supporting zero carbon development and deployment of decentralised energy should also

171 Mayor of London and London Councils. The Control of Dust and Emissions from Construction and Demolition. Best Practice Guide. London Councils and GLA, 2006

172 ICE. Demolition protocol –implementation document. ICE and London Remade, 2003

be applied to existing buildings. The Mayor will support measures through the Building Regulations and other regulatory and funding mechanisms to improve the performance of London's existing buildings, increase energy and water efficiency, and to make full use of technologies such as decentralised energy and renewable energy.

5.31 Further details regarding programmes for retrofitting can be found in the Mayor's Climate Change Mitigation and Energy Strategy and in the London Climate Change Adaptation Strategy. The London Housing Strategy also outlines actions to retrofit existing homes with an emphasis on increasing energy efficiency and reducing carbon dioxide emissions. In addition, useful guidance for retrofitting existing homes is provided in the report *Your home in a changing climate* published by the Three Regions Climate Change Group[173], and on English Heritage's climate change website[174].

POLICY 5.4A ELECTRICITY AND GAS SUPPLY

Strategic

A The Mayor will work with the relevant energy companies, Ofgem the regulator, national Government, the boroughs, developers, business representatives and others to promote strategic investment in electricity and gas infrastructure where and when it is required to accommodate the anticipated levels of growth in London. The forecasting of requirements should take into account the opportunities and impacts of decentralised energy and demand management measures.

Planning Decisions

B Developers, especially of major schemes, should engage at an early stage with relevant boroughs and energy companies to identify the gas and electricity requirements arising from their development proposals.

C The Mayor will work with relevant boroughs, energy companies and other relevant parties to support where appropriate development proposals for gas and electricity infrastructure which address identified energy requirements.

LDF preparation

D Boroughs should work with the relevant energy companies to establish the future gas and electricity infrastructure needs arising from the development of their area and address them in their local plans. Boroughs should cooperate across boundaries (including outside Greater London where appropriate) to identify and address potential capacity shortfalls in the wider energy network serving their area.

173 Three Regions Climate Change Group. Your home in a changing climate- report for policy makers. 2008

174 www.climatechangeandyourhome.org.uk

Where land is required for infrastructure, boroughs should allocate suitable sites.

5.31A Electricity and gas infrastructure is essential for the functioning of any modern city. The relevant markets are complex with a range of stakeholders involved in the planning of required gas and electricity distribution capacity and different companies covering different parts of London. In addition, National Grid is responsible for energy transmission infrastructure.

Electricity Supply

5.31B UK Power Networks (UKPN) is London's main Distribution Network Operator (DNO) for electricity serving all except the London boroughs of Hillingdon, Hounslow and Ealing. Scottish and Southern Energy serves these boroughs. UKPN is responsible for distributing electricity from National Grid's Grid Supply Points to London's homes and businesses.

5.31C The high level of network utilisation, especially in central London, is a particular concern because of the level of development required to accommodate anticipated population and business growth. According to UKPN, some of the large buildings being built in London have a maximum demand equivalent to a town with a population of around 50,000. It is expected that at least in the short term, electricity demand could increase by up to 4 per cent annually. A mechanism has therefore been put in place to provide UKPN with regular, up-to-date information from the London Development Database to ensure that their demand forecasts are as robust as possible.

5.31D There are concerns over the potential lack of strategic investment ahead of specific connection requests and the need to facilitate more cost-effective and timely connection of developments to the network. The current regulatory framework does not fully address demands likely to be generated by London's distinct levels of growth and density. The Mayor has therefore established a London Electricity High-level Working Group[175] to investigate requirements for more strategic provision of electricity infrastructure in advance of need.

5.31E Boroughs and DNOs should work together to assess future capacity requirements and constraints so that land for new electricity distribution infrastructure can be identified strategically and efficiently in advance. It is particularly important to avoid situations arising where the viability and space use of new development proposals are constrained disproportionately because inadequate account has

175 This initiative emerged from the Mayor's Electricity Summit in November 2012 and marked the starting point of a commitment to on-going, closer co-operation with the electricity industry, its regulator, the development and business sectors and interested local authorities. In addition, the High-level Working Group supports decentralised energy and demand management since they help to reduce the need for additional infrastructure investment. Further details about the Working Group can be found at: https://www.london.gov.uk/what-we-do/planning/who-we-work/planning-working-groups/london-electricity-working-group

been taken of the cumulative effect of earlier development on infrastructure capacity. Account should also be taken of the cumulative impact of anticipated developments on electricity transmission infrastructure requirements.

Gas Supply

5.31F Two companies share London's gas distribution network. National Grid serves the area north of the Thames as well as Battersea to Lambeth, and Southern Gas Networks the area south of the Thames. National Grid owns and operates the high-pressure transmission system, which transports gas from terminals to the two distribution networks, which operate at lower pressure.

5.31G Partly because of improvements in operational efficiency, the industry is currently not expecting a general increase in gas demand. However, alongside the continuing programme of replacing old metal gas mains, local infrastructure improvements may be required to supply growth areas such as Opportunity Areas. This may also require the provision of new pressure reduction stations.

5. 31H There are numerous low-pressure gasholders in London. Only a few are still operational and both gas distribution companies pursue de-commissioning strategies, which will result in brownfield land becoming available for development. The Mayor will work with them to prioritise de-commissioning of those gasholder sites which have significant potential to contribute to the provision of new homes and jobs on and around them. Planning guidance for hazardous installations (see Policy 5.22) will be prepared in cooperation with relevant stakeholders including the Health and Safety Executive to facilitate the de-commissioning process.

POLICY 5.5 DECENTRALISED ENERGY NETWORKS

Strategic

A The Mayor expects 25 per cent of the heat and power used in London to be generated through the use of localised decentralised energy systems by 2025. In order to achieve this target the Mayor prioritises the development of decentralised heating and cooling networks at the development and area wide levels, including larger scale heat transmission networks.

LDF preparation

B Within LDFs boroughs should develop policies and proposals to identify and establish decentralised energy network opportunities. Boroughs may choose to develop this as a supplementary planning document and work jointly with neighbouring boroughs to realise wider decentralised energy network opportunities. As a minimum boroughs should:

a identify and safeguard existing heating and cooling networks

b identify opportunities for expanding existing networks and establishing new networks. Boroughs should use the London Heat

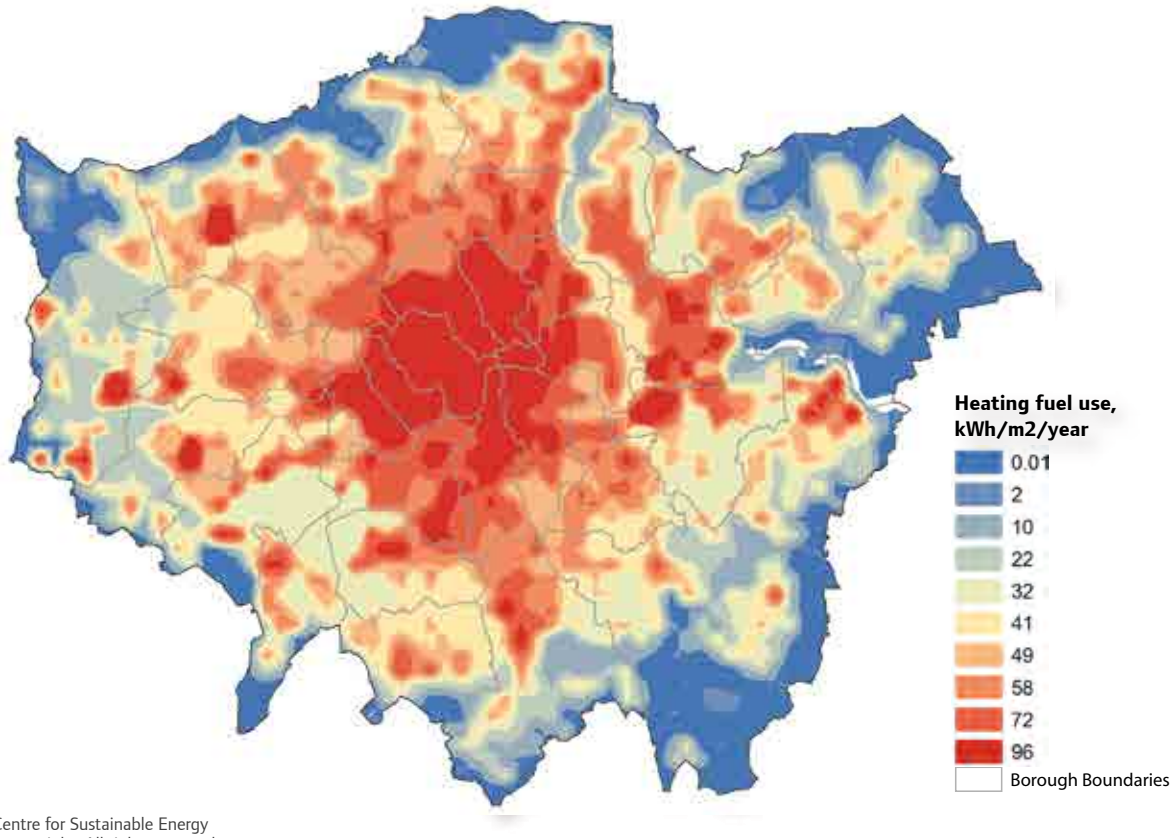
Map tool and consider any new developments, planned major infrastructure works and energy supply opportunities which may arise

c develop energy master plans for specific decentralised energy opportunities which identify:
  - major heat loads (including anchor heat loads, with particular reference to sites such as universities, hospitals and social housing)
  - major heat supply plant
  - possible opportunities to utilise energy from waste
  - possible heating and cooling network routes
  - implementation options for delivering feasible projects, considering issues of procurement, funding and risk and the role of the public sector

d require developers to prioritise connection to existing or planned decentralised energy networks where feasible.

5.32 The Mayor supports the greater use of renewable and low carbon generation technologies, and has set a target for London to generate 25 per cent of its heat and power requirements through the use of local, decentralised energy (DE) systems by 2025. DE generates power at point of use, making more efficient use of primary energy by utilising generated heat that would otherwise be wasted in large-scale thermal power generation plants. Supported by planned development, London's future district heating networks will evolve from natural gas CHP to being supplied by energy from waste. Depending on future technologies, the systems could mature into low temperature networks taking advantage of low grade surplus heat, minimising the need for primary energy input. Renewable energy DE opportunities including the use of energy from waste and biomass schemes are also supported. Shifting 25 per cent of London's energy demand to be supplied through decentralised systems could save up to 2.57 million tonnes of carbon dioxide a year. Greater use of DE will also help London become more self-sufficient and secure in relation to its energy needs.

Map 5.1 Heat density in London (relative heat demand based on fuel use kWh/m2/ year)



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Greater London Authority 100032216 (2011)

5.33 London has the potential to increase its DE capacity ten-fold[176]. The Mayor is working to stimulate a major increase in investment in the necessary district energy infrastructure required to maximise the opportunities it can deliver. Map 5.1 shows heat demand density across London, which when used in conjunction with other relevant spatial factors (such as social housing density, major development and regeneration areas) can help identify opportunities for DE networks (see paragraph 5.35).

5.34 Some boroughs have already undertaken technical and financial feasibility work to progress district-wide heat and power schemes, and it is expected all boroughs will actively promote DE in their LDFs. This will enable systematic identification of key opportunities across London for different types of DE systems. The scale of opportunity can vary from CHP systems on specific development sites, through town centre wide district energy projects such as Elephant and Castle and the Olympic Park/Village schemes, to connecting into large scale infrastructure such as the London Thames Gateway Heat Network. This could ultimately extend to 23 kilometres and supply the heat requirements of 120,000 homes and properties,

176 DEFRA. Analysis of the UK potential for Combined Heat and Power. Defra, October 2007

saving approximately 100,000 tonnes of carbon dioxide each year.

5.35 The Mayor has developed an online London Heat Map tool[177], which will help boroughs and developers identify and develop key DE opportunities. Boroughs and others (including developers) are encouraged to update information to this tool and utilise the heat map to develop more detailed local energy masterplans. The tool continues to be developed and updated as boroughs and others add further information into the map on heat loads, heat supply plants and networks in their areas. The Mayor and London Councils have also developed a comprehensive decentralised energy masterplanning support package, tailored to boroughs' individual requirements and ranging from organisational capacity building to the identification, development and implementation of specific projects.

5.36 Boroughs should work with significant energy users, potential energy providers and Energy Services Companies (ESCOs)[178] to identify and develop DE network opportunities. Where an opportunity for a DE network is taken forward, the borough should connect its own buildings to the network wherever possible and identify potential sites for energy centres on either council owned land or in buildings. The GLA are developing decentralised energy technical specifications and standards in conjunction with the boroughs and other relevant stakeholders to ensure compatibility between decentralised energy networks as they are developed in London. Boroughs are encouraged to make use of these specifications and standards when developing network opportunities in their borough. They may also wish to explore the use of local development orders (LDOs) for implementation purposes. Further information on proposals to support the wider uptake of DE systems in London can be found in the Mayor's Climate Change Mitigation and Energy Strategy.

POLICY 5.6 DECENTRALISED ENERGY IN DEVELOPMENT PROPOSALS

Planning decisions

A Development proposals should evaluate the feasibility of Combined Heat and Power (CHP) systems, and where a new CHP system is appropriate also examine opportunities to extend the system beyond the site boundary to adjacent sites.

B Major development proposals should select energy systems in accordance with the following hierarchy:

1 Connection to existing heating or cooling networks;
2 Site wide CHP network;
3 Communal heating and cooling;

177 Details can be found on the Energy Masterplan for London website: www.emplondon.org.uk

178 London Energy Partnership. Making ESCOs Work: Guidance and Advice on setting up and delivering ESCOs. LEP, 2007

C Potential opportunities to meet the first priority in this hierarchy are outlined in the London Heat Map tool. Where future network opportunities are identified, proposals should be designed to connect to these networks.

5.37 Development proposals should seek to connect to existing or planned DE networks. Linking a new development to an existing CHP system may be the most resource efficient option, allowing more effective use to be made of heat, power and cooling. If it is not possible to link to an existing system, the feasibility of CHP needs to be considered on a site-wide basis connecting different uses and/or group of buildings or an individual building. Investment in heat and cooling distribution infrastructure should be considered in all developments. CHP systems must be designed to run efficiently and be optimally sized to maximise carbon dioxide savings.

5.38 Opportunities to incorporate energy from waste or, where technically feasible, renewable energy should be investigated. However, the design of such systems should also seek to minimise impacts on air quality (see Policy 7.14). Where a district CHP system provides part of a development's power and/or heating and/or cooling demand, suitable renewable energy technologies should be considered in addition, in accordance with Policy 5.7 and the Mayor's energy hierarchy. In this area of policy, as all others, feasibility includes questions of financial and technical viability. There are recognised ways of identifying and assessing these. These will ensure that requirements are not imposed on the development that could lead to uneconomic costs on occupiers.

POLICY 5.7 RENEWABLE ENERGY

Strategic

A The Mayor seeks to increase the proportion of energy generated from renewable sources, and expects that the projections for installed renewable energy capacity outlined in the Climate Change Mitigation and Energy Strategy and in supplementary planning guidance will be achieved in London.

Planning decisions

B Within the framework of the energy hierarchy (see Policy 5.2), major development proposals should provide a reduction in expected carbon dioxide emissions through the use of on-site renewable energy generation, where feasible.

LDF preparation

C Within LDFs boroughs should, and other agencies may wish to, develop more detailed policies and proposals to support the development of renewable energy in London – in particular, to identify broad areas where specific renewable energy technologies, including large scale

systems and the large scale deployment of small scale systems, are appropriate. The identification of areas should be consistent with any guidelines and criteria outlined by the Mayor.

D All renewable energy systems should be located and designed to minimise any potential adverse impacts on biodiversity, the natural environment and historical assets, and to avoid any adverse impacts on air quality.

5.39 Use of renewable energy presents a significant opportunity to reduce carbon dioxide emissions, and its development will also contribute to the security of energy supply in London. Energy generated from waste provides a particularly significant opportunity for London to exploit in the future. Preference should be given to using advanced conversion technologies including anaerobic digestion, gasification and pyrolysis (see glossary) that have the potential to achieve greater efficiencies and carbon dioxide emissions savings.

5.40 The Mayor has outlined in the Climate Change Mitigation and Energy Strategy projections for the installation of different renewable energy technologies to increase London's generation of both electricity and heat from such sources up to 2031. These projections will be supported by supplementary planning guidance. The Government has adopted a UK wide target for 15 per cent of total energy to be generated by renewable sources by 2020, and these projections represent London's contribution to this 2020 target and beyond. Further detail is set out in the Climate Change Mitigation Strategy and alterations to the Plan will be brought forward as appropriate.

5.41 Boroughs are encouraged to identify opportunities for developing renewable energy systems in their areas, including large scale systems. Where land is needed for the provision of renewable energy technologies, such as anaerobic digesters and biomass plants, boroughs should encourage this provision through their inclusion in development briefs and area action plans. The Mayor's supplementary planning guidance will set out broad guidelines to assist boroughs and, where appropriate, neighbourhoods, to define locations where stand-alone renewable energy schemes would be appropriate. The increased use of renewable heat will also significantly depend on the growth of heat networks. The Mayor and Boroughs will also encourage community-led initiatives for renewables and low carbon energy and examine how they can be supported through neighbourhood planning (see Policy 7.1).

5.42 Individual development proposals will also help to achieve these targets by applying the energy hierarchy in Policy 5.2. There is a presumption that all major development proposals will seek to reduce carbon dioxide emissions by at least 20 per cent through the use of on-site renewable energy generation wherever feasible. Development proposals should seek to utilise renewable energy technologies such as: biomass heating; cooling and electricity; renewable energy from waste; photovoltaics; solar water heating; wind and heat pumps. The Mayor

encourages the use of a full range of renewable energy technologies, which should be incorporated wherever site conditions make them feasible and where they contribute to the highest overall and most cost effective carbon dioxide emissions savings for a development proposal.

POLICY 5.8 INNOVATIVE ENERGY TECHNOLOGIES

Strategic

A The Mayor supports and encourages the more widespread use of innovative energy technologies to reduce use of fossil fuels and carbon dioxide emissions. In particular the Mayor will seek to work with boroughs and other partners in this respect, for example by stimulating:

a the uptake of electric and hydrogen fuel cell vehicles

b hydrogen supply and distribution infrastructure

c the uptake of advanced conversion technologies such as anaerobic digestion, gasification and pyrolysis for the treatment of waste.

LDF preparation

B Within LDFs boroughs may wish to develop more detailed policies and proposals to support the use of alternative energy technologies (particularly in infrastructure and masterplanning opportunities).

5.43 Use of alternatives to traditional fossil fuels is a way to help improve air quality, reduce greenhouse gas emissions and improve energy security. Opportunities to develop the more widespread use of alternative energy sources include supporting emerging technologies and innovations, and supporting the development of supply chains, infrastructure and associated skill requirements.

5.44 Road vehicles account for around 80 per cent of transport related carbon dioxide emissions, and the Mayor wants to accelerate uptake of greener fuels and vehicles to address this. Hydrogen fuel cell vehicles are being trialled in London and the Mayor actively supports the greater deployment of electric vehicles. Hybrid vehicles are already widely available and offer carbon dioxide emissions reductions of around 30 per cent over vehicles running on fossil fuels. Electric vehicles emit much less carbon dioxide and other pollutants compared to conventional cars, and have zero emissions at point of use. To promote their uptake the Mayor has set up the London Electric Vehicle Partnership and has published an Electric Vehicle Delivery Plan for London. Policy 6.13 also requires the provision of electrical charging points in new developments as part of parking provision requirements.

5.45 The Mayor will work with the London Hydrogen Partnership, boroughs and others to support the development of a Hydrogen Action Plan, and the development of energy infrastructure based on hydrogen as a principal energy carrier. The Mayor will encourage boroughs to identify capacity for such infrastructure. Advanced

conversion technologies for treating waste can be linked to highly efficient energy generation methods such as gas engines and hydrogen fuel cells to achieve greater greenhouse gas savings. Through his chairmanship of the London Waste and Recycling Board, the Mayor will allocate funding to projects supporting the development of advanced conversion technologies in London. The Mayor has also set up a Food to Fuel Alliance Programme to promote the development of exemplar projects turning London's food waste into renewable energy including renewable transport fuel.

Climate change adaptation

5.46 All developments should make the fullest contribution to London's adaptation to climate change and should be designed for the warmer, wetter winters and hotter, drier summers the city will experience over their lifetime, and to withstand possible natural hazards (such as heatwaves, flooding and droughts) that may occur. The following policies are supported by the London Climate Change Adaptation Strategy that contains further proposals to help London adapt to the major impacts of climate change.

POLICY 5.9 OVERHEATING AND COOLING

Strategic

A The Mayor seeks to reduce the impact of the urban heat island effect in London and encourages the design of places and spaces to avoid overheating and excessive heat generation, and to reduce overheating due to the impacts of climate change and the urban heat island effect on an area wide basis.

Planning decisions

B Major development proposals should reduce potential overheating and reliance on air conditioning systems and demonstrate this in accordance with the following cooling hierarchy:

1. minimise internal heat generation through energy efficient design
2. reduce the amount of heat entering a building in summer through orientation, shading, albedo, fenestration, insulation and green roofs and walls
3. manage the heat within the building through exposed internal thermal mass and high ceilings
4. passive ventilation
5. mechanical ventilation
6. active cooling systems (ensuring they are the lowest carbon options).

C Major development proposals should demonstrate how the design, materials, construction and operation of the development

would minimise overheating and also meet its cooling needs. New development in London should also be designed to avoid the need for energy intensive air conditioning systems as much as possible. Further details and guidance regarding overheating and cooling are outlined in the London Climate Change Adaptation Strategy.

LDF preparation

D Within LDFs boroughs should develop more detailed policies and proposals to support the avoidance of overheating and to support the cooling hierarchy.

5.47 London will experience higher average temperatures. This is likely to intensify the urban heat island effect – the way higher ambient temperatures are experienced after sunset in urban areas in comparison with rural areas. This is most intense at night and in London is principally experienced within the Central Activities Zone, as buildings and roads absorb more solar radiation than green space and vegetation. Combined with man-made heat emissions, this can make the centre of London up to eight degrees warmer than the Green Belt on hot summer nights. The GLA is developing with the Chartered Institute of Building Services Engineers (CIBSE) guidance for developers to address the risk of overheating in buildings. The guidance will allow developers to take a risk-based approach to reducing overheating by providing different future hourly weather data to use in building simulation models. These take account of the location of the development with respect to the urban heat island and how sensitive the proposed use of the development is to overheating. The Mayor encourages the use of this guidance in the preparation of development proposals.

5.48 The cooling hierarchy in Policy 5.9 seeks to reduce any potential overheating and also the need to cool a building through active cooling measures. Air conditioning systems are a very resource intensive form of active cooling, increasing carbon dioxide emissions, and also emitting large amounts of heat into the surrounding area. By incorporating the cooling hierarchy into the design process buildings will be better equipped to manage their cooling needs and to adapt to the changing climate they will experience over their lifetime.

5.49 In accordance with sustainable design and construction principles, development proposals should maximise opportunities to orientate buildings and streets to minimise summer and maximise winter solar gain; use trees and other shading; increase green areas in the envelope of a building, including its roof and environs (see Policy 5.11); maximise natural ventilation; expand green networks across London (see Policy 2.18); and wherever possible incorporate a range of public and/or private outdoor green spaces. The Mayor fully supports urban greening initiatives and further policies are outlined below and in Chapter 7.

POLICY 5.10 URBAN GREENING

Strategic

A The Mayor will promote and support urban greening, such as new planting in the public realm (including streets, squares and plazas) and multifunctional green infrastructure, to contribute to the adaptation to, and reduction of, the effects of climate change.

B The Mayor seeks to increase the amount of surface area greened in the Central Activities Zone by at least five per cent by 2030, and a further five per cent by 2050[1].

Planning decisions

C Development proposals should integrate green infrastructure from the beginning of the design process to contribute to urban greening, including the public realm. Elements that can contribute to this include tree planting, green roofs and walls, and soft landscaping. Major development proposals within the Central Activities Zone should demonstrate how green infrastructure has been incorporated.

LDF preparation

D Boroughs should identify areas where urban greening and green infrastructure can make a particular contribution to mitigating the effects of climate change, such as the urban heat island.

1 Mayor of London. Leading to a Greener London. GLA, 2009

5.50 The Mayor has an ambitious programme to plant another 10,000 street trees by 2015, and wishes to see an additional two million trees in London by 2025 to help with both mitigation of and adaptation to climate change. Urban greening is also a key element of the much broader Climate Change Adaptation Strategy, which encourages the use of planting, green roofs and walls and soft landscaping. The research undertaken in the LUCID programme (*The Development of a Local Urban Climate Model and its Application to the Intelligent Design of Cities*)[179] has worked towards providing information on reductions in temperature in London that could be achieved by the addition of different types of urban greening.

5.51 London experienced a heatwave in 2003 that killed at least 600 people and its impact was exacerbated by the urban heat island effect. Cooling the urban environment through the use of green infrastructure, as part of a package of measures to combat climate change, will have important health and social benefits. It is particularly important to address the urban heat island effect in central London. Further work will be undertaken to establish a methodology by which major developments can be assessed for the contribution that they will need to make to increasing green infrastructure in the Central Activities Zone.

179 Further information on: www.lucid-project.org.uk

Research undertaken in Manchester has shown that increasing urban green space by 10 per cent can help to cool high density areas of the city by around three to four degrees centigrade[180]. Urban greening also contributes to achieving a network of green multifunctional infrastructure across London with the consequent range of benefits that this can bring (see Policy 2.18).

POLICY 5.11 GREEN ROOFS AND DEVELOPMENT SITE ENVIRONS

Planning decisions

A Major development proposals should be designed to include roof, wall and site planting, especially green roofs and walls where feasible, to deliver as many of the following objectives as possible:

a adaptation to climate change (ie aiding cooling)
b sustainable urban drainage
c mitigation of climate change (ie aiding energy efficiency)
d enhancement of biodiversity
e accessible roof space
f improvements to appearance and resilience of the building
g growing food.

LDF preparation

B Within LDFs boroughs may wish to develop more detailed policies and proposals to support the development of green roofs and the greening of development sites. Boroughs should also promote the use of green roofs in smaller developments, renovations and extensions where feasible.

5.52 Green roofs are an essential sustainable design consideration and can take many forms in order to maximise their benefits in a given location. However, the design and operational needs of a green roof should not place undue stress on water supply and other natural resources. Vegetated roofs, including terraces and gardens, can improve the thermal performance of the building, reduce the urban heat island effect, support sustainable urban drainage by absorbing rainfall to reduce flooding, enhance biodiversity, provide amenity for residents who may not have access to private gardens, provide opportunities to grow food and improve appearance.

5.53 High quality designs for green walls incorporating vegetation over a majority of a building's vertical surfaces should also be considered in new developments. The Mayor's supplementary guidance on Sustainable Design and Construction contains further guidance on including green space in development proposals.

180 Climate Change and Cities: the Role of Green Infrastructure. Built Environment: Volume 33, Issue 1, 2007

POLICY 5.12 FLOOD RISK MANAGEMENT

Strategic

A The Mayor will work with all relevant agencies including the Environment Agency to address current and future flood issues and minimise risks in a sustainable and cost effective way.

Planning decisions

B Development proposals must comply with the flood risk assessment and management requirements set out in the NPPF and the associated technical Guidance on flood risk[1] over the lifetime of the development and have regard to measures proposed in Thames Estuary 2100 (TE2100 – see paragraph 5.55) and Catchment Flood Management Plans.

C Developments which are required to pass the Exceptions Test set out in the NPPF and the Technical Guidance will need to address flood resilient design and emergency planning by demonstrating that:

- a the development will remain safe and operational under flood conditions
- b a strategy of either safe evacuation and/or safely remaining in the building is followed under flood conditions
- c key services including electricity, water etc will continue to be provided under flood conditions
- d buildings are designed for quick recovery following a flood.

D Development adjacent to flood defences will be required to protect the integrity of existing flood defences and wherever possible should aim to be set back from the banks of watercourses and those defences to allow their management, maintenance and upgrading to be undertaken in a sustainable and cost effective way.

LDF preparation

E In line with the NPPF and the Technical Guidance, boroughs should, when preparing LDFs, utilise Strategic Flood Risk Assessments to identify areas where particular flood risk issues exist and develop actions and policy approaches aimed at reducing these risks, particularly through redevelopment of sites at risk of flooding and identifying specific opportunities for flood risk management measures.

1 Technical Guidance to the National Planning Policy Framework, Department for Communities and Local Government, March 2012 or any subsequent guidance on flood risk issued in support of the NPPF

5.54 Proper consideration of flood risk is vital to ensuring that London is and continues to be a sustainable city. Approximately 15 per cent of London is already within a recognised flood risk zone from either tidal or fluvial flooding. The Regional Flood Risk Appraisal (RFRA) produced alongside this Plan, investigates flood risk in more detail and identifies that London is at risk from tidal, fluvial, surface water, sewer, groundwater (see Glossary) and reservoir flooding as sources of flooding. It includes recommendations that will be reported against in the Annual Monitoring Report.

5.55 The Government has endorsed the Environment Agency's Thames Estuary 2100 (TE2100) Plan, which sets out recommendations for tidal flood risk management for London and the Thames Estuary up to 2100. TE2100 recommends continued maintenance, refurbishment and improvements to the current defences, with some raising of river walls. This should continue to provide London with a high standard of protection from tidal floods. TE2100 estimates that the arrangements for major changes to London's flood defences must be in place by 2070. In order to leave room to raise river walls in a sustainable and cost effective way, some land may have to be safeguarded, and development may need to be set back along the Thames through London. If land is not available, the walls will reduce views across the river and they will be much more expensive to build. There also remains a level of risk, equivalent to 0.1 per cent chance per year – a low risk but not one that could never happen. This means it is still vital at the planning and design stage to consider what would happen to buildings if such a flood were to occur.

5.56 Fluvial flood risk is likely to increase significantly through the century, as a result of climate change. Predictions of increases in peak flows of up to 40 per cent would mean that we would have to expect increased flood risk on all of London's tributary rivers. The Environment Agency has produced Catchment Flood Management Plans that examine the nature of flood risk and the approaches available to manage it. These reinforce the need to follow the approach of steering development to places with lower flooding risk and that new development and redevelopment can often provide a means of reducing flood risk for example by providing flood storage/conveyance or setting development back from rivers.

POLICY 5.13 SUSTAINABLE DRAINAGE

Planning decisions

A Development should utilise sustainable urban drainage systems (SUDS) unless there are practical reasons for not doing so, and should aim to achieve greenfield run-off rates and ensure that surface water run-off is managed as close to its source as possible in line with the following drainage hierarchy:

1 store rainwater for later use
2 use infiltration techniques, such as porous surfaces in non-clay areas
3 attenuate rainwater in ponds or open water features for gradual

release

4 attenuate rainwater by storing in tanks or sealed water features for gradual release

5 discharge rainwater direct to a watercourse

6 discharge rainwater to a surface water sewer/drain

7 discharge rainwater to the combined sewer.

Drainage should be designed and implemented in ways that deliver other policy objectives of this Plan, including water use efficiency and quality, biodiversity, amenity and recreation.

LDF preparation

B Within LDFs boroughs should, in line with the Flood and Water Management Act 2010, utilise Surface Water Management Plans to identify areas where there are particular surface water management issues and develop actions and policy approaches aimed at reducing these risks.

5.57 There will also be increased surface water flood risk, with the likelihood of more intense storms. The Flood and Water Management Act 2010 gives London boroughs clearer responsibilities related to surface water flood risk. Implementation mechanisms including the national Sustainable Drainage Systems Standards are emerging. Moreover, the Drain London Forum brings together the key agencies involved in managing London's drainage system and has delivered draft Surface Water Management Plans for every London borough. As the RFRA illustrates, it has also made significant progress in the understanding of surface water flood risk. In the meantime, the now well established sustainable drainage hierarchy contained within Policy 5.13 will lead to a steady reduction in the overall amount of rainfall being discharged to the drainage system. The sustainable drainage hierarchy in policy 5.13A is intended to ensure that all practical and reasonable measures are taken to manage surface water higher up the hierarchy (1 being the highest) and that the amount of surface water managed at the bottom of the hierarchy, is minimised. The hierarchy is designed to apply across the whole of London. In addition, green roofs (see Policy 5.11) can also make a contribution to sustainable urban drainage by absorbing a proportion of surface water and therefore reducing rates of water flow. Implementing such measures will not only reduce run-off but provide multiple benefits to London amenity, biodiversity and better water quality to name but three. Changes to the General Permitted Development Order 2008 restricting permitted development rights for impermeable surfaces within the curtilage of dwelling houses should also contribute to a reduction of surface water run-off.

POLICY 5.14 WATER QUALITY AND WASTEWATER INFRASTRUCTURE

Strategic

A The Mayor will work in partnership with the boroughs, appropriate agencies within London and adjoining local planning authorities to:

a ensure that London has adequate and appropriate wastewater infrastructure to meet the requirements placed upon it by population growth and climate change

b protect and improve water quality having regard to the Thames River Basin Management Plan.

Planning decisions

B Development proposals must ensure that adequate wastewater infrastructure capacity is available in tandem with development. Proposals that would benefit water quality, the delivery of the policies in this Plan and of the Thames River Basin Management Plan should be supported while those with adverse impacts should be refused.

C Development proposals to upgrade London's sewage (including sludge) treatment capacity should be supported provided they utilise best available techniques and energy capture.

D The development of the Thames Tideway Sewer Tunnels to address London's combined sewer overflows should be supported in principle.

LDF preparation

E Within LDFs boroughs should identify wastewater infrastructure requirements and relevant boroughs should in principle support the Thames Tideway Sewer Tunnels.

5.58 Most of London's waterbodies fail to achieve 'good' ecological status/ potential as set out in the Thames River Basin Management Plan. This sets out the requirements of the Water Framework Directive. Sources of pollution include misconnections of sewerage to surface water drains, contaminated run-off and storm sewerage. Spatial planning measures helping to improve London's waterbodies are reflected throughout this Plan (see in particular policies 2.18, 5.10, 5.13, 5.14, 5.15, 7.18 and 7.24). Effective wastewater infrastructure is fundamental to sustainable urban life and therefore investment and expansion are required. Currently, Thames Water is implementing plans for additional sewage treatment capacity at several major works, including additional capacity for the treatment of, and energy recovery from, sewage sludge. While the impacts of these works need to be minimised and mitigated, it is nevertheless essential that a positive planning approach is in place to support this investment.

5.59 In 2007, the Government approved construction of the Thames Tideway Sewer Tunnels in two phases (Lee Valley to Beckton and west London to Beckton). For the

latter, Government notes that 'need has been demonstrated'[181], and Thames Water was granted a Development Consent by the Secretary of State for the Thames Tideway Tunnel in September 2014. This will address the long term problem of combined sewer overflows, which has resulted in the discharge of millions of tonnes of untreated sewage into the Thames each year. This is a strategic project for London. Opportunities to reduce the construction and operational impacts, the overall energy demand and the costs of the project should be taken. In addition, there are continuing programmes to deal with problems of sewer flooding in some areas of London; these need to be completed and where required, the lack of sewer capacity addressed.

POLICY 5.15 WATER USE AND SUPPLIES

Strategic

A The Mayor will work in partnership with appropriate agencies within London and adjoining regional and local planning authorities to protect and conserve water supplies and resources in order to secure London's needs in a sustainable manner by:

- a minimising use of mains water
- b reaching cost-effective minimum leakage levels
- c in conjunction with demand side measures, promoting the provision of additional sustainable water resources in a timely and efficient manner, reducing the water supply deficit and achieving security of supply in London
- d minimising the amount of energy consumed in water supply
- e promoting the use of rainwater harvesting and using dual potable and grey water recycling systems, where they are energy and cost-effective
- f maintaining and upgrading water supply infrastructure
- g ensuring the water supplied will not give rise to likely significant adverse effects to the environment particularly designated sites of European importance for nature conservation.

Planning decisions

B Development should minimise the use of mains water by:

- a incorporating water saving measures and equipment
- b designing residential development so that mains water consumption would meet a target of 105 litres or less per head per day[1]

C New development for sustainable water supply infrastructure, which has

1 Excluding an allowance of 5 litres or less per head per day for external water consumption

181 Defra: National Policy Statement on Waste Water (March 2012), p 17 -21

been selected within water companies' Water Resource Management Plans, will be supported

5.60 Water supplies are essential to any sustainable city and to the health and welfare of its people. London's consumption of water already outstrips available supplies in dry years and ensuing a sustainable and secure water supply has to be an urgent priority. Some steps have already been taken. Investment in recent years to reduce leakage from Victorian mains supply pipes has had an effect (although Thames Water still has a significantly higher leakage rate than the rest of the country). An additional source of supply, the desalination plant at Beckton, has been operational since 2010. These two measures have eased the pressure on water resources in London.

5.61 But the fundamental problem remains. To remain sustainable, London needs to reduce the level of water consumption per person. Currently the average Londoner consumes 164 litres/day (l/d)[182], around 20 l/d above the national average. Projections for population growth in London and in the wider south east will mean that over the period of this Plan, new strategic water resources will be required. The need for this is exacerbated by the climate change predictions of more sporadic and intense rainfall and a higher likelihood of droughts as well as the need to protect the water environment implementing the Thames River Basin Management Plan requirements. Thames Water, which provides over three-quarters of Londoners with water, projects a significant (around 6 % by 2020) capacity deficit. To ensure London's future water security, the prudent use of water will be essential: all new development will need to be water efficient. Residential development should be designed so that mains water consumption would meet a target of 105 litres or less per head per day, excluding an allowance of 5 litres or less per head per day for external water use. This reflects the 'optional requirement' set out in Part G of the Building Regulations[183]. As all water companies that serve London are located in areas classified as seriously water stressed[184], the 'optional requirement' should be applied across London. A fittings-based approach should be used to determine the water consumption of a development[185]. This approach is transparent and compatible with developers' procurement and the emerging Water Label, which Government and the water companies serving London are supporting.

5.61A Existing homes and workplaces will have to become more water efficient, particularly through metering and water efficiency retrofits. Retrofitting water

182 Environment Agency. State of the Environment Report, February 2013

183 Requirement G2 of Schedule 1 to the Building Regulations 2010. HM Government 2015.

184 Serious water stress is defined as where current or future household demand for water is – or is likely to be - a high proportion of the effective rainfall to meet that demand. - Environment Agency, Water stressed areas – final classification, July 2013.

185 Table 2.2 of Part G of the Building Regulations provides maximum consumption values for water fittings. If these consumption values are exceeded and where waste disposal units, water softeners or water re-use are specified in the application, the Water Efficiency Calculator must be completed.

efficiency measures in existing buildings provides scope for considerable water savings (see Policy 5.4). A rolling programme for the replacement of London's water mains will reduce wastage and London's water companies will have to invest in sustainable sources of water. Cooperation will be needed across boundaries to identify and address potential capacity shortfalls of the wider network serving their area. Further detail relating to London's water and wastewater infrastructure is contained in the Mayor's Water Strategy.

5.62 The Mayor is committed to explore the concept of 'water neutrality' to help to address these issues. The basic premise is that development should not lead to an overall rise in demand for water. The definition of water neutrality used by the Government and the Environment Agency is:

"For every new development, total water use across the wider area after the development must be equal to or less than total water use across the wider area before development."

The Mayor is working with the water companies to promote in particular demand management measures in their Water Resource Management Plans and Business Plans.

5.63 Alternative sources of water, such as rainwater and greywater, particularly for uses other than drinking, will be increasingly important to reducing our consumption of mains water. It is important to have a positive planning approach to providing a more sustainable and secure water supply infrastructure.

5.64 After major industrial abstractions of groundwater stopped, parts of London (including the Underground, basements and underground services) were at risk of groundwater flooding. This issue has now been addressed with abstractions at additional Thames Water boreholes. It is currently thought that groundwater levels will not be particularly affected by climate change. The position will be monitored, and alterations to the London Plan will be brought forward if necessary.

Waste

5.65 The Mayor is committed to a policy framework for waste management which starts from the position the best approach is to reduce the amount of waste that arises in the first place. Where this is not possible, he supports an approach based on the waste hierarchy that emphasises re-use, and then recycling and composting, before energy recovery and disposal. Generally, applying the waste hierarchy will achieve the greatest carbon dioxide equivalent savings. However, there are certain circumstances where the waste hierarchy conflicts with achieving the greatest climate change mitigation benefits. For example, depending on the condition of wood, it may be better to generate energy using wood waste rather than to recycle it. In these cases the approach that will deliver the greater climate change mitigation benefits should be given preference. This Plan, and the Mayor's waste strategies, set out policies to achieve this.

5.66 The Mayor believes that making better use of waste has a major role to play in tackling climate change and that London's waste is a valuable resource that should be exploited for London's benefit, and not solely a disposal problem. London cannot deal with these issues in isolation. The Mayor works closely with neighbouring regions and local authorities to ensure these challenges and opportunities are addressed in the most environmentally friendly and effective ways possible. London has a leading part to play in ensuring this.

5.67 With this in mind, London should manage as much of the capital's waste within its boundaries as practicable, enabling London and Londoners to receive environmental and economic benefits from its management. The Mayor acknowledges that waste contracts do not recognise administrative boundaries and that waste flows across borders. Consequently the aim of his waste policies is to achieve net self-sufficiency for household and commercial waste by 2026. If achieved, this would mean enough sites are identified within London to deal with the equivalent of 100% of the waste apportioned to the boroughs as set out in Table 5.3, regardless of the waste's origin. PPS10 requires the Mayor to apportion Household and Commercial Waste to each borough (see Table 5.3). PPS10 does not require the Mayor to apportion Construction, Excavation and Demolition Waste, consequently the Mayor has not done so. Hazardous Waste is not an additional waste stream on top of Household and Commercial waste but a subset of these waste streams.

5.67A The Mayor believes that reducing waste, boosting reuse and recycling performance and generating low carbon energy from non-recyclable waste will deliver environmental and economic benefits to London. The Mayor recognises that in the short term waste may be exported outside of London – including Europe – whilst London markets are established. In all cases this should only be considered as an interim option with commercial agreements reflecting the ambition to maximise management of the capital's waste within its boundaries. Equally, the Mayor encourages the flow of appropriate materials into London where economically beneficial.

POLICY 5.16 WASTE NET SELF-SUFFICIENCY

Strategic

A The Mayor will work with London boroughs and waste authorities, the London Waste and Recycling Board (LWaRB), the Environment Agency, the private sector, voluntary and community sector groups, and neighbouring regions and authorities to:

a manage as much of London's waste within London as practicable, working towards managing the equivalent of 100% of London's waste within London by 2026

b create positive environmental and economic impacts from waste processing

c work towards zero biodegradable or recyclable waste to landfill by 2026.

B This will be achieved by:

a minimising waste
b encouraging the reuse of and reduction in the use of materials
c exceeding recycling/composting levels in local authority collected waste (LACW) of 45 per cent by 2015, 50 per cent by 2020 and aspiring to achieve 60 per cent by 2031
d exceeding recycling/composting levels in commercial and industrial waste of 70 per cent by 2020
e exceeding recycling and reuse levels in construction, excavation and demolition (CE&D) waste of 95 per cent by 2020
f improving London's net self-sufficiency through reducing the proportion of waste exported from the capital over time
g working with neighbouring regional and district authorities to co-ordinate strategic waste management across the greater south east of England.

5.68 London produced about 15 million tonnes of waste in 2012. There are three major types of waste produced in London:

- household waste collected by or on behalf of local authorities, amounting to approximately 3m tonnes (20 per cent of all waste)[186]
- commercial & industrial waste (C&I) is waste generated by businesses and industry in London, collected by the private sector and local authorities, amounting to approximately 4.7m tonnes (32 per cent of all waste)[187]
- construction, excavation and demolition waste (CE&D) is the waste generated by development activity in London (for example, old buildings being demolished, new ones being constructed), primarily dealt with by the private sector and amounting to approximately 7.2m tonnes (48 per cent of all waste)[188].

5.69 The Mayor wants to see a step change in London's reuse and recycling performance. Although there have been considerable improvements in local authority waste recycling rates (up from 8 per cent in 2001 to 30 per cent in 2012)[189], the Mayor wishes to see an increase to 45 per cent by 2015 and then 50 per cent by 2020. There is also considerable variation in local authority recycling

186 DEFRA Local Authority Waste Management Statistics 2012. See glossary for definition of 'household waste' (definition taken from Mayor's Municipal Waste Management Strategy, Mayor of London, November 2011)

187 GLA 2014

188 Ibid

189 DEFRA Local Authority Waste Management Statistics 2012

performance across London, ranging in 2012 from 13 per cent to 48 per cent, demonstrating that better performance is achievable. Overall, London reuses or recycles 60 per cent of all waste[190]. Around 30 per cent of waste goes into landfill sites that are located largely outside London[191]. It is estimated that London currently manages 46 per cent (or 7 million tonnes) of its own waste, and imports a further 2.6 million tonnes of waste each year.

5.70 Although this step change poses a big challenge, the proposed municipal waste recycling targets match those set by the South London Waste Partnership, West London Waste Authority, North London Waste Authority and the East London Waste Authority, which together represent two-thirds of London's municipal waste authorities. The targets also recognise household waste recycling targets that were set by two-thirds of London boroughs under local area agreements to achieve, on average, 36 per cent recycling by 2011. Furthermore, DEFRA requires boroughs to commit to 50 per cent household waste recycling performance as a requirement for receiving Private Finance Initiative (PFI) credits for waste procurement. The Mayor's aspiration is for London to achieve 60 per cent recycling of municipal waste by 2031. This performance level is supported by research undertaken by WRAP showing that 85 per cent of household waste is recyclable (including composting)[192].

5.71 This Plan sets out the spatial policies to support the Mayor's Waste Municipal and Business Waste Strategies and includes its targets for recycling and reduction of waste to landfill. Performance should improve for all forms of waste in London in terms of greater efficiency of use, a reduction in amounts generated and an increase in recycling. The greatest need and opportunity for improved performance is local authority collected waste (LACW) from households and small businesses. The Mayor believes that recycling and composting targets for commercial and industrial waste are challenging but achievable, and reflects the current relatively high level of commercial and industrial recycling, which in 2009 was estimated to be 52 per cent. Recycling targets are carried forward from the 2011 version of the London Plan. The Mayor is committed to working towards zero biodegradable or recyclable waste to landfill by 2026.

5.72 The reduction of waste and the recycling targets included in this Plan and in the Mayor's Waste Strategies have a direct impact on London's waste self-sufficiency.

5.73 The key objectives in terms of the spatial distribution of waste facilities within London, as set out in PPS10: Planning for Sustainable Waste Management, are that communities should take more responsibility for the management of their own waste (self-sufficiency), and that waste should be disposed of in one of the nearest appropriate installations (proximity). This means that waste planning authorities should achieve the maximum degree of self-sufficiency possible commensurate

190 GLA 2014

191 ibid

192 Dr Julian Parfitt, Analysis of Household Waste Composition and Factors Driving Waste Increases WRAP 2002

with their obligations for managing waste, while recognising that in some instances the nearest appropriate installation might lie outside the Greater London boundary. The Mayor, when determining local authority waste management contracts, will adopt a flexible approach to self-sufficiency. In line with the objective of proximity, preference may be given to facilities outside the Greater London boundary if they are closest to the point of where the waste is produced. More detail on municipal waste management contracts and self-sufficiency is set out in the Mayor's Municipal Waste Management Strategy.

5.74 The Mayor, through the London Waste Planning Forum[193] continues to work with London's neighbours, in particular in the South East and East of England, where most of London's landfilled waste is exported to, to co-ordinate strategic waste management across the regions to reduce the capital's dependence on landfill disposal outside London. He will adopt a flexible approach to how self-sufficiency is achieved, so that the carbon outcome of any treatment method and transportation are given greater consideration in assessing proposals for waste

POLICY 5.17 WASTE CAPACITY

Strategic

A The Mayor supports the need to increase waste processing capacity in London. He will work with London boroughs and waste authorities to identify opportunities for introducing new waste capacity, including strategically important sites for waste management and treatment, and resource recovery parks/consolidation centres, where recycling, recovery and manufacturing activities can co-locate.

Planning decisions

B Proposals for waste management should be evaluated against the following criteria:

a locational suitability (see LDF preparation paragraphs F and G below)

b proximity to the source of waste

c the nature of activity proposed and its scale

d minimising waste and achieving high reuse and recycling performance

e achieving a positive carbon outcome of waste treatment methods and technologies (including the transportation of waste, recyclates and waste derived products) resulting in greenhouse gas savings.- Facilities generating energy from waste will need to meet, or demonstrate that steps are in place to meet, a minimum CO2eq performance of 400 grams of CO2eq per kilowatt hour (kwh) of electricity produced. Achieving this performance will ensure that

193 Formerly known as the London Regional Technical Advisory Board (RTAB)

energy generated from waste activities is no more polluting in carbon terms that the energy source it replaces (see paragraph 5.85 below).

f the environmental impact on surrounding areas, particularly noise emissions, odour, air quality and visual impact and impact on water resources

g the full transport and environmental impact of all collection, transfer and disposal movements and, in particular, the scope to maximise the use of rail and water transport using the Blue Ribbon Network.

The following will be supported:

h developments that include a range of complementary waste facilities on a single site

i developments for manufacturing related to recycled waste

j developments that contribute towards renewable energy generation, in particular the use of technologies that produce a renewable gas

k developments for producing renewable energy from organic/ biomass waste.

C Wherever possible, opportunities should be taken to provide combined heat and power and combined cooling heat and power.

D Developments adjacent to waste management sites should be designed to minimise the potential for disturbance and conflicts of use.

E Suitable waste and recycling storage facilities are required in all new developments.

LDF preparation

F Boroughs must allocate sufficient land and identify waste management facilities to provide capacity to manage the tonnages of waste apportioned in this Plan. Boroughs may wish to collaborate by pooling their apportionment requirements.

G Land to manage borough waste apportionments should be brought forward through:

a protecting and facilitating the maximum use of existing waste sites, particularly waste transfer facilities and landfill sites

b identifying sites in strategic industrial locations (see Policy 2.17)

c identifying sites in locally significant employment areas (see Policy 4.4)

d safeguarding wharves (in accordance with policy 7.26) with an existing or future potential for waste management.

H If, for any reason, an existing waste management site is lost to non-waste use, an additional compensatory site provision will be required that normally meets the maximum throughput that the site could have achieved.

facilities.

5.76 Increasing London's waste processing capacity is a major mayoral priority. The Mayor will work with all parties to achieve this. Through the London Waste and Recycling Board (LWaRB), the Mayor will collaborate with boroughs and other partners to make the capital a global beacon of best practice in waste management.

5.77 PPS10 requires the Mayor through the London Plan to:

- identify the tonnages of municipal and commercial/industrial waste requiring management and to apportion them by waste planning authority area
- evaluate the adequacy of existing strategically important waste management and disposal facilities to meet London's future needs, both for municipal and other waste streams
- identify the number and type of new or enhanced facilities required to meet those needs
- identify opportunities for the location of such facilities and, where appropriate, criteria for the selection of sites.

5.78 Waste issues were thoroughly scrutinised in the London Plan Examinations in Public in 2006, 2007 and 2010 and the Mayor sees no benefit in reopening recent debates, particularly those around the borough-level apportionment methodology. However, he has acknowledged that projected HH and C&I waste arisings at borough level – the key to waste management, apportionment and self-sufficiency – need updating. The GLA has accordingly brought forward new independently reviewed borough-level projections of London's waste arisings, and borough-level apportionment of MSW and C&I waste using the 2007 methodology.

5.78A The revised figures, based on 2009/10 data[194], show a 40 per cent drop in commercial and industrial waste arisings apportioned compared with the 2011 London Plan figures. The Mayor acknowledges that although the new baseline data may represent an underestimate of London's waste arisings due to the economic downturn, it is considered to be the most current and best available. The Mayor will continue to monitor London's waste arisings as updated data becomes available for use in future iterations of the London Plan.

5.79 Table 5.2 gives projected HH and C&I arisings at borough level for key milestones through to 2036. Table 5.3 sets out projected HH and C&I waste to be managed in London apportioned to boroughs based on the methodology agreed for the 2008 version of the London Plan – ie each borough's percentage share of waste to be managed in London is the same as before. Waste is deemed to be managed in London if:

- it is used in London for energy recovery

194 DEFRA London C&I Waste Study 2010

Table 5.2 Household and commercial/industrial waste projections at borough level at key milestones through to 2036 (thousand tonnes pa)

	2016			2021			2026			2031			2036		
Borough	HH	C&I	Total	HH	C&I	Total	HH	C&I	Total	HH	C&I	Total	HH	C&I	Total
Barking & Dagenham	91	113	204	99	112	211	105	113	218	111	114	225	116	115	231
Barnet	154	143	297	163	143	306	171	143	314	177	144	321	183	146	329
Bexley	98	118	216	101	118	219	104	118	222	107	119	226	110	120	230
Brent	100	145	245	106	144	250	110	145	255	114	146	260	117	147	264
Bromley	125	114	239	130	113	243	134	114	248	137	114	251	140	116	256
Camden	74	256	330	76	255	331	78	256	334	80	258	338	82	261	343
City	4	210	214	4	209	213	4	209	213	4	211	215	4	213	217
Croydon	137	136	273	143	135	278	148	135	283	152	136	288	155	138	293
Ealing	104	177	281	109	177	286	112	177	289	115	178	293	118	180	298
Enfield	127	160	287	134	160	294	140	160	300	145	161	306	150	161	311
Greenwich	102	90	192	107	89	196	111	90	201	114	90	204	117	91	208
Hackney	88	82	170	93	82	175	97	82	179	100	83	183	104	84	188
Hammersmith and Fulham	58	117	175	59	117	176	59	117	176	60	118	178	61	119	180
Haringey	96	89	185	100	89	189	103	89	192	106	90	196	109	91	200
Harrow	97	75	172	101	74	175	105	75	180	108	75	183	111	76	187
Havering	103	116	219	108	115	223	113	116	229	117	117	234	122	118	240
Hillingdon	113	225	338	119	224	343	124	224	348	129	226	355	133	229	362
Hounslow	103	148	251	109	147	256	114	148	262	117	149	266	120	150	270
Islington	68	164	232	72	163	235	74	164	238	76	165	241	79	167	246
Kensington and Chelsea	54	133	187	54	132	186	55	132	187	55	133	188	55	135	190
Kingston Upon Thames	62	81	143	65	81	146	67	81	148	69	82	151	70	83	153
Lambeth	100	106	206	104	106	210	107	106	213	110	107	217	112	108	220
Lewisham	116	76	192	122	76	198	127	76	203	131	77	208	134	78	212
Merton	71	90	161	74	90	164	77	90	167	79	91	170	81	92	173
Newham	115	111	226	123	111	234	130	111	241	135	112	247	140	113	253
Redbridge	107	77	184	114	76	190	120	76	196	126	77	203	130	78	208
Richmond Upon Thames	83	91	174	86	90	176	88	91	179	90	91	181	91	92	183
Southwark	112	162	274	117	161	278	121	162	283	124	163	287	127	165	292
Sutton	78	77	155	82	77	159	85	77	162	87	78	165	90	79	169
Tower Hamlets	73	169	242	79	169	248	83	169	252	86	170	256	89	172	261
Waltham Forest	105	86	191	112	85	197	117	86	203	121	86	207	125	87	212
Wandsworth	103	134	237	106	134	240	108	134	242	110	135	245	112	136	248
Westminster	93	582	675	95	580	675	97	581	678	100	586	686	102	593	695
London total	3,115	4,654	7769	3,226	4,637	7863	3,387	4,647	8034	3,492	4,681	8173	3,589	4,734	8323

Source: GLA / SLR Consulting December 2013

Table 5.3 Waste to be managed in London apportioned by borough (thousand tonnes per annum)

Borough	apportionment (% share of waste to be managed in London)	2016			2021			2026			2031			2036		
		HH	C&I	Total	HH	C&I	Total	HH	C&I	Total	HH	C&I	Total	HH	C&I	Total
Barking & Dagenham	6.1	140	210	350	166	237	404	204	281	484	210	283	493	216	286	502
Barnet	2.7	62	93	155	74	105	179	90	124	214	93	125	218	96	127	222
Bexley	5.5	126	189	315	150	214	364	184	253	437	189	255	444	195	258	453
Brent	3.4	78	117	195	93	132	225	114	156	270	117	158	275	120	159	280
Bromley	3.0	69	103	172	82	117	199	100	138	238	103	139	242	106	141	247
Camden	2.3	53	79	132	63	90	152	77	106	183	79	107	186	82	108	189
City	n/a	50	50	100	50	50	100	50	50	100	50	50	100	50	50	100
Croydon	3.0	69	103	172	82	117	199	100	138	238	103	139	242	106	141	247
Ealing	4.4	101	152	252	120	171	291	147	202	349	152	204	355	156	206	362
Enfield	3.7	85	127	212	101	144	245	124	170	294	127	171	299	131	173	305
Greenwich	4.0	92	138	229	109	156	265	134	184	318	138	185	323	142	187	329
Hackney	2.5	57	86	143	68	97	166	84	115	199	86	116	202	89	117	206
Hammersmith & Fulham	3.0	69	103	172	82	117	199	100	138	238	103	139	242	106	141	247
Haringey	2.3	53	79	132	63	90	152	77	106	183	79	107	186	82	108	189
Harrow	2.2	50	76	126	60	86	146	74	101	175	76	102	178	78	103	181
Havering	4.0	91	138	229	109	156	265	134	184	318	138	185	323	142	187	329
Hillingdon	3.7	85	127	212	101	144	245	124	170	294	127	171	299	131	173	305
Hounslow	3.5	80	121	201	95	136	232	117	161	278	121	162	283	124	164	288
Islington	2.4	55	83	138	66	94	158	80	110	191	83	111	194	85	113	198
Kensington & Chelsea	2.4	55	83	138	66	94	159	80	110	191	83	111	194	85	113	198
Kingston upon Thames	1.8	41	62	103	49	70	119	60	83	143	62	83	146	64	84	148
Lambeth	2.7	62	93	155	74	105	179	90	124	214	93	125	218	96	127	222
Lewisham	2.5	57	86	143	68	97	166	84	115	199	86	116	202	89	117	206
Merton	2.9	66	100	166	79	113	192	97	133	230	100	134	234	103	136	239
Newham	4.9	112	169	281	134	191	324	164	225	389	169	227	396	174	230	403
Redbridge	1.9	44	65	109	52	74	126	64	87	151	66	88	154	67	89	156
Richmond upon Thames	2.2	50	76	126	60	86	146	74	101	175	76	102	178	78	103	181
Southwark	3.0	69	103	172	82	117	199	100	138	238	103	139	242	106	141	247
Sutton	2.4	55	83	138	66	94	159	80	110	191	83	111	194	85	113	198
Tower Hamlets	3.8	87	131	218	104	148	252	127	175	302	131	176	307	135	178	313
Waltham Forest	2.4	55	83	138	66	94	159	80	110	191	83	111	194	85	113	198
Wandsworth	3.8	87	131	218	104	148	252	127	175	302	131	176	307	135	178	313
Westminster	1.5	34	52	86	41	58	99	50	69	119	52	70	121	53	70	124
London total	100.0	2336	3491	5827	2776	3941	6717	3387	4647	8034	3492	4681	8173	3589	4734	8323

Note: Boroughs may collaborate by pooling their apportionment requirements. Provided the aggregated total apportionment is met (HH plus C/I), it is not necessary for boroughs to meet both HH and C/I apportionment figures individually. Source: GLA / SLR Consulting December 2013

- it relates to materials sorted or bulked in London facilities for reuse, reprocessing or recycling
- it is materials reused, recycled or reprocessed in London
- it is a 'biomass fuel' as defined in the Renewable Obligation Order.

5.79A Tables 5.2 and 5.3 show a difference between waste projected to be generated within London (Table 5.2 waste arisings) and waste to be managed within London (Table 5.3). The difference between apportioned and non-apportioned waste tonnages is summarised in Table 5.4. It is expected that non-apportioned waste will be exported.

Table 5.4 Summary of apportioned and non-apportioned waste (000s tonnes)

	2016	2021	2026	2031	2036
HH and C/I waste arising within London	7,769	7,863	8,034	8,173	8,323
HH and C/I waste apportioned to London boroughs	5,821	6,677	8,034	8,173	8,323
HH and C/I waste not apportioned to London boroughs	1,948	1,186	0	0	0

5.80 Boroughs may collaborate by pooling their apportionment requirements. Provided the aggregated total apportionment figure is met, it is not necessary for boroughs to meet both the municipal and commercial/ industrial waste apportionment figures individually. Boroughs need to examine how capacity can be delivered in detail at the local level as site allocations in LDFs to meet their apportionments. Boroughs should aim to meet their waste apportionment as a minimum. Boroughs should identify suitable additional sites for waste including waste transfer sites where practicable. Boroughs working collaboratively must demonstrate that their joint apportionment targets will be met, for example, through the preparation of joint waste DPDs, joint evidence papers or bilateral agreements. Where a Mayoral Development Corporation (MDC) exists or is established within a Borough the MDC will co-operate with the Borough to ensure that the Borough's apportionment requirements are met.

5.81 Boroughs and waste authorities should identify sites which are potentially suitable for a variety of technologies, depending on the particular site's opportunities and constraints, and assess how many facilities and what type of waste processing facilities/technologies will be required locally to meet their apportionments

5.82 It is envisaged that land in strategic industrial locations will provide the major opportunities for locating waste treatment facilities (see Annex 3). Boroughs should also look to locally significant industrial sites and existing waste management sites. Existing waste management sites (including safeguarded wharves with waste use or potential) should be clearly identified and safeguarded

for waste use. Suitable brownfield sites and contaminated land elsewhere may also provide opportunities.

5.83 Allocations will need to balance the benefits of smaller, local sites against the overall demand for land for waste and for a range of other activities in a situation in which there are severe limitations of land supply, and against the benefits of co-locating a range of facilities together in a smaller number of larger sites. The Mayor will work with boroughs and waste authorities to identify opportunities for introducing new waste capacity, including strategically important sites for waste management and treatment, and resource recovery parks/ consolidation centres, where recycling, recovery and manufacturing activities can co-locate.

5.84 For waste that cannot be recycled or composted (including anaerobic digestion), the Mayor has a preference for waste processing technologies achieving the greatest efficiencies but is keen that proposals for new facilities are evaluated by carbon outcome (end-to-end) to ensure the best possible environmental impact.

5.85 To support the shift towards a low carbon economy the Mayor has developed a minimum greenhouse gas performance for technologies generating energy from London's non-recyclable waste. This minimum performance, known as the carbon intensity floor, has been set at 400 grams of CO2 eq generated per kilowatt hour (kwh) of electricity generated. All facilities generating energy from London's waste will need to meet this level, or demonstrate they can practically meet it in the future in order to gain Mayoral support. The GLA has developed a free on-line ready reckoner tool to assist local authorities and applicants measuring and determining greenhouse gas performance of waste management activities including waste-to-energy against the carbon intensity floor. This tool can be found at: http://www.london.gov.uk/priorities/environment/putting-waste-good-use/making-the-most-of-waste.

5.85A The carbon intensity floor has been set for waste-to-energy activities in London to achieve at least a positive carbon outcome, whereby the direct emissions from the technology are offset by emissions savings from the generation of low carbon energy in the form of heat, electricity and transport fuel. This would, for example rule out new mass burn incineration facilities of mixed waste generating electricity only, but may allow combustion of waste with high biomass content where both heat and power generated are used. This approach supports technologies able to achieve high efficiencies particularly when linked with gas engines and hydrogen fuel cells. More information on how the carbon intensity floor has been developed and the ability to meet it can be found in Policy 2 of the Mayor's Municipal Waste Management Strategy. Waste to energy facilities should be equipped with a heat off-take from the outset such that a future heat demand can be supplied without the need to modify the heat producing plant in any way or entail its unplanned shutdown. It should be demonstrated that capacity of the heat off-take meets the carbon intensity floor at 100% heat supply. In order to ensure the carbon intensity floor remains relevant, the Mayor will consider reviewing the CIF level in future iterations of the London Plan.

5.85B Examples of 'demonstrable steps' as outlined in Policy 5.17 Be would be:

- a commitment (via a Section 106 obligation) to deliver the necessary means for infrastructure to meet the min CO2 standard, for example investment in the development of a heat distribution network to the site boundary, or technology modifications that improve plant efficiency;
- an agreed timeframe (via a S106) as to when proposed measures will be delivered;
- the establishment of a working group to progress the agreed steps and monitor and report performance to the consenting authority.

To assist in the delivery of 'demonstrable steps' the GLA can help to advise on heat take-off opportunities for waste to energy projects, particularly where these are linked to GLA supported Energy Master Plans.

5.86 Waste processing facilities, including materials recycling facilities and depots, inert waste recycling plants, composting facilities, waste treatment and energy recovery facilities, and reprocessing of recyclables, should be well designed. They need not be bad neighbours and could be a source of new products and new jobs. They should be developed and designed in consultation with local communities, taking account of health and safety within the facility, the site and adjoining neighbourhoods. Developments for manufacturing related to recycled waste, deriving fuel from waste and recovering value from residual waste should be supported. Where movement of waste is required, priority should be given to facilities for movement by river or rail. Opportunities to provide combined heat and power and combined cooling, heat and power should be taken wherever possible (see Policies 5.5, 5.6 and 5.8). Developments adjacent to waste management sites should be designed to minimise the potential for disturbance and conflicts of use.

5.87 Although no further landfill proposals in London are identified or anticipated in the Plan, if proposals do come forward for new or extended landfill capacity or for land-raising, boroughs should ensure that the resultant void-space has regard to

POLICY 5.18 CONSTRUCTION, EXCAVATION AND DEMOLITION WASTE

Planning decisions

A New construction, excavation and demolition (CE&D) waste management facilities should be encouraged at existing waste sites, including safeguarded wharves, and supported by:

  a using mineral extraction sites for CE&D recycling

  b ensuring that major development sites are required to recycle CE&D waste on-site, wherever practicable, supported through planning conditions.

B Waste should be removed from construction sites, and materials brought to the site, by water or rail transport wherever that is

practicable.

LDF preparation

C LDFs should require developers to produce site waste management plans to arrange for the efficient handling of CE&D waste and materials.

the Mayor's Municipal Waste Strategy.

5.88 Re-use and recycling rates for construction, excavation and demolition (CE&D) waste in London are already high – estimated at 82 per cent for 2008. Nevertheless, the Mayor believes that there is room for improvement. Policy 5.16 sets a target of 95 per cent for recycling/ reuse of CE&D waste by 2020, and the Mayor supports more beneficial and higher order uses of this inert waste, for example, in conjunction with land reclamation or coastal defences. A combination of on-site mobile facilities on construction sites, effective use of existing waste processing sites and, where appropriate, safeguarded wharves, and the provision of recycling facilities at aggregate extraction sites, should be capable of meeting the anticipated future requirement within London to achieve a more beneficial re-use of this material.

POLICY 5.19 HAZARDOUS WASTE

Strategic

A The Mayor has prepared a Hazardous Waste Report for London, working in partnership with the boroughs, the Environment Agency, industry and neighbouring authorities to identify the capacity gap for dealing with London's hazardous waste and to provide and maintain direction on the need for hazardous waste management capacity.

Planning Decisions

B Development proposals that would result in the loss of existing sites for the treatment and/or disposal of hazardous waste should not be permitted unless compensatory hazardous waste site provision has been secured in accordance with Policy 5.17H.

LDF preparation

C LDFs should:

a make provision for hazardous waste treatment plants to achieve, at regional level, the necessary waste management requirements

b as part of meeting waste apportionment identify suitable sites for the storage, treatment and reprocessing of relevant or a range of hazardous waste streams

c identify sites for the temporary storage, treatment and remediation of contaminated soils and demolition waste during major developments.

5.89A The 2013 report on Hazardous Waste concluded that London needs to find treatment capacity for at least 80,000 tonnes of hazardous waste currently sent to landfill, mostly to landfills in the South East and East of England. The Mayor, through the London Waste Planning Forum, will continue working with neighbouring authorities, LWARB, the Environment Agency and London waste planning authorities to monitor capacity of waste facilities (including landfills) managing London's hazardous waste and identify opportunities for new treatment capacity in London.

5.89 In 2011 around 320,000 tonnes of hazardous waste was produced in London – including 35 per cent from construction, excavation and demolition waste (containing asbestos and contaminated soil), and 32 per cent from the Utilities sector. Changes to the definition of hazardous waste has meant more types of waste, in particular Waste Electronic and Electrical Equipment (WEEE) waste, is deemed hazardous requiring separate collection and treatment from traditional mixed waste management systems. The amount of such waste produced has continued to grow in the short and medium term, and London, along with the UK generally, will need more and better hazardous waste treatment facilities to cope with this. Without sustained action there remains the risk of a major shortfall in our capacity to treat and dispose of hazardous waste safely, in line with stringent EU Directive rules. This could lead to storage problems, illegal disposal (including fly tipping) and rising public concern about health and environmental impacts. There is therefore a need to continue to identify hazardous waste capacity for London. The main requirement is for sites for regional facilities to be identified. Boroughs will need to work together and with neighbouring authorities to consider the necessary regional/local facilities when planning for their hazardous waste, now a requirement under the duty to co-operate.

Aggregates

POLICY 5.20 AGGREGATES

Strategic

A The Mayor will work with all relevant partners to ensure an adequate supply of aggregates to support construction in London. This will be achieved by:

1 encouraging re-use and recycling of construction, demolition and excavation waste within London

2 extraction of land-won aggregates within London

3 importing aggregates to London by sustainable transport modes.

B The Mayor will work with strategic partners to achieve targets of:

a 95 per cent recycling/re-use of construction, demolition and excavation waste by 2020

b 80 per cent recycling of that waste as aggregates by 2020.

C London should make provision for the maintenance of a landbank (i.e. seven years' supply) of at least 5 million tonnes of land won aggregates throughout the plan period until 2031.

LDF preparation

D LDFs should make provision for the maintenance of a landbank (i.e. seven years' supply) of at least 5 million tonnes of land won aggregates throughout the plan period to 2031 by a landbank apportionment of:

- a at least 1.75 million tonnes to LB Havering
- b at least 0.7 million tonnes to LB Redbridge
- c at least 1.75 million tonnes to LB Hillingdon
- d at least 0.7 million tonnes to LB Hounslow

E Mineral planning authorities in London should:

- a identify and safeguard aggregate resources in LDFs
- b support the development of aggregate recycling facilities, subject to local amenity conditions.

F To reduce the environmental impact of aggregates, LDFs should;

- a ensure that appropriate use is made of planning conditions dealing with aftercare, restoration and re-use of minerals sites following extraction
- b safeguard wharves and/or railheads with existing or potential capacity for aggregate distribution
- c minimise the movement of aggregates by road and maximise the movement of aggregates via the Blue Ribbon Network
- d develop policies that support the protection and enhancement of aggregates recycling facilities.

5.90 London needs a reliable supply of construction materials to support continued growth. These include land-won sand and gravel, crushed rock, marine sand and gravel, and recycled and alternative materials. Most aggregates used in the capital come from outside London, including marine sand and gravel and land-won aggregates, principally crushed rock from other regions. There are relatively small resources of workable land-won sand and gravel in London.

5.91 The Mayor supports the Government's objective of achieving an essential level of supply in the most sustainable fashion, in order to ensure a good supply of locally sourced land-won aggregates. For the 2008 London Plan, the London Aggregates Working Party advised the Mayor that an annual output of 1.0 million tons per annum (mtpa) of land-won sand and gravel, sub-regionally apportioned 50:50 between boroughs in east and west London, was more realistic than the 1.1 mtpa proposed in the 2003 guidelines. This was accepted by the Mayor to inform London policy and was agreed by the Secretary of State.

5.92 The previous Government's land-won sand and gravel guidelines for London for the period 2005-2020 proposed 1.1 mtpa[195]. Recent monitoring suggests that this target remains very challenging for London, and the Mayor is not persuaded that setting the target suggested in the 2009 guidelines would actually increase production. Accordingly, and following discussions with boroughs and the industry on reserve levels, plan allocations and deliverability, the Mayor supports a realistic landbank figure (i.e. seven years supply) of at least 5 million tonnes of land-won aggregates for London throughout the plan period, apportioned to boroughs as set out in Policy 5.20D.

5.93 There remains some potential for extraction beyond the boroughs identified in the London Aggregates Monitoring report[196], including within the Lee Valley. Other boroughs with aggregates resources should consider opportunities in line with the policies in the plan. Adverse impacts on European biodiversity sites as a result of aggregates activities should be avoided.

5.94 Aggregates are bulky materials and LDF policies should maximise their use and re-use and minimise their movement, especially by road. Policy 5.3 on sustainable design and construction will be important in helping to reduce the demand for natural materials. The objective of proximity dictates the best and most local use of materials that can be extracted in London. Boroughs should safeguard both existing, planned and potential sites for all the uses and activities identified for safeguarding in paragraph 143 of the NPPF. Sites for depots may be particularly appropriate in preferred industrial locations and other employment areas. Existing and future wharf capacity is essential, especially for transporting marine-dredged aggregates, and should be protected in accordance with Policy 7.26.

5.94A The NPPF in paragraph 145 calls on mineral planning authorities to maintain a steady and adequate supply of aggregates by preparing an annual Local Aggregates Assessment (LAA). The four boroughs identified in Policy 5.20 will prepare either their own or joint LAAs. The Mayor does not consider that it would be proportionate or reasonable for the other 29 boroughs to produce their own LAAs, but that production of a joint LAA would be appropriate.

195 National and Regional Guidelines for Aggregate Provision in England 2005-2020, DCLG June 2009

196 GLA Aggregates Working Party, London Aggregates Monitoring Report 2008, August 2009 http://legacy.london.gov.uk/mayor/planning/lawp/docs/lawp_monitoring2008.pdf

Contaminated land and hazardous substances

POLICY 5.21 CONTAMINATED LAND

Strategic

A The Mayor supports the remediation of contaminated sites and will work with strategic partners to ensure that the development of brownfield land does not result in significant harm to human health or the environment, and to bring contaminated land to beneficial use.

Planning decisions

B Appropriate measures should be taken to ensure that development on previously contaminated land does not activate or spread contamination.

LDF preparation

C LDFs should encourage the remediation of contaminated sites and set out policy to deal with contamination.

5.95 In a city where space is increasingly at a premium, it is essential that wherever practicable, brownfield sites – including those affected by contamination – should be recycled into new uses. This also provides an opportunity to deal with any threats to health and the environment posed by contamination. Any land that is affected by contamination, whether or not identified under the regulations, may require measures to prevent contamination being activated or spread when building takes place.

5.95A Where potentially contaminating activities are proposed, development should include appropriate measures to mitigate any potential harmful effects.

POLICY 5.22 HAZARDOUS SUBSTANCES AND INSTALLATIONS

Strategic

A The Mayor will work with all relevant partners to ensure that hazardous substances, installations and materials are managed in ways that limit risks to London's people and environment. He will consider publishing supplementary guidance to support the application of this policy.

Planning decisions

B When assessing developments near hazardous installations:

a site specific circumstances and proposed mitigation measures should be taken into account when applying the Health and Safety Executive's Planning Advice Developments near Hazardous Installations (PADHI)[1] methodology

1 PADHI – HSE's Planning Land Use Methodology Health and Safety Executive September 2009

b the risks should be balanced with the benefits of development and should take account of existing patterns of development.

LDF preparation

C In preparing LDFs, boroughs should:

a identify the locations of major hazards (including pipelines carrying hazardous substances)

b consult and give due weight to advice from the Health and Safety Executive to ensure that land use allocations take account of proximity to major hazards

c consult utilities to ensure that the timing of decommissioning and the implications for development are reflected in proposals

d ensure that land use allocations for hazardous installations take account of the need to incentivise and fund decommissioning.

D Boroughs should periodically review consents granted under the Planning (Hazardous Substances) Act 1990 to ensure they reflect current conditions and the physical capacity of the site.

5.96 The EU Directive on the prevention of major accidents involving hazardous substances requires land use policies to take prevention and minimisation of consequences into account. Where appropriate, advice should be sought from the Health and Safety Executive. Development decisions should take account of CLG Circular 04/00 Planning Controls for Hazardous Substances and the guidance in paragraph 109 of the NPPF (specifically the fourth bullet point). The Mayor will consider producing supplementary guidance supporting the application of these principles in the particular circumstances of London.

5.96A London boroughs are hazardous substances authorities for the purposes of the Planning (Hazardous Substances) Act 1990 and associated regulations. Under these provisions they grant consents for hazardous installations, specifying the nature and quantity of hazardous substances that can be kept at each. It is important that these consents are kept under review to ensure that changes that could affect the location of development around installations (such as utilities' plans to decommission gas holders) are taken into account. The Mayor will provide further guidance on this issue.

CHAPTER SIX

LONDON'S TRANSPORT

6.1 Although transport is arguably central to achievement of all the objectives set out in paragraph 1.53, this chapter sets out policies primarily intended to support delivery of the sixth objective – that London should be:

- **A city where it is easy, safe and convenient for everyone to access jobs, opportunities and facilities** with an efficient and effective transport system which actively encourages more walking and cycling, makes better use of the Thames, and supports delivery of all the objectives of this Plan.

6.2 The Mayor recognises that transport plays a fundamental role in addressing the whole range of his spatial planning, environmental, economic and social policy priorities. It is critical to the efficient functioning and quality of life of London and its inhabitants. It also has major effects – positive and negative – on places, especially around interchanges and in town centres and on the environment, both within the city itself and more widely. Conversely, poor or reduced accessibility can be a major constraint on the success and quality of places, and their neighbourhoods and communities. He is particularly committed to improving the environment by encouraging more sustainable means of transport, through a cycling revolution, improving conditions for walking, and enhancement of public transport.

6.3 The main source of policy on transport is the Mayor's Transport Strategy (MTS). This sets six thematic goals, which link to the six themes of this Plan:

- Supporting economic development and population growth
- Enhancing the quality of life for all Londoners
- Improving the safety and security of all Londoners
- Improving transport opportunities for all Londoners
- Reducing transport's contribution to climate change, and improving its resilience
- Supporting delivery of the London 2012 Olympic and Paralympic Games and its legacy.

Delivery of the Mayor's Transport Strategy will be essential to achievement of the vision and objectives of this Plan, which sets out the spatial development policies that will be needed for implementation of the MTS. Implementation of the policies and proposals in the two documents will be monitored in a co-ordinated way, and an integrated approach will be taken to their review, revision and alteration.

6.4 The Mayor will work closely with the boroughs, Transport for London, Government and the range of other stakeholders with a part to play in delivering safe, efficient and environmentally-friendly transport for London to ensure achievement of the objectives and policies of the Plan and the Mayor's Transport Strategy. These objectives and policies should be taken into account by London boroughs in working together in settling sub-regional transport plans and Local Implementation Plans (LIPs), local development frameworks and other local

transport policies and strategies.

6.5 This chapter sets out policies to support integration of transport and development, connecting London and ensuring better streets. It also sets out car and cycle parking standards.

Integrating transport and development

POLICY 6.1 STRATEGIC APPROACH

Strategic

A The Mayor will work with all relevant partners to encourage the closer integration of transport and development through the schemes and proposals shown in Table 6.1 and by:

a encouraging patterns and nodes of development that reduce the need to travel, especially by car – boroughs should use the standards set out in Table 6.2 in the Parking Addendum to this chapter to set maximum car parking standards in DPDs

b seeking to improve the capacity and accessibility of public transport, walking and cycling, particularly in areas of greatest demand – boroughs should use the standards set out in Table 6.3 in the Parking Addendum to set minimum cycle parking standards in DPDs

c supporting development that generates high levels of trips at locations with high levels of public transport accessibility and/or capacity, either currently or via committed, funded improvements including, where appropriate, those provided by developers through the use of planning obligations (See Policy 8.2).

d improving interchange between different forms of transport, particularly around major rail and Underground stations, especially where this will enhance connectivity in outer London (see Policy 2.3)

e seeking to increase the use of the Blue Ribbon Network, especially the Thames, for passenger and freight use

f facilitating the efficient distribution of freight whilst minimising its impacts on the transport network

g supporting measures that encourage shifts to more sustainable modes and appropriate demand management

h promoting greater use of low carbon technology so that carbon dioxide and other contributors to global warming are reduced

i promoting walking by ensuring an improved urban realm

j seeking to ensure that all parts of the public transport network can be used safely, easily and with dignity by all Londoners, including by securing step-free access where this is appropriate and

practicable.

B The Mayor will, and boroughs should, take an approach to the management of streetspace that takes account of the different roles of roads for neighbourhoods and road users in ways that support the policies in this Plan promoting public transport and other sustainable means of transport (including policies 6.2, 6.7, 6.9 and 6.10) and a high quality public realm. Where appropriate, a corridor-based approach should be taken to ensure the needs of street users and improvements to the public realm are co-ordinated.

6.6 The Mayor recognises the need, when planning for where people will live, work, study and pursue leisure activities, to improve movement between these places in an integrated way, emphasising the quality of the public realm, and the safety and comfort of travellers. A similar approach should be taken when planning the location of businesses, taking account of the ways they receive the goods and services they need, and how conveniently they then serve their customers. For a range of policy reasons, the best option is to reduce the distances involved, in turn reducing the need for the transport system to accommodate unnecessary travel demands: this principle underlies many of the spatial proposals set out in Chapter Two (particularly, perhaps, as regards Outer London). However, this is not always possible in a complex urban environment like London's, with its specialist clusters of economic, social, educational and leisure activities and its unique place in the wider south east of England. Moreover even with greater locational efficiencies, consideration has to be given to providing additional transport capacity needed to support London's growth, and to ensuring that the most is made of existing transport infrastructure by smoothing traffic flows and travel planning.

6.7 This close co-ordination of land use and transport planning is crucial to effective and sustainable spatial development and is supported by the approach taken by the Government in the NPPF. This states that planning has a key role in delivering the Government's integrated transport strategy. Shaping the pattern of development and influencing the location, scale, density, design and mix of land uses, can help reduce the need to travel and the length of journeys, and make it safer and easier for people to access jobs, shopping, leisure facilities and services by public transport, walking, and cycling.

Table 6.1 Indicative list of transport schemes

Scheme	Description	cost	Anticipated completion		
			2013-2016	2017-21/22	post 2022
Rail					
Crossrail 1	Core scheme: Maidenhead and Heathrow in the west to Shenfield and Abbey Wood in the east	H			
High Speed 1	International services stopping at Stratford	L			
High Speed 1	Direct services to a wider range of European destinations (making use of new European infrastructure)	L			
High Speed 2	London to the West Midlands and beyond.	H			
Improved rail freight terminals to serve London	New and/or expanded rail freight terminals to serve London	L			
Improved rail freight routes	Rail link from Barking - Gospel Oak line to West Coast Main Line	M			
Improved rail freight routes	Further capacity enhancement for the Felixstowe - Nuneaton route	M			
Crossrail 1 extensions	Westerly extension(s) potentially to Reading/Milton Keynes/ Watford/ Staines (via Airtrack) and/or additional services to Heathrow and West Drayton Easterly extension from Abbey Wood - Gravesend	M			

Scheme	Description	cost	Anticipated completion		
			2013-2016	2017-21/22	post 2022
Crossrail 2 (formerly Chelsea-Hackney line)	Enhanced southwest – northeast London capacity and connectivity. Scheme detail to be reviewed to ensure maximum benefits and value for money	H			
London Over-ground- Capacity Improvement Programme	Scheme to provide a fifth carriage (and associated infrastructure works on the north, west and east London lines, as well as the Euston – Watford 'DC' line)	M			
London Over-ground	Barking - Gospel Oak line – electrification and train lengthening	L			
London Over-ground	Extension from Barking to Barking Riverside	M			
West Anglia	Stratford –Angel Road capacity enhancement to enable the running of 4 trains per hour.	M			
West Anglia	Further service enhance-ments (including four-tracking) across the whole of the Lea Valley line	M/H			
Essex Thameside	Further capacity increases including increased speeds on the Tilbury loop and more 12 car services	M			
South Central London	Ten-car capability on inner suburban Twelve-car capability and additional fast services (HLOS CP4)	M/L			
South Central London	Further CP5 capacity increases	M			

Scheme	Description	cost	Anticipated completion		
			2013-2016	2017-21/22	post 2022
Southeast London	Works to allow 12 car running on Sidcup Bexley-heath, Greenwich, Woolwich, Dartford, Rochester, Hayes & Sevenoaks routes and rede-velopment work at Victoria and Charing Cross	M			
Southeast London	Further CP5 capacity increases	M			
Southwest London	Ten-car capability on inner suburban and Windsor lines (HLOS CP4)	M			
Southwest London	Further CP5 capacity increases	M			
Great Western	Electrification with associ-ated change in rolling stock allocation	H			
Great Northern	Train lengthening (HLOS CP4)	L			
Great Northern	Further CP5 capacity increases	L			
Great Eastern	Further CP5 capacity increases including Bow Junction remodeling which will help increase frequency of outer suburban services from 24 to 28 tph	L			
West Coast	Further CP5 capacity increases	L			
Thameslink	End of 2018: 24 trains per hour through core, expanded network	H			
Thameslink	Make greater use of 12-car capability coverage	M			

Scheme	Description	cost	Anticipated completion		
			2013-2016	2017-21/22	post 2022
Rail termini enhancement	Passenger congestion relief/ onward movement capacity enhancement works. Schemes under develop-ment including the provision of step free access.	M			
Airport access	Improved access to Heathrow Airport from south London being considered	M			
Tube					
Jubilee line	Jubilee line upgrade in delivery phase to provide additional capacity and improve journey times. Under the World Class Capacity programme, further peak service train increases are planned, subject to fleet expansion.	M			
Northern line	Phase 1: Northern line upgrade in delivery phase to provide additional capacity and improve journey times	M			
Northern line	Phase 2: Northern line Upgrade 2 to deliver a further 20 per cent increase in capacity through the simplification and recasting of service patterns	M			
Northern line Extension	Extension of the Northern line from Kennington to Battersea to support the regeneration of the Vauxhall/ Nine Elms/Battersea area	M			

Scheme	Description	cost	Anticipated completion		
			2013-2016	2017-21/22	post 2022
Victoria line	Victoria line upgrade in delivery phase including new rolling stock and signalling to provide additional capacity and improve journey times. Under the World Class Capacity programme, further peak service train increases are planned, subject to fleet expansion.	M			
Piccadilly line	Piccadilly line upgrade to provide additional capacity and improve journey times First new trains expected to be delivered 2021/22	M			
Sub-Surface Railway (SSR)	Circle, District, Hammersmith & City and Metropolitan lines upgrade (including new air-conditioned rolling stock and new signalling) to provide additional capacity and improve journey times	H			
Metropolitan line	Croxley rail link to Watford Junction	M			
Central line	Central line upgrade: Including new energy efficient and high capacity rolling stock and signalling	M			
Bakerloo line	Bakerloo line upgrade: Including new energy efficient and high capacity rolling stock and signalling	M			
Bakerloo line	Bakerloo line soutern extension; potential scheme and route under investigation	H			

Scheme	Description	cost	Anticipated completion		
			2013-2016	2017-21/22	post 2022
Station refurbishment/ modernisation/ programme	Continuing programme of refurbishment/ modernisation of stations	H			
Core asset renewal	Programme of core asset renewal to lock in benefits from the upgrades and maintain assets in a state of good repair	H			
Tube station congestion relief schemes	Congestion relief (and step free access) schemes, including Victoria, Tottenham Court Road, Bond Street, Bank Paddington (Hammersmith & City line), Holborn, Camden. A targeted station capacity programme looking at further congestion relief schemes	H			
Energy-saving initiatives Regenerative braking and automatic train control	A programme of work to include low energy lighting, smart electricity metering at stations and low loss conductor rails To be implemented as an integral part of the Tube upgrade programme	L/M			
DLR					
Reconfiguration of train interiors	To temporarily relieve crowding until additional trains are procured	L			

Scheme	Description	cost	Anticipated completion		
			2013-2016	2017-21/22	post 2022
North Route Double Tracking (works associated with Crossrail funded- to be delivered by 2019)	To increase reliability, frequency and capacity of line	L			
Additional Rolling Stock	To support large scale developments e.g. Royal Docks and Olympic Park	L/M			
Station Improvement and capacity work:	Improved efficiency of interchange to accommodate increased passenger flows resulting from large scale developments, including: Royal Albert and Gallions Reach station capacity upgrades Congestion relief at Canning Town Increase capacity for interchange between DLR and Crossrail (eg Custom House) to support Royal Docks developments Increase Shadwell and Pontoon Dock station capacity to accommodate increasing passenger flows	L			

Scheme	Description	cost	Anticipated completion		
			2013-2016	2017-21/22	post 2022
DLR Extensions	Work to support the Mayor's ambition for enhanced rail access to Bromley and southeast London, including Overground, rail and DLR improvements. Work towards potential extensions of west of Bank, and east of Gallions Reach	H			
Tramlink					
Further enhancements to the Tramlink network	Potential extensions and/or capacity increases	L/M			
	Double tracking to Wimbledon	L			
Buses and bus transit					
Bus network development	Regular review of bus network to cater for population, housing and employment growth, maintain ease of use, attractive frequencies and adequate capacity, reliable services, good coverage, effective priority and good interchange with other modes.	M			
Low emission buses	Intention that all new buses entering London's fleet post 2012 be low emission (initially diesel hybrid)	M			
Bus stop accessibility programme	Improved accessibility of bus stops- ensure that 95% of bus stops are accessible by the end of 2016	L			

Scheme	Description	cost	Anticipated completion		
			2013-2016	2017-21/22	post 2022
High Quality Bus Priority	Bus priority / transit corridors- investment supporting economic revitalisation in London's Opportunity Areas by providing new links and services	L			
Bus Reliability	Bus reliability pinch points (annualised scheme) – scheme to identify around 30 sites where bus priority measures will be implemented to improve bus and road network reliability	L			
Cycling projects					
Central London Grid	Delivery of a central London 'Bike Grid' of high quality, high-volume cycle routes, using a combination of segregation and quiet shared streets, along with some innovative use of existing infrastructure.	L			
Quietways	A well-signed network of radial and orbital routes, mainly on low-traffic back streets, for those wanting a more relaxed cycle journey. Includes a central London 'Bike Grid' of high quality, high volume cycle routes, using a combination of segregation and quiet shared streets along with some innovative use of existing infrastructure	L			

Scheme	Description	cost	Anticipated completion		
			2013-2016	2017-21/22	post 2022
Greenways	A network of attractive and functional routes for walking and cycling to, and through, green spaces across the Capital.	L			
Cycle Super highways	New radial routes to central London and improvements to existing Cycle Super-highways. Including fast and substantially segre-gated cycle superhighways providing north-south and east-west routes through central London.	L			
Biking Boroughs	Final year (2013-14) of delivery of a package of infrastructure and supporting measures by thirteen outer London Boroughs.	L			
Mini-Hollands	Transformational change in up to four Outer London town centres to provide exemplar facilities for cyclists. Programmes will be based around providing cycle-friendly town centres, cycle routes and cycle superhubs at local railway stations.	M			
Cycle Superhubs at rail and tube stations	Mass cycle storage facili-ties with good security and cycle routes at rail and tube stations.	L			

Scheme	Description	cost	Anticipated completion		
			2013-2016	2017-21/22	post 2022
Cycle to School partnerships	Partnerships between boroughs, schools and local communities all working to make cycling to school easier and safer. Local infra-structure improvements will be delivered alongside supporting activities at a cluster of schools within a geographical area.	L			
Cycle parking	Continued delivery towards target of 80,000 spaces by 2016.	L			
Better Junctions	Better junctions that are addressing cyclist and pedestrian safety at over 30 key junctions in London, including: Bow roundabout; Holland Park roundabout; Aldgate gyratory; Swiss Cottage; Nags Head	L			
Walking and urban realm enhancements					
Enhanced urban realm and pedes-trian environment	London-wide 'better streets' initiatives to improve pedes-trian connectivity and urban realm A range of gyratory removal schemes such as: Aldgate; Tottenham Court Road and Gower Street; Canning Town; Kender Street Series of urban realm / town centre enhancements such as: Camberwell; Clapham Gateway; Manford Way; Bromley North; Tolworth Broadway; Twickenham	M			

Scheme	Description	cost	Anticipated completion		
			2013-2016	2017-21/22	post 2022
Improved access to stations and integration with surroundings	Targeted programme of works to improve access to stations by different modes (walk, cycle, bus), enhance interchange and ensure local benefits, including: Crossrail urban realm complementary measures schemes at Bond Street; Tottenham Court Road and a number of inner/outer London stations Station and interchange enhancements: Chadwell Heath and Barking Station; Sutton Gateway; East Croydon Enhanced bus services and interchange at key Crossrail / Thameslink stations	M			
Improved Wayfinding	Targeted introduction of on-street wayfinding specifically designed for pedestrians through Legible London at a variety of locations	L			
Increased tree and vegetation coverage	Target of five per cent increase in trees in London's parks, gardens and green spaces by 2025	L			

Scheme	Description	cost	Anticipated completion		
			2013-2016	2017-21/22	post 2022
Road Projects					
Achievement of a good state of repair of road infra-structure	Ongoing programme of maintenance to maintain the TLRN to a state of good repair through the renewal of carriageways, footways, tunnels, structures, bridges, drainage, vehicle restraint systems and other assets.	L/M			
Enhanced safety features- improving safety for all road users	Implementation of a number of projects including: Identifying locations for Dutch style roundabouts Early start traffic signal tech-nology Technology to protect all vulnerable tunnels and structures by 2016	L			
21st Century road works- reducing delay	Projects include: Lane rental charges to mini-mise road work disruption Underground utility corridors to reduce the need for road-works	L/M			

Scheme	Description	cost	Anticipated completion		
			2013-2016	2017-21/22	post 2022
Greener Streets- implementation of a range of environmental measures	A range of projects being implemented, including but not limited to: Extra low voltage traffic signals and centrally managed lighting systems Mayor's air quality fund eg green walls, no engine-idling campaigns, local green action zones Supporting expansion of car clubs Supporting more environmentally friendly vehicles, including introducing a Euro IV and NOx standard for London Buses in 2015 Provision of infrastructure to support low emission road vehicles, including distribution networks for other alternative fuels including hydrogen and biofuels (unfunded)	L/M			
Re-imagined streets and places	A series of schemes to support growth and transform key areas of London including: Elephant and Castle northern roundabout; Kings Cross; Euston Road; Old Street; Waterloo IMAX	L			

Scheme	Description	cost	Anticipated completion		
			2013-2016	2017-21/22	post 2022
Better management of road space to improve journey time reliability	Implementation of a programme of schemes to improve journey time reliability on the TLRN including: Upgrading traffic signal control information to SCOOT (split cycle optimisation technique). Traffic Signals timing review at over 1,000 sites across London. A scheme to actively manage the Inner Ring Road	L			
Better Crossings-improved safety for pedestrians	New Crossing points (list of potential new crossing points on TLRN published by mid-2014) 200 pedestrian countdown units at traffic signals by April 2014	L			
Congestion hotspot busting-tackling key congestion areas	Implement Mayor's £50m Blackspot fund by 2016. Continued programme of smaller scale corridor improvements to address congestion hotspots and improve journey time reliability. Bus and cycle priority points- implemented at key locations to improve journey times for these modes	L			

Scheme	Description	cost	Anticipated completion		
			2013-2016	2017-21/22	post 2022
Capital Projects to support growth and tackle congestion	Series of capital schemes (often linked to developer funding) to help unlock growth, regenerate key areas; provide enhanced connections and tackle congestion / key constraints on the network, including: A13; Removal of Tottenham Hale Gyratory; Vauxhall; Wandsworth; Croydon	M			
Further gyratory, one-way system and bottleneck improvement works	Works proposed include: Ealing Broadway, Swiss cottage, Aldgate, Highbury Corner, Brent Cross/ Cricklewood, Wandsworth, Shoreditch Triangle, Stockwell, A10 Stoke Newington, Vauxhall Cross, Kings Cross	L/M			
Low Emissions Zone	Further LEZ enhancements and vehicle coverage	L			
Continue to work with Government on road pricing feasibility programme	As appropriate (see para 6.39A) review the option of road user charging and/or regulatory demand management measures to influence a shift to more CO2 efficient road vehicles and lower carbon travel options, such as walking, cycling and public transport. Share expertise and engage with development programmes as appropriate	L			

Scheme	Description	cost	Anticipated completion		
			2013-2016	2017-21/22	post 2022
London river services and river crossings					
Implement River Action Plan to achieve Mayoral target of 12 million passenger journeys on the river by 2020	The Action Plan aims to develop river services to their full potential. Its content is divided into four themes: Better Piers, Better Information and Integration, Better Partnership Working and Better Promotion	L			
New vehicle ferry between Gallions Reach &Thamesmead	In advance of a potential fixed link	L			
Promote the use of Thames and other waterways for freight movement	Enable freight access to waterways	L			
New walk/cycle Thames crossings	Including schemes in central London (e.g. the Garden Bridge) and walk/cycle links to access Isle of Dogs from east and west	M			
New and enhanced road vehicle river crossing(s) in east London (package of measures)	Programme of works under development to improve cross-Thames road links in east London including Silvertown tunnel	M			
Other					
Enhanced travel planning tools	Ongoing enhancements to information availability, including journey planner	L			

Scheme	Description	cost	Anticipated completion		
			2013-2016	2017-21/22	post 2022
Sustainable transport initiatives	Initiatives to reduce the environmental impact of travel, make more efficient use of limited transport capacity and/or encourage active travel such as walking and cycling. Sustainable business travel should be influenced through the provision of integrated travel solutions and real time information delivered through mobile applications. Sustainable residential travel should be encouraged through the promotion of car free development, the use of car clubs, flexible working and active travel (walking and cycling)	L			
Increased use of travel plans	Increased use and power of travel plans for workplaces, residences and schools and individuals	L			

Scheme	Description	cost	Anticipated completion		
			2013-2016	2017-21/22	post 2022
Continued development and roll-out of TfL Freight Plan initiatives	Implementing a programme of measures, drawing upon lessons learnt from the 2012 Olympic Road Freight Management programme. Other measures include: Town centre and area-based Delivery and Service Plans, relocating servicing to side streets to improve access, Construction and Logistics Plans and promotion of collaborative approaches such as consolidation centres and/or break-bulk facilities	L			
Promotion of freight best practice	Development and incentivisation of membership of the Fleet Operators Recognition Scheme (FORS) and develop improved communications with the freight sector.	L			
Changing behaviour/ managing demand	A variety of freight related projects to examine when and how deliveries are made	L			

KEY to Table 6.1 Indicative list of transport schemes and proposals			
scheme cost	L	low	£0 - £100 million
	M	medium	£100 million - £1 billion
	H	high	£1 billion +

funding	funded	unfunded

6.8 These approaches, individually and cumulatively, help achieve the aims of reducing the need to travel and offering alternatives to the car. Ground based transport is a major source of carbon dioxide emissions; reducing trip lengths, promoting the use of electric and other low carbon vehicles and using more-sustainable modes (cycling and walking in particular – see policies 6.9 and 6.10 below) have important roles to play in helping to tackle climate change. In May 2009 the Mayor produced an Electric Vehicle Delivery Plan for London[197] to promote a network of publicly available electric vehicle charging points across London[198]. The use of travel plans can help reduce emissions by promoting alternatives to the car. Ensuring the most efficient forms of transport freight and making deliveries through modern logistics techniques will also be important. The Mayor is committed to increasing the use of the Blue Ribbon Network for both passengers and freight transport. Specific policies to promote this are contained in Chapter 7.

6.9 London's unique national and global role, and its specialism in higher value sectors of the economy, has resulted in an extended labour market catchment area. London's projected longer-term growth in employment and population will result in an increase in overall travel – increasing from 25 million to about 30 million trips per day by 2031. The policies in this Plan and the Mayor's Transport Strategy (and in particular the schemes and proposals shown in Table 6.1) aim to minimise this growth in travel and ensure it occurs in a sustainable way.

6.10 Future transport policies, proposals and projects should be developed and implemented in order to support the spatial priorities set out in this Plan (see Chapters One and Two). In particular to support:

- London's world city status by maintaining and improving its links with the rest of the world, including through taking a balanced and sustainable approach to additional airport capacity in south east England, (see Policy 6.6 below) and the development of rail and road links between London, neighbouring regions and the rest of the United Kingdom
- outer London in increasing the contribution it makes to London's economic success, and to making the capital a better place to live, work, study or visit – in particular supporting the success of its network of diverse town centres and enhancing the contribution these make to the neighbourhoods and communities in surrounding areas (see Policy 2.8)
- the development and continued growth of inner London in ways that improve the quality of local environments and enable deprived communities to access jobs and other opportunities and facilities they need
- central London's accessibility and environment
- the lasting legacy from the Olympic and Paralympic Games
- the development of the opportunity areas and areas for intensification

197 Mayor of London. Electric Vehicle Delivery Strategy. GLA, 2009.

198 Source London Network

identified in Chapter 2 of this Plan

- an integrated, environmentally-friendly and sustainable approach to freight and deliveries.

6.11 High quality facilities for easy interchange have a major role to play both in ensuring effective working of transport networks and in shaping the places where they are located. They can also provide new development opportunities, enabling efficient use of land in places with high levels of accessibility – and for development to help contribute to the cost of new infrastructure. Realising these benefits requires close working between transport providers, local authorities, developers and, where appropriate, the Mayor.

POLICY 6.2 PROVIDING PUBLIC TRANSPORT CAPACITY AND SAFEGUARDING LAND FOR TRANSPORT

Strategic

A The Mayor will work with strategic partners to:

a improve the integration, reliability, quality, accessibility, frequency, attractiveness and environmental performance of the public transport system

b co-ordinate measures to ensure that the transport network, now and in the future, is as safe and secure as reasonably practicable

c increase the capacity of public transport in London over the Plan period by securing funding for and implementing the schemes and improvements set out in Table 6.1.

Planning decisions

B Development proposals that do not provide adequate safeguarding for the schemes outlined in Table 6.1 should be refused.

LDF

C Boroughs and any other relevant partners must ensure the provision of sufficient land, suitably located, for the development of an expanded transport system to serve London's needs by:

a safeguarding in DPDs existing land used for transport or support functions unless alternative facilities are provided that enables existing transport operations to be maintained

b identifying and safeguarding in DPDs sites, land and route alignments to implement transport proposals that have a reasonable prospect of provision, including those identified in Table 6.1.

6.12 Travel by public transport needs to be improved to increase its appeal relative to the car, and the objectives set out in Policy 6.2 need to be addressed to improve the attractiveness of the current and future network for passengers. Boroughs need to safeguard the current range of land in transport uses and allocate land in their relevant development plan documents so that the schemes in Table 6.1 can be implemented. Paragraph 41 of the NPPF is clear that boroughs should identify and protect, where there is robust evidence, sites and routes which could be critical in developing infrastructure to widen transport choice, and inclusion in the table should be taken as evidence that this is the case. Boroughs who have all or part of any of the transport schemes identified in table 6.1 of the Plan in their area should check their status with TfL before they bring forward relevant DPDs so they can assess what degree of safeguarding they should put in their plans.

6.13 Securing the land needed for transport (for a range of purposes, from ventilation shafts to facilities for bus drivers), and protecting it from development, has proved difficult in London. This pressure had been felt most in the places where land is most required. Release of this transport land should only occur in consultation with the relevant transport organisations, and where alternative transport uses for the site concerned have been fully explored. The Mayor has issued supplementary guidance on Land for Industry and Transport.[199]

POLICY 6.3 ASSESSING EFFECTS OF DEVELOPMENT ON TRANSPORT CAPACITY

Planning decisions

A Development proposals should ensure that impacts on transport capacity and the transport network, at both a corridor and local level, are fully assessed. Development should not adversely affect safety on the transport network.

B Where existing transport capacity is insufficient to allow for the travel generated by proposed developments, and no firm plans exist for an increase in capacity to cater for this, boroughs should ensure that development proposals are phased until it is known these requirements can be met, otherwise they may be refused. The cumulative impacts of development on transport requirements must be taken into account.

C Transport assessments will be required in accordance with TfL's Transport Assessment Best Practice Guidance for major planning applications. Workplace and/or residential travel plans should be provided for planning applications exceeding the thresholds in, and produced in accordance with, the relevant TfL guidance. Construction logistics plans and delivery and servicing plans should be secured in

199 Mayor of London. Land for Industry and Transport SPG. GLA. 2012

line with the London Freight Plan[1] and should be co-ordinated with travel plans.

LDF preparation

D Boroughs should take the lead in exploiting opportunities for development in areas where appropriate transport accessibility and capacity exist or is being introduced. Boroughs should facilitate opportunities to integrate major transport proposals with development in a way that supports London Plan priorities.

E LDFs should include policies requiring transport assessments, travel plans, construction logistics and delivery/servicing plans as set out in C above.

1 See http://www.tfl.gov.uk/microsites/freight/documents/construction-logistics-plan-guidance-for-planners.pdf and http://www.tfl.gov.uk/microsites/freight/documents/construction-logistics-plan-guidance-for-developers.pdf

6.14 Allowing development, either individually or cumulatively, that would place an unacceptable burden on either the public transport network and/or the road network would be contrary to the objective of sustainable development. Phasing development (where this is appropriate), the use of travel plans and addressing freight issues may all help reduce the impact of development on the transport network and reduce emissions of gases that contribute to climate change.

6.15 In practical terms, this means ensuring that new developments that will give rise to significant numbers of new trips should be located either where there is already good public transport accessibility with capacity adequate to support the additional demand or where there is a realistic prospect of additional accessibility or capacity being provided in time to meet the new demand. This principle should be reflected in the documentation submitted by applicants and in decisions on planning applications, with appropriate use made of planning conditions, planning obligations and, the Community Infrastructure Levy to ensure a joined-up approach to transport demand and availability of capacity.

Connecting London

POLICY 6.4 ENHANCING LONDON'S TRANSPORT CONNECTIVITY

Strategic

A The Mayor will work with strategic partners in neighbouring regions to:

a ensure effective transport policies and projects to support the sustainable development of the London city region and the wider south east of England

b develop efficient and effective cross boundary transport services and policies – including exploring the scope for high speed rail

services reducing the need for short- and some medium-haul air travel.

B The Mayor will work with strategic partners to improve the public transport system in London, including cross-London and orbital rail links to support future development and regeneration priority areas, and increase public transport capacity by:

a implementing Crossrail, the Mayor's top strategic transport priority for London (see Policy 6.5 and paragraph 6.21)

b completing upgrades to, and extending, the London Underground network

c developing Crossrail 2

d implementing a high frequency Londonwide service on the national rail network

e providing new river crossings

f enhancing the different elements of the London Overground network following the implementation of an orbital rail network

g completing the Thameslink programme

h improving and expanding London's international and national transport links for passengers and freight (for example, High Speed 2)

i seeking improved access by public transport to airports, ports and international rail termini

j improving the reliability, quality and safety of inter-regional rail services including domestic services for commuters, while safeguarding services within London

k enhancing the Docklands Light Railway and Tramlink networks

LDF preparation

C DPDs should identify development opportunities related to locations which will benefit from increased public transport accessibility.

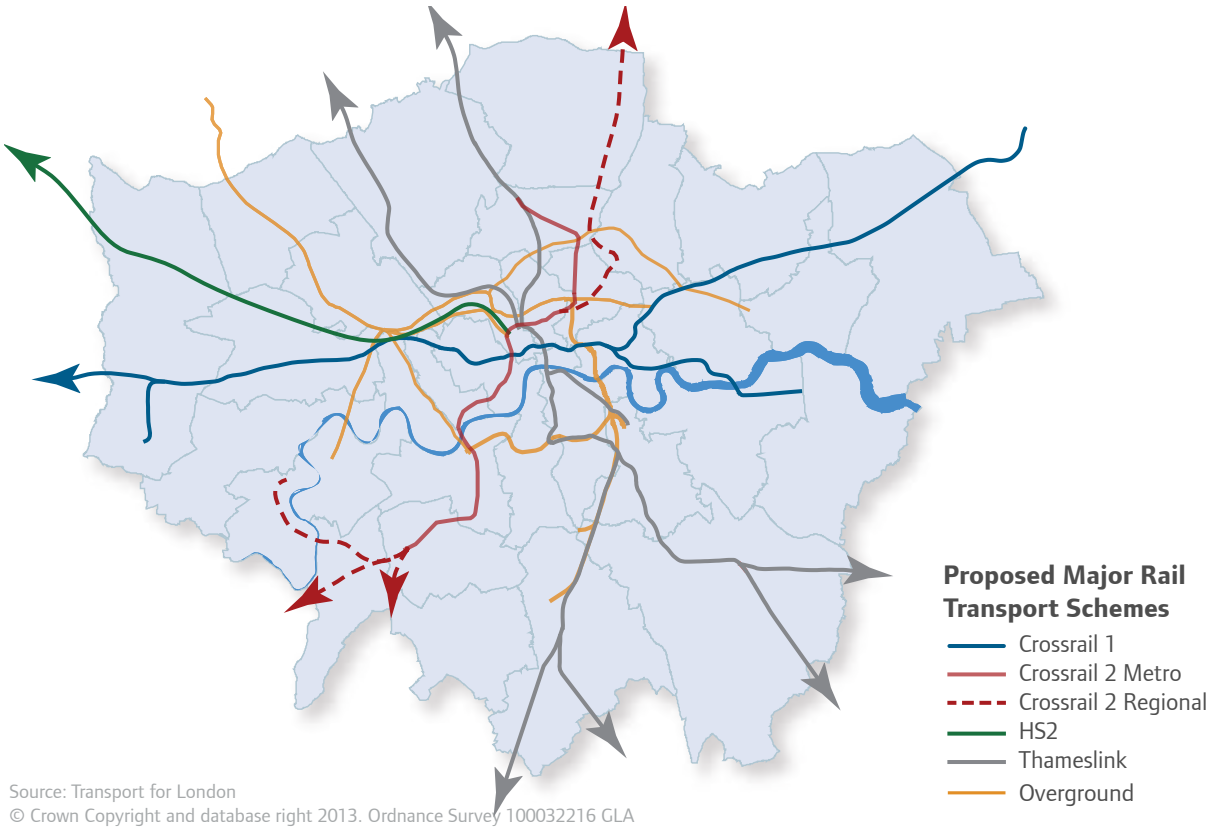
6.16 London's workers and visitors come from far and wide, so its public transport 'offer' does not begin or end at its boundaries. Improving accessibility and capacity within the greater south east of England and beyond will help London maintain its attractiveness as a place to work, visit and do business. Map 6.1 sets out a number of the larger transport schemes, over the period of the Plan.

6.17 The Mayor will work closely with Government and with the local and sub-regional authorities and bodies in the East and South East of England to develop and implement transport policies and projects to support the sustainable development of the London city region and the wider south east of England, and to develop co-ordinated approaches to cross boundary transport policy-making and services. In particular, the Mayor supports the principle of improved port and airport capacity in south east England.

6.18 The Thameslink Upgrade, expected to be completed by 2018, is a significant enhancement of cross-London capacity. It will connect north and south, linking King's Cross, Blackfriars and London Bridge, enable more through journeys and improve interchange at King's Cross and London Bridge. Despite the committed investment in London's Underground and National Rail network (such as Crossrail and Thameslink), forecast demand shows that crowding and congestion remains a significant issue along the northeast to southwest corridor across central London. To help to address this, a route for a new line, commonly known as the Chelsea-Hackney Line (and now referred to as Crossrail 2) has been safeguarded across London. It is essential that this safeguarding remains in place to protect this important new line, which would provide significant new rail capacity and congestion relief to existing rail and Tube lines.

6.18A TfL is currently engaged in a review of such a potential line, including considering alternative route alignments, in order to ensure it will be able to provide the maximum benefits and value for money for the investment needed to build it. Preliminary work has identified two strategic options: a standalone metro scheme and a regional option that would integrate with existing National Rail routes in the north east and south west of the capital. Both options share a similar route through London. It would help to relieve congestion on both the National Rail and TfL networks, and support economic development in London and the wider south east area. Following the results of a public consultation held during the summer of 2013

Map 6.1 Major transport schemes



Source: Transport for London
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the scheme will be developed further. A review of the existing safeguarding for the Chelsea-Hackney line is scheduled to commence in 2014.

6.18B Crossrail 2 would not only help relieve some parts of the existing network that are otherwise predicted to be severely crowded in 2031, but would also provide connectivity to locations whose growth potential is currently constrained by poor public transport accessibility, such as Upper Lee Valley. A scheme of the scale of Crossrail 2 would be expected to exert an influence on the distribution of London's growth, as well as the scale of London's long term growth potential. For example, new Opportunity or Intensification Areas would be expected at some locations where accessibility would significantly improve through Crossrail 2, and the density of development at existing growth areas on the Crossrail 2 route could increase.

6.19 Proposals for a second High Speed line to link the centre of London with Birmingham and beyond are currently being considered by Government. These are based on a detailed set of proposals developed by High Speed Two (HS2), the company set up by the Department for Transport (DfT) to investigate options for a new high speed line, from London to the West Midlands. The first phase of the project is scheduled to open in 2026, subject to the necessary approvals being granted, and will be linked to a second phase which will extend the route to Leeds, Sheffield and Manchester with an estimated completion date of 2033. According to HS2 Ltd.'s The economic case for HS2, published in January 2012, the full project could deliver nearly £2 of benefits for every £1 spent on building the line, in addition to providing journey times of 49 minutes from central Birmingham to central London. Extended north from Birmingham, to Manchester and Leeds (in a "Y" shaped network), it could offer journey times of around 75 minutes between both cities and London, as well as releasing significant capacity on the existing West Coast Main Line (and other routes) for more commuter and freight services. As part of the first phase, Heathrow airport will be accessible to HS2 passengers via a new interchange station at Old Oak Common, connecting HS2 with Crossrail and Great Western rail services.

6.20 The Mayor is developing proposals for further new and enhanced river crossings in east London to improve accessibility and the resilience of local transport networks, support economic growth in the area and link local communities (see also paragraph 6.41). These will complement the Jubilee Line crossings, DLR Lewisham and Woolwich extensions, the re-opened crossing of the extended-East London Line, the Emirates Air Line cable car crossing between the Greenwich Peninsula and the Royal Docks and the further cross-river public transport capacity provided by Crossrail and will include:

- a new road-based tunnel crossing between the Greenwich Peninsula and Silvertown (see paragraph 6.41);
- consideration of ferry-based options east of a crossing at Silvertown; and
- consideration over the longer term of a fixed link at Gallions Reach

These will help ensure a range of pedestrian, cycle and road-based Thames crossings

POLICY 6.5 FUNDING CROSSRAIL AND OTHER STRATEGICALLY IMPORTANT TRANSPORT INFRASTRUCTURE

Strategic, Planning decisions and LDF preparation

A In view of the strategic regional importance of Crossrail to London's economic regeneration and development, and in order to bring the project to fruition in a suitably timely and economic manner, contributions will be sought from developments likely to add to, or create, congestion on London's rail network that Crossrail is intended to mitigate. This will be through planning obligations, arrangements for the use of which will be established at strategic level, in accordance with relevant legislation and policy guidance.

B The Mayor will provide guidance for boroughs and other partners for the negotiation of planning obligations requiring, where appropriate, developers to contribute towards the costs of funding Crossrail having regard to:

- a the requirement for contributions from development of up to £600 million under the arrangements for funding Crossrail agreed with Government
- b central Government policy and guidance
- c strategic and local considerations
- d the impacts of different types of development in particular locations in contributing to transport needs, and
- e economic viability of each development concerned.

C In addition, the Mayor has produced guidance on the Use of Planning Obligations in the Funding of Crossrail[1] which should be taken into account in the handling of planning applications. The guidance includes:

- a criteria for identifying developments in respect of which Crossrail contributions should be required in accordance with national policy guidance
- b standard charges and formulae for calculating fair and reasonable contributions to be sought and guidance on how these should be applied in specific localities and different kinds of development
- c the period over which contributions will be sought and arrangements for periodic review

D The Mayor will, when considering relevant planning applications of potential strategic importance, take account of the existence and

1 Use of Planning Obligations in the Funding of Crossrail and the Mayoral Community Infrastructure Levy (April 2012) Mayor of London.

content of planning obligations supporting the funding of Crossrail among other material planning considerations.

E In consultation with the Mayor boroughs should identify strategically important transport infrastructure that is suitable for funding through the Community Infrastructure Levy (see Chapter 8).

6.21 Crossrail is essential to delivery of the strategic objectives of this Plan. Demand for public transport into and within central London is nearing capacity, with crowding on Network Rail services and on London Underground routes towards the West End, the City and Isle of Dogs. The employment growth expected over the period covered by this Plan will further increase demand. Unless this is addressed, continued development and employment growth in central and eastern London will be threatened. In particular, Crossrail is critical to supporting the growth of the financial and business services sectors in central London and in the Isle of Dogs, where there is market demand for additional development capacity. It will also provide much-needed additional transport capacity to the West End, where it will support the future development of that area as London's premier retail and leisure location. The scheme will also improve links to Heathrow, thereby supporting connections for London's global businesses. By linking these areas, Crossrail will help reinforce the development of London's economic and business core. It is also crucial to the realisation of regeneration and intensification opportunities around key interchanges within the Central Activities Zone and to its east and west. Crossrail will make a vital contribution to improving the accessibility and attractiveness of the Thames Gateway to the east of the Isle of Dogs, through its cross-river link to south east London and connection with the DLR network. It is expected that Crossrail will be fully operational by 2019.

6.22 It will be important that other public investment is co-ordinated to maximise these benefits. To this end, the GLA Group is seeking to identify and prioritise potential interventions that would give further regeneration benefits to the areas around key Crossrail stations.

6.23 Given the strategic regional importance of Crossrail, and that the funding arrangements for the scheme announced by Government makes clear that it will not proceed without contributions from developers, the use of planning obligations to secure resources to support funding Crossrail from developments that give rise to additional demand for public transport that Crossrail will help address is appropriate in terms of Government guidance and other policies in this Plan. The funding agreement for Crossrail between the Mayor, Transport for London and the Government envisages that a total of £600 million might be raised towards the cost of the project from developers, as follows:

- £300 million from use of planning obligations or any similar system that might replace them; and
- £300 million from the Community Infrastructure Levy (see Chapter 8).

6.24 Policy 6.5 relates to the first of these sums. The Mayor has brought forward supplementary planning guidance setting out detailed advice about the principles to be applied to this end, including timing and phasing, pooling arrangements, formulae to fix 'indicative contribution levels' and how they will be applied In specific localities and to particular kinds of development. This guidance takes appropriate account of relevant legislation and policy guidance.

6.25 Contributions will be sought in respect of developments in central London, the northern part of the Isle of Dogs and around Crossrail stations (the extent of the relevant areas are set out in the supplementary guidance) which include an increase in the amount of office, retail and hotel floorspace. They will also be sought from developments in the rest of London where this is appropriate under Government guidance, policies in this Plan and in local development frameworks. This approach has been taken in order to ensure contributions are sought from the uses that make the most significant contribution to congestion on the rail network. Any changes by the Mayor to the indicative levels of contribution would be made through new supplementary guidance, and this would be the subject of full consultation. Any new figure would be set to take account of the effect it might have on the viability of development, through considering development benchmarks set in this Plan (in Policy 4.2, with regard to offices for example) and associated guidance. The selected approach will ensure that contributions are sought only from developments which create, or add to, congestion on London's rail network.

6.27 There will be other transport infrastructure necessary to support the sustainable development of strategically important parts of London, particularly to enable the maximum contribution towards delivery of the strategy and policies in this Plan. One example is a proposal for the extension of the Northern Line to serve the Battersea area. This would be needed to realise the full potential of the Vauxhall, Nine Elms and Battersea Opportunity Area, delivering 20,000 new homes, 25,000 jobs and regeneration of Battersea Power Station. Boroughs should work with the Mayor to identify strategically important infrastructure of this kind, particularly through the LDF process, and to develop appropriate proposals for use of the Community Infrastructure Levy (see Chapter 8) to contribute towards its cost.

POLICY 6.6 AVIATION

Strategic

A Adequate airport capacity serving a wide range of destinations is critical to the competitive position of London in a global economy. Airport capacity serving the capital and wider south east of England must be sufficient to sustain London's competitive position.

B The Mayor:

a strongly opposes any further expansion at Heathrow involving an increase in the number of aircraft movements there, due to the adverse noise and air quality impacts already being experienced by residents and others in the vicinity of Heathrow and its environs

b supports improvements of the facilities for passengers at Heathrow and other London airports in ways other than increasing the number of aircraft movements, particularly to optimise efficiency and sustainability, enhance the user experience, and to ensure the availability of viable and attractive public transport options to access them.

C The aviation industry should meet its full environmental and external costs. Airport operators should increase the share of access journeys by passengers and staff made by sustainable means, minimize the impacts of airport servicing and onward freight transport, and take full account of environmental impacts when making decisions on patterns of aircraft operation.

Planning decisions

D Development proposals affecting airport operations or patterns of air traffic (particularly those involving increases in the number of aircraft movements) should:

a give a high priority to sustainability and take full account of environmental impacts (particularly noise and air quality)

b promote access to airports by travellers and staff by sustainable means, particularly by public transport.

E Development proposals for heliports should be resisted, other than for emergency services.

6.28 A number of factors contribute to London's position as a world city. One of them is its connectivity by air for business, trade, inward investment and tourism. The Mayor does not wish to prevent people from flying or undermine London's competitive position, and he does recognise the need for additional runway capacity in the south east of England. However, he agrees with the Government

that the noise problems and poor air quality at Heathrow have reached such levels that further increases in the number of air traffic movements there are untenable. He supports the Government statement of 7 September 2010 opposing mixed-mode operations and supporting runway alternation, westerly preference and related measures to mitigate noise effects on local communities. He also supports phasing out of scheduled air traffic movements during the night-time quota period. Thus, there is a need for a thorough reappraisal of airport policy in the south east of England. Within this commitment, however, he supports improvements to London's airports that will ensure they can be used to optimum efficiency while not necessarily increasing the number of air traffic movements – improving the facilities available to passengers and providing them with the kind of experience that befits a world city, and also ensuring the availability of a range of public transport options for getting to and from airports. Development proposals which affect airport operations (particularly those involving an increase in the number of air traffic movements) should be carefully scrutinised, and particular attention should be given to environmental impacts.

6.29 The Government recognises the importance of aviation to the UK, and is currently implementing the recommendations of the South East Airports Taskforce's final report. Further to this the government has established an independent Commission (the Davies Commission) tasked with identifying and recommending to government options for maintaining the south east's status as an international hub for aviation. The Commission was tasked with examining the scale and timing of any requirement for additional runway capacity to maintain the UK's position as Europe's most important aviation hub, and seeking to identify and evaluate how any need for additional capacity should be met in the short, medium and long term. The Mayor has made representations to this Commission. The Commission is expected to publish its final report for consideration by the government by summer 2015. The Mayor will monitor its progress and bring forward further alterations to this Plan as necessary. In the meantime, the Mayor will continue to work with partners in neighbouring regions to ensure that existing aviation infrastructure is used to its fullest extent before more expensive and damaging courses are pursued. Wherever runway capacity is located, the Mayor strongly supports efforts to make aviation less environmentally harmful, and promotion of more environmentally sustainable means of accessing airports through ensuring viable and attractive public transport alternatives for travellers – including the proposed High Speed 2 link. The provision of additional public transport capacity to serve the airports should not be to the detriment of non-airport passengers.

6.30 The noise impacts from helicopters can be considerable in an urban environment like London, where there are few locations where a heliport could be located without having major impacts on residents. Accordingly, proposals for new heliports should be resisted.

POLICY 6.7 BETTER STREETS AND SURFACE TRANSPORT

Strategic

A The Mayor will work with TfL and boroughs to implement Londonwide improvements to the quality of bus, bus transit and tram services.

LDF preparation

B DPDs should promote bus, bus transit and tram networks, including:

- a allocating road space and providing high level of priority on existing or proposed routes
- b ensuring good access to and within areas served by networks, now and in future
- c ensuring direct, secure, accessible and pleasant walking routes to stops
- d implementing TfL's Accessible Bus Stop Design Guidance
- e ensuring standing, garaging and drivers' facilities are provided where needed
- f making provision for retaining or creating new interchanges where appropriate.

6.31 Buses are, and are likely to remain, the dominant mode of public transport in London, particularly in outer London (see Policy 2.8). Ensuring that the needs of the bus (or bus transit or trams) are catered for will help to deliver an improved journey for bus passengers, leading to a virtuous circle of increasing bus use. There are two other road-based public transport modes, bus transits and trams, which share many of the characteristics of buses. As such the approach to all three modes is essentially the same. The bus transit scheme in east London will boost public transport capacity. Trams also play an important role in outer south London. As well as seeking improvements to the quality of service and capacity provided by the Tramlink network the Mayor will investigate potential benefits of extensions to it. TfL will undertake reviews of the strategic priorities for the bus network approximately every five years to ensure it reflects the pace of development in London, responds to the challenges and opportunities of growth, and aligns with the London Plan. Development proposals affecting bus capacity, bus transits, or trams should normally be required to contribute towards mitigating their impacts through the use of planning obligations (see Policy 8.2).

POLICY 6.8 COACHES

Strategic

A The Mayor will work with all relevant partners to investigate the feasibility of developing a series of coach hubs or the potential for alternative locations for coach station facilities to provide easier access to the coach network, while retaining good access to central London for coach operators.

6.32 The Mayor will investigate the feasibility of developing a series of coach hubs to reduce the impact in and around Victoria and reduce the distances people need to travel to change to and from the coach.

POLICY 6.9 CYCLING

Strategic

A The Mayor will work with all relevant partners to bring about a significant increase in cycling in London, so that it accounts for at least 5 per cent of modal share by 2026. He will:

- a identify, promote and implement a network of cycle routes across London which will include Cycle Superhighways and Quietways
- b continue to operate and improve the cycle hire scheme
- c fund the transformation of up to four outer London borough town centres into cycle friendly 'mini-Hollands'.

Planning decisions

B Developments should:

- a provide secure, integrated, convenient and accessible cycle parking facilities in line with the minimum standards set out in Table 6.3 and the guidance set out in the London Cycle Design Standards (or subsequent revisions)
- b provide on-site changing facilities and showers for cyclists
- c contribute positively to an integrated cycling network for London by providing infrastructure that is safe, comfortable, attractive, coherent, direct and adaptable and in line with the guidance set out in the London Cycle Design Standards (or subsequent revisions)
- d provide links to existing and planned cycle infrastructure projects including Cycle Superhighways, Quietways, the Central London Grid and the 'mini-Hollands'
- e facilitate the Mayor's cycle hire scheme through provision of land and/or planning obligations where relevant, to ensure the provision of sufficient capacity.

LDF preparation

C DPDs should:

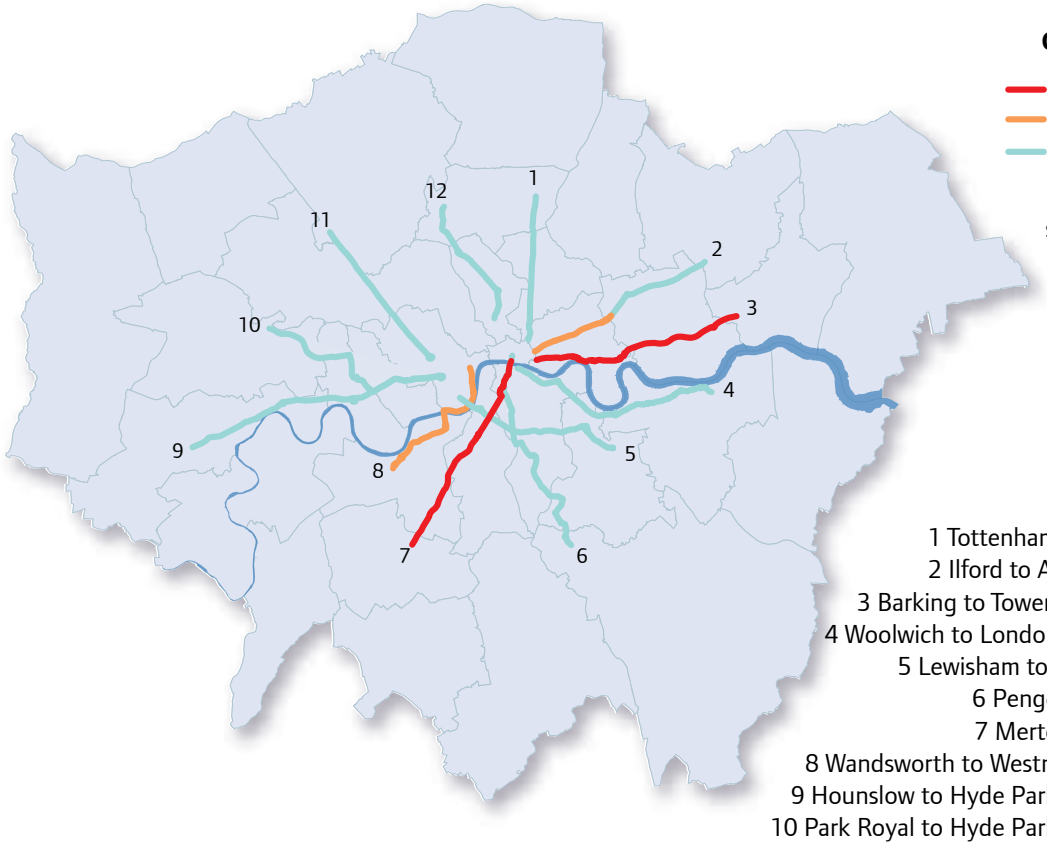
a identify, promote and facilitate the completion of relevant sections of cycle routes including Cycle Superhighways, Quietways and the Central London Grid and local borough routes, in light of guidance from TfL

b identify and safeguard sites for new or expanded cycle docking stations to increase capacity of the Mayor's cycle hire scheme in areas of high usage or operational stress

c identify and implement safe and convenient direct cycle routes to town centres, transport nodes and other key uses such as schools

d implement secure cycle parking facilities in line with the minimum standards set out in Table 6.3 or implement their own cycle parking standards to provide higher levels of provision.

Map 6.2 Cycle superhighways



Cycle Superhighways

Open 2010
Open 2011
Planned routes*

* indicative routes subject to consultation

1 Tottenham to City (before 2015)
2 Ilford to Aldgate (summer 2011)
3 Barking to Tower Gateway (open 2010)
4 Woolwich to London Bridge (before 2015)
5 Lewisham to Victoria (before 2015)
6 Penge to City (before 2015)
7 Merton to City (open 2010)
8 Wandsworth to Westminster (summer 2011)
9 Hounslow to Hyde Park Corner (before 2015)
10 Park Royal to Hyde Park Corner (before 2015)
11 West Hendon to Marble Arch (before 2015)
12 Hornsey to City (before 2015)

Source: Transport for London

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(Routes illustrated are currently under review and subject to change in line with the Mayor's Vision for Cycling. Timescales will be updated in the next iteration of the Plan)

6.33 The Mayor is committed to delivering a step-change in cycling provision that will support the growing numbers of cyclists in central London as well as encourage growth in cycling across all of London. The Mayor's aim to increase the mode share for cycling to 5% across Greater London will require significant increases in particular areas and for particular trip purposes – e.g. Central, Inner and mini-Hollands, leisure trips across the capital and commuting trips to Central London.

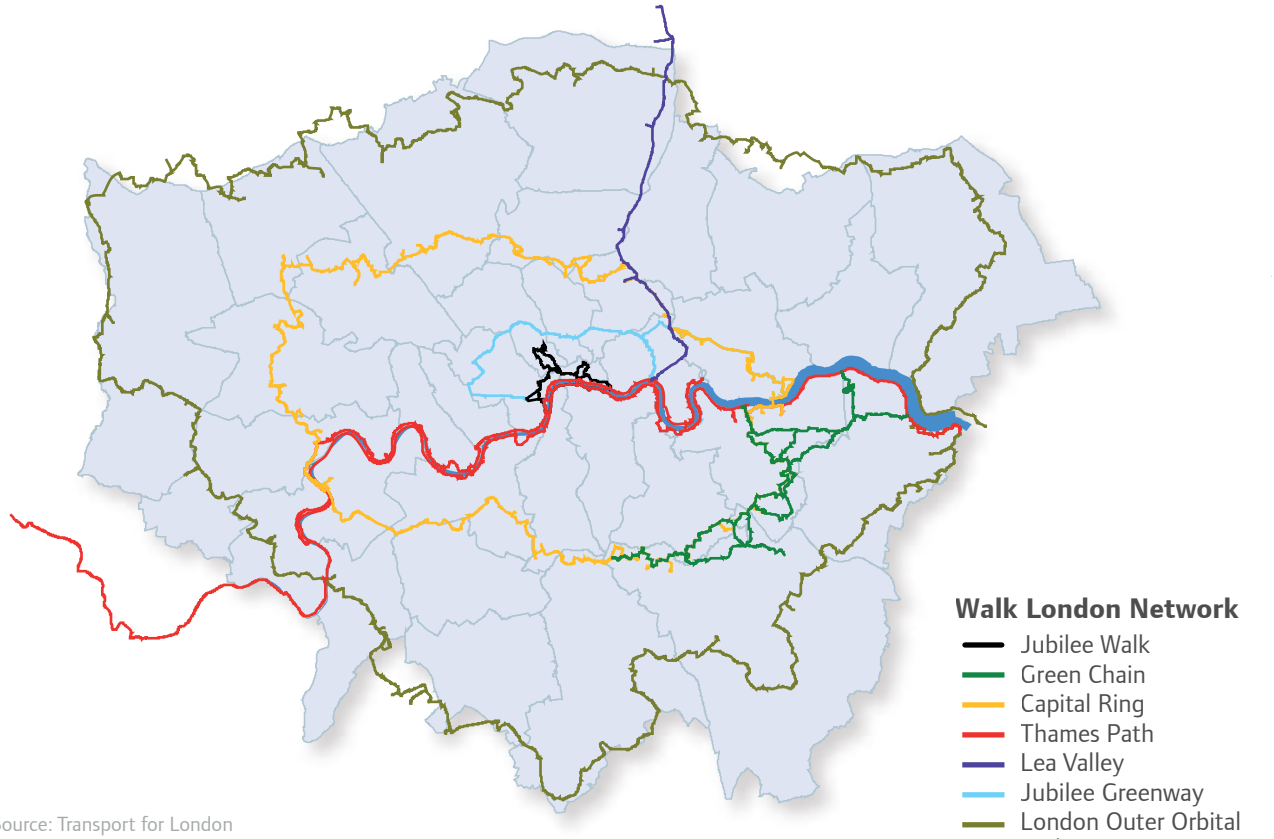
6.34 In line with the Mayor's Vision for Cycling in London, published in March 2013, the Mayor will work with TfL and the London boroughs to deliver a number of infrastructure projects to encourage cycling and improve the safety and amenity of London's streets in accordance with the London Cycle Design Standards (or subsequent revisions). These projects include:

- a network of cycle route across London catering for different types of cyclists including Cycle Superhighways, Quietways and the Central London Grid. This will entail developing/altering the current network of Cycle Superhighways (see Map 6.2);
- transformation of up to four outer London boroughs into 'Mini-Hollands', with substantial funding concentrated in relatively small areas to achieve the greatest possible impact and make them as cycle friendly as their Dutch counterparts;
- safety improvements for cycling across the road network, including key junctions and work with the delivery and servicing sector to improve driver training and vehicle standards
- creation of cycle superhubs and cycle networks around London Underground and national rail stations, and;
- improvements to cycle parking quantity, quality and location across London.

6.34A The quality and safety of London's street environment should be improved to make the experience of cycling more pleasant and an increasingly viable alternative to the private car. By providing safe and attractive routes that are easy to navigate people may be encouraged to cycle more, which will have health benefits for them and also help tackle climate change. The Mayor will introduce a range of road safety schemes and work with the delivery and servicing sector to improve driver training and vehicle standards, and to improve road safety of cyclists and pedestrians.

6.35 New developments should provide cycling parking and cycle changing facilities to encourage more cycling. Planning briefs and masterplans should clearly demonstrate how new developments will contribute to creating a high quality, connected environment for cyclists. They should highlight where highways are likely to require dedicated cycling infrastructure, where street environments will be safe for cyclists to share with other modes and where off-highway routes and green spaces will form part of the cycling network. Cycling issues should be addressed in detail in development proposals as part of an integrated approach

Map 6.3 Walk London Network



Source: Transport for London
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to sustainable transport, health and local economy. Proposals should ensure that cycling is promoted and that the conditions for cycling are enhanced. They should also seek to take all opportunities to improve the accessibility of town centres, places of work, places of education, leisure facilities and transport nodes to residential areas.

6.35a Developments will need to address the needs of both long stay (staff, residents) and short stay (visitor) cyclists. Where it has been demonstrated that it is not practicable to locate all cycle parking within the development site, developers should liaise with neighbouring premises and the local planning authority to identify potential for, and fund appropriate off-site visitor cycle parking. In all circumstances, long stay cycle parking should normally be provided on site. Cycle parking should be designed and located in accordance with best practice set out in London Cycling Design Standards (or subsequent revisions).

6.36 The Mayor wants to enhance the conditions for cycling by improving the quality of the cycling network and improving the safety of, priority for and access to cycling. This includes reducing bicycle theft, a major deterrent to cycling. Locating cycle parking as close as possible to building entrances can encourage passive surveillance, as can lighting. The London Cycling Design Standards sets out good practice regarding the provision of cycling infrastructure, including how spaces should be made secure and sheltered from the weather. Whichever stand is

chosen, it should allow for parking on either side, as this provides additional capacity. TfL intend to publish a compendium of good practice on cycle parking. Cycle hire docking stations should not be considered a substitute for cycle parking facilities.

POLICY 6.10 WALKING

Strategic

A The Mayor will work with all relevant partners to bring about a significant increase in walking in London, by emphasizing the quality of the pedestrian and street environment, including the use of shared space principles, – promoting simplified streetscape, decluttering and access for all.

Planning decisions

B Development proposals should ensure high quality pedestrian environments and emphasise the quality of the pedestrian and street space by referring to Transport for London's Pedestrian Design Guidance.

LDF preparation

C DPDs should:

a maintain and promote the relevant sections of the Walk London Network shown on Map 6.3, as well as borough routes

b identify and implement accessible, safe and convenient direct routes to town centres, transport nodes and other key uses

c promote the 'Legible London' programme to improve pedestrian wayfinding

d provide for the undertaking of audits to ensure that the existing pedestrian infrastructure is suitable for its proposed use and that new development improves pedestrian amenity

e encourage a higher quality pedestrian and street environment, including the use of shared space principles, such as simplified streetscape, decluttering, and access for all.

6.37 The Mayor is also committed to a substantial increase in walking in London. To this end, the quality and safety of London's pedestrian environment should be improved to make the experience of walking more pleasant and an increasingly viable alternative to the private car (see also policies on inclusive environments (7.2) and the public realm (7.5)). By providing safe and attractive routes that are easy to navigate, people will be encouraged to walk more, which will have safety, economic and health benefits for them and also help tackle climate change and

support the viability of town centres. 'Legible London'[200] is a pedestrian wayfinding system, developed by Transport for London (TfL), to support walking journeys around the capital. By providing clear, comprehensive and consistent information the system gives pedestrians the confidence to attempt more journeys on foot. The system uses map-based information, presented in a range of formats including on-street signs. The signs have been designed to enhance the urban realm and sit comfortably in a range of London settings. To support pleasant and enjoyable walking conditions, the Mayor is keen to promote street trees, and proposals for public realm improvements should include additional planting, while avoiding removing trees to further decluttering.

6.38 Planning briefs and masterplans should include principles to encourage a high quality, connected pedestrian environment. Walking issues should be addressed in development proposals, to ensure that walking is promoted and that street conditions, especially safety/security and accessibility for disabled people, are enhanced. Walking networks and facilities in and around all new developments should be-direct, safe, attractive, accessible and enjoyable. Guidance on accessible walking environments is provided in the Accessible London SPG[201].

POLICY 6.11 SMOOTHING TRAFFIC FLOW AND TACKLING CONGESTION

Strategic

A The Mayor wishes to see DPDs and Local Implementation Plans (LIPs) take a coordinated approach to smoothing traffic flow and tackling congestion through implementation of the recommendations of the Roads Task Force report. The Mayor will use his powers where appropriate.

LDF preparation

B DPDs should develop an integrated package of measures drawn from the following:

- a promoting local services and e-services to reduce the need to travel
- b improving the extent and quality of pedestrian and cycling routes
- c making greater use of the Blue Ribbon Network
- d improving the extent and quality of public transport
- e developing intelligent transport systems to convey information to transport users
- f developing integrated and comprehensive travel planning advice
- g promoting and encouraging car sharing and car clubs
- h smoothing traffic flow to improve journey time reliability

200 www.tfl.gov.uk/microsites/legible-london

201 Mayor of London. Accessible London. Supplementary Planning Guidance. GLA, 2014

i applying the London street-types framework to ensure that the needs of street users and improvements to the public realm are dealt with in a co-ordinated way

j promoting efficient and sustainable arrangements for the transportation and delivery of freight.

6.39 Smoothing traffic flow is the Mayor's broad approach to managing traffic and the road network. The Roads Task Force report – endorsed by the Mayor – sets out how this approach must be based on the three core aims of transforming conditions for walking, cycling and public transport; delivering better, active and inclusive places and new city destinations; and maintaining an efficient road network for movement and access. TfL is currently developing more detailed proposals to take this work forward with boroughs and other key stakeholders.

6.39A There is an urgent need to deliver against all three of these aims in order to tackle impacts on health, climate change and the economy. Improved public transport, better management of the road network, smarter travel initiatives and support for a shift to walking and cycling, in accordance with the policies in this Plan, the Mayor's Transport Strategy and the Roads Task Force Report[202], will help mitigate the congestion impacts of population and economic growth. This approach will ensure more reliable journey times on the road network than would otherwise be the case, support a more liveable city and help reduce emissions of carbon dioxide and air pollutants. If these measures prove unsuccessful the principle of road-user charging as a demand management tool may need to be examined, but the Mayor has made clear his view that he does not envisage doing so during his term of office.

POLICY 6.12 ROAD NETWORK CAPACITY

Strategic

A The Mayor supports the need for limited improvements to London's road network, whether in improving or extending existing capacity, or providing new links, to address clearly identified significant strategic or local needs.

Planning decisions

B In assessing proposals for increasing road capacity, including new roads, the following criteria should be taken into account:

a the contribution to London's sustainable development and regeneration including improved connectivity

b the extent of any additional traffic and any effects it may have on the locality, and the extent to which congestion is reduced

c how net benefit to London's environment can be provided

202 www.tfl.gov.uk/corporate/projectsandschemes/28187.aspx

d how conditions for pedestrians, cyclists, public transport users, freight and local residents can be improved

e how safety for all is improved.

C Proposals should show, overall, a net benefit across these criteria when taken as a whole. All proposals must show how any dis-benefits will be mitigated.

6.40 The Mayor agrees with the Department for Transport's road policy document Action for Roads which says 'Continued investment in all forms of transport, particularly the railways will help improve conditions on the roads, and new technology may help us to get more use out of existing capacity'. He also recognises that there are limits to the extent that demand can be met and managed effectively by simply providing additional road capacity. However, there will continue to be a place for road-based modes in London's future development, and he considers that there may well be cases where new roads are needed to support regeneration, improve the environment, increase safety or provide essential local access. Local road improvements may sometimes be required, particularly in areas of substantial regeneration or development activity. Where roads forming part of the Transport for London Road Network have a significant 'place function' the principles embodied in Manual for Streets 2[203] will be applied (see also paragraphs 6.37 and 6.38.

6.41 The Mayor is investigating the possibility of additional road-based river crossings in East London. He is committed to improving cross-river pedestrian, cycle and public transport links, to promoting a shift from private cars to more sustainable modes, and to encouraging freight journeys to avoid peak hours through improved journey planning, supply chain measures and support for consolidation centres and modal shift to rail and water in order to reduce pressure on congested crossings. There will, however, continue to be a need for some journeys to be undertaken by vehicle, in particular commercial traffic, the movement of goods and the provision of services to support a growing economy in east London. Drivers are heavily dependent on the congested Blackwall and Rotherhithe tunnels, each of which have restrictions on the size of vehicle which can use them, and the Woolwich Ferry. Beyond London, the Dartford crossing, forming part of the M25 orbital motorway, also regularly operates at, or close to, capacity. There is little resilience in the event of an incident at one of these crossings, and local businesses, particularly in south east London, suffer from this unreliability. The projected increases in jobs and population in the Thames Gateway will increase the problem of highway congestion and road network resilience at river crossings further. The Mayor is therefore supportive of additional road-based river crossings in east London as part of a package of transport improvements.

203 Chartered Institute of Highways and Transportation, Manual for Streets 2, September 2010

POLICY 6.13 PARKING

Strategic

A The Mayor wishes to see an appropriate balance being struck between promoting new development and preventing excessive car parking provision that can undermine cycling, walking and public transport use.

B The Mayor supports Park and Ride schemes in outer London where it can be demonstrated they will lead to overall reductions in congestion, journey times and vehicle kilometres.

Planning decisions

C The maximum standards set out in Table 6.2 in the Parking Addendum to this chapter should be the basis for considering planning applications (also see Policy 2.8), informed by policy and guidance below on their application for housing in parts of Outer London with low public transport accessibility (generally PTALs 0-1).

D In addition, developments in all parts of London must:

- a ensure that 1 in 5 spaces (both active and passive) provide an electrical charging point to encourage the uptake of electric vehicles
- b provide parking for disabled people in line with Table 6.2
- c meet the minimum cycle parking standards set out in Table 6.3
- d provide for the needs of businesses for delivery and servicing.

LDF preparation

E

- a the maximum standards set out in Table 6.2 in the Parking Addendum should be used to set standards in DPDs.
- b in locations with high public transport accessibility, car-free developments should be promoted (while still providing for disabled people)
- c in town centres where there are identified issues of vitality and viability, the need to regenerate such centres may require a more flexible approach to the provision of public car parking to serve the town centre as a whole
- d outer London boroughs wishing to promote a more generous standard for office developments would need to take into account in a DPD
  - a regeneration need
  - no significant adverse impact on congestion or air quality
  - a lack (now and in future) of public transport
  - a lack of existing on or off street parking

- a commitment to provide space for electric and car club vehicles, bicycles and parking for disabled people above the minimum thresholds
- a requirement, via Travel Plans, to reduce provision over time.

e Outer London boroughs should demonstrate that they have actively considered more generous standards for housing development in areas with low public transport accessibility (generally PTALs 0 -1) and take into account current and projected pressures for on-street parking and their bearing on all road users, as well as the criteria set out in NPPF (Para 39).

6.42 Parking policy, whether in terms of levels of provision or regulation of on- or off-street parking, can have significant effects in influencing transport choices and addressing congestion. It can also affect patterns of development and play an important part in the economic success and liveability of places, particularly town centres (see Policy 2.8 for further detail on the outer London economy). The Mayor considers it is right to set car parking standards in the Plan given his direct operational responsibility for elements of London's road network, and the strategic planning importance of ensuring London's scarce resources of space are used efficiently. Boroughs wishing to develop their own standards should take the standards in this Plan as their policy context. But he also recognises that London is a diverse city that requires a flexible approach to identifying appropriate levels of car parking provision across boundaries. This means ensuring a level of accessibility by private car consistent with the overall balance of the transport system at the local level; for further advice refer to the Housing SPG. In line with the Duty to Cooperate boroughs adjoining other regions must also liaise with the relevant authorities to ensure a consistent approach to the level of parking provision. Transport assessments and travel plans for major developments should give details of proposed measures to improve non-car based access, reduce parking and mitigate adverse transport impacts. They will be a key factor in helping boroughs assess development proposals and resultant levels of car parking.

6.42i In developing their residential parking standards in the context of London Plan policy, outer London boroughs should take account of residents' dependency on the car in areas with low public transport accessibility (generally PTALs 0-1). Where appropriate in these locations Boroughs should consider revised standards (which could include minima) and permitting higher levels of provision there than is indicated in Table 6.2, particularly to avoid generating unacceptable pressure for on-street parking. This may be especially important in 'suburban' areas and for areas with family housing.

6.42j In outer London a more flexible approach for applications may also be acceptable in some limited parts of areas within PTAL 2, in locations where the orientation or levels of public transport mean that a development is particularly dependent on car travel. In doing so, authorities should take account of the criteria set out in paragraph 39 of the NPPF. Further advice is provided in the draft Housing SPG and

forthcoming TfL guidance on parking design.

6.42k In deciding whether or not more generous standards are to be applied, account should be taken of the extent to which public transport might be provided in the future. Consideration should also be given to the implications for air quality and the impact of on-street parking measures such as CPZs which may also help reduce the potential for overspill parking and congestion, and improve safety and amenity.

6.43 Public Transport Accessibility Levels (PTALs) are used by TfL to produce a consistent London wide public transport access mapping facility to help boroughs with locational planning and assessment of appropriate parking provision by measuring broad public transport accessibility levels. There is evidence that car use reduces as access to public transport (as measured by PTALs) increases. Given the need to avoid over-provision, car parking should reduce as public transport accessibility increases. TfL may refine how PTALs operate but would consult on any proposed changes to the methodology. At a neighbourhood level TfL would also recommend making use of the ATOS (access to opportunities and services) tool in order to better understand what services are accessible in a local catchment area, by both walking and cycling.

6.44 This policy recognises that developments should always include parking provision for disabled people. Despite improvements to public transport, some disabled people require the use of private cars. Suitably designed and located designated car parking and drop-off points are therefore required. Boroughs should take into account local issues and estimates of local demand in setting appropriate standards and should develop monitoring and enforcement strategies to prevent misuse of spaces. Applicants for planning permission should use their transport assessments and access statements to demonstrate how the needs of disabled people have been addressed[204].

6.45 The Outer London Commission[205] has found that developers view the lack of on-site car parking for offices in outer London, when compared to the more generous standards outside of London, as a disincentive to develop offices in London. The Mayor supports further office development in outer London, but would not want to see unacceptable levels of congestion and pollution – which could also be a disincentive to investment there. Policy 6.13 enables flexibility in setting office parking standards; if outer London boroughs wish to adopt a more generous standard this should be done via a DPD to allow TfL and the GLA to assess the impact of such a change on the wider transport network (see Policy 6.3) and on air quality. Likewise, the policy takes a similar approach to outer London town centres, providing local authorities with the opportunity to implement a more flexible approach to town centre parking where there is a demonstrable need. Guidance on implementing parking policy for offices and town centres is set out in the Town Centres SPG, including the importance of improving the

204 Mayor of London. Accessible London: Achieving an Inclusive Environment Supplementary Planning Guidance. GLA, April 2004.

205 Outer London Commission. http://www.london.gov.uk/olc

quality of provision. This also addresses the need for sensitively designed town centre parking management strategies which contribute to the Mayor's broader objectives for town centres and outer London. The Mayor continues to encourage a restraint based approach to parking across all land uses in Inner London and other locations which benefit from good access to public transport.

6.46 The Mayor, through TfL, and working with the London boroughs, car club operators, and other stakeholders, will support expansion of car clubs and encourage their use of ultra low carbon vehicles. More than 2,200 car club vehicles are used by 120,000 people in London, with vehicles including plug-in hybrids and electric vehicles. Each car club vehicle typically results in eight privately owned vehicles being sold, and members reducing their annual car mileage by more than 25 per cent.

6.47 Park and Ride schemes can help boost the attractiveness of outer London centres and as such are supported. They must be carefully sited to ensure they lead to overall reductions in congestion and do not worsen air quality. Further advice on Park and Ride is set out in the Land for Transport SPG.

6.48 Operational parking for maintenance, servicing and deliveries is required to enable a development to function. Some operational parking is likely to be required on site and should be included in the calculation of total parking supply.

POLICY 6.14 FREIGHT

Strategic

A The Mayor will work with all relevant partners to improve freight distribution (including servicing and deliveries) and to promote movement of freight by rail and waterway. The Mayor supports the development of corridors to bypass London, especially for rail freight, to relieve congestion within London.

Planning decisions

B Development proposals that:

a locate developments that generate high numbers of freight movements close to major transport routes

b promote the uptake of the Fleet Operators Recognition Scheme, construction logistics plans, delivery and servicing Plans and more innovative freight solutions, reflecting the positive experience of the Olympics and seeking opportunities to minimise congestion impacts and improve safety. These should be secured in line with the London Freight Plan and should be co-ordinated with travel plans and the development of approaches to consolidate freight

c increase the use of the Blue Ribbon Network for freight transport will be encouraged.

LDF preparation

C DPDs should promote sustainable freight transport by:

a safeguarding existing sites and identifying new sites to enable the transfer of freight to rail and water

b identifying sites for consolidation centres and 'break bulk' facilities

c safeguarding railheads for aggregate distribution.

6.49 London needs an efficient distribution network to service its people and businesses. The Mayor wants to encourage distribution and servicing in ways that minimise congestion and any adverse environmental impacts. The majority of movements will continue to be by road. This should be recognised and planned for, but the use of construction logistics plans and delivery and servicing plans may help ease congestion and/or encourage modal shift. Safeguarding existing, and identifying new, facilities to promote movement by rail or water will be encouraged as this will ease congestion on the highway network and help combat climate change (see Policy 7.26) Boroughs may wish to explore the possibilities of night time deliveries where this would not have unacceptable impacts on residents.

6.50 'Break bulk' facilities are locations where larger vehicles unload materials and goods (often for retail), which are then transported to their final destination by smaller vehicles. Consolidation centres are currently only used by the construction industry, but are essentially the same concept. These can be intermodal facilities.

POLICY 6.15 STRATEGIC RAIL FREIGHT INTERCHANGES

Planning decisions

A The provision of strategic rail freight interchanges should be supported, including enabling the potential of the Channel Tunnel Rail Link to be exploited for freight serving London and the wider region.

B These facilities must:

a deliver modal shift from road to rail

b minimize any adverse impact on the wider transport network

c be well-related to rail and road corridors capable of accommodating the anticipated level of freight movements

d be well-related to their proposed markets.

6.50 The advice of the former Strategic Rail Authority that there needs to be a network of strategic rail freight interchanges in and around London still applies. If these facilities result in a modal shift from road to rail, they can offer substantial savings in CO2 emissions. However, they are by their nature large facilities that can often only be located in the Green Belt. In addition, while reducing the overall impact on the network, they can lead to substantial increases in traffic near the interchange

itself. The Mayor will need to see robust evidence that the emissions savings and overall reduction in traffic movements are sufficient to justify any loss of Green Belt, in accordance with Policy 7.16, and localised increases in traffic movements. However, planning permission has already been granted for a SRFI at Howbury Park on the edge of Bexley in South East London and an opportunity exists for an intermodal facility in the Renwick Road/Ripple road area of Barking and Dagenham to make provision for north east London without the need to utilise Green Belt land.

Parking Addendum to Chapter 6

6A.1 The tables below set out standards for different types of development. If there is no standard provided, the level of parking should be determined by the transport assessment undertaken for the proposal, which should be in line with but not limited to the criteria set out in paragraph 39 of the NPPF, the impact on traffic congestion, and the availability of on and off street parking.

Parking for Blue Badge holders

6A.2 Non-residential elements of a development should provide at least one accessible on or off street car parking bay designated for Blue Badge holders, even if no general parking is provided. Any development providing off-street parking should provide at least two bays designated for Blue Badge holders. BS 8300:2009 provides advice on the number of designated off street parking bays for disabled people for different building types as shown in the table below. As these standards are based on a percentage of the total number of parking bays careful assessment will be needed in locations where maximum parking standards are reached to ensure that these percentages make adequate provision for disabled people. The appropriate number will vary with the size, nature and location of the development, the levels of on and off street parking and the accessibility of the local area. However, designated parking spaces should be provided for each disabled employee and for other disabled people visiting the building

6A.3 The provision of bays should be regularly monitored and reviewed to ensure the level is adequate and that enforcement is effective. Spaces designated for use by disabled people should be located on firm level ground and as close as feasible to the accessible entrance to the building. Further details on parking for disabled people are provided in the Accessible London SPG.

Designated Blue Badge parking bays recommended in BS 8300:2009			
Building Type	**Provision from the outset**		**Future provision**
	number of spaces* for each employee who is a disabled motorist	**number of spaces* for visiting disabled motorists**	**number of enlarged standard spaces****
workplaces	one space	5% of the total capacity	a further 5% of the total capacity
shopping, recreation and leisure facilities	one space	6% of the total capacity	a further 4% of the total capacity
railway buildings	one space	5% of the total capacity	a further 5% of the total capacity
religious buildings and crematoria	two spaces or 6% whichever is the greater.		a further 4% of the total capacity
sports facilities	determined according to the usage of the sports facility***		

* Parking spaces designated for use by disabled people should be 2.4m wide by 4.8m long with a zone 1.2m wide provided between designated spaces and at the rear outside the traffic zone, to enable a disabled driver or passenger to get in or out of a vehicle and access the boot safely.

** Enlarged standard spaces 3.6m wide by 6m long that can be adapted to be parking spaces designated for use by disabled people to reflect changes in local population needs and allow for flexibility of provision in the future.

*** Further detailed guidance on parking provision for sports facilities can be found in the Sport England publication Accessible Sports Facilities 2010.

6A.3A The Mayor conducted a review of residential car parking standards in conjunction with Transport for London and with the advice of the Outer London Commission. This considered the scope for greater flexibility in different parts of London having regard to patterns of car ownership and use, levels of public transport accessibility, the need for integrated approaches to on- and off-street parking, efficiency in land use and overall impact on the environment and the transport network. This is reflected in the alterations to this Plan and in the SPGs for Housing, Industry and Town Centres.

Parking for residential development

Table 6.2 Car parking standards

Maximum residential parking standards			
number of beds	**4 or more**	**3**	**1-2**
parking spaces	up to 2 per unit	up to 1.5 per unit	less than 1 per unit

Notes:

All developments in areas of good public transport accessibility in all parts of London should aim for significantly less than 1 space per unit

Adequate parking spaces for disabled people must be provided preferably on-site[206]

20 per cent of all spaces must be for electric vehicles with an additional 20 per cent passive provision for electric vehicles in the future.

In outer London areas with low PTAL (generally PTALs 0-1), boroughs should consider higher levels of provision, especially to address 'overspill' parking pressures.

Parking for retail development

6A.4 The starting point for meeting parking demand for new retail development should be use of existing public off-street provision. Parking needs should be assessed taking account of the reduction in demand associated with linked trips. If on-site parking is justified there should be a presumption that it will be publicly available. Boroughs should take a coordinated approach with neighbouring authorities, including those outside London if appropriate, to prevent competition between centres based on parking availability and charges. Further advice on retail parking is provided in the Town Centres SPG.

206 Mayor of London. Housing Supplementary Planning Guidance. GLA, 2012. Mayor of London. Accessible London. Supplementary Planning Guidance. GLA, 2014.

Parking for commercial development

6A.5 Parking for commercial vehicles should be provided at a maximum standard of one space per 500 sq. m of gross B2 or B8 floorspace. See also SPGs on Town Centres and Land for Industry and Transport.

6A.6 An appropriate proportion of car parking spaces in commercial developments should be marked out for motor-cycle use.

6A.7 Standards for B2 and B8 employment uses should have regard to the B1 standards although a degree of flexibility maybe required to reflect different trip-generating characteristics

Parking for hotel and leisure uses

6A.8 Although no maximum standards are set for hotels, the following approach should be taken for applications referred to the Mayor. In locations with a PTAL of 4 –6, on-site provision should be limited to operational needs, parking for disabled people and that required for taxis, coaches and deliveries/servicing. In locations with a PTAL of 1–3, provision should be consistent with objectives to reduce congestion and traffic levels and to avoid undermining walking, cycling or public transport.

6A.9 Developments should provide for one coach parking space per 50 rooms for hotels. Leisure, stadia and major exhibition venues should provide appropriate levels of coach parking to suit their individual demand to help reduce congestion and improve visitor safety.

Parking for emergency services facilities

6A.10 Provision for parking at Ambulance, Fire and policing facilities will be assessed on their own merits.

Parking for retail

Maximum standards for retail uses: space per sq m of gross floorspace (GIA)			
Use	**PTAL 6 and 5**	**PTAL 4 to 2**	**PTAL 1**
food: up to 500 m2	75	50-35	30
food: up to 2500 m2	45-30	30-20	18
food: over 2500 m2	38-25	25-18	15
non food	60-40	50-30	30
garden centre	65-45	45-30	25
town centre/ shopping mall/ department store	75-50	50-35	30

Notes:

Unless for disabled people, no non-operational parking should be provided for locations in PTAL 6 central.

Unless for disabled people, no additional parking should be provided for use classes A2-A5 in town centre locations.

10 per cent of all spaces must be for electric vehicles with an additional 10 per cent passive provision for electric vehicles in the future.

Parking for employment uses

Non-operational maximum standards for employment B1: spaces per sq m of gross floorspace (GIA)	
Location	
Central London (CAZ)	1000 – 1500
Inner London	600 – 1000
Outer London	100 – 600
Outer London locations identified through a DPD where more generous standards should apply (see Policy 6.13)	50 - 100
Note 20 per cent of all spaces must be for electric vehicles with an additional 10 per cent passive provision for electric vehicles in the future.	

Table 6.3 Cycle Parking minimum standards

Land use		Long-stay	Short-stay
A1	food retail	from a threshold of 100 sqm: 1 space per 175 sqm	from a threshold of 100 sqm: first 750 sqm: 1 space per 40 sqm thereafter: 1 space per 300 sqm
	non-food retail	from a threshold of 100 sqm: first 1000 sqm: 1 space per 250 sqm thereafter: 1 space per 1000 sqm	from a threshold of 100 sqm: first 1000 sqm: 1 space per 125 sqm thereafter: 1 space per 1000 sqm
A2-A5	financial / professional services	from a threshold of 100 sqm: 1 space per 175 sqm	from a threshold of 100 sqm: 1 space per 40 sqm
	cafes & restaurants		
	drinking establishments		
	take-aways		

B1	business offices	inner/ central London: 1 space per 90 sqm outer London: 1 space per 150 sqm	first 5,000 sqm: 1 space per 500 sqm thereafter: 1 space per 5,000 sqm
B1	light industry and research and development	1 space per 250 sqm	1 space per 1000 sqm
B2-B8	general industrial, storage or distribution	1 space per 500 sqm	1 space per 1000 sqm
C1	hotels (bars, restaurants, gyms etc open to the public should be considered individually under relevant standards)	1 space per 20 bedrooms	1 space per 50 bedrooms
C2	hospitals	1 space per 5 staff	1 space per 30 staff
C2	care homes / secure accommodation	1 space per 5 staff	1 space per 20 bedrooms
C2	student accommodation	1 space per 2 beds	1 space per 40 beds
C3-C4	dwellings (all)	1 space per studio and 1 bedroom unit 2 spaces per all other dwellings	1 space per 40 units
D1	nurseries/schools (primary and secondary)	1 space per 8 staff + 1 space per 8 students	1 space per 100 students
	universities and colleges	1 space per 4 staff + 1 space per 20 FTE students	1 space per 7 FTE students
	health centre, including dentists	1 space per 5 staff	1 space per 3 staff
	other (e.g. library, church, etc.)	1 space per 8 staff	1 space per 100 sqm
D2	other (e.g. cinema, bingo, etc.)	1 space per 8 staff	1 per 30 seats
	sports (e.g. sports hall, swimming, gymnasium, etc.)	1 space per 8 staff	1 space per 100 sqm
Sui generis		as per most relevant other standard e.g. casino and theatre = d2	
Stations		to be considered on a case-by-case basis through liaison with tfl	

Notes:

in outer London town centres that are designated as 'mini-Hollands' or which have high PTALs, cycle parking standards are expected to match those of inner/central London.

where the size threshold has been met, for all land uses in all locations a minimum of 2 short-stay and 2 long-stay spaces must be provided.

Cycle parking areas should allow easy access and cater for cyclists who use adapted cycles

Cycle Parking

6A.11 Cycle parking provided for staff should be suitable for long stay parking, particularly in terms of location, security and protection from the elements (see The London Cycle Design Standards (TfL 2005).

6A.12 The Mayor has reviewed these cycle parking standards to ensure they support delivery of the significant increase in cycling in London referred to in Policy 6.9.

6A.13 Additional cycle parking specifications:

- Short-stay cycle parking should be available for shoppers, customers, messengers and other visitors to a site, and should be convenient and readily accessible. Short-stay cycle parking should have step-free access and be located within 15 metres of the main site entrance, where possible.
- For both long-stay and short-stay parking, consideration should be given to providing spaces accessible to less conventional bicycle types, such as tricycles, cargo bicycles and bicycles with trailers.
- Where it is not possible to provide suitable visitor parking within the curtilage of a development or in a suitable location in the vicinity agreed by the planning authority, the planning authority may at their discretion instead accept, in the first instance, additional long-stay provision or, as a last resort, contributions to provide cycle parking in an appropriate location in the vicinity of the site.
- Where it is not possible to provide adequate cycle parking within residential dwellings, boroughs are encouraged to engage with developers that propose innovative alternatives that meet the objectives of these standards. This may include options such as providing the required spaces in secure, conveniently located, on-street parking such as bicycle hangars. TfL will work with boroughs and developers to provide guidance for such a mechanism.
- Staff should always be taken as the full time equivalent, unless otherwise stated.
- The standards are based on gross external floorspace, unless otherwise stated.
- All cycle parking should be consistent with the London Cycling Design Standards, or subsequent revisions.

- It is recommended that supporting facilities are provided at land uses where long stay cyclists require them, i.e. places of employment. Supporting facilities include lockers, showers and changing rooms.
- Where cyclists share surfaces with pedestrians, the safety and accessibility of the environment for disabled and older Londoners should be assured.

CHAPTER SEVEN

LONDON'S LIVING SPACES AND PLACES

7.1 This chapter sets out policies on a range of issues about the places and spaces in which Londoners live, work and visit that are integral to delivery of the Mayor's vision and objectives set out in Chapter 1, but in particular those that London should be:

- **A city of diverse, strong, secure and accessible neighbourhoods** to which Londoners feel attached, which provide all of its residents, workers, visitors and students – whatever their origin, background, age or status – with opportunities to realise and express their potential and a high quality environment for individuals to enjoy, live together and thrive.
- **A city that delights the senses** and takes care over its buildings and streets, having the best of modern architecture while also making the most of London's built heritage, and which makes the most of and extends its wealth of open and green spaces, natural environment and waterways, realising its potential for improving Londoners' health, welfare and development.

7.2 This chapter focuses on a broad range of policy areas that impact directly on how people perceive and use the places they live in, work in and visit. The quality and function of neighbourhoods and places, access, heritage, local character, landscapes, inclusive design, safety, security and resilience, green infrastructure, biodiversity, air quality, soundscapes and the Blue Ribbon Network all contribute towards making London a special place and improve quality of life.

7.3 Achieving this requires wide-ranging policies and actions and therefore goes beyond the themes of this chapter. It also requires action on issues outside the scope of the London Plan and will be addressed in other mayoral strategies and programmes, for example action on crime and anti-social behaviour.

Place shaping

POLICY 7.1 LIFETIME NEIGHBOURHOODS

Strategic

A In their neighbourhoods, people should have a good quality environment in an active and supportive local community based on the lifetime neighbourhoods principles set out in paragraph 7.4A.

Planning decisions

B Development should be designed so that the layout, tenure and mix of uses interface with surrounding land and improve people's access to social and community infrastructure (including green spaces), the Blue Ribbon Network, local shops, employment and training opportunities, commercial services and public transport.

C Development should enable people to live healthy, active lives; should maximize the opportunity for community diversity, inclusion and cohesion; and should contribute to people's sense of place, safety and

security. Places of work and leisure, streets, neighbourhoods, parks and open spaces should be designed to meet the needs of the community at all stages of people's lives, and should meet the principles of lifetime neighbourhoods.

D The design of new buildings and the spaces they create should help reinforce or enhance the character, legibility, permeability, and accessibility of the neighbourhood.

E The policies in this chapter provide the context within which the targets set out in other chapters of this Plan should be met.

LDF preparation

F Boroughs should plan across services to ensure the nature and mix of existing and planned infrastructure and services are complementary and meet the needs of existing and new communities. Cross-borough and/or sub-regional working is encouraged, where appropriate.

G Boroughs should work with and support their local communities to set goals or priorities for their neighbourhoods and strategies for achieving them through neighbourhood planning mechanisms.

7.4A Three principles have been developed to help frame the concept of lifetime neighbourhoods as places where people at all stages of their lives:

1. can get around – neighbourhoods which are well-connected and walkable;

2. as far as possible, can have a choice of homes, accessible infrastructure and services, places to spend time and to work, with a mix of accessible and adaptable uses; and

3. belong to a cohesive community which fosters diversity, social interaction and social capital.

7.4 People should be able to live and work in a safe, healthy, supportive and inclusive neighbourhood with which they are proud to identify.[207] They should have easy access by public transport and active travel modes (walking and cycling) to services and facilities that are relevant to them and should be able to safely and easily move around their neighbourhood through high quality spaces, while having good access to the wider city[208]. They should have safe and easy access to a network of open and green spaces that meets their recreational needs to enhance their health and wellbeing, as well as welcoming and easily accessible communal spaces that provide opportunities for social interaction. The natural and built

207 Commission for Architecture and the Built Environment (CABE), Home Builders Federation and Design for Homes, Building for Life, CABE November 2008

208 This includes Active Design. http://www.designcouncil.org.uk/our-work/CABE/Our-big-projects/Health-/Health-events/Active-Design-Briefing/

environment of the neighbourhood should reinforce a strong, unique local history and character that is easy to relate to.[209]

7.5 Against the background of a rising number of both younger and older Londoners over the Plan period, increasing the opportunities everyone has to access and participate in their communities will help all Londoners to enjoy and feel secure in their neighbourhoods.[210] Ensuring that families with small children, older people and disabled people can easily move around, enables everyone to participate in, and contribute to, the life of the community. Lifetime neighbourhoods,[211] where access to public transport, basic amenities, local shops, cultural facilities, places to meet and relax, and green and open spaces are within easy reach of homes, and where facilities such as public toilets and seating are consciously planned into proposals at the outset, help to build cohesive, successful and sustainable communities, and achieve social sustainability[212].

7.5A The Mayor will assist boroughs and other agencies in developing lifetime neighbourhoods by providing advice and guidance in the 'Accessible London: achieving an inclusive environment' SPG, and through the Mayor's Housing SPG. This guidance will also include information and other resources to support neighbourhood planning.

7.6 Boroughs should be clear about their expectations for their communities and their neighbourhoods. They should work with neighbouring authorities, relevant infrastructure and service providers and local communities to prepare and communicate strategies for meeting those expectations, ensuring all sections of the community, including local businesses are engaged in shaping and delivering their local strategies and therefore encouraging a sense of belonging to their neighbourhood. Neighbourhood plans are one mechanism for both the boroughs and community-led groups to agree on local priorities, including those for investments through the Community Infrastructure Levy[213].

7.6A The NPPF has also given communities the possibility of identifying smaller-scale green spaces of particular local significance through local and neighbourhood plans for special protection. These are to be designated Local Green Spaces and the policy applying to them will be consistent with Green Belt policy (Policy 7.16). Designation has to be consistent with the local planning of sustainable development, and complement investment in sufficient homes, jobs and other essential services (the detailed criteria for their designation are set out in the NPPF (paras. 76 and 77)). Following the NPPF, the Mayor will consider how best to promote community-led initiatives for renewable and low carbon energy being

209 Mayor of London. Shaping Neighbourhoods: Character and Context SPG. GLA, June 2014

210 Commission for Architecture and the Built Environment (CABE), Inclusion by Design Equality, Diversity and the Built Environment, November 2008

211 Department for Communities and Local Government (DCLG), Lifetime Homes Lifetime Neighbourhoods: A National Strategy for Housing in an Ageing Society, February 2008

212 DCLG NPPF 2012, para 7 op cit.

213 DCLG Community Infrastructure Levy (Amendment) Regulations 2012

taken forward through neighbourhood planning.

7.6B Identification and realisation of neighbourhood development goals is not limited to planning policy. Community-led projects in general or Community Rights that give powers to communities to take more control over the area where they live such as through Community assets, are a complementary route to the usual planning process and can help community-led groups build new community space, new shops or housing; save valued local amenities; or take over local services[214]. The Mayor has made available resources through the 'Build your own home - the London way' programme to enable the Community Right to Build to be implemented as quickly as possible in London. Positive change in the neighbourhood can also come through management practices and investment and maintenance decisions.

POLICY 7.2 AN INCLUSIVE ENVIRONMENT

Strategic

A The Mayor will require all new development in London to achieve the highest standards of accessible and inclusive design and supports the principles of inclusive design which seek to ensure that developments:

- a can be used safely, easily and with dignity by all regardless of disability, age, gender, ethnicity or economic circumstances
- b are convenient and welcoming with no disabling barriers, so everyone can use them independently without undue effort, separation or special treatment
- c are flexible and responsive taking account of what different people say they need and want, so people can use them in different ways
- d are realistic, offering more than one solution to help balance everyone's needs, recognising that one solution may not work for all.

B The Mayor will assist boroughs and other agencies in implementing accessible and inclusive design in all development proposals by updating the advice and guidance in the Supplementary Planning Guidance 'Accessible London: Achieving an inclusive environment'; by continuing to contribute to the development of national technical access standards and by supporting training and professional development programmes.

Planning decisions

C Design and access statements submitted with development proposals should explain how, following engagement with relevant user groups, the principles of inclusive design, including the specific needs of older and disabled people, have been integrated into the proposed

214 Locality at http://locality.org.uk/

development, whether relevant best practice standards such as British Standard BS 8300:2009 + A1:2010 have been complied with, and how inclusion will be maintained and managed.

LDF preparation

D Boroughs should develop detailed policies and proposals in consultation with user groups that ensure the physical environment can meet the highest standards of accessibility and inclusion and that the principles of inclusive design are adopted at the earliest stages of the development process including when drawing up masterplans, area planning frameworks and development briefs.

7.7 This policy seeks to achieve the highest standards of accessible[215] and inclusive design[216], in all new developments in London[217]. Inclusive design is a process to ensure the diverse needs of all Londoners are integrated into development proposals from the outset[218]. This is key to ensuring that the built environment is safe, accessible and convenient and enables everyone to access jobs, opportunities and facilities. It is fundamental to improving the quality of life for all Londoners particularly for disabled and older people who, despite progress in building a more accessible city in the last decade, still experience considerable barriers to living independent and dignified lives as a result of the way the built environment is designed, built and managed.

7.8 In their design and access statements, applicants for planning permission should demonstrate their commitment to achieving high quality inclusive design, how their proposals ensure an accessible environment, how they have engaged with users (including for example organisations of disabled and older people) and the processes used to achieve these. Examples of good practice include the Olympic Delivery Authority's Inclusive Design Strategy and Standards and Stratford City Consultative Access Group. The outcome should be places where people want to live and feel they belong, which are accessible and welcoming to everyone.

7.9 Advice on developing and implementing effective inclusive design strategies, on an inclusive development process and on technical inclusive access standards is available in CABE's Principles of Inclusive Design, in the London Development Agency's Inclusive Design Toolkit and in the GLA's Supplementary Planning Guidance Accessible London: achieving an inclusive environment.

215 British Standards Institution, BS 8300, Design of buildings and their approaches to meet the needs of disabled people – Code of practice. March 2009

216 Commission for Architecture and the Built Environment (CABE), The principles of inclusive design (They include you), 2006

217 NPPF 2012 op cit, para 57

218 London Development Agency (LDA), Inclusive Design Toolkit, 2009

POLICY 7.3 DESIGNING OUT CRIME

Strategic

A Boroughs and others should seek to create safe, secure and appropriately accessible environments where crime and disorder, and the fear of crime do not undermine quality of life or community cohesion.

Planning decisions

B Development should reduce the opportunities for criminal behaviour and contribute to a sense of security without being overbearing or intimidating. In particular:

a routes and spaces should be legible and well maintained, providing for convenient movement without compromising security

b there should be a clear indication of whether a space is private, semi-public or public, with natural surveillance of publicly accessible spaces from buildings at their lower floors

c design should encourage a level of human activity that is appropriate to the location, incorporating a mix of uses where appropriate, to maximize activity throughout the day and night, creating a reduced risk of crime and a sense of safety at all times

d places should be designed to promote an appropriate sense of ownership over communal spaces

e places, buildings and structures should incorporate appropriately designed security features

f schemes should be designed to minimise on-going management and future maintenance costs of the particular safety and security measures proposed

The above measures should be incorporated at the design stage to ensure that overall design quality is not compromised.

7.10 Measures to design out crime should be integral to development proposals and be considered early in the design process, taking into account the principles contained in Government guidance on 'Safer Places'[219] and other guidance such as Secured by Design'[220] published by the Police. Development should reduce the opportunities for criminal and anti-social behaviour and contribute to a sense of security without being overbearing or intimidating. Places and buildings should incorporate well-designed security features as appropriate to their location and use, which maximise the security of people and property without compromising

219 Office for the Deputy Prime Minster (ODPM), Safer Places: the Planning System and Crime Prevention, Thomas Telford Ltd, April 2004 (or any subsequent replacement guidance)

220 Association of Chief Police Officers Project and Design Group, Secure By Design, 2004

the quality of the local environment. All spaces should have clear ownership and be managed in a way that states that the space is cared for. Future maintenance of the space or building should be considered at the design stage.

7.11 Buildings and spaces should be designed in a way that clearly defines whether they are public, semi-public or private, and provides opportunities for activity and passive surveillance of publicly accessible spaces from ground and lower floors of buildings. Pedestrian, cycle and vehicular routes should be well defined, and limit opportunities for concealment.

7.12 An integrated mix of land uses throughout a neighbourhood will add to its vitality and security but should be carefully designed to minimise conflict between incompatible activities. Day time and night time uses should be incorporated into development where appropriate to ensure that public spaces are active and overlooked.

POLICY 7.4 LOCAL CHARACTER

Strategic

A Development should have regard to the form, function, and structure of an area, place or street and the scale, mass and orientation of surrounding buildings. It should improve an area's visual or physical connection with natural features. In areas of poor or ill-defined character, development should build on the positive elements that can contribute to establishing an enhanced character for the future function of the area.

Planning decisions

B Buildings, streets and open spaces should provide a high quality design response that:

- a has regard to the pattern and grain of the existing spaces and streets in orientation, scale, proportion and mass
- b contributes to a positive relationship between the urban structure and natural landscape features, including the underlying landform and topography of an area
- c is human in scale, ensuring buildings create a positive relationship with street level activity and people feel comfortable with their surroundings
- d allows existing buildings and structures that make a positive contribution to the character of a place to influence the future character of the area
- e is informed by the surrounding historic environment.

LDF preparation

C Boroughs should consider the different characters of their areas to identify landscapes, buildings and places, including on the Blue Ribbon Network, where that character should be sustained, protected and enhanced through managed change. Characterisation studies can help in this process.

7.13 The social, cultural, environmental and economic relationships between people and their communities are reinforced by the physical character of a place. Based on an understanding of the character of a place, new development should help residents and visitors understand where a place has come from, where it is now and where it is going. It should reflect the function of the place both locally and as part of a complex urban city region, and the physical, economic, environmental and social forces that have shaped it over time and are likely to influence it in the future. Local character does not necessarily recognise borough boundaries. The Mayor therefore encourages cross-borough working to ensure a consistent approach to understanding and enhancing a sense of character. The Mayor has developed supplementary guidance to help Boroughs with this work.

7.14 The physical character of a place can help reinforce a sense of meaning and civility – through the layout of buildings and streets, the natural and man-made landscape, the density of development and the mix of land uses. In some cases, the character is well preserved and clear. In others, it is undefined or compromised by unsympathetic development. Through characterisation studies, existing character can be identified and valued, and used to inform a strategy for improving the place. This should help ensure the place evolves to meet the economic and social needs of the community and enhances its relationship with the natural and built landscape. The community should be involved in setting these goals for the future of the area (Policy 7.1).

7.15 The Blue Ribbon Network has significant cultural, historic, economic and environmental value to local character. Later in this chapter a range of policies require buildings and spaces to have particular regard to their relationship to waterspaces in their form, scale and orientation. New development should enhance physical and visual access between existing streets and waterfront sites and, incorporate features that make the best functional use of the site's proximity to a water resource. Buildings and spaces should be designed to activate the Blue Ribbon Network in a way that is appropriate to its character, infrastructure value and heritage significance.

POLICY 7.5 PUBLIC REALM

Strategic

A London's public spaces should be secure, accessible, inclusive, connected, easy to understand and maintain, relate to local context, and incorporate the highest quality design, landscaping, planting, street furniture and surfaces.

Planning decisions

B Development should make the public realm comprehensible at a human scale, using gateways, focal points and landmarks as appropriate to help people find their way. Landscape treatment, street furniture and infrastructure should be of the highest quality, have a clear purpose, maintain uncluttered spaces and should contribute to the easy movement of people through the space. Opportunities for

the integration of high quality public art should be considered, and opportunities for greening (such as through planting of trees and other soft landscaping wherever possible) should be maximised. Treatment of the public realm should be informed by the heritage values of the place, where appropriate.

C Development should incorporate local social infrastructure such as public toilets, drinking water fountains and seating, where appropriate. Development should also reinforce the connection between public spaces and existing local features such as the Blue Ribbon Network and parks and others that may be of heritage significance.

LDF preparation

D Boroughs should develop local objectives and programmes for enhancing the public realm, ensuring it is accessible for all, with provision for sustainable management and reflects the principles in Policies 7.1, 7.2, 7.3 and 7.4.

7.16 The quality of the public realm has a significant influence on quality of life because it affects people's sense of place, security and belonging, as well as having an influence on a range of health and social factors. For this reason, public and private open spaces, and the buildings that frame those spaces, should contribute to the highest standards of comfort, security and ease of movement possible. This is particularly important in high density development (Policy 3.4). Open spaces include both green and civic spaces, both of which contribute to the provision of a high quality public realm (see Policy 7.18). The character of the public realm that leads into major green spaces, especially for pedestrians is key to the integration of green infrastructure and landscape into the urban fabric. Legibility and signposting can also make an important contribution to whether people feel comfortable in a place, and are able to understand it and navigate their way around. Ongoing maintenance of this infrastructure should be a key consideration in the design of places and secured through the planning system where appropriate. Managed public spaces in new development should offer the highest level of public access.

7.17 The public realm should be seen as a series of connected spaces that help to define the character of a place. Places should be distinctive, attractive, vital and of the highest quality, allowing people to meet, congregate and socialise, as well as providing opportunity for quiet enjoyment. They should also, wherever possible, make the most of opportunities to green the urban realm through new planting or making the most of existing vegetation. This will support the Mayor's aims for two million trees to be planted in London by 2025 and, to secure additional greening in the Central Activities Zone (CAZ) to help mitigate the urban heat island effect (Policy 5.10). Encouraging activities along the waterways can also contribute to an attractive townscape and public realm.

7.18 The effects of traffic can have a significant impact on the quality of the public

realm in terms of air quality, noise and amenity of a space. The negative effects of traffic should be minimised to ensure people's enjoyment of public realm is maximised. The principles of shared space should be promoted in line with Policy 6.10 on Walking and in the Mayor's Transport Strategy. They should be implemented to accord with local context and in consultation with relevant stakeholders (including organisations of disabled and visually impaired people).

7.19 The lighting of the public realm also needs careful consideration to ensure places and spaces are appropriately lit, and there is an appropriate balance between issues of safety and security, and reducing light pollution.

7.20 The public realm does not necessarily recognise borough boundaries. Cross-borough working at the interface of borough boundaries should therefore be maximised to ensure a consistent high quality public realm. There is a range of guidance such as Better Streets[221], Manual for Streets[222], Manual for Streets 2[223], Principles of Inclusive Design[224], and Streets for All[225] which can help inform the design of the public realm. This should be part of a wider strategy based on an understanding of the character of the area.

POLICY 7.6 ARCHITECTURE

Strategic

A Architecture should make a positive contribution to a coherent public realm, streetscape and wider cityscape. It should incorporate the highest quality materials and design appropriate to its context.

Planning decisions

B Buildings and structures should:

a be of the highest architectural quality

b be of a proportion, composition, scale and orientation that enhances, activates and appropriately defines the public realm

c comprise details and materials that complement, not necessarily replicate, the local architectural character

d not cause unacceptable harm to the amenity of surrounding land and buildings, particularly residential buildings, in relation to privacy, overshadowing, wind and microclimate. This is particularly important for tall buildings

221 Mayor of London, Better Streets, Transport for London, November 2009

222 Department for Transport (DfT), Manual for Streets, Thomas Telford Publishing, March 2007 (

223 Department for Transport (DfT), Manual for Streets 2, Chartered Institution of Highways and Transportation (CIHT), September 2010 (or any subsequent replacement guidance).

224 Commission for Architecture and the Built Environment (CABE), The principles of inclusive design (They include you), 2006 op cit

225 English Heritage, Streets for All: A Guide to the Management of London's Street, English Heritage, March 2000

e incorporate best practice in resource management and climate change mitigation and adaptation

f provide high quality indoor and outdoor spaces and integrate well with the surrounding streets and open spaces

g be adaptable to different activities and land uses, particularly at ground level

h meet the principles of inclusive design

i optimise the potential of sites

7.21 Architecture should contribute to the creation of a cohesive built environment that enhances the experience of living, working or visiting in the city. This is often best achieved by ensuring new buildings reference, but not necessarily replicate, the scale, mass and detail of the predominant built form surrounding them, and by using the highest quality materials. Contemporary architecture is encouraged, but it should be respectful and sympathetic to the other architectural styles that have preceded it in the locality. All buildings should help create streets and places that are human in scale so that their proportion and composition enhances, activates and appropriately encloses the public realm, as well as allowing them to be easily understood, enjoyed and kept secured. The building form and layout should have regard to the density and character of the surrounding development and should not prejudice the development opportunities of surrounding sites.

7.22 A building should enhance the amenity and vitality of the surrounding streets. It should make a positive contribution to the landscape and relate well to the form, proportion, scale and character of streets, existing open space, waterways and other townscape and topographical features, including the historic environment. New development, especially large and tall buildings, should not have a negative impact on the character or amenity of neighbouring sensitive land uses. Lighting of, and on, buildings should be energy efficient and appropriate for the physical context.

7.23 The massing, scale and layout of new buildings should help make public spaces coherent and complement the existing streetscape. They should frame the public realm at a human scale and provide a mix of land uses that activate its edges and enhance permeability in the area. New buildings should integrate high quality urban design ensuring an appropriate balance between designing out crime principles and appropriate levels of permeability. Consideration should also be given to the future management of buildings in their design and construction.

7.24 New buildings should achieve the highest standards of environmental, social and economic sustainability by meeting the standards of sustainable design and construction set out in Chapter 5 and by being consistent with the existing or planned future capacity of social, transport and green infrastructure.

POLICY 7.7 LOCATION AND DESIGN OF TALL AND LARGE BUILDINGS

Strategic

A Tall and large buildings should be part of a plan-led approach to changing or developing an area by the identification of appropriate, sensitive and inappropriate locations. Tall and large buildings should not have an unacceptably harmful impact on their surroundings.

Planning decisions

B Applications for tall or large buildings should include an urban design analysis that demonstrates the proposal is part of a strategy that will meet the criteria below. This is particularly important if the site is not identified as a location for tall or large buildings in the borough's LDF.

C Tall and large buildings should:

- a generally be limited to sites in the Central Activity Zone, opportunity areas, areas of intensification or town centres that have good access to public transport
- b only be considered in areas whose character would not be affected adversely by the scale, mass or bulk of a tall or large building
- c relate well to the form, proportion, composition, scale and character of surrounding buildings, urban grain and public realm (including landscape features), particularly at street level;
- d individually or as a group, improve the legibility of an area, by emphasising a point of civic or visual significance where appropriate, and enhance the skyline and image of London
- e incorporate the highest standards of architecture and materials, including sustainable design and construction practices
- f have ground floor activities that provide a positive relationship to the surrounding streets
- g contribute to improving the permeability of the site and wider area, where possible
- h incorporate publicly accessible areas on the upper floors, where appropriate
- i make a significant contribution to local regeneration.

D Tall buildings:

- a should not affect their surroundings adversely in terms of microclimate, wind turbulence, overshadowing, noise, reflected glare, aviation, navigation and telecommunication interference
- b should not impact on local or strategic views adversely

E The impact of tall buildings proposed in sensitive locations should be given particular consideration. Such areas might include conservation areas, listed buildings and their settings, registered historic parks and

gardens, scheduled monuments, battlefields, the edge of the Green Belt or Metropolitan Open Land, World Heritage Sites or other areas designated by boroughs as being sensitive or inappropriate for tall buildings.

LDF preparation

E Boroughs should work with the Mayor to consider which areas are appropriate, sensitive or inappropriate for tall and large buildings and identify them in their Local Development Frameworks. These areas should be consistent with the criteria above and the place shaping and heritage policies of this Plan.

7.25 Tall and large buildings are those that are substantially taller than their surroundings, cause a significant change to the skyline[226] or are larger than the threshold sizes set for the referral of planning applications to the Mayor. Whilst high density does not need to imply high rise, tall and large buildings can form part of a strategic approach to meeting the regeneration and economic development goals laid out in the London Plan, particularly in order to make optimal use of the capacity of sites with high levels of public transport accessibility. However, they can also have a significant detrimental impact on local character. Therefore, they should be resisted in areas that will be particularly sensitive to their impacts and only be considered if they are the most appropriate way to achieve the optimum density in highly accessible locations, are able to enhance the qualities of their immediate and wider settings, or if they make a significant contribution to local regeneration.

7.26 Tall and large buildings should always be of the highest architectural quality, (especially prominent features such as roof tops for tall buildings) and should not have a negative impact on the amenity of surrounding uses. Opportunities to offer improved permeability of the site and wider area should be maximised where possible.

7.27 The location of a tall or large building, its alignment, spacing, height, bulk, massing and design quality should identify with and emphasise a point of civic or visual significance over the whole area from which it will be visible. Ideally, tall buildings should form part of a cohesive building group that enhances the skyline and improves the legibility of the area, ensuring tall and large buildings are attractive city elements that contribute positively to the image and built environment of London.

7.28 The Mayor will work with boroughs to identify locations where tall and large buildings might be appropriate, sensitive or inappropriate. He will help them develop local strategies to help ensure these buildings are delivered in ways that maximise their benefits and minimise negative impacts locally and across borough

226 Commission for Architecture and the Built Environment (CABE) and English Heritage. Guidance on Tall Buildings. CABE, July 2007

boundaries as appropriate. It is intended that Mayoral supplementary guidance on characterisation could help set the context for this. In balancing these impacts, unacceptable harm may include criteria in parts D and E of Policy 7.7. Opportunity area planning frameworks can provide a useful opportunity for carrying out such joint work.

Historic environment and landscapes

POLICY 7.8 HERITAGE ASSETS AND ARCHAEOLOGY

Strategic

A London's heritage assets and historic environment, including listed buildings, registered historic parks and gardens and other natural and historic landscapes, conservation areas, World Heritage Sites, registered battlefields, scheduled monuments, archaeological remains and memorials should be identified, so that the desirability of sustaining and enhancing their significance and of utilising their positive role in place shaping can be taken into account.

B Development should incorporate measures that identify, record, interpret, protect and, where appropriate, present the site's archaeology.

Planning decisions

C Development should identify, value, conserve, restore, re-use and incorporate heritage assets, where appropriate.

D Development affecting heritage assets and their settings should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail.

E New development should make provision for the protection of archaeological resources, landscapes and significant memorials. The physical assets should, where possible, be made available to the public on-site. Where the archaeological asset or memorial cannot be preserved or managed on-site, provision must be made for the investigation, understanding, recording, dissemination and archiving of that asset.

LDF preparation

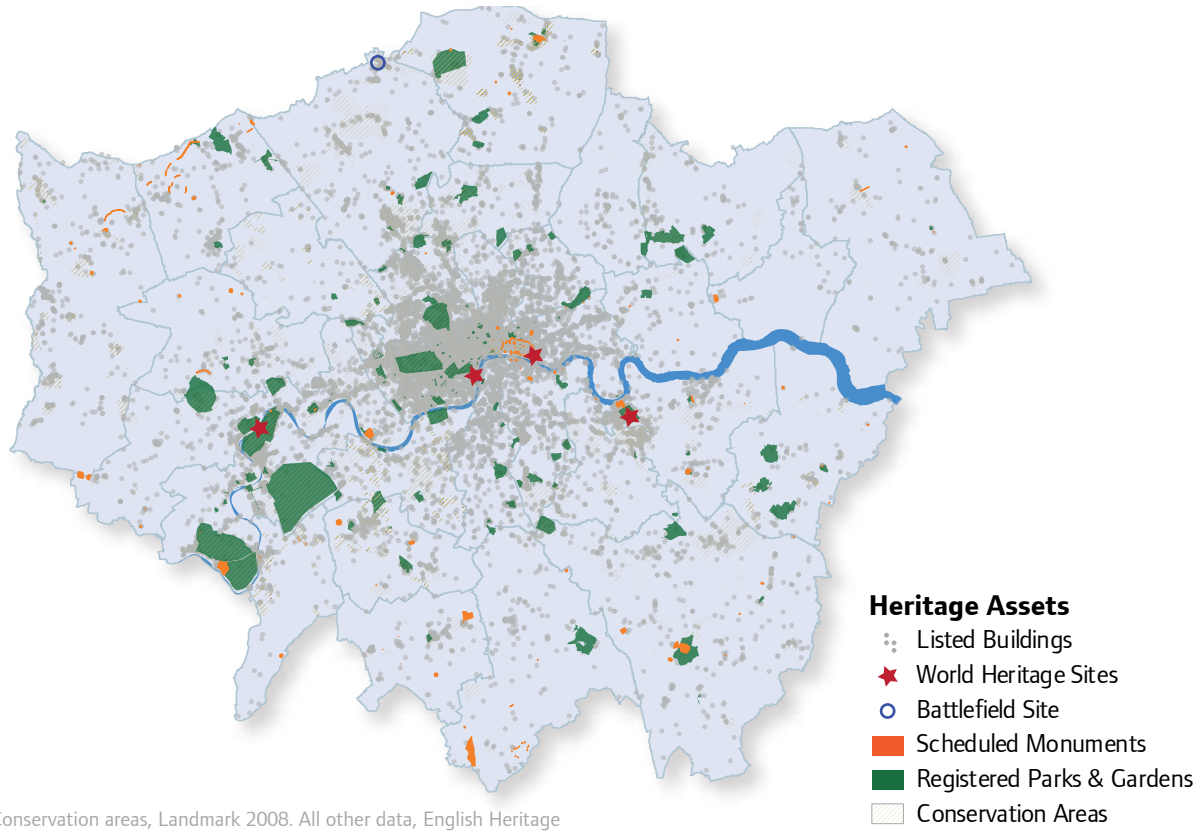
F Boroughs should, in LDF policies, seek to maintain and enhance the contribution of built, landscaped and buried heritage to London's environmental quality, cultural identity and economy as part of managing London's ability to accommodate change and regeneration.

G Boroughs, in consultation with English Heritage, Natural England and other relevant statutory organisations, should include appropriate policies in their LDFs for identifying, protecting, enhancing and

improving access to the historic environment and heritage assets and their settings where appropriate, and to archaeological assets, memorials and historic and natural landscape character within their area.

7.29 London's built and landscape heritage provides a depth of character that has immeasurable benefit to the city's economy, culture and quality of life. Natural landscapes can help to provide a unique sense of place[227] whilst layers of architectural history provide an environment that is of local, national and world heritage value. It is to London's benefit that some of the best examples of architecture from the past 2000 years sit side by side to provide a rich texture that makes the city a delight to live, visit, study and do business in. Ensuring the identification and sensitive management of London's heritage assets in tandem with promotion of the highest standards of modern architecture will be key to maintaining the blend of old and new that gives the capital its unique character. Identification and recording heritage through, for example, character appraisals, conservation plans and local lists, which form the Greater London Historic Environmental Record (GLHER) are essential to this process[228].

Map 7.1 Spatial distribution of designated heritage assets



Source: Conservation areas, Landmark 2008. All other data, English Heritage
© Crown Copyright and database right 2013. Ordnance Survey 100032216 GLA.

227 Natural England London's Natural Signatures, The London Landscape Framework. Prepared for Natural England by Alan Baxter and Shiels Flynn January 2011

228 English Heritage. Conservation Principles, policies and guidance. English Heritage, April 2008

7.30 London's diverse range of designated and non-designated heritage assets contribute to its status as a World Class City. Designated assets currently include 4 World Heritage Sites, over 1,000 conservation areas, almost 19,000 listed buildings, over 150 registered parks and gardens, more than 150 scheduled monuments and 1 battlefield (Barnet)[229]. Those designated assets at risk include 72 conservation areas, 493 listed buildings, 37 scheduled monuments and 14 registered parks and gardens[230]. The distribution of designated assets differs across different parts of London, and is shown in Map 7.1. London's heritage assets range from the Georgian squares of Bloomsbury to Kew Gardens (Victorian) and the Royal Parks, and include ancient places of work like the Inns of Court (medieval in origin), distinctive residential areas like Hampstead Garden Suburb (early twentieth century) and vibrant town centres and shopping areas like Brixton and the West End. This diversity is a product of the way London has grown over the 2000 years of its existence, embracing older settlements and creating new ones, often shaped by the age they were developed. This sheer variety is an important element of London's vibrant economic success, world class status and unique character.

7.31 Crucial to the preservation of this character is the careful protection and adaptive re-use of heritage buildings and their settings. Heritage assets such as conservation areas make a significant contribution to local character and should be protected from inappropriate development that is not sympathetic in terms of scale, materials, details and form. Development that affects the setting of heritage assets should be of the highest quality of architecture and design, and respond positively to local context and character outlined in the policies above.

7.31A Substantial harm to or loss of a designated heritage asset should be exceptional, with substantial harm to or loss of those assets designated of the highest significance being wholly exceptional. Where a development proposal will lead to less than substantial harm to the significance of a designated asset, this harm should be weighed against the public benefits of the proposal, including securing its optimal viable use. Enabling development that would otherwise not comply with planning policies, but which would secure the future conservation of a heritage asset should be assessed to see of the benefits of departing from those policies outweigh the disbenefits.

7.31B When considering re-use or refurbishment of heritage assets, opportunities should be explored to identify potential modifications to reduce carbon emissions and secure sustainable development. In doing this a balanced approach should be taken, weighing the extent of the mitigation of climate change involved against potential harm to the heritage asset or its setting. Where there is evidence of deliberate neglect of and/or damage to a heritage asset the deteriorated state of that asset should not be taken into account when making a decision on a development proposal.

229 English Heritage Data Set 2010

230 English Heritage, Heritage at Risk, 2010

7.32 London's heritage assets and historic environment also make a significant contribution to the city's culture by providing easy access to the history of the city and its places. For example recognition and enhancement of the multicultural nature of much of London's heritage can help to promote community cohesion. In addition to buildings, people can perceive the story of the city through plaques, monuments, museums, artefacts, photography and literature. Every opportunity to bring the story of London to people and ensure the accessibility and good maintenance of London's heritage should be exploited. In particular, where new development uncovers an archaeological site or memorial, these should be preserved and managed on-site. Where this is not possible provision should be made for the investigation, understanding, dissemination and archiving of that asset.

POLICY 7.9 HERITAGE-LED REGENERATION

Strategic

A Regeneration schemes should identify and make use of heritage assets and reinforce the qualities that make them significant so they can help stimulate environmental, economic and community regeneration. This includes buildings, landscape features, views, Blue Ribbon Network and public realm.

Planning decisions

B The significance of heritage assets should be assessed when development is proposed and schemes designed so that the heritage significance is recognised both in their own right and as catalysts for regeneration. Wherever possible heritage assets (including buildings at risk) should be repaired, restored and put to a suitable and viable use that is consistent with their conservation and the establishment and maintenance of sustainable communities and economic vitality.

LDF Preparation

C Boroughs should support the principles of heritage-led regeneration in LDF policies

7.33 Based on an understanding of the value and significance of heritage assets, the sensitive and innovative use of historic assets within local regeneration should be encouraged. Schemes like Townscape Heritage Initiatives, Heritage Lottery Fund, Heritage Economic Regeneration Schemes or Buildings at Risk Grants can play an important role in fostering regeneration of historic areas while also promoting the maintenance and management of heritage assets and developing community appreciation of them.

POLICY 7.10 WORLD HERITAGE SITES

Strategic

A Development in World Heritage Sites and their settings, including any buffer zones, should conserve, promote, make sustainable use of and enhance their authenticity, integrity and significance and Outstanding Universal Value. The Mayor has published Supplementary Planning Guidance on London's World Heritage Sites – Guidance on Settings to help relevant stakeholders define the setting of World Heritage Sites.

Planning decisions

B Development should not cause adverse impacts on World Heritage Sites or their settings (including any buffer zone). In particular, it should not compromise a viewer's ability to appreciate its Outstanding Universal Value, integrity, authenticity or significance. In considering planning applications, appropriate weight should be given to implementing the provisions of the World Heritage Site Management Plans.

LDF preparation

C LDFs should contain policies to:

a protect, promote, interpret, and conserve, the historic significance of World Heritage Sites and their Outstanding Universal Value, integrity and authenticity

b safeguard and, where appropriate, enhance both them and their settings

D Where available, World Heritage Site Management Plans should be used to inform the plan making process.

7.34 The World Heritage Sites at Maritime Greenwich, Royal Botanic Gardens Kew, Palace of Westminster and Westminster Abbey including St Margaret's Church and Tower of London are embedded in the constantly evolving urban fabric of London. The surrounding built environment must be carefully managed to find a balance between protecting the elements of the World Heritage Sites that make them of Outstanding Universal Value and allowing the surrounding land to continue to change and evolve as it has for centuries. To help this process, the Mayor will encourage the development and implementation of World Heritage Management Plans.

7.35 Darwin's Landscape Laboratory is currently included on UNESCO's Tentative List for designation as a World Heritage Site. Development affecting Tentative List Sites should also be evaluated so that their Outstanding Universal Value is not compromised.

7.36 Development in the setting (including buffer zones where appropriate) of these

World Heritage Sites should provide opportunities to enhance their setting through the highest quality architecture and contributions to the improvement of the public realm consistent with the principles of the World Heritage Site Management Plans. Development in the setting of World Heritage Sites must contribute to the provision of an overall amenity and ambience appropriate to their World Heritage status.[231] The Mayor encourages developers, policy makers and other stakeholders to follow the stepped approach set out in his guidance on settings to assess the effects of development proposals and proposals for change through plan-making on the setting of the World Heritage Sites.

POLICY 7.11 LONDON VIEW MANAGEMENT FRAMEWORK

Strategic

A The Mayor has designated a list of strategic views (Table 7.1) that he will keep under review. These views are seen from places that are publicly accessible and well used. They include significant buildings or urban landscapes that help to define London at a strategic level. These views represent at least one of the following categories: panoramas across substantial parts of London; views from an urban space of a building or group of buildings within a townscape setting (including narrow, linear views to a defined object); or broad prospects along the river Thames. Development will be assessed for its impact on the designated view if it falls within the foreground, middle ground or background of that view.

B Within the designated views the Mayor will identify landmarks that make aesthetic, cultural or other contributions to the view and which assist the viewer's understanding and enjoyment of the view.

C The Mayor will also identify strategically important landmarks in the views that make a very significant contribution to the image of London at the strategic level or provide a significant cultural orientation point. He will seek to protect vistas towards strategically important landmarks by designating landmark viewing corridors and wider setting consultation areas. These elements together form a protected vista. Each element of the vista will require a level of management appropriate to its potential impact on the viewer's ability to recognise and appreciate the strategically important landmark.

D The Mayor will also identify and protect aspects of views that contribute to a viewer's ability to recognise and to appreciate a World Heritage Site's authenticity, integrity, significance and Outstanding Universal Value.

E The Mayor has prepared supplementary planning guidance on the management of the designated views. This supplementary guidance

231 Department for Communities and Local Government (DCLG), Circular 7/2009. Protection of World Heritage Sites

includes plans for the management of views as seen from specific assessment points within the viewing places. The guidance provides advice on the management of the foreground, middle ground and background of each view. The Mayor will, when necessary, review this guidance.

7.37 A number of views make a significant contribution to the image and character of London at the strategic level. This could be because of their composition, their contribution to legibility, or because they provide an opportunity to see key landmarks as part of a broader townscape, panorama or river prospect. The Mayor will seek to protect the composition and character of these views, particularly if they are subject to significant pressure from development. New development will often make a positive contribution to the views and can be encouraged. However, in others, development is likely to compromise the setting or visibility of a key landmark and should be resisted.

7.38 There are three types of strategic views designated in the London Plan – London Panoramas, River Prospects, Townscape Views (including Linear Views). Each view can be considered in three parts. The front and middle ground areas are the areas between the viewing place and a landmark, or the natural features that form its setting. The background area to a view extends away from the foreground or middle ground into the distance. Part of the background may include built or landscape elements that provide a backdrop to a strategically important landmark.

7.39 The Mayor identifies three strategically important landmarks in the designated views: St Paul's Cathedral, the Palace of Westminster and the Tower of London. Within some views, a protected vista to a strategically important landmark will be defined and used to protect the viewer's ability to recognise and appreciate the strategically important landmark. The protected vista is composed of two parts:

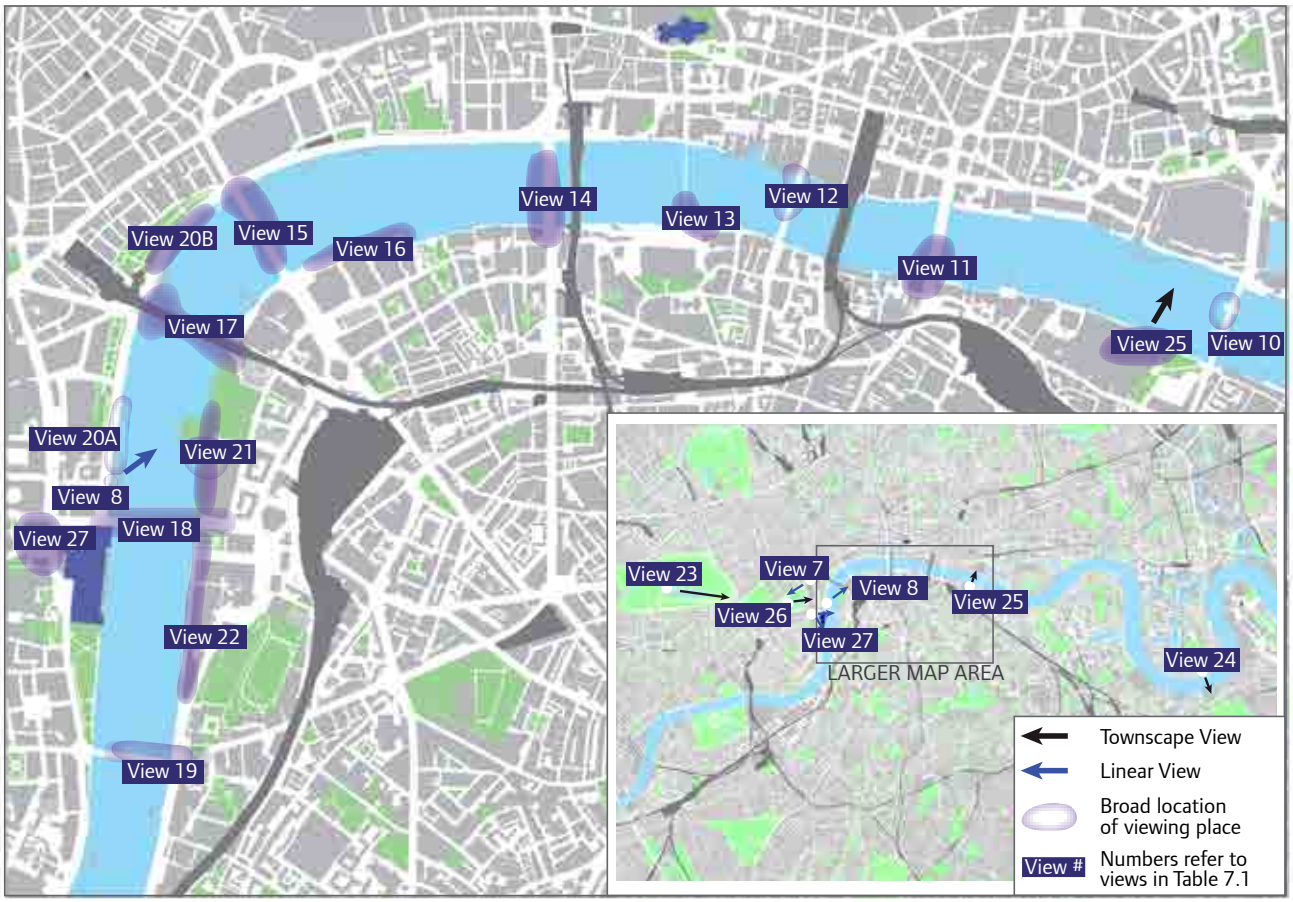
- **Landmark Viewing Corridor** – the area between the viewing place and a strategically important landmark that must be maintained if the landmark is to remain visible from the viewing place.
- **Wider Setting Consultation Area –** the area enclosing the landmark viewing corridor in both the foreground and middle ground, and background of the protected vista. Development above a threshold height in this area could compromise the viewer's ability to recognise and appreciate the strategically important landmark.

7.40 The Mayor has prepared supplementary guidance (SPG) on the management of views designated in this Plan. This guidance identifies viewing places within which viewing locations can be identified. It also specifies individual assessment points from which management guidance and assessment should be derived. Some views are experienced as a person moves through a viewing place and assessment of development proposals should consider this. This guidance will be reviewed when necessary to ensure it is compliant with Policies 7.11 and 7.12.

Table 7.1 Designated views

London Panoramas	
1	Alexandra Palace to Central London
2	Parliament Hill to Central London
3	Kenwood to Central London
4	Primrose Hill to Central London
5	Greenwich Park to Central London
6	Blackheath Point to Central London
Linear Views	
7	The Mall to Buckingham Palace
8	Westminster Pier to St Paul's Cathedral
9	King Henry VIII's Mound, Richmond to St Paul's Cathedral
River Prospects	
10	Tower Bridge
11	London Bridge
12	Southwark Bridge
13	Millennium Bridge and Thameside at Tate Modern
14	Blackfriars Bridge
15	Waterloo Bridge
16	The South Bank
17	Golden Jubilee/Hungerford Footbridges
18	Westminster Bridge
19	Lambeth Bridge
20	Victoria Embankment between Waterloo and Westminster Bridges
21	Jubilee Gardens and Thameside in front of County Hall
22	Albert Embankment between Westminster and Lambeth Bridges along Thames Path near St Thomas' Hospital
Townscape Views	
23	Bridge over the Serpentine, Hyde Park to Westminster
24	Island Gardens, Isle of Dogs to Royal Naval College
25	The Queen's Walk to Tower of London
26	St James' Park to Horse Guards Road
27	Parliament Square to Palace of Westminster

Map 7.2 View Management Framework



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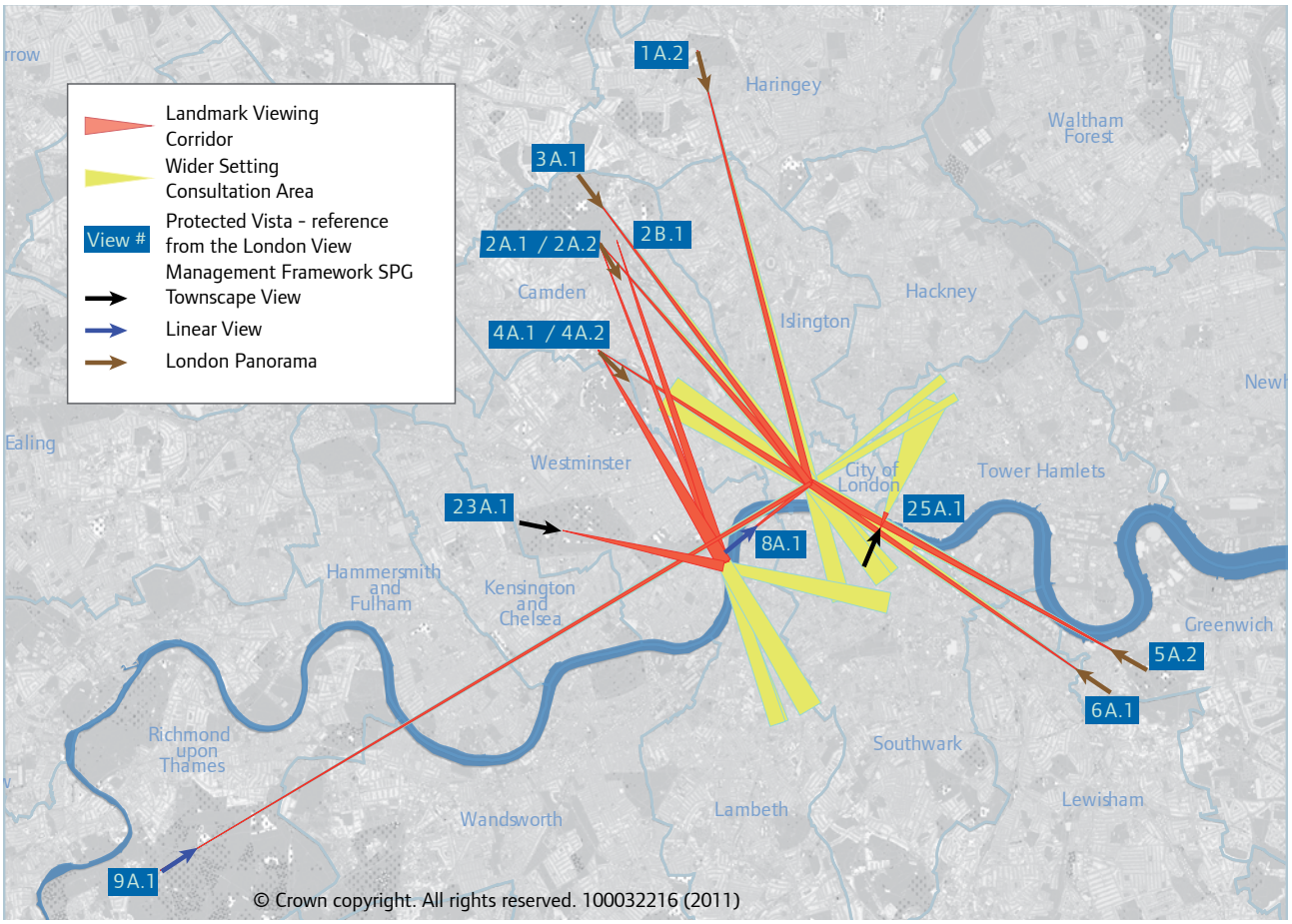
Greater London Authority 100032216 (2011)

Map 7.3 Protected vistas



© Crown copyright. All rights reserved. 100032216 (2011)

7.41 The SPG provides guidance on the treatment of all parts of the view, and where appropriate the components of the protected vista, for each view.

POLICY 7.12 IMPLEMENTING THE LONDON VIEW MANAGEMENT FRAMEWORK

Strategic

A New development should not harm, and where possible should make a positive contribution to, the characteristics and composition of the strategic views and their landmark elements. It should also preserve or enhance viewers' ability to recognise and to appreciate strategically important landmarks in these views and, where appropriate, protect the silhouette of landmark elements of World Heritage Sites as seen from designated viewing places.

Planning decisions

B Development in the foreground and middle ground of a designated view should not be overly intrusive, unsightly or prominent to the detriment of the view.

C Development proposals in the background of a view should give context to landmarks and not harm the composition of the view as a whole. Where a silhouette of a World Heritage Site is identified by the Mayor as prominent in a Townscape or River Prospect, and well preserved within its setting with clear sky behind it, it should not be altered by new development appearing in its background. Assessment of the impact of development in the foreground, middle ground or background of the view or the setting of a landmark should take into account the effects of distance and atmospheric or seasonal changes.

D In addition to the above, new development in designated views should comply with the following:

a London Panoramas – should be managed so that development fits within the prevailing pattern of buildings and spaces and should not detract from the panorama as a whole. The management of views containing strategically important landmarks should afford them an appropriate setting and prevent a canyon effect from new buildings crowding in too close to the strategically important landmark in the foreground, middle ground or background where appropriate.

b River Prospects – views should be managed to ensure that the juxtaposition between elements, including the river frontages and key landmarks, can be appreciated within their wider London context.

c Townscape and Linear Views – should be managed so that the ability to see specific buildings, or groups of buildings, in conjunction with the surrounding environment, including distant

buildings within views, is preserved.

E Viewing places should be accessible and managed so that they enhance people's experience of the view.

F In addition to the above, where there is a protected vista:

a development that exceeds the threshold height of a landmark viewing corridor should be refused

b development in the wider setting consultation area should form an attractive element in its own right and preserve or enhance the viewer's ability to recognise and to appreciate the strategically important landmark. It should not cause a canyon effect around the landmark viewing corridor

c development in the foreground of the wider setting consultation area should not detract from the prominence of the strategically important landmark in this part of the view.

G In complying with the above, new development should not cause negative or undesirable local urban design outcomes.

H The Mayor will identify, in some designated views, situations where the silhouette of a World Heritage Site, or part of a World Heritage Site, should be protected.

LDF preparation

J Boroughs should reflect the principles of this policy and include all designated views, including the protected vistas, into their Local Development Frameworks. Boroughs may also wish to use the principles of this policy for the designation and management of local views

7.42 Protected vistas are designed to preserve the viewer's ability to recognise and appreciate a strategically important landmark from a designated viewing place. Development that exceeds the threshold plane of the landmark viewing corridor will have a negative impact on the viewer's ability to see the strategically important landmark and is therefore contrary to the London Plan. Development in the foreground, middle ground or background of a view can exceed the threshold plane of a wider setting consultation area if it does not damage the viewer's ability to recognise and to appreciate the strategically important landmark and if it does not dominate the strategically important landmark in the foreground or middle ground of the view.

7.43 In complying with the requirements of Policies 7.11 and 7.12 development should comply with other policies in this chapter and should not have a negative effect on the surrounding land by way of architecture or relationship with the public realm.

7.44 Protected vistas will be developed in consultation with the Secretary of State. The Mayor will seek the Secretary of State's agreement to adopt protected vista

directions that are in conformity with the London Plan policies and the London View Management Framework SPG.

Safety, Security and Resilience to Emergency

POLICY 7.13 SAFETY, SECURITY AND RESILIENCE TO EMERGENCY

Strategic

A The Mayor will work with relevant stakeholders and others to ensure and maintain a safe and secure environment in London that is resilient against emergencies including fire, flood, weather, terrorism and related hazards as set out in the London Risk Register.

Planning decisions

B Development proposals should contribute to the minimisation of potential physical risks, including those arising as a result of fire, flood and related hazards. Development should include measures to design out crime that, in proportion to the risk, deter terrorism, assist in the detection of terrorist activity and help defer its effects.

LDF preparation

C Boroughs should work with the Mayor's Office for Policing and Crime, the Metropolitan Police service, the London Fire and Emergency Planning Authority and other agencies such as the City of London Police and the British Transport Police to identify the community safety needs, policies and sites required for their area to support provision of necessary infrastructure.

7.45 The London Resilience Partnership maintains the London Risk Register[232]. New development should incorporate fire safety solutions and represent best practice in fire safety planning in both design and management. The London Fire and Emergency Planning Authority (LFEPA) should be consulted early in the design process to ensure major projects and venues have solutions to fire engineering built-in. Flooding issues and designing out the effects of flooding are addressed in Chapter 5.

7.46 Measures to design out crime, including counter terrorism measures, should be integral to development proposals and considered early in the design process[233]. This will ensure they provide adequate protection, do not compromise good design, do not shift the vulnerabilities elsewhere, and are cost-effective. Development proposals should incorporate measures that are proportionate to the threat by way of the risk of an attack and the likely consequences of one.

232 for further details see http://www.london.gov.uk/mayor-assembly/mayor/london-resilience

233 Home Office and Department for Communities and Local Government (DCLG), Safer Places: a counter Terrorism supplement. 2009

New development should incorporate elements that deter terrorists, maximise the probability of detecting intrusion, and delay any attempts at disruption until a response can be activated (see also Policy 7.3 on designing out crime). Consideration should be given to physical and electronic security (including detailed questions of design and choice of material, vehicular stand off and access, air intakes and telecommunications infrastructure). The Metropolitan Police should be consulted to ensure major projects contain appropriate design solutions, which respond to the potential level of risk whilst ensuring the quality of places is maximised.

Air and noise pollution

POLICY 7.14 IMPROVING AIR QUALITY

Strategic

A The Mayor recognises the importance of tackling air pollution and improving air quality to London's development and the health and well-being of its people. He will work with strategic partners to ensure that the spatial, climate change, transport and design policies of this plan support implementation of his Air Quality and Transport strategies to achieve reductions in pollutant emissions and minimize public exposure to pollution.

Planning decisions

B Development proposals should:

a minimise increased exposure to existing poor air quality and make provision to address local problems of air quality (particularly within Air Quality Management Areas (AQMAs) and where development is likely to be used by large numbers of those particularly vulnerable to poor air quality, such as children or older people) such as by design solutions, buffer zones or steps to promote greater use of sustainable transport modes through travel plans (see Policy 6.3)

b promote sustainable design and construction to reduce emissions from the demolition and construction of buildings following the best practice guidance in the GLA and London Councils' 'The control of dust and emissions from construction and demolition'

c be at least 'air quality neutral' and not lead to further deterioration of existing poor air quality (such as areas designated as Air Quality Management Areas (AQMAs)).

d ensure that where provision needs to be made to reduce emissions from a development, this is usually made on-site. Where it can be demonstrated that on-site provision is impractical or inappropriate, and that it is possible to put in place measures having clearly demonstrated equivalent air quality benefits, planning obligations or planning conditions should be used as appropriate to ensure

this, whether on a scheme by scheme basis or through joint area-based approaches

e where the development requires a detailed air quality assessment and biomass boilers are included, the assessment should forecast pollutant concentrations. Permission should only be granted if no adverse air quality impacts from the biomass boiler are identified

LDF preparation

C Boroughs should have policies that:

a seek reductions in levels of pollutants referred to in the Government's National Air Quality Strategy having regard to the Mayor's Air Quality Strategy

b take account of the findings of their Air Quality Review and Assessments and Action Plans, in particular where Air Quality Management Areas have been designated.

7.47 Poor air quality is a public health issue that is linked to the development of chronic diseases and can increase the risk of respiratory illness. Action is needed to improve air quality in London and the Mayor is committed to working towards meeting the EU limit values of fine particulate matter (PM_{10}) by 2011 and nitrogen dioxide (NO_2) by 2015. The Mayor's Air Quality Strategy sets out policies and proposals to address the full range of these air quality issues reducing emissions from transport, reducing emissions from homes, business and industry and increasing awareness of air quality issues. For example the Low Emission Zone (LEZ) will continue to deliver health benefits by reducing emissions from the oldest heavy diesel engined vehicles. The Strategy also includes proposals to extend the LEZ to heavier vans and mini buses from 2012 and to introduce a new standard for nitrogen oxides (NO_x) in 2015. Other transport policies to contribute to achieving these limit values address:

- Encouraging smarter choices and sustainable travel behaviour
- Promoting technological change and cleaner vehicles
- Reducing emissions from public transport and public transport fleets.

7.48 The London Plan policies specifically address the spatial implications of the Air Quality Strategy and, in particular, how development and land use can help achieve its objectives. In his Air Quality Strategy (December 2010), the Mayor also encourages local authorities to publish supplementary planning documents to ensure that air quality is fully embedded within the planning process. The Mayor will also use the Local Implementation Plan (LIP) process to ensure that air quality improvement measures are included in borough transport plans. The Air Quality Strategy includes a mechanism for boroughs to set appropriate emission reduction targets that will assist in setting out the process where the offsetting of negative air quality impacts from development is required. The detailed air quality

assessments that are required for certain types of development will assist in this process[234]. The GLA will develop a checklist to guide boroughs and developers in the assessment of potential emissions from development.

7.49 The GLA and London Council's Best Practice Guidance on 'The Control of Dust and Emissions from Construction and Demolition' provides one mechanism by which planning can address such issues. It is proposed that this guidance will be reviewed with a view to it being consulted on and published as supplementary guidance to the London Plan.

7.50 Concerns have been raised over the air quality effects of some biomass boilers. In order to address these concerns, the Mayor will expect an air quality assessment to be undertaken where planning applications are submitted that include proposals for biomass boilers. Where an assessment demonstrates adverse effects associated with the biomass boiler, this type of biomass boiler should not be used in the development.

7.51 Increased exposure to existing poor air quality should be minimised by avoiding introduction of potentially new sensitive receptors in locations where they will be affected by existing sources of air pollution (such as road traffic and industrial processes). Particular attention should be paid to development proposals such as housing, homes for elderly people, schools and nurseries. Where additional negative air quality impacts from a new development are identified, mitigation measures will be required to ameliorate these impacts. This approach is consistent with paragraphs 120 and 124 of the NPPF. These could include on-site measures such as design solutions, buffer zones and smarter travel measures that support and encourage sustainable travel behaviours. Where it can be clearly shown that on-site mitigation measure are impractical or inappropriate, and where measures having clearly demonstrated equivalent air quality benefits could be taken elsewhere, local planning authorities should use their planning powers to ensure this. The Mayor will produce guidance to assist boroughs in developing supplementary planning documents on air quality for boroughs to assist them in determining planning applications and identifying appropriate offsetting and mitigation measures. Developer contributions and mitigation measures should be secured through planning conditions, Section 106 agreements or the Community Infrastructure Levy, where appropriate.

234 ODPM Circular 02/99: Environmental Impact Assessment, Department for Communities and Local Government, 1999

Design Manual for Roads and Bridges, Volume 11, Environmental Assessment, Section 3 Environmental Assessment Techniques, Part 1 HA 207/07 Air Quality

ODPM, Planning Policy Statement 23: Planning and Pollution Control, 2004

Environmental Protection UK. Development Control: Planning for Air Quality (2010 Update). April 2010

POLICY 7.15 REDUCING AND MANAGING NOISE, IMPROVING AND ENHANCING THE ACOUSTIC ENVIRONMENT AND PROMOTING APPROPRIATE SOUNDSCAPES

Strategic

A The transport, spatial and design policies of this plan will be implemented in order to reduce and manage noise to improve health and quality of life and support the objectives of the Mayor's Ambient Noise Strategy.

Planning decisions

B Development proposals should seek to manage noise by:

- a avoiding significant adverse noise impacts on health and quality of life as a result of new development;
- b mitigating and minimising the existing and potential adverse impacts of noise on, from, within, as a result of, or in the vicinity of new development without placing unreasonable restrictions on development or adding unduly to the costs and administrative burdens on existing businesses;
- c improving and enhancing the acoustic environment and promoting appropriate soundscapes (including Quiet Areas and spaces of relative tranquillity);
- d separating new noise sensitive development from major noise sources (such as road, rail, air transport and some types of industrial development) through the use of distance, screening or internal layout – in preference to sole reliance on sound insulation;
- e where it is not possible to achieve separation of noise sensitive development and noise sources, without undue impact on other sustainable development objectives, then any potential adverse effects should be controlled and mitigated through the application of good acoustic design principles;
- f having particular regard to the impact of aviation noise on noise sensitive development;
- g promoting new technologies and improved practices to reduce noise at source, and on the transmission path from source to receiver.

LDF preparation

C Boroughs and others with relevant responsibilities should have policies to:

- a manage the impact of noise through the spatial distribution of noise making and noise sensitive uses;
- b identify and nominate new Quiet Areas and protect existing Quiet Areas in line with the procedure in Defra's Noise Action Plan for Agglomerations[1].

1 https://consult.defra.gov.uk/comunications/https-consult-defra-gov-ukenvironmentalnoise/

7.52 The management of noise is about encouraging the right acoustic environment in the right place at the right time – to promote good health and a good quality of life within the wider context of achieving sustainable development. It is important that noise management is considered as early as possible in the planning process, and as an integral part of development proposals. In certain circumstances it can also mean preventing unacceptable adverse effects from occurring[235]. Managing noise includes improving and enhancing the acoustic environment and promoting appropriate soundscapes. This can mean allowing some places or certain times to become noisier within reason, whilst others become quieter, and where appropriate could include considering the noise sensitivity of receptors at internationally important nature conservation sites. Noise management includes promoting good acoustic design of buildings whenever opportunities arise. See, for example, the guidance on planning and design in Section 5 of BS 8223:2014. It will include traditional and innovative noise reduction measures in otherwise unacceptable situations. It can also encompass deliberately introducing wanted sounds designed to mitigate the adverse impact of existing sources of noise or to enhance the enjoyment of the public realm or the protection of relative tranquillity and quietness where such features are valued. The Mayor's published Ambient Noise Strategy contains policies and proposals on noise related to road and rail traffic, aircraft, water transport and industry. The London Plan addresses the spatial implications of the Ambient Noise Strategy.

7.53 In January 2014 the Government issued three Noise Action Plans for roads, railways and agglomerations (large urban areas). These Action Plans have been prepared by the Department for Environment, Food and Rural Affairs (Defra) to meet the terms of the Environmental Noise (England) Regulations 2006, as amended, which transpose the Environmental Noise Directive (END). The END requires Member States to produce strategic noise maps every five years, designed to show the number of people exposed to various levels of transport and industrial noise. It also requires Member States to prepare Noise Action Plans, based upon the noise mapping results, which must be consulted on before adoption. These Action Plans include details of the process for identifying Important Areas (noise 'hotspots') and an approach for identifying and managing quiet areas in agglomerations. Defra identified small parts of Metropolitan Open Land and Local Green Spaces (identified by Local or Neighbourhood Plans in line with paragraphs 76 and 77 of the NPPF) as potential quiet areas that boroughs may wish to designate. The Action Plan for Agglomerations sets out how a borough is required to consult Defra on designating Quiet Areas. Particular attention should be paid to noise management, including the acoustic design of buildings, in and around noise hotspots and any candidate or designated quiet areas. Airport operators have responsibility for Noise Action Plans for Airports (within the GLA area, these are Heathrow and London City). The Government's Aviation Policy Framework, 2013, states that : "Our overall objective on noise is

235 National Planning Practice Guidance (Noise) Paragraph 005 Reference ID: 30-005-20140306 – How to recognise when noise could be a concern? DCLG revision date: 06.03.2014

to limit and where possible reduce the number of people in the UK significantly affected by aircraft noise".[236] Policy 6.6 sets out the Mayor's approach to aviation related development.

Protecting London's open and natural environment

7.54 The Mayor strongly supports the protection, promotion and enhancement of London's open spaces and natural environments. Chapter 2 sets out the spatial aspects of London's green infrastructure.

POLICY 7.16 GREEN BELT

Strategic

A The Mayor strongly supports the current extent of London's Green Belt, its extension in appropriate circumstances and its protection from inappropriate development.

Planning decisions

B The strongest protection should be given to London's Green Belt, in accordance with national guidance. Inappropriate development should be refused, except in very special circumstances. Development will be supported if it is appropriate and helps secure the objectives of improving the Green Belt as set out in national guidance.

7.55 Paragraphs 79-92 of the NPPF give clear policy guidance on the functions the Green Belt performs, its key characteristics, acceptable uses and how its boundaries should be altered, if necessary. Green Belt has an important role to play as part of London's multifunctional green infrastructure and the Mayor is keen to see improvements in its overall quality and accessibility. Such improvements are likely to help human health, biodiversity and improve overall quality of life. Positive management of the Green Belt is a key to improving its quality and hence its positive benefits for Londoners. Boroughs with landscape designations (such as AONBs) should follow the advice of NPPF paragraph 113.

POLICY 7.17 METROPOLITAN OPEN LAND

Strategic

A The Mayor strongly supports the current extent of Metropolitan Open Land (MOL), its extension in appropriate circumstances and its protection from development having an adverse impact on the openness of MOL.

236 https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/153776/aviation-policy-framework.pdf

Planning decisions

B The strongest protection should be given to London's Metropolitan Open Land and inappropriate development refused, except in very special circumstances, giving the same level of protection as in the Green Belt. Essential ancillary facilities for appropriate uses will only be acceptable where they maintain the openness of MOL.

LDF preparation

C Any alterations to the boundary of MOL should be undertaken by Boroughs through the LDF process, in consultation with the Mayor and adjoining authorities.

D To designate land as MOL boroughs need to establish that the land meets at least one of the following criteria:

a it contributes to the physical structure of London by being clearly distinguishable from the built up area

b it includes open air facilities, especially for leisure, recreation, sport, the arts and cultural activities, which serve either the whole or significant parts of London

c it contains features or landscapes (historic, recreational, biodiversity) of either national or metropolitan value

d it forms part of a Green Chain or a link in the network of green infrastructure and meets one of the above criteria.

7.56 The policy guidance of paragraphs 79-92 of the NPPF on Green Belts applies equally to Metropolitan Open Land (MOL). MOL has an important role to play as part of London's multifunctional green infrastructure and the Mayor is keen to see improvements in its overall quality and accessibility. Such improvements are likely to help human health, biodiversity and quality of life. Development that involves the loss of MOL in return for the creation of new open space elsewhere will not be considered appropriate. Appropriate development should be limited to small scale structures to support outdoor open space uses and minimise any adverse impact on the openness of MOL. Green chains are important to London's open space network, recreation and biodiversity. They consist of footpaths and the open spaces that they link, which are accessible to the public. The open spaces and links within a Green Chain should be designated as MOL due to their Londonwide importance.

POLICY 7.18 PROTECTING OPEN SPACE AND ADDRESSING DEFICIENCY

Strategic

A The Mayor supports the creation of new open space in London to ensure satisfactory levels of local provision to address areas of deficiency.

Planning decisions

B The loss of protected open spaces must be resisted unless equivalent or better quality provision is made within the local catchment area. Replacement of one type of open space with another is unacceptable unless an up to date needs assessment shows that this would be appropriate.

LDF preparation

C When assessing local open space needs LDFs should:

- a include appropriate designations and policies for the protection open space to address deficiencies
- b identify areas of open space deficiency, using the open space categorisation set out in Table 7.2 as a benchmark for all the different types of open space identified therein
- c ensure that future publically accessible open space needs are planned for in areas with the potential for substantial change such as opportunity areas, regeneration areas, intensification areas and other local areas.
- d ensure that open space needs are planned in accordance with green infrastructure strategies to deliver multiple benefits.

D Boroughs should undertake audits of all forms of open space and assessments of need[1]. These should be both qualitative and quantitative, and have regard to the cross-borough nature and use of many of these open spaces.

1 National Planning Policy Framework DCLG March 2012 paras 73 and 74

7.57 As part of London's multifunctional green infrastructure, local open spaces are key to many issues, such as health and biodiversity. Needs assessments can be part of existing borough strategies on issues such as allotments, play, trees and playing pitches and the preparation of a green infrastructure strategy will need to bring together the outputs of these borough strategies. The categorisation of open space in Table 7.2 provides a benchmark for boroughs to assess their own provision for the different categories of open space found throughout London. These standards can be used to highlight areas of open space deficiency and to facilitate cross-borough planning and management of open space. The London Parks and Green Spaces Forum can provide a useful mechanism to support this

Table 7.2 Public open space categorisation		
Open Space categorisation	**Size Guide-line**	**Distances from homes**
Regional Parks Large areas, corridors or networks of open space, the majority of which will be publicly accessible and provide a range of facilities and features offering recreational, ecological, landscape, cultural or green infrastructure benefits. Offer a combination of facilities and features that are unique within London, are readily accessible by public transport and are managed to meet best practice quality standards.	400 hectares	3.2 to 8 kilometres
Metropolitan Parks Large areas of open space that provide a similar range of benefits to Regional Parks and offer a combination of facilities at a sub-regional level, are readily accessible by public transport and are managed to meet best practice quality standards.	60 hectares	3.2 kilometres
District Parks Large areas of open space that provide a landscape setting with a variety of natural features providing a wide range of activities, including outdoor sports facilities and playing fields, children's play for different age groups and informal recreation pursuits.	20 hectares	1.2 kilometres
Local Parks and Open Spaces Providing for court games, children's play, sitting out areas and nature conservation areas.	2 hectares	400 metres
Small Open Spaces Gardens, sitting out areas, children's play spaces or other areas of a specialist nature, including nature conservation areas.	Under 2 hectares	Less than 400 metres
Pocket Parks Small areas of open space that provide natural surfaces and shaded areas for informal play and passive recreation that sometimes have seating and play equipment.	Under 0.4	Less than 400 metres
Linear Open Spaces Open spaces and towpaths alongside the Thames, canals and other waterways; paths, disused railways; nature conservation areas; and other routes that provide opportunities for informal recreation. Often characterised by features or attractive areas which are not fully accessible to the public but contribute to the enjoyment of the space.	Variable	Wherever feasible

Source GLA 2011

co-ordination. Cross-borough boundary planning is particularly relevant for the larger metropolitan and regional parks and for facilities such as playing pitches, where a sub-regional approach to planning is recommended.

7.58 The value of green infrastructure not designated as local open space is considered to be a material consideration that needs to be taken into account in the planning process. These values are set out in Policy 2.18 on green infrastructure.

7.58A Neighbourhoods may identify Local Green Spaces that are important to them, local in character and small-scale. The policy for controlling development on them is Green Belt policy[237], as such Local Green Spaces are not included in Table 7.2 above.

POLICY 7.19 BIODIVERSITY AND ACCESS TO NATURE

Strategic

A The Mayor will work with all relevant partners to ensure a proactive approach to the protection, enhancement, creation, promotion and management of biodiversity in support of the Mayor's Biodiversity Strategy. This means planning for nature from the beginning of the development process and taking opportunities for positive gains for nature through the layout, design and materials of development proposals and appropriate biodiversity action plans.

B Any proposals promoted or brought forward by the London Plan will not adversely affect the integrity of any European site of nature conservation importance (to include special areas of conservation (SACs), special protection areas (SPAs), Ramsar, proposed and candidate sites) either alone or in combination with other plans and projects. Whilst all development proposals must address this policy, it is of particular importance when considering the following policies within the London Plan: 1.1, 2.1-2.17, 3.1, 3.3, 3.7, 5.4A, 5.14, 5.15, 5.17, 5.20, 6.3, 6.9, 7.14, 7.15, 7.25 – 7.27 and 8.1. Whilst all opportunity and intensification areas must address the policy in general, specific locations requiring consideration are referenced in Annex 1.

Planning decisions

C Development Proposals should:

a wherever possible, make a positive contribution to the protection, enhancement, creation and management of biodiversity

b prioritise assisting in achieving targets in biodiversity action plans (BAPs), set out in Table 7.3, and/or improving access to nature in areas deficient in accessible wildlife sites

c not adversely affect the integrity of European sites and be resisted

237 National Planning Policy Framework DCLG March 2012 paras 76-78

where they have significant adverse impact on European or nationally designated sites or on the population or conservation status of a protected species or a priority species or habitat identified in a UK, London or appropriate regional BAP or borough BAP.

D On Sites of Importance for Nature Conservation development proposals should:

a give the highest protection to sites with existing or proposed international designations[1] (SACs, SPAs, Ramsar sites) and national designations[2] (SSSIs, NNRs) in line with the relevant EU and UK guidance and regulations[3]

b give strong protection to sites of metropolitan importance for nature conservation (SMIs). These are sites jointly identified by the Mayor and boroughs as having strategic nature conservation importance

c give sites of borough and local importance for nature conservation the level of protection commensurate with their importance.

E When considering proposals that would affect directly, indirectly or cumulatively a site of recognised nature conservation interest, the following hierarchy will apply:

1 avoid adverse impact to the biodiversity interest

2 minimize impact and seek mitigation

3 only in exceptional cases where the benefits of the proposal clearly outweigh the biodiversity impacts, seek appropriate compensation.

LDF preparation

F In their LDFs, Boroughs should:

a use the procedures in the Mayor's Biodiversity Strategy to identify and secure the appropriate management of sites of borough and local importance for nature conservation in consultation with the London Wildlife Sites Board.

b identify areas deficient in accessible wildlife sites and seek opportunities to address them

c include policies and proposals for the protection of protected/priority species and habitats and the enhancement of their populations and their extent via appropriate BAP targets

d ensure sites of European or National Nature Conservation

1 Designated under European Union Council Directive on the conservation of wild birds (79/409/EEC) 1992, European Union Council Directive on the conservation of natural habitats and of wild fauna and flora (92/43/EEC) 1992 and Ramsar Convention on wetlands of international importance especially as waterfowl habitat 1971

2 Designated under the Wildlife and Countryside Act 1981 as amended by the Countryside Rights of Way Act 2000

3 Conservation of Species and Habitats Regulations (2010) (as amended)

Importance are clearly identified

e identify and protect and enhance corridors of movement, such as green corridors, that are of strategic importance in enabling species to colonise, re-colonise and move between sites.

7.59 London contains numerous sites of importance for nature conservation. The Mayor expects London's biodiversity and natural heritage to be conserved and enhanced for the benefit of current and future Londoners. These sites form an integral part of London's green infrastructure and should be linked to other parts of the network to enhance its value. Many of these sites are of international or national importance. Any adverse effects on European sites that are vulnerable will need to be addressed. Natural England will need to be consulted on any application that affects these sites.

7.60 The Mayor's Biodiversity Strategy [238]sets out criteria and procedures for identifying land of importance for London's biodiversity for protection in LDFs and identifying areas of deficiency in access to nature. Protecting the sites at all levels, serves to protect the significant areas of Biodiversity Action Plan (BAP) priority habitat in London and most priority species. However, protection of biodiversity outside designated sites will also be needed. The Mayor and the London Biodiversity Partnership have identified targets in Table 7.3 for the re-creation and restoration of priority habitats, as recommended in paragraphs 109, 114, 117 and 118 of the NPPF. Broad areas where habitat restoration and re-creation would be appropriate have been identified for each of the priority habitats. These have been prepared by Greenspace Information for Greater London on behalf of the London Biodiversity Partnership. Priority should be placed on connecting fragmented habitat and increasing the size of habitat areas to increase resilience to climate change.

7.61 Development proposals should begin by understanding their wider context and viewing promotion of nature conservation as integral to the scheme not as an 'add-on'. The indirect impacts of development (eg noise, shading, lighting etc) need to be considered alongside direct impacts (eg habitat loss). New development should improve existing or create new habitats or use design (green roofs, living walls) to enhance biodiversity and provide for its on-going management. Most wildlife habitats are difficult to recreate, accordingly the replacement or relocation of species and habitats should only be a last resort. Access to nature can be an important contributor to people's health and the Mayor wants to see better access to both existing and new wildlife habitats and has identified priorities to redress areas of deficiency[239].

238 Mayor of London. The Mayor's Biodiversity Strategy- connecting with Nature. GLA 2005

239 Mayor of London. Improving Londoners' Access to Nature. GLA 2008

Table 7.3 London regional BAP habitat targets for 2020

Habitat type	Maintain current net extent (ha unless stated) – 2008 figures	Target to enhance by 2020 (ha unless stated) – from 2008 baseline	Target to increase by 2020 (ha unless stated) – from 2008 baseline
Coastal and floodplain grazing marsh	850	200	50
Chalk grassland	350	30	10
Acid grassland	1466	40	10
Heathland	45	20	5
Reedbeds	131	20	16
Woodland	4909	500	20
Orchards	18	13	5
Meadows and pastures	685	40	20
Tidal Thames	2300 [1]	2 km [2]	-
Rivers & streams [3]	614 km	100 [4]	25 [5]
Standing water [6] (large and small sites +2 ha combined)	599	7 >2ha sites 20 <2ha sites	250 ponds <2ha
Fen, marsh and swamp	109	10	-
Open Mosaic habitats on previously developed land [7]	185 (conserved and/or created)	-	-

Notes to table 7.3

1 2300 ha includes habitat features found with the tidal Thames including mudflats, saltmarsh and reedbeds

2 Target for enhancement relates primarily to small interventions along river walls. Enhancement and restoration targets for other habitat types found within the tidal Thames are dealt with separately in the table.

3 Defined as main river by the Environment Agency – includes larger streams and rivers but can include smaller watercourses of local significance.

4 Enhancement includes interventions such as control of invasive species, removal of toe-boarding, etc

5 Increase involves full-scale restoration resulting from de-culverting or reprofiling of the river channel

6 Includes canals

7 Formerly wastelands. The new title reflects UK BAP priority habitat nomenclature. The

target for the former wastelands habitat differs from the others as it remains the Mayor's target, not that of the London Biodiversity partnership and does not seek to protect the whole of the existing habitat resource. 185ha is the area of wasteland habitat estimated within the framework of strategic importance for biodiversity set out in paragraph 7.60. This target should be used to inform the redevelopment of brownfield land so that important elements of wasteland habitat are incorporated in development proposals as well as recreating the characteristics of the habitat within the design of new development and public spaces, for example on green roofs (policy 5.11)

Source: GLA 2011

7.62 The richness of London's biodiversity is also dependant on private gardens, parks and open spaces and green corridors along canals and railways as well as on the River Thames and its tributaries (Policy 7.29) that allow essential interconnection between London wildlife sites. The network formed by biodiversity sites and the spaces between them will have a significant role in assisting biodiversity to adapt to climate change. Further guidance on this is given in London Climate Change Partnership's 'Adapting to Climate Change: creating natural resilience'. Also Policy 2.18 recognises how green infrastructure can assist in enabling biodiversity to move to adapt effectively to the impacts.

POLICY 7.20 GEOLOGICAL CONSERVATION

Planning decisions

A Development proposals should:

a wherever possible, make a positive contribution to the protection and enhancement of geodiversity

b be resisted where they have significant adverse impact on sites with existing or proposed European or national designations in accordance with Government guidance

c protect regionally important geological sites (RIGS)

d give locally important geological sites (LIGS) the level of protection commensurate with their importance

LDF preparation

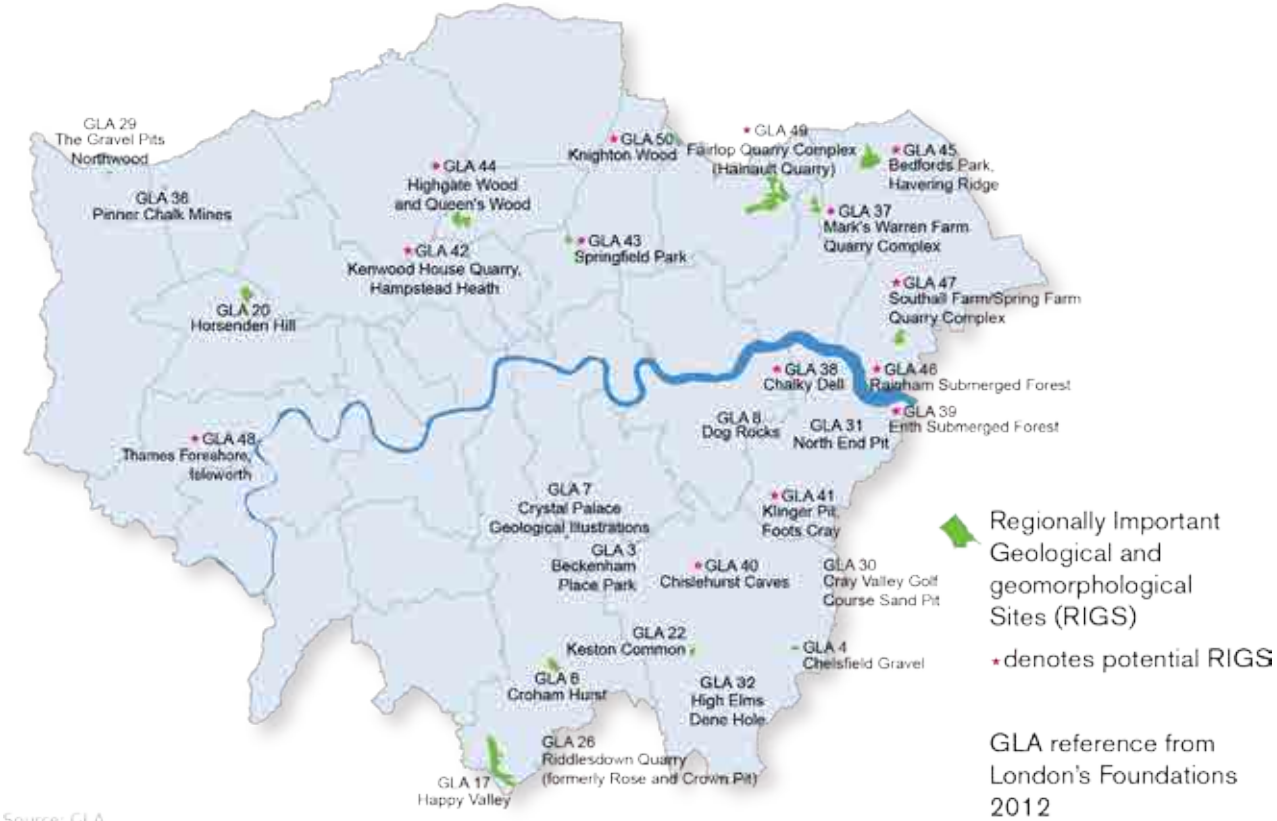
B In their LDFs Boroughs should:

a establish clear goals for the management of identified sites to promote public access, appreciation and the interpretation of geodiversity

b ensure sites of European, national or regional conservation importance are clearly identified

c use the guidance set out in London's Foundations (2012) and work with appropriate organisations to investigate additional sites that may be of value in the local area and afford them the appropriate level of protection in LDFs.

Map 7.4 recommended RIGs in London



7.63 New development should have regard to the conservation of geological features and should take opportunities to achieve gains for conservation through the form and design of development. Where development is proposed which would affect an identified geological site the approach should be to avoid adverse impact to the geological interest. If this is not possible, the design should seek to retain some of the geological Interest and enhance this where possible, for example by incorporating permanent sections within the design. The negative impacts of development should be minimised and any residual impacts mitigated. On behalf of the London Geodiversity Partnership, and working with Natural England, the Mayor has published **London's Foundations** as implementation guidance to advise boroughs on fulfilling their statutory duty set out in paragraphs 109 and 117 of the NPPF to protect geodiversity. The Mayor will continue to work with all relevant partners to identify regionally important geological sites.

POLICY 7.21 TREES AND WOODLANDS

Strategic

A Trees and woodlands should be protected, maintained, and enhanced, following the guidance of the London Tree and Woodland Framework (or any successor strategy). In collaboration with the Forestry Commission the Mayor has produced supplementary guidance on Tree Strategies to guide each borough's production of a Tree Strategy covering the audit, protection, planting and management of trees and woodland. This should be linked to a green infrastructure strategy.

Planning decisions

B Existing trees of value should be retained and any loss as the result of development should be replaced following the principle of 'right place, right tree'[1]. Wherever appropriate, the planting of additional trees should be included in new developments, particularly large-canopied species.

LDF preparation

C Boroughs should follow the advice of paragraph 118 of the NPPF to protect 'veteran' trees and ancient woodland where these are not already part of a protected site.

D Boroughs should develop appropriate policies to implement their borough tree strategy.

1 London Tree and Woodland Framework. GLA 2005

7.64 Trees play an invaluable role in terms of the natural environment, air quality, adapting to and mitigating climate change and contributing to the quality and character of London's environment. There are approximately seven million trees in London; a quarter in woodland. The Mayor is keen to see more trees and wants to see an increase in tree cover with an additional two million trees by 2025. Borough tree strategies can help to co-ordinate this work and the Mayor, with the Forestry Commission, has published Preparing Borough Tree and Woodland Strategies which provides advice on the audit, protection and management of trees and woodland. The Mayor has also funded a programme to plant an additional 10,000 street trees throughout London. Ancient woodland and individual veteran trees should be given protection as once lost they can never be replaced. Policy 7.19 gives protection to sites of nature conservation importance and this will apply to all areas of ancient woodland.

7.65 The Mayor has published the Tree and Woodland Framework[240] that promotes the guiding principle of 'right place, right tree', taking account of the context within which a tree is to be planted and addressing the issue of planting species

240 Ibid

appropriate to expected future climates. Assessment of an existing tree's value should be derived using a combination of amenity assessment (BS5837) and a recognised tree valuation method (CAVAT or i-tree)[241] that also takes into account social, economic and environmental factors. In terms of tree planting on development sites, cost benefit analysis that recognises future tree value should be used to support the case for designing developments to accommodate trees that develop larger canopies. Boroughs should take this advice and the work of the Trees and Design Action group[242] into account in producing LDF policies and determining planning applications

POLICY 7.22 LAND FOR FOOD

Strategic

A The Mayor will seek to encourage and support thriving farming and land-based sectors in London, particularly in the Green Belt.

B Use of land for growing food will be encouraged nearer to urban communities via such mechanisms as 'Capital Growth'.

LDF preparation

C Boroughs should protect existing allotments. They should identify other potential spaces that could be used for commercial food production or for community gardening, including for allotments and orchards. Particularly in inner and central London innovative approaches to the provision of spaces may need to be followed, these could include the use of green roofs.

7.66 Providing land for food growing will have many benefits, it will help promote more active lifestyles, better diets and food security, social benefits and support for local food growers. Agriculture is an appropriate use in the Green Belt and farmers adopting agri-environmental stewardship schemes will deliver good environmental practice, including longer term biodiversity benefits, particularly in the urban fringe. The Mayor's 'Food Strategy'[243] provides more detailed information on local food production. The implementation priorities of the Food Strategy have recently been reviewed and initiatives are being progressed that will develop the markets for local food. For example, encouraging public sector procurement of local and sustainable food and engaging with managers of wholesale markets on mechanisms for local food sourcing.

7.67 Capital Growth aims to transform the capital with 2,012 new food growing spaces

241 www.ltoa.org.uk
www.itreetools.org

242 TDAG. The Canopy. London's Urban Forest. A Guide for Designers, Planners and Developers. February 2011

243 The Mayor's Food Strategy LDA 2006

by 2012. The scheme identifies suitable patches of land around London and offers financial and practical support to groups of enthusiastic gardeners or organisations that want to grow food for themselves and for the local community. These spaces also help to compensate for the lack of statutory allotments in inner and central London. London Food, the Mayor's advisory board will continue to encourage the development of the land-based sector in London.

POLICY 7.23 BURIAL SPACES

Strategic

A The Mayor will work with boroughs, cemetery providers and other key stakeholders to protect existing burial spaces and to promote their re-use or new provision.

LDF preparation

B Boroughs should ensure provision is made for London's burial needs, including the needs of those groups for whom burial is the only option. Provision should be based on the principle of proximity to local communities and reflect the different requirements for types of provision.

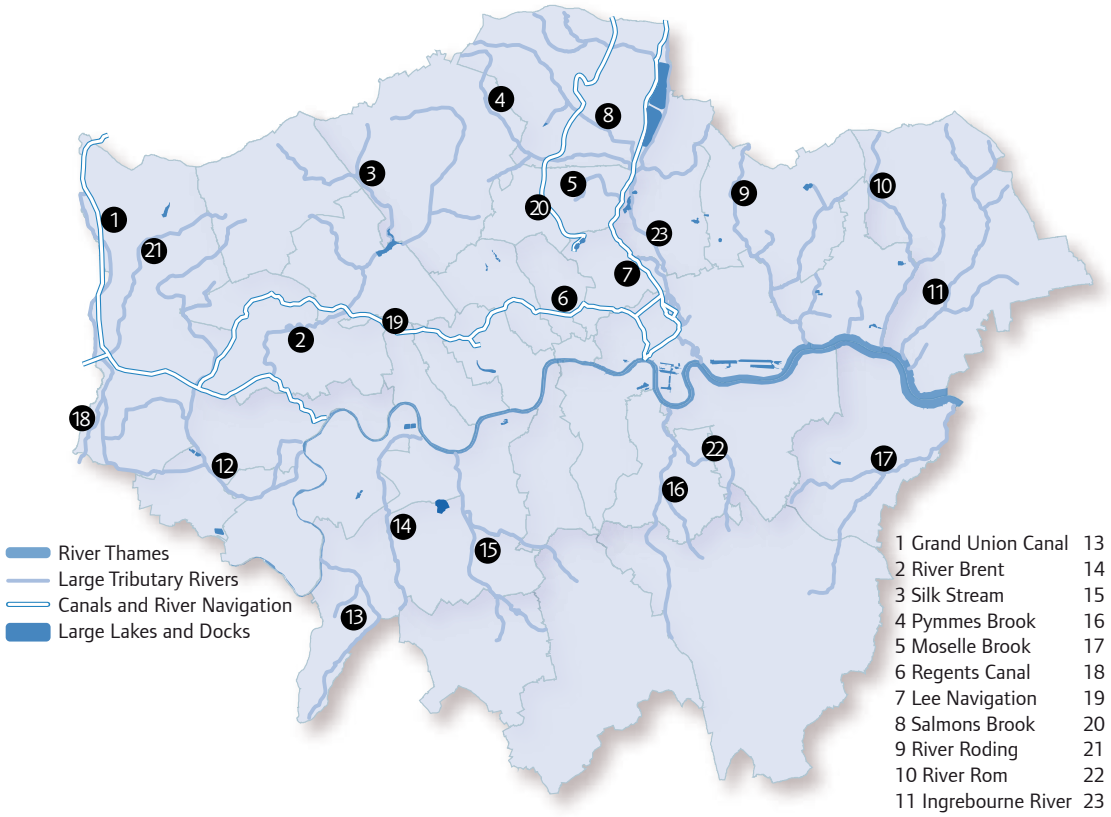
7.68 Some boroughs have either run out of, or are about to run out of burial space. For inner and central London boroughs this means requiring provision in outer London or beyond, and this can cause serious problems of access and cost. This tends to have a disproportionate effect on London's poorest communities. To ensure it is retained as a choice for Londoners, boroughs should continue to make provision for burial. Besides making new provision, the re-use of graves can also provide some additional capacity. Both Section 74 of the London Local Authorities Act (2007) and Section 25 of the Burial Act (1857) allow the re-use of graves in certain circumstances and boroughs are encouraged to actively examine the potential re-use offers them. Woodland burial sites with public access can provide additional links to London's green infrastructure.

7.69 Work carried out on a national level in 2005[244] indicated that local authority cemeteries in London only had an average of 12 years supply remaining, although the figures in different areas varied widely. The Mayor, in conjunction with cemetery providers and other key stakeholders has established the current situation[245] and identified barriers to supply and any necessary changes to planning policy. These issues will be considered in forthcoming Supplementary Planning Guidance.

244 Ministry of Justice Burial Grounds: the results of a survey of Burial Grounds in England and Wales. MoJ 2007

245 Mayor of London An audit of London Burial Provision. GLA 2011

Map 7.5 Blue Ribbon Network



Source Environment and Scientific Services, Bristish Waterways
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Blue Ribbon Network

7.70 The Blue Ribbon Network (BRN) is London's strategic network of waterspaces (see Map 7.5) and covers the River Thames, canals, tributary rivers, lakes, reservoirs and docks alongside smaller waterbodies. The network is of cross cutting and strategic importance for London; every London borough contains some element of the network – 17 border the Thames and 15 contain canals. The nature of waterbodies is that there are linked, natural or semi natural systems, therefore the concept of the network is of vital importance.

POLICY 7.24 BLUE RIBBON NETWORK

Strategic

A The Blue Ribbon Network is a strategically important series of linked spaces. It should contribute to the overall quality and sustainability of London by prioritizing uses of the waterspace and land alongside it safely for water related purposes, in particular for passenger and freight transport. Regard should be paid to the Thames River Basin Management Plan and the emerging marine planning regime and the Marine Policy Statement.

7.71 The Blue Ribbon Network is multi-functional. It provides a transport corridor, drainage and flood management, a source of water, discharge of treated effluent, a series of diverse and important habitats, green infrastructure, heritage value, recreational opportunities and important landscapes and views. The starting point for consideration of development and use of the Blue Ribbon Network and land alongside it must be the water. The water is the unique aspect and consideration must initially be given as to how it can be used, maintained and improved.

7.72 The Environment Agency has published the first Thames River Basin Management Plan. This covers all the waterbodies within London. It includes actions, which aim to improve their ecological status and potential (see paragraph 5.58).

POLICY 7.25 INCREASING THE USE OF THE BLUE RIBBON NETWORK FOR PASSENGERS AND TOURISM

Strategic

A The Mayor will seek to increase the use of the Blue Ribbon Network for passenger and tourist river services, and supports the principle of additional cruise liner facilities on the Thames.

Planning decisions

B Development proposals:

- a should protect existing facilities for waterborne passenger and tourist traffic. Applications which remove existing facilities should be refused unless suitable replacement facilities are provided
- b which provide new facilities for passenger and tourist traffic, especially on the central London stretch of the River Thames will be supported
- c which provide improved facilities for cruise ships in London will be supported.

LDF preparation

C Within LDFs boroughs should identify locations that are suitable for passenger, tourist or cruise liner facilities.

7.73 On the navigable parts of the network, the Mayor wishes to ensure that uses of the water and land alongside it are prioritised, within sustainable limits, for transport purposes – both passenger and freight. By reducing demand for other forms of surface transport, particularly on roads, the benefits of water transport link through to other key aspects of this Plan, notably climate change mitigation and improving the quality of life. For too long these uses have been marginalised and compromised by competing developments. In some cases higher value developments have squeezed out landward facilities, in other cases waterborne developments such as permanent moorings have restricted the speed or berthing abilities for transport craft. Recent years have seen substantial growth in the

use of passenger services on the Thames. This followed investment in piers by Transport for London and investment in vessels by private operators. The Mayor is keen to see continued growth to maximise the use of the Thames for river travel. Transport for London's River Action Plan outlines a number of specific measures including the establishment of new piers along the Thames and the delivery of additional capacity at a number of Central London piers specifically to address congestion.

7.74 In 2009 the GLA and LDA commissioned research into cruise liner facilities[246]. This demonstrated that a suitable terminal facility in London would be expected to attract a significant increase in cruise ship visits. This would also boost the profile of London and help to diversify the economy. In practice there are a limited number of locations where a cruise terminal would be viable. The Mayor will work with strategic partners including appropriate boroughs to identify suitable opportunities over the period of the Plan.

POLICY 7.26 INCREASING THE USE OF THE BLUE RIBBON NETWORK FOR FREIGHT TRANSPORT

Strategic

A The Mayor seeks to increase the use of the Blue Ribbon Network to transport freight.

Planning decisions

B Development proposals:

a should protect existing facilities for waterborne freight traffic, in particular safeguarded wharves should only be used for waterborne freight handling use. The redevelopment of safeguarded wharves for other land uses should only be accepted if the wharf is no longer viable or capable of being made viable for waterborne freight handling, (criteria for assessing the viability of wharves are set out in paragraph 7.77). Temporary uses should only be allowed where they do not preclude the wharf being reused for waterborne freight handling uses (see paragraph 7.78). The Mayor will review the designation of safeguarded wharves prior to 2012.

b which increase the use of safeguarded wharves for waterborne freight transport, especially on wharves which are currently not handling freight by water, will be supported

c adjacent or opposite safeguarded wharves should be designed to minimise the potential for conflicts of use and disturbance

d close to navigable waterways should maximize water transport for bulk materials, particularly during demolition and construction phases.

246 The Tourism Company. An assessment of current and future cruise ship requirements in London. LDA, June 2009

LDF preparation

C Within LDFs boroughs should identify locations that are suitable for additional waterborne freight.

7.75 Using water based transport for freight is fully in line with the NPPF, in particular paragraphs 29, 30 and 41, promoting sustainable modes of transport and paragraph 143 specifically referring to the safeguarding of wharfage to facilitate minerals handling. Water transport is recognised as one of the most sustainable modes, particularly for low value, non time-critical bulk movements.

7.76 The safeguarding of a number of wharves is a well-established aspect of planning in London. The safeguarding directions, some of which have been in existence since 1997, have successfully maintained a number of sites which can now be used to transport goods through London. The Mayor will support positive action, including the use of compulsory purchase powers where necessary, to bring inactive sites into use. The specific sites that are safeguarded are set out in the Safeguarded Wharves Implementation Report January 2005. Appropriate access to the highway network and relevant freight handling infrastructure such as jetties should also be protected. The safeguarding will be reviewed and updated approximately every five years. The next review will look at opportunities to consolidate wharves, expand the use of water freight and consider whether it is appropriate to safeguard any wharf facilities on London's canal network.

7.77 The redevelopment of safeguarded wharves should only be accepted if the wharf is no longer viable or capable of being made viable for waterborne freight handling uses. The only exception to this would be for a strategic proposal of essential benefit for London, which cannot be planned for and delivered on any other site in Greater London. The viability of a wharf is dependent on:

- its size, shape, navigational access, road access, rail access (where possible), planning history, environmental impact and surrounding land use context
- its geographical location, in terms of proximity and connections to existing and potential market areas
- the existing and potential contribution it can make towards reducing road based freight movements
- existing and potential relationships between the wharf and other freight handling sites or land uses
- the location and availability of capacity at comparable alternative wharves, having regard to current and projected Port of London and wharf capacity and market demands.

7.78 Appropriate temporary uses on vacant safeguarded wharves can ensure that investment in the wharf is maintained and image problems are minimised for the wider area. Temporary uses must maintain the existing freight handling

infrastructure to a specified standard, be limited by a temporary permission with a specific end date and priority should be given to uses which require a waterside location. Temporary uses should not be permitted where a permanent freight handling use is available.

7.79 Some wharves are increasingly surrounded by different land uses that do not have an industrial or freight purpose. Many wharves are in the opportunity areas identified in Chapter 2. The challenge is to minimize conflict between the new and the old land uses. This must be met through modifications and safeguards built into new and established developments. Wharf operators should use appropriate available means to mitigate the environmental impacts of freight handling. New development next to or opposite wharves should utilise the layout, use and environmental credentials of buildings to design away these potential conflicts. Appropriate highway access to wharves for commercial vehicles needs to be maintained when considering proposals for development of neighbouring sites.

POLICY 7.27 BLUE RIBBON NETWORK: SUPPORTING INFRASTRUCTURE AND RECREATIONAL USE

Planning decisions

A Development proposals should enhance the use of the Blue Ribbon Network, in particular proposals:

a that result in the loss of existing facilities for waterborne sport and leisure should be refused, unless suitable replacement facilities are provided

b should protect and improve existing access points to (including from land into water such as slipways and steps) or alongside the Blue Ribbon Network (including paths). New access infrastructure into and alongside the Blue Ribbon Network will be sought.

c should protect and enhance waterway support infrastructure such as boatyards, moorings, jetties and safety equipment etc. New infrastructure to support water dependent uses will be sought. New mooring facilities should normally be off line from main navigation routes, ie in basins or docks.

LDF preparation

B Within LDFs boroughs should identify the location of waterway facilities and any opportunities for enhancing or extending facilities, especially within opportunity areas and other areas where a particular need has been identified.

7.80 In order to make the maximum use of the Blue Ribbon Network, particularly for effective transport, a range of supporting infrastructure is required. The infrastructure includes, but is not limited to; boatyards, jetties, moorings, slipways, steps and water side paths/cycleways. Their need and provision should be

assessed by local authorities.

7.81 The Mayor commissioned research in 2007 to investigate the provision of boatyards in London[247]. From this it is clear that there is a particular shortage of boatyard facilities that are capable of inspecting, maintaining and repairing the larger passenger craft on the Thames. One of the actions in the Implementation Plan (see Chapter 8) will be to promote such a new facility.

7.82 Similarly, the historic steps and slipways to the Thames foreshore are often overlooked, neglected or even removed. These facilities are vital for enabling access to the Thames foreshore given the huge tidal range of the river and the Mayor wishes to see these facilities retained, improved and where disused, brought back into use.

7.83 The promotion of the use of the Blue Ribbon Network for leisure facilities is an important objective. Water provides opportunities for particular types of leisure and sporting activities such as rowing, canoeing and sailing. Water-based sport and recreation should be prioritized and facilities that enable or enhance these activities should be supported.

7.84 The range of permanently moored vessels, for example residential barges, restaurants, bars and offices can add to the diversity and vibrancy of waterways and London in general. However, their siting needs careful consideration so that the navigation, hydrology and biodiversity of the waterways are not compromised. Consents for and the use of new moorings should be managed in a way that respects the character of the waterways and the needs of its users. The BRN should not be used as an extension of the developable land in London nor should parts of it be a continuous line of moored craft.

POLICY 7.28 RESTORATION OF THE BLUE RIBBON NETWORK

Planning decisions

A Development proposals should restore and enhance the Blue Ribbon Network by:

- a taking opportunities to open culverts and naturalise river channels
- b increasing habitat value. Development which reduces biodiversity should be refused
- c preventing development and structures into the water space unless it serves a water related purpose (see paragraph 7.84).
- d protecting the value of the foreshore of the Thames and tidal rivers
- e resisting the impounding of rivers
- f protecting the open character of the Blue Ribbon Network.

LDF preparation

B Within LDFs boroughs should identify any parts of the Blue Ribbon

247 Adams Hendry. Assessment of Boatyard Facilities on the River Thames. GLA, April 2007

Network where particular biodiversity improvements will be sought, having reference to the London River Restoration Action Plan (see paragraph 7.86).

7.85 London's rivers have been hugely altered from their natural state. This has generally had the effect of reducing their value to wildlife, and often amenity too (see also policies 2.18 and 7.19). Ultimately this has resulted in the complete loss of rivers such as the Fleet, Tyburn or Effra which now form part of the city's sewerage network. This cannot be allowed to continue and a strong policy direction is needed to reverse previous unsustainable alterations. The improvement of waterbodies to 'good ecological/potential' and not allowing any deterioration in the status of water bodies are key requirements of the Water Framework Directive (see Policy 5.14). In particular, pollution from vessels should also be minimised.

7.86 A partnership led by the Environment Agency has produced a River Restoration Action Plan. This database sets out the location of opportunities to restore and enhance the Blue Ribbon Network. Some of these will be implemented through capital projects and some through nearby redevelopments. The database is reviewed regularly and interactively invites suggestions for further restoration projects.

POLICY 7.29 THE RIVER THAMES

Strategic

A The River Thames is a strategically important and iconic feature of London. This role should be protected and promoted.

Planning decisions

B Development proposals within the Thames Policy Area identified in LDFs should be consistent with the published Thames Strategy for the particular stretch of river concerned.

LDF preparation

C Following appraisal in accordance with the criteria in paragraph 7.90 Thames-side boroughs should identify a Thames Policy Area within their LDFs and formulate policies and a strategy for this area covering the matters set out in paragraphs 7.93 and 7.94. Boroughs are encouraged to work in subregional partnerships to progress this work. The existing Thames Strategies have identified a range of actions and planning priorities that should be reflected in relevant LDFs.

7.87 The River Thames is one of London's icons and merits special attention. The river changes a great deal in its size and character as it flows through London, particularly given the twice daily changes brought by the tidal nature of the river.

7.88 The central London stretches of the Thames are world famous locations, featuring well known landmarks and views. Many other stretches have important historic, cultural and natural connections. These aspects of the Thames should be protected.

7.89 As outlined in policies 7.25–7.27, there are opportunities to increase the role that the Thames plays in transport terms. The Mayor believes that river transport should be increased within sustainable limits, and that owners and users of riverside sites should consider how they could contribute to or benefit from river transport.

7.90 The Thames is a borough boundary for the vast majority of its length, therefore coordinated planning approaches are essential. The Thames Policy Area is a well-established tool for ensuring this co-ordination. Setting the boundary of the Thames Policy Area should be done in consultation with neighbouring authorities, including those across the river. In defining the boundaries, boroughs should have regard to maps 7.6-7.9 at the end of this chapter and the following criteria:

- proximity to the Thames, including its tributaries and associated areas of water such as docks, canals, filter beds and reservoirs, whether or not directly linked to the Thames, but where an association with the Thames is retained together with a proportion of open water
- contiguous areas with clear visual links between areas/buildings and the river, including views from across the river and areas where it may be beneficial to establish future visual links
- specific geographical features – such as main roads, railway lines, hedges, identified as particularly relevant for defining the boundary across large open spaces
- the whole curtilage of properties or sites adjacent to the Thames, except where major development sites have been identified and it is intended to publish master plans/strategies for future development
- areas and buildings whose functions relate or link to the Thames and/or river-related uses or sites that have the potential to be linked
- areas and buildings that have an historic, archaeological or cultural association with the Thames, including planned vistas marked by existing or former landscape features
- boundaries should have coherence with neighbouring authorities.

7.91 Boroughs are encouraged to carry out appraisal, Thames Policy Area designation and policy and strategy formulation in collaboration with other boroughs, and relevant stakeholders. There are three existing partnerships within London that have delivered strategies for the Thames in their stretches of the river. These are:

- Thames Strategy Hampton–Kew

- Thames Strategy Kew-Chelsea
- Thames Strategy East

7.92 These strategies provide a good sub-regional context in which decisions relating to the planning and management of the river can be set. Furthermore, all of the strategies are supported by the key regional/national stakeholders. The Mayor encourages all of the relevant boroughs to participate in the strategies and for the boroughs between Vauxhall Bridge and Tower Bridge to take a similar sub-regional overview of their high profile stretch of the Thames.

7.93 The strategies should be reviewed regularly and would be expected to consider:

- the local character of the river
- water-based passenger and freight transport nodes (both existing and potential)
- development sites and regeneration opportunities
- opportunities for environmental and urban design improvements
- sites of ecological or archaeological importance
- areas, sites, buildings, structures, landscapes and views of particular sensitivity and importance
- focal points of public activity
- public access
- recreation and marine infrastructure
- indicative flood risk.

7.94 They should also identify areas of deficiency, and the actions needed to address these deficiencies, through facilities for:

- water-based passenger, tourism and freight transport
- water-based sport and leisure
- access and safety provision
- marine support facilities and infrastructure and moorings.

7.95 The strategies should be used as guidance for LDFs and development control decisions. They also include specific implementation projects for local authorities and other organisations in a position to implement river-related projects. They should also be used to identify important riverside sites and determine the river-related expectations for them. As such, the strategies should be expressed through DPD policies or SPD as appropriate.

7.96 As part of major development proposals for sites with a Thames frontage,

consideration should be given to the need and desirability of having facilities to enable access to and from the river, both for boats and for pedestrians. This may include the retention, refurbishment or reinstatement of existing or former access points or the provision of new facilities. Along the Thames in east London there are locations where a large amount of development is envisaged in opportunity areas. Some of these locations offer the opportunity for creating significant public open spaces, which should be pursued. These may be dovetailed with the need to allow a margin of land for future flood defences.

7.97 In some parts of London the Thames is designated as open space, for example as Metropolitan Open Land or falls within conservation areas. In areas where it is likely to be feasible to increase transport use of the river, such designations need careful consideration such that they do not hinder or prevent the development of and improvements to these water-based uses.

7.98 During the lifetime of this London Plan the Thames Tideway Sewer Tunnels will be constructed (see Policy 5.14). These should be designed to minimise impacts on the river, maximise water based freight and consider permanent uses for any required infrastructure such as jetties.

POLICY 7.30 LONDON'S CANALS AND OTHER RIVERS AND WATERSPACES

Planning decisions

A Development proposals along London's canal network and other rivers and waterspace (such as reservoirs, lakes and ponds) should respect their local character and contribute to their accessibility and active water related uses, in particular transport uses, where these are possible.

B Development within or alongside London's docks should protect and promote the vitality, attractiveness and historical interest of London's remaining dock areas by:

- a preventing their partial or complete in-filling (see paragraph 7.103)
- b promoting their use for mooring visiting cruise ships and other vessels
- c encouraging the sensitive use of natural landscaping and materials in and around dock areas
- d promoting their use for water recreation
- e promoting their use for transport

LDF preparation

C Within LDFs boroughs should identify any local opportunities for increasing the local distinctiveness and use of their parts of the Blue Ribbon Network

7.99 London's wide diversity of water spaces that constitute the Blue Ribbon Network require a careful approach to their planning and management. Rivers, lakes and ponds are heavily affected by natural forces such as flooding and erosion, even manmade canals and reservoirs are affected to some degree. It is important to see these as dynamic systems and ensure that development in or close to the network respects its particular characteristics (see also policies 5.12–5.15). There are some aspects of the management of the Blue Ribbon Network – cleaning of rivers, for example, where lines of responsibility are blurred. The Mayor will work with the relevant organisations to seek to clarify these responsibilities.

7.100 The Mayor places great emphasis on ensuring that new development utilises the water space; primarily for transport purposes where that is possible, but also for active water based leisure, for informal waterside recreation or access, for regeneration purposes through water-related development, and for the protection and enhancement of biodiversity. The facilities supporting recreational use mentioned in Policy 7.27 have significant value on canals supporting the visitor economy.

7.101 The Blue Ribbon Network is also a valuable educational resource and several organisations have been established which specifically promote water-based educational programmes. The Blue Ribbon Network is often an appropriate setting for public art and performance. People generally like to gather by the waterside and opportunities for this should be encouraged.

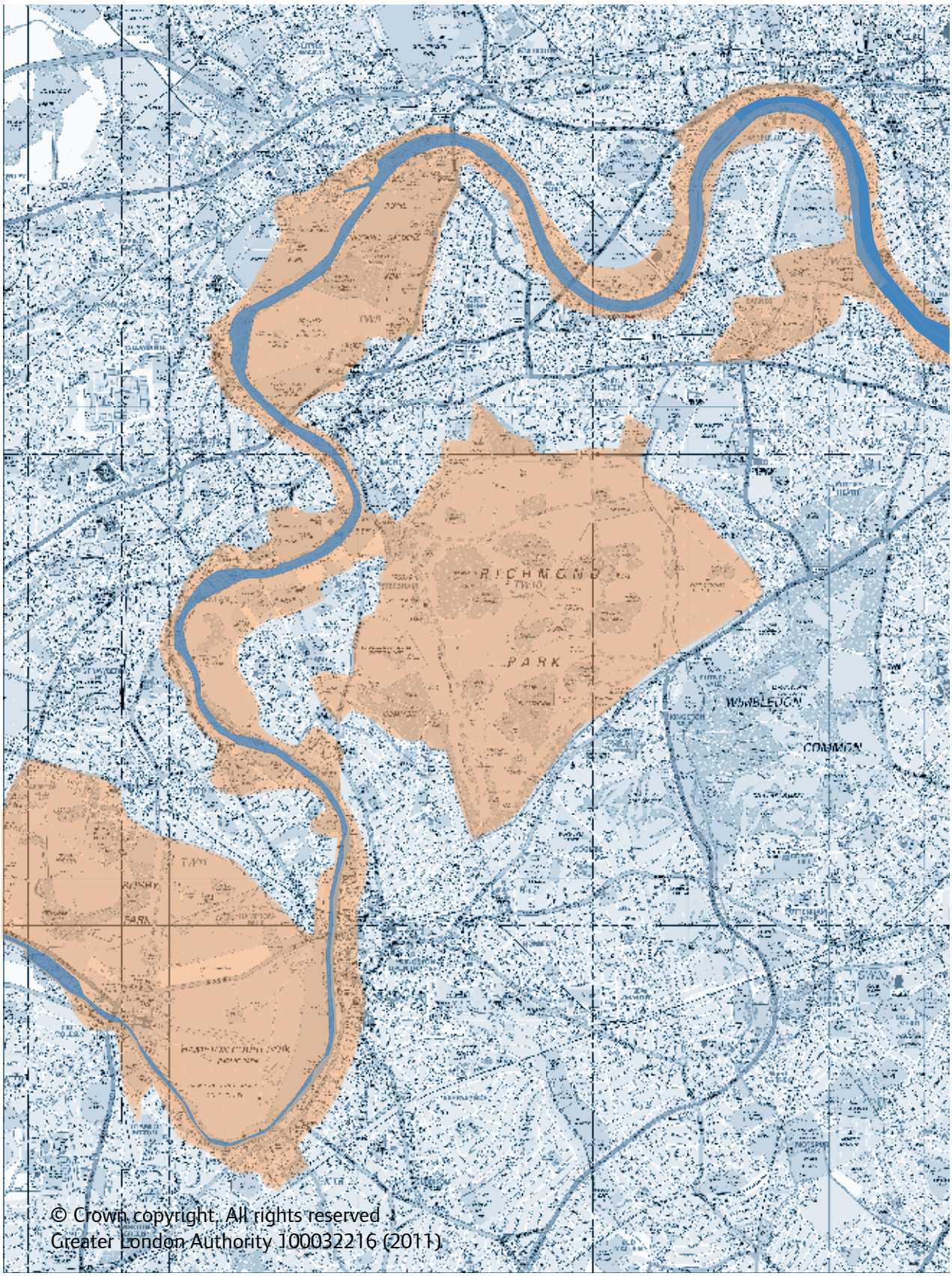
7.102 The Mayor is particularly mindful that the very nature of the Blue Ribbon Network is that it flows into London from adjoining regions and that the Thames flows out of London in the two adjoining regions. Communication across regional and local authority boundaries will be important to sustainable management of the system.

Royal Docks

7.103 The size and scale of the water spaces of the Royal Docks are unique in London and form an important part of the character and distinctiveness of east London. Improving public access to and activity on these water spaces can support the regeneration of the surrounding area and contribute to the creation of new jobs and homes. To help achieve this, development into parts of these water spaces may facilitate this transformation, provided that any such development maintains the visual integrity, openness and historic character of the relevant dock and provided that navigation, hydrology, flood risk management and biodiversity are not compromised.

7.104 London City Airport places significant demands on London's public transport system and strategic road network. The Mayor will therefore work with the airport's owners and operators, relevant boroughs and other partners to explore how passengers and staff could make better use of London's waterways; for example by establishing direct river boat connections to central London and Canary Wharf, and providing, connecting to, or contributing to piers and services.

Map 7.6: Thames Policy Area Hampton to Wandsworth



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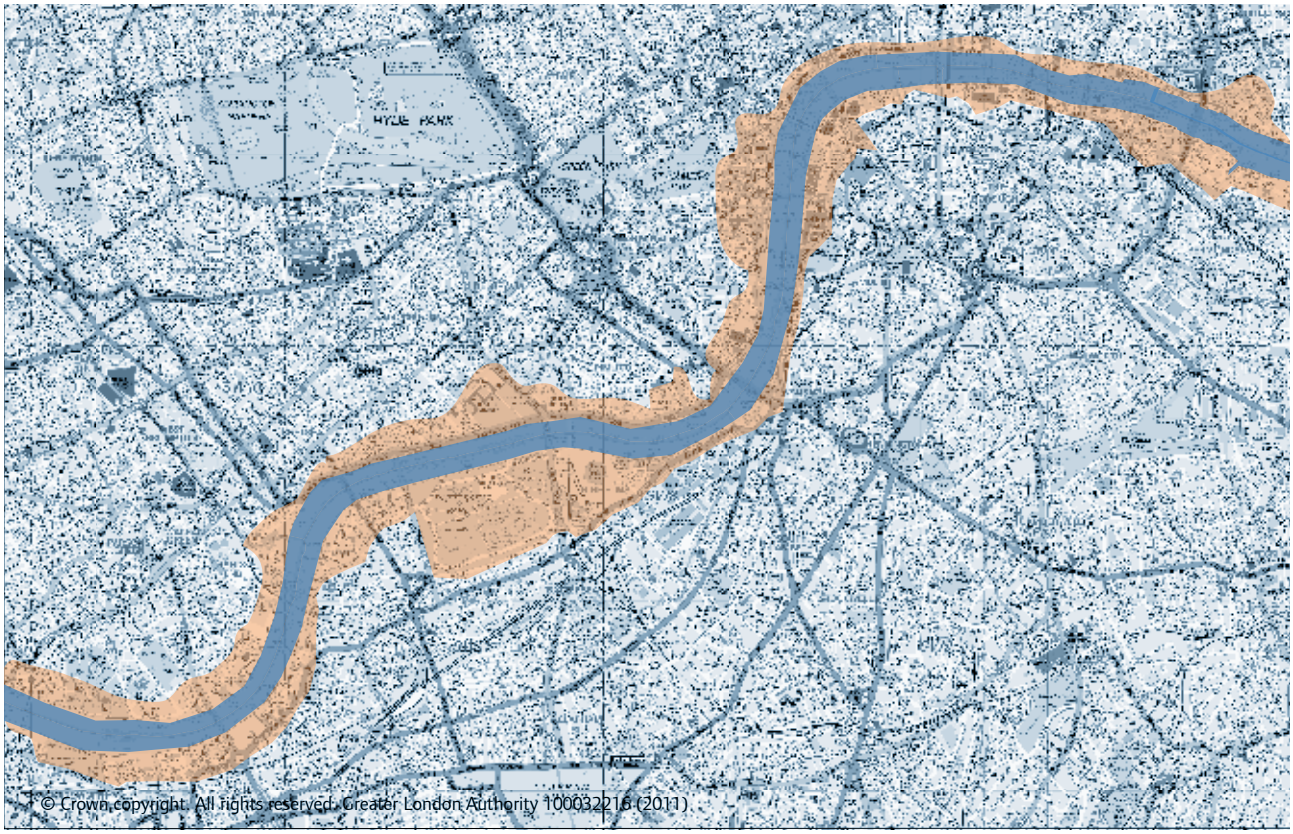
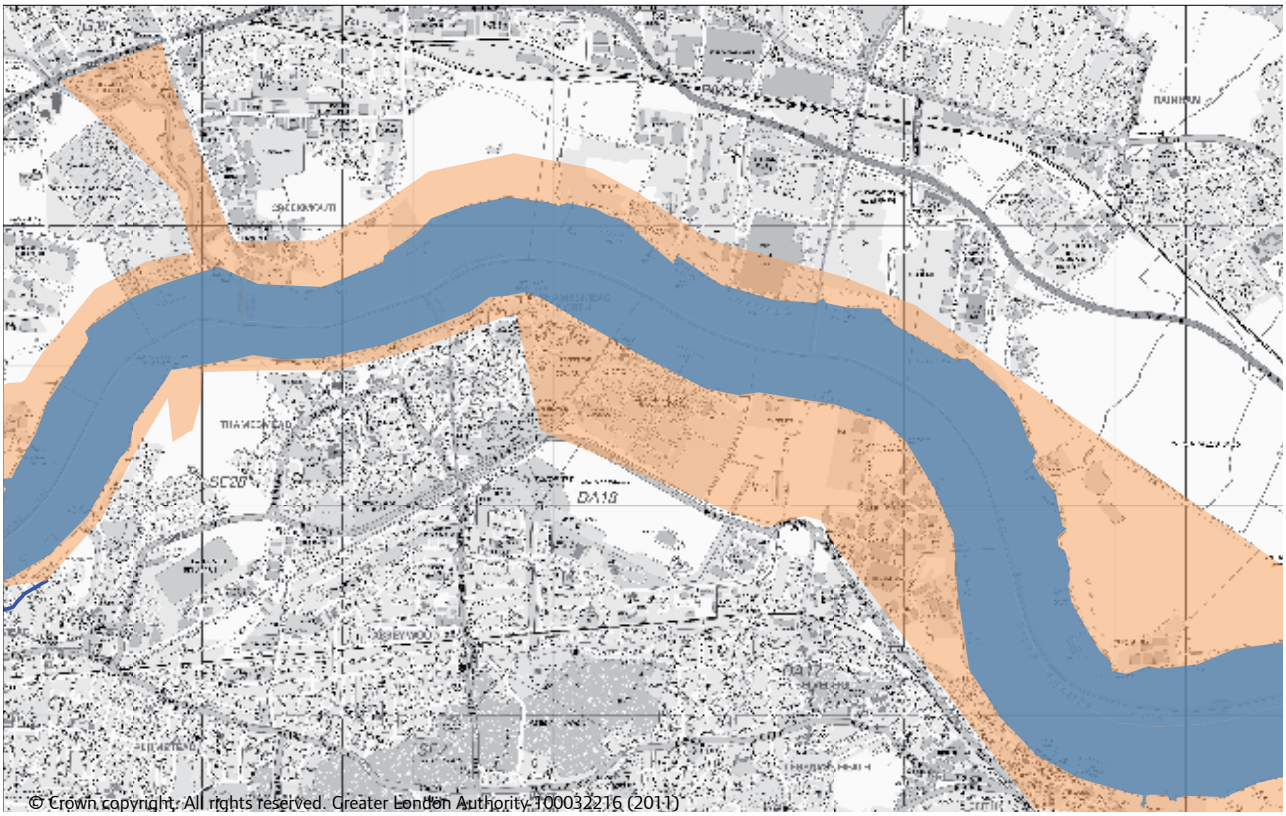
Map 7.7: Thames Policy Area Wandsworth to Bermondsey



Map 7.8: Thames Policy Area Bermondsey to Woolwich

Map 7.9: Thames Policy Area Woolwich to Crayford Ness



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CHAPTER EIGHT

IMPLEMENTATION AND MONITORING REVIEW

POLICY 8.1 IMPLEMENTATION

Strategic

A The Mayor will work collaboratively to deliver a positive approach to enabling new development in London, optimising land use and promoting/enabling locations for strategic development. In particular the Mayor will work with boroughs, developers and infrastructure providers and other key stakeholders in the public, private, voluntary and community sectors across London and in neighbouring areas of the south east of England to ensure the effective development and implementation of the Community Infrastructure Levy.

B The Mayor will consider promoting the establishment of further Mayoral Development Corporations (MDCs) and Enterprise Zones (EZs) as well as further Tax Increment Finance (TIF) initiatives where they would assist significantly with realising substantial development potential. He will also work with Government to develop Housing Zones (HZs) to deliver the full housing potential of Opportunity Areas.

C The Mayor will work with boroughs, infrastructure providers, national government, regulators and others involved in infrastructure planning, funding and implementation to ensure the effective development and delivery of the infrastructure needed to support the sustainable management of growth in London and maintain its status as a world city in accordance with the vision and objectives set in Policy 1.1.

8.1 This chapter of the plan sets out the Mayor's approach to implementing the London Plan to ensure delivery of his vision, objectives and detailed policies. It is based on two fundamental approaches:

Collaboration across London

8.2 The Mayor recognises the complexities of delivering new development in London, with a wide range of organisational, infrastructure and other issues that have to be considered. The most effective way of achieving delivery is to work together in a collaborative manner towards agreed goals. The Mayor is committed to engagement with all groups and individuals concerned with planning for London, including:

- Government from national to local level
- other public bodies/agencies
- private businesses and trade/representative bodies
- voluntary and community sector groups.

8.3 The Mayor agrees that the planning system can play a major role in decentralising power, strengthening communities and neighbourhoods and promoting London's sustainable development. He sees this Plan as playing a vital part in this, providing an essential resource for localism, providing an evidence base and a framework for more local decisions to be made in ways that help ensure the needs of the city as a whole are addressed. To support this, he will:

- ensure a co-ordinated approach to policy-making and delivery on the ground across the GLA Group of organisations
- provide information and expert advice needed across London to support policy-making (including at the local level), implementation and monitoring outcomes and specialist services supporting planning in London, like the London Development Database
- support partnerships to enable delivery at the local and neighbourhood levels
- provide a strong voice for effective planning in the capital.

8.4 The Mayor will work with boroughs, other agencies with planning responsibilities, enterprises and their organisations and other stakeholders to ensure that planning decisions are taken as close as to the communities and interests they affect, and in as inclusive a way, as is appropriate having regard to the planning system and the nature of the decision concerned. He recognises that community and voluntary groups, local business organisations and other interest groups have particular contributions to make to planning decisions, plans and strategies to shape neighbourhoods (see Policy 7.1 and paragraph 7.6) and will support their involvement. He will also consider what guidance and support it would be appropriate for him to offer to aid neighbourhood planning.

8.5 In the same way, the Mayor supports approaches to planning, regeneration and development that harness the knowledge, commitment and enthusiasm of local communities, enterprises and other groups. In particular, he will encourage use of tools such community land trusts, which enable communities to shape their own neighbourhoods through the management and development of land and other assets (including those transferred from public sector organisations). He recognises the importance of development trusts, other community organisations and local business partnerships and bodies in helping to shape and develop neighbourhoods, sometimes in ways that the public sector cannot.

8.6 Planning for London is also affected by constant and rapid change. This can include change to legislation, guidance and procedures, economic, social or technological change. Change is inevitable and (generally) desirable. Again, good collaborative working will help to ensure that Londoners and relevant organisations are kept informed about changes and how they may affect the delivery of new development and the improvement of every Londoner's quality of life.

8.6A The Mayor will work with partners including boroughs and communities to realise the potential of large development areas. Where appropriate, this may include promoting Mayoral Development Corporations (MDCs), Enterprise Zones (EZs), Tax Increment Finance (TIF) initiatives, or Housing Zones (HZs).

- MDCs can be established by the Mayor[248] and are designed to drive regeneration in designated areas by providing a range of coordinated planning and, if necessary, land use related powers. The Mayor designated London's first MDC, the London Legacy Development Corporation, in 2012.
- EZs are designated by Government[249] working with Local Enterprise Partnerships and other partners to provide incentives for business to invest including business rate discounts and, to support regeneration, local retention of growth in business rates for 25 years. London's Local Enterprise Partnership drives the activities of the capital's first EZ, the Royal Docks, which was designated in 2011.
- TIFs are innovative funding mechanisms[250] deploying projected future tax gains in an area to finance regeneration, especially infrastructure investment. Within the Vauxhall Nine Elms Battersea Opportunity Area a TIF will fund the Northern Line Extension.
- HZs represent a new initiative proposed through the Mayor's draft Housing Strategy 2013. Measures in a HZ could include targeted tax incentives and effective land assembly to unlock development and optimise delivery[251]. The

248 For further details see: Localism Act 2011 (c. 20), Part 8, Chapter 2

249 For further details see: www.gov.uk/government/publications/enterprise-zone-prospectus

250 For definition of TIFs see Glossary

251 For further details see: https://www.london.gov.uk/what-we-do/housing-and-land/increasing-housing-supply/housing-zones

Mayor will work with Government on developing implementation options for these Zones, and with boroughs on potential locations.

Infrastructure

8.6B Infrastructure is essential to support the delivery of the vision and objectives of this Plan. Its quality and capacity has to be assessed against forecast demand. A wide and complex range of stakeholders is involved in infrastructure planning, funding and implementation. The regulatory frameworks applied by the different regulators to determine infrastructure funding can have a significant impact on development. The promotion of London's infrastructure planning and delivery is an important theme of the Mayor's 2020 Vision. He considers that there is scope for improvement and intends to take a leading role in working collaboratively with the public, private and third sector in London as well as with partners beyond its geographical boundaries (see also Policy 2.2) to realise such improvements. The Mayor has also launched his 'Smart London' initiative[252] to promote and realise the potential of new technologies, which will over time provide opportunities to make London's infrastructure more efficient and mitigate the adverse impacts of demand growth. Based on a recommendation by the London Finance Commission, a long term Infrastructure and Investment Plan for London is being prepared, which will set out London's infrastructure needs and explore costs and funding opportunities.

Table 8.1 Key Infrastructure Requirements

Type	Description	London Plan Policy References
Transport	Transport schemes Land for transport	6.1 6.2
Water	Waste water treatment / supply Flood risk management	5.14 – 5.15 5.12 – 5.13
Energy	Electricity and gas supply Decentralised energy	5.4A 5.5 – 5.6
Telecoms	ICT infrastructure	4.11
Waste	Waste management and treatment	5.17
Social	Social Infrastructure provision	3.16 – 3.19
Green	Green Infrastructure enhancements	2.18

8.6C Table 8.1 lists strategic infrastructure requirements as addressed in the London Plan Implementation Plan (see also paragraph 8.20) and is promoted in particular

252 For details please see https://www.london.gov.uk/what-we-do/business-and-economy/science-and-technology/smart-london

through these policies of the London Plan.

8.7 The early part of the period covered by this Plan at least is likely to see significant constraints on public expenditure, with fewer resources available for infrastructure and other provision needed to support the growth identified in this Plan. Working with boroughs, business and other stakeholders, the Mayor will continue to lobby Government to ensure London receives the level of public funding that allows for investment in key infrastructure (such as Crossrail and the Underground) and other priorities (such as housing, education and skills), addressing London's particular needs and circumstances and enabling the capital to continue to make its contribution to the nation's prosperity. The Mayor will also work with others to seek greater financial independence for London, exploring ways of streamlining the way central government grants are distributed and the scope for innovative funding techniques such as tax increment funding/ accelerated development zones (allowing future tax income in an area to support local infrastructure and regeneration). He will examine the scope to make better use of existing resources and tools such as planning obligations and the Community Infrastructure Levy (see Policies 8.2 and 8.3) and support the development and implementation of innovative forms of funding and partnership across the public, private and community/voluntary sectors to seek to lever more resources to support London priorities, and to ensure maximum cost effectiveness in their delivery.

Plan-Monitor-Manage

8.8 As Chapter 1 points out, the Mayor recognises that in a city as dynamic as London it is impossible to anticipate all the ways in which change will happen. This Plan is based on a number of projections based on the best research and evidence available when this document was prepared. While these give a sound basis for the Plan's overall direction and policies, it is important to understand that circumstances can change. It is vital that we can adjust, especially to changes that could give rise to reconsideration of the Plan's direction or policies, either in part or in whole (decisions on public spending, for example). This approach is at the heart of the plan-monitor-manage process underpinned by robust monitoring and reporting.

8.9 The London Development Database (LDD) is a live monitoring system for planning permissions and completions across London. It draws on information provided by the London boroughs with a central co-ordinating and management role at the GLA. It is a valuable resource for monitoring development trends; it also supports the production of the London Plan Annual Monitoring Report (AMR) and provides a wide range of other specific development monitoring reports for all or parts of London.

8.10 The Annual Monitoring Report is a key element in the Plan – Monitor – Manage cycle. It enables the Mayor and others to pay attention to emerging trends in between full reviews of the London Plan. Previous AMRs have been an important factor in developing this Plan and the Mayor will use future AMRs to monitor the

impact of the London Plan and ensure that it is kept up to date and relevant. An Implementation Plan will also be published regularly setting out key actions necessary to deliver the London Plan.

Planning obligations and the Community Infrastructure Levy

POLICY 8.2 PLANNING OBLIGATIONS

Strategic

A The Mayor will provide guidance for boroughs and other partners on the preparation of frameworks for negotiations on planning obligations in DPDs, reflecting the strategic priorities set out below. In particular, the Mayor wishes to develop with boroughs voluntary systems of pooling contributions for the provision of facilities related to proposed developments that cannot be addressed through the Community Infrastructure Levy.

Planning decisions

B When considering planning applications of strategic importance, the Mayor will take into account, among other issues including economic viability of each development concerned, the existence and content of planning obligations.

C Development proposals should address strategic as well as local priorities in planning obligations.

D Affordable housing; supporting the funding of Crossrail where this is appropriate (see Policy 6.5); and other public transport improvements should be given the highest importance. Where it is appropriate to seek a Crossrail contribution in accordance with Policy 6.5, this should generally be given higher priority than other public transport improvements.

E Importance should also be given to tackling climate change and air quality, social infrastructure and the provision of small shops.

LDF preparation

F Boroughs should set out a clear framework for negotiations on planning obligations in DPDs having regard to relevant legislation, central Government policy and guidance and local and strategic considerations to the effect that:

- a It will be a material consideration whether a development makes an appropriate contribution or other provision (or some combination thereof) towards meeting the requirements made necessary by, and related to, the proposed development
- b Negotiations should seek a contribution towards the full cost of all

such provision that is fairly and reasonably related in scale and kind to the proposed development and its impact on a wider area

c Boroughs must refer to planning obligations that would be sought in the relevant parts of the DPDs (such as transport and housing policies).

8.11 Planning obligations (or 'section 106 agreements') are an important aspect of major planning applications. Their use in accordance with national guidance and legislation (particularly the Community Infrastructure Levy Regulations 2010, which sets out three tests for the proper use of planning obligations with statutory force) balances the impacts of development and enables them to be addressed. London boroughs have a range of locally based priorities to be fulfilled through planning obligations. Some boroughs have supplementary planning documents setting out these priorities and the likely scale of contributions that different types of development are likely to require.

8.12 The Mayor takes a London wide overview of the strategic priorities that London needs. Over the past decade or so the two lead priorities have consistently been affordable housing and transport. This situation continues, with now an added emphasis on contributions toward the Crossrail funding package (see Policy 6.5).

8.13 Other important priority uses for s106 funding that apply generally across London are measures to mitigate and adapt to climate change, the improvement of air quality, the provision of social infrastructure and small shops.

8.14 The role of planning obligations will change as a result of introduction of the Community Infrastructure Levy (see below). The Government's expectation is that the Levy will be the principal means of funding infrastructure, but it is likely that planning obligations will continue to have an important role with regard to affordable housing for impact mitigation and for items that are not infrastructure (contributions towards revenue costs, for example).

POLICY 8.3 COMMUNITY INFRASTRUCTURE LEVY

Strategic

A The Mayor will work with Government and other stakeholders to ensure the effective development and implementation of the Community Infrastructure Levy (CIL).

B The Mayor will keep under review the charging schedule he approved in accordance with the Community Infrastructure Levy Regulations 2010 to enable him to use the CIL to fund Crossrail, and will bring forward further proposals should that prove appropriate.

C The Mayor will prepare guidance for boroughs and other partners setting out a clear framework for application of the CIL to ensure the costs incurred in providing the infrastructure which supports the policies in this Plan (particularly public transport – including Crossrail –

see Policy 6.5) can be funded wholly or partly by those with an interest in land benefiting from the grant of planning permission.

LDF preparation

D The Mayor will work with boroughs to ensure that priorities for the application of the CIL for strategically important infrastructure are identified through the LDF process, particularly to support development of opportunity and intensification areas.

8.15 National Government has introduced the Community Infrastructure Levy (CIL) – a charge which local authorities (including the Mayor) can levy on most types of development to help fund infrastructure needed to support the development of an area in line with local development plans. Initially at least, the Mayor will only be able to use the CIL to support transport infrastructure (including Crossrail). The process for setting a CIL is set out in the Community Infrastructure Levy Regulations 2010 (as amended), and involves two rounds of consultation and a public examination before the charging schedule – the legal document setting a CIL for an area – can be approved. The Mayor approved his charging schedule, intended to raise £300 million towards the cost of Crossrail, as required by the Crossrail funding agreement (see Policy 6.5) in February 2012, with charging starting from 1 April. In making these proposals he had regard to the potential effect on the economic viability of development across Greater London, and the potential effect on the area's overall development. He has made clear his intention to monitor the effects of his CIL, and to conduct two-yearly formal reviews to ensure the rates and other details of his CIL remain appropriate.

8.15A The CIL is likely to play an important part in ensuring delivery of the infrastructure required to support London's sustainable growth. The Mayor will work closely with boroughs to ensure the CIL is applied appropriately and effectively to achieve the objectives set out in this Plan and, in particular, to support optimisation of the opportunity/ intensification areas and other strategic development opportunities identified in Chapter Two.

8.16 The introduction of the CIL will affect use of planning obligations to help fund the infrastructure. Under the CIL Regulations, obligations can continue to be used to address issues specific to particular developments; limited pooling of contributions to contribute to the costs of particular projects or types of infrastructure across not more than five individual developments is also permitted. However, it is not permitted to seek contributions through planning obligations towards infrastructure which the charging authority has indicated it will use the CIL to fund. These restrictions do not apply to contributions sought under Policy 6.5, but in putting forward his proposals for a CIL (see para. 8.15), the Mayor has sought to ensure that decisions on both the CIL charging schedule and the level of section 106 contributions for Crossrail are taken in tandem. He will also take steps to ensure that CIL payments will be offset from contributions made under Policy 6.5. Planning obligations will continue to be used to fund affordable housing and

non-infrastructural items, such as revenue costs of new or enhanced bus services.

8.17 The Mayor is working with boroughs and other stakeholders to ensure the CIL is introduced in London smoothly and to ensure underlying infrastructure planning is carried out effectively (particularly as regards the strategic infrastructure for which he and his functional bodies are responsible). With this in mind, he may issue further guidance in consultation with all relevant stakeholders and provide local authorities with appropriate support.

Monitoring

POLICY 8.4 MONITORING AND REVIEW

Strategic

A The implementation of the London Plan will be kept under review using the Key Performance Indicators set out in Table 8.2 and reported in the Annual Monitoring Report.

B The Mayor produces an Implementation Plan which includes a range of strategic actions that the Mayor, boroughs and key stakeholders across the public, private, voluntary and community sectors will deliver to ensure the implementation of this Plan. The Implementation Plan is produced separately, but clear links between implementation actions and policies in the London Plan are included and it will be updated regularly.

C The London Plan will be reviewed regularly to reflect trends identified in the Annual Monitoring Report and any other relevant changes to London's situation.

8.18 It is important to retain a succinct set of indicators and targets against which to monitor the Plan so that it is easy for everyone with an interest to assess the extent to which the objectives and policies in this Plan are being successfully implemented and to understand the key trends. These have to be deliverable within the resources available and capable of maintaining a high level of consistency with previous monitoring in order to generate a meaningful time series of data. The target for each indicator should be regarded as a benchmark showing the direction and scale of change. These targets contribute to measuring the performance of the objectives of this Plan but do not represent themselves additional policy.

8.19 The monitoring regime of the previous London Plan was based on 28 Key Performance Indicators (KPIs). It has been recognised that some of these were ineffective. However, it is also important to retain useful KPIs as the real value of monitoring is in building up a time series of performance, which will assist in identifying trends and creating suitable policy responses. The new set of 24 KPIs

is listed in Table 8.2. These will be monitored in the Annual Monitoring Report, to be published each February.

Table 8.2 Key Performance Indicators

No	Key Performance Indicator	Target	Relevant Plan Objectives*
1	Maximise the proportion of development taking place on previously developed land	Maintain at least 96 per cent of new residential development to be on previously developed land	1, 4, 5, 6
2	Optimise the density of residential development	Over 95 per cent of development to comply with the housing density location and the density matrix (Table 3.2)	1, 2, 3
3	Minimise the loss of open space	No net loss of open space designated for protection in LDFs due to new development	4, 5
4	Increase the supply of new homes	Average completion of a minimum of 42,000 net additional homes per year	1
5	An increased supply of affordable homes	Completion of 17,000 net additional affordable homes per year	1, 3
6	Reducing Health Inequalities	Reduction in the difference in life expectancy between those living in the most and least deprived areas of London (shown separately for men and women)	1
7	Sustaining economic activity	Increase in the proportion of working age London residents in employment 2011–2031	2
8	Ensure that there is sufficient development capacity in the office market	Stock of office planning permissions to be at least three times the average rate of starts over the previous three years	2
9	Ensure that there is sufficient employment land available	Release of industrial land (B2/B8 use over 1,000 sqm) to be in line with benchmarks in the Industrial Capacity SPG	2
10	Employment in Outer London	Growth in total employment in Outer London	2, 3

11	Increased employment opportunities for those suffering from disadvantage in the employment market	Reduce the employment rate gap between Black, Asian and Minority Ethnic (BAME) groups and the white population and reduce the gap between lone parents on income support in London vs England & Wales average	3
12	Improving the provision of social infrastructure and related services	Reduce the average class size in primary schools	1, 2, 3
13	Achieve a reduced reliance on the private car and a more sustainable modal split for journeys	Use of public transport per head grows faster than use of the private car per head	6
14	Achieve a reduced reliance on the private car and a more sustainable modal split for journeys.	Zero car traffic growth for London as a whole	1, 6
15	Achieve a reduced reliance on the private car and a more sustainable modal split for journeys	Increase the share of all trips by bicycle from 2 per cent in 2009 to 5 per cent by 2026	3, 4, 6
16	Achieve a reduced reliance on the private car and a more sustainable modal split for journeys	A 50 per cent increase in passengers and freight transported on the Blue Ribbon Network from 2011–2021	6
17	Increase in the number of jobs located in areas with high PTAL values	Maintain at least 50 per cent of B1 development in PTAL zones 5–6	2, 6
18	Protection of biodiversity habitat	No net loss of designated Sites of Importance for Nature Conservation	5
19	Increase in municipal waste recycled or composted and elimination of waste to landfill by 2026	At least 45 per cent of waste recycled/composted by 2015 an 0 percent of biodegradable or recyclable waste to landfill by 2026	4, 5
20	Reduce carbon dioxide emissions through new development	Annual average percentage carbon dioxide emissions savings for strategic developments proposals progressing towards zero carbon in residential development by 2016 and zero carbon in all development by 2019	5

21	Increase in energy generated from renewable sources	Production of 8550 GWh of energy from renewable sources by 2026	5
22	Increase urban greening	Increase the total area of green roofs in the CAZ	4, 5
23	Improve London's Blue Ribbon Network	Restore 15km of rivers and streams* 2009 - 2015 and an additional 10km by 2020 (*defined as main river by the Environment Agency – includes larger streams and rivers but can also include smaller watercourses of local significance)	4, 5
24	Protecting and improving London's heritage and public realm	Reduction in the proportion of designated heritage assets at risk as a percentage of the total number of designated heritage assets in London	2, 4

* Plan Objectives

Objective 1 meet the challenge of growth
Objective 2 support a competitive economy
Objective 3 support the neighbourhoods
Objective 4 delight the senses
Objective 5 improve the environment
Objective 6 improve access/transport

Implementation Plan

8.20 A key aspect of this London Plan is the introduction of an Implementation Plan. At its centre is a range of strategic and tangible implementation actions for the GLA Group, partner organisations and delivery agencies covering all policy areas. The implementation actions support and facilitate the implementation of the Plan's policies. For each implementation action, information about responsible delivery bodies, a timescale for delivery and a degree of certainty/ commitment are provided. The Implementation Plan also addresses more specifically the strategic infrastructure that is required to support the growth set out in the Plan. It is published as a separate document to the London Plan and will be monitored with progress reported regularly. There are clear links to the policies the identified implementation actions are supporting:

Looking to the future

8.21 Chapter 1 noted that change is the only constant in London. Inevitably, new trends, issues and ideas will emerge over the period to 2036 which will have to be taken up in monitoring and reviewing the Plan and in taking the decisions about how we plan for our city's future. These might include changes to population trends, the world's

economy and London's place within it or the effects of climate change. This revision has been driven partly by the realisation that the population of London has grown much faster than was anticipated in the 2011 London Plan. However, the extent to which this unexpected level of growth is structural or cyclical is unknown as is the ability of the Plan's existing strategies and philosophy to successfully accommodate the envisaged level of growth. In light of this a full review of the Plan will commence in 2015.

ANNEX ONE

OPPORTUNITY AND INTENSIFICATION AREAS

A1.1 This Annex (which for the avoidance of doubt, forms part of the London Plan and therefore of the statutory development plan) is integral to Policy 2.13 in Chapter 2, outlining how its broad principles should be applied to specific Opportunity and Intensification Areas including indicative estimates of employment capacity and minimum guidelines for new homes to 2031, subject to phasing.

A1.2 These estimates and guidelines are derived from a range of sources including the London Employment Sites Database (employment) and the London Strategic Housing Land Availability Assessment (homes); they will be tested through the preparation of planning frameworks and/or local development frameworks.

A1.3 It should be noted that in some Areas the transport system would not currently support this level of growth and developer contributions may be required to underpin enhancements. The Opportunity/ Intensification Area Planning Frameworks (OAPF/IAPF) for these areas can take different forms depending on local circumstances. Progress on their preparation and implementation will be reviewed in the London Plan Implementation Plan and is currently indicated in the Table below as (1) Proposed; (2) In Preparation; (3) Adopted; and (4) Under Review.

A1.4 The Mayor is working with boroughs and other partners to identify, assess and realise the potential for new Opportunity and Intensification Areas in terms of Policy 2.13 including in the London boroughs of Haringey (Haringey Heartlands), Sutton (Sutton Hospital), and Hounslow (Great West Corridor including the 'Golden Mile') and in the Royal Borough of Kingston upon Thames (Kingston Town Centre).

Table A1.1 Opportunity Areas

1 **Bexley Riverside**

Area (Ha): 1,347

Indicative employment capacity: 7,000

Minimum new homes: 4,000

OAPF progress: 1

Bexley Riverside relates to parts of Erith, Crayford, Slade Green and Belvedere. Improvements in public transport accessibility, especially associated with Crossrail 1 will provide scope for intensification, particularly around Abbey Wood. Account should be taken of the Area's strategically important role in addressing London's logistics requirements including protection for inter-modal freight transfer facilities at Howbury Park and safeguarded wharves on the River Thames, as well as waste management. East London Green Grid projects such as Belvedere Links will make a significant contribution to the improvement of landscape and green infrastructure. Any new development and infrastructure brought forward in this area must avoid adverse effects on any European site of nature conservation importance (to include SACs, SPAs, Ramsar, proposed and candidate sites) either alone or in combination with other plans and projects.

2 **Bromley**

Area (Ha): 69

Indicative employment capacity: 2,000

Minimum new homes: 2,500

OAPF progress: 1

Promote Bromley Town Centre's strategic role as a Metropolitan town centre with a distinctive cultural, leisure and quality shopping experience and realise capacity for new residential development in line with its status as a new Opportunity Area. Sustainable growth should ensure a high quality, safe and accessible environment, and a vibrant day and night time centre, with high quality buildings, public spaces and strong east-west connections. Potential improvements to public transport accessibility should be considered in conjunction with the scope to optimise development capacity associated with the town centre and its environs. A carefully managed approach should be taken to enhance the business environment, modernise viable office provision and encourage the conversion or redevelopment of surplus office capacity to other uses including housing.

3 **Canada Water**

Area (Ha): 46

Indicative employment capacity: 2,000

Minimum new homes: 3,300

OAPF progress: 2

Opportunity Area with good public transport accessibility including stations on the Jubilee and East London Line. The Area has significant potential for mixed use regeneration on infill sites and intensification of existing commercial sites focussed on the transport interchanges and the District shopping centre. Subject to retail demand Canada Water may evolve to become a Major town centre in the network and the scope for a substantial increase in the minimum new homes target and employment capacity should be explored. There is also potential to develop a new science cluster linked to an academic institution (King's College).

4 **Charlton Riverside**

Area (Ha): 176

Indicative employment capacity: 1,000

Minimum new homes: 3,500

OAPF progress: 4

Development at Charlton Riverside should be integrated with the wider development of the south bank of the Thames to complement opportunities at Deptford/Greenwich, Greenwich Peninsula and Woolwich. Any managed release of surplus industrial land should be set in a wider sub regional context as part of the planning framework for the Area, taking into account safeguarded wharves such as Murphy's and Angerstein with its strategic railhead. Greenwich Council adopted the Charlton Riverside Masterplan in 2012 but more work is needed on possible release of land within the Strategic Industrial Location.

5 **City Fringe/Tech City**

Area (Ha): 901

Indicative employment capacity: 70,000

Minimum new homes: 8,700

OAPF progress: 2

London is the digital capital of Europe and the growing digital-creative cluster at Tech City, which extends from the Old Street 'Silicon Roundabout' Shoreditch

to Whitechapel, Hackney Central and Dalston, has the potential to become a business hub of major international significance. The City Fringe/Tech City OAPF should nurture the employment, business and creative potential of the digital-creative sectors and ensure that suitable commercial floorspace, supporting uses and related infrastructure is available to meet the needs of this growing cluster. Securing affordable workspace, high quality digital connectivity and an attractive, 'buzzy' business environment are key considerations. The City Fringe/Tech City area contains a number of accessible, relatively central sites with significant development capacity, including Bishopsgate/South Shoreditch and Whitechapel/ Aldgate. The Area also provides particular scope to support London's critical mass of financial and business services and clusters of other economic activity, such as creative industries. The potential for a medical research cluster at Whitechapel associated with the Queen Mary University London should be explored. Minor extensions of the CAZ should assist the realisation of development capacity and exploit public transport accessibility through Crossrail 1 stations at Liverpool Street and Whitechapel and at the London Overground stations. At Old Street there is significant scope to improve the station and its environs, to become a more successful and attractive gateway to Tech City and encourage investment. The scale of additional development capacity here is partly dependent upon operational rail requirements and improvements to interchange capacity. The area contains some of London's most deprived inner city neighbourhoods as well as affluent new quarters interspersed with affordable business premises, some serving the local communities, others meeting the needs of national and international business. Development should take account of the Tower of London World Heritage site. Improved public transport accessibility at Dalston Junction will support a range of development opportunities in this area. Potential exists to redevelop Kingsland Shopping Centre and secure better integration with its surroundings. Ridley Road Market is an important asset and there is scope to improve the overall environment and operation of the market and linkages with the High Street. The potential for intensification in the wider hinterland of Dalston should also be explored including sites along the A10 corridor and those in close proximity to the London Overground station at Haggerston.

6 **Colindale/ Burnt Oak**

Area (Ha): 262

Indicative employment capacity: 2,000

Minimum new homes: 12,500

OAPF progress: 4

An area comprising a range of sites with capacity mainly for residential-led mixed use, which are at various stages in the development process including parts of the former RAF East Camp adjacent to the M1, Hendon College site, the existing Grahame Park Estate, the Peel Centre, Colindale Tube and the Hospital and library

sites to the west of the Tube. The area also includes major development sites in Brent along the Edgware Road at Oriental City, Zenith House and Capital Way. Co-ordination of adequate provision of social and transport infrastructure across the borough boundaries is required. Appropriate developer contributions are also needed to deliver public transport improvements to support the proposed intensification of residential use. Barnet Council adopted the Colindale Area Action Plan in March 2010. The Council intends to update the AAP through production of a Supplementary Planning Document.

7 **Cricklewood/Brent Cross**

Area (Ha): 324

Indicative employment capacity: 20,000

Minimum new homes: 10,000

OAPF progress: 3

Subject to office demand, a potential Strategic Outer London Development Centre (see Policy 2.16). Brent Cross /Cricklewood also has significant potential for wider economic development, new housing and regeneration, capitalising on public transport improvements including Thameslink and the Northern Line upgrade. The Area combines former railway lands and the wider hinterland surrounding Brent Cross regional shopping centre across the A406 North Circular Road. Brent Cross is to be redeveloped to become a town centre complementing the roles of other centres nearby and with an extended mix of town centre activities. This should include a significant increase in new housing together with local ancillary services. A rail station on the Cricklewood site is proposed and new development should be phased with improvements to public transport and accessibility. A site for a major waste facility within the area will form a key role in North London Waste Strategy. There is significant potential for improvement to the public realm including restoration of the River Brent.

8 **Croydon**

Area (Ha): 194

Indicative employment capacity: 7,500

Minimum new homes: 7,300

OAPF progress: 3

One of the potential Strategic Outer London Development Centres, Croydon is also recognised as London's largest Metropolitan town centre and one of the capital's two strategic office centres outside central London. The council's strategy will need to be built upon to re-brand the offer of Croydon to meet

modern commercial needs, realising its competitive advantages and good public transport accessibility. This will entail consolidating its strengths as a strategic office location through mixed use re-development and enhancements to the business environment. A carefully managed balance must be struck between modernising office provision and encouraging the conversion of surplus capacity to other uses including a significant increment to housing. An integrated approach to a number of sites will be needed, including East Croydon station, Fairfield Halls, Croydon College, Park Place and the Whitgift redevelopment (for which planning permission has been granted). Rejuvenation of the mix and vitality of supporting uses, enhancement of the environment and improvements to traffic management will help support redevelopment. The Croydon Town Centre Opportunity Area Planning Framework (OAPF) was adopted by the Mayor of London in January 2013. The framework was prepared in collaboration between the GLA, Croydon Council and TfL.

9 **Deptford Creek/ Greenwich Riverside**

Area (Ha): 165

Indicative employment capacity: 4,000

Minimum new homes: 5,000

OAPF progress: 1

The Area should benefit major concentrations of deprived neighbourhoods across the two boroughs and capitalise on its waterside and heritage character. Subject to resolution of wharf related issues, parts of Convoys Wharf should be developed for a range of uses. The Area as a whole has potential for a cultural quarter, for smaller scale leisure and tourism-related provision, business workspaces and additional housing. East-west connections across Deptford Creek should be addressed.

10 **Earls Court & West Kensington**

Area (Ha): 38

Indicative employment capacity: 9,500

Minimum new homes: 7,500

OAPF progress: 3

The Area presents a significant opportunity for regeneration comprising estate renewal and housing and employment growth. A comprehensive approach should be taken to planning the future of the exhibition complex, the Transport for London Lillie Bridge Road depot, the local authority housing estates and other sites in the vicinity. The potential for a strategic leisure, cultural and visitor attraction and

strategically significant offices should be explored together with retail, hotels and supporting social infrastructure. To guide development in the Opportunity Area, a Joint Supplementary Planning Document has been prepared in partnership with Hammersmith and Fulham Council, Kensington and Chelsea Council and TfL. Earls Court has good public transport facilities and these should be further enhanced, together with comprehensive highway and streetscape improvements. Earls Court already benefits from a strong identity, distinctive townscape and a range of heritage assets, all of which should be upheld and promoted through the regeneration and growth of the area.

11 **Elephant & Castle**

Area (Ha): 88

Indicative employment capacity: 5,000

Minimum new homes: 5,000

OAPF progress: 3

The Area is undergoing major transformation with significant investment in housing and potential for new retail provision integrated with a more efficient and attractive transport interchange. There is scope to create a series of connected public open spaces complemented by environmental and traffic management improvements. Resolution of these and rail related issues are crucial to the successful redevelopment of this southern gateway to central London.

12 **Euston**

Area (Ha): 85

Indicative employment capacity: 7,700 – 14,100 depending on station design and constraints

Minimum new homes: 2,800 – 3,800 depending on station design and constraints

OAPF progress: 3

Euston is a major national and commuter rail terminal possessing good bus and underground links to the rest of the CAZ. The station airspace and adjacent areas are underused and have potential for intensification. There is scope to re-configure Euston Square Gardens and the bus station to enhance this space and the transport interchange and also to develop the relationship with the adjacent university quarter. The 'Euston Area Plan' was adopted in January 2015. This was produced by the GLA, working with TfL and Camden Council. This will help to shape change in the area over the next 15-20 years and provide a framework for planning decisions. This plan is being produced partly in response to the current proposal for a new High Speed rail link (HS2) from London to the North

and Scotland and to reflect and update previous plans and aspirations for development in and around the station.

13 **Greenwich Peninsula**

Area (Ha): 259

Indicative employment capacity: 7,000

Minimum new homes: 13,500

OAPF progress: 3

The Peninsula plays two key strategic roles, as an internationally significant leisure attraction and as a major contributor to meeting London's need for additional housing. The main focus of commercial development is at the north of the peninsula around the O2 Centre and the Jubilee Line station. Any release of industrial capacity should be managed in a sub-regional context and as part of the planning framework, recognising the roles of safeguarded wharves and the potential for a cruise liner terminal. River paths, parks and squares on the peninsula should contribute to a high quality public realm and become part of the wider East London Green Grid with potential to improve pedestrian and cycle linkages from the O2 to Greenwich Town Centre. Development and infrastructure provision should be co-ordinated with that in neighbouring Charlton Riverside.

14 **Harrow & Wealdstone**

Area (Ha): 177

Indicative employment capacity: 3,000

Minimum new homes: 2,800

OAPF progress: 3

This new Opportunity Area offers significant opportunity for urban renewal and intensification, providing the impetus to regenerate Wealdstone and rejuvenate Harrow Town Centre. Capacity exists to deliver substantial employment growth through an uplift in retail, office and hotel development within the town centres and the intensification of industrial and other business use within the Wealdstone Industrial Area. There is also scope to accommodate a substantial portion of the borough's future housing need through the delivery of higher density residential and mixed use development on key strategic sites and renewal areas where development is matched by investment in infrastructure and achieves high standards of design and sustainability.

15 **Heathrow**

Area (Ha): 700

Indicative employment capacity: 12,000

Minimum new homes: 9,000

OAPF progress: 1

The Mayor supports an integrated approach to the distinct environmental and growth issues facing the area around Heathrow both within and beyond London in the three corridors covered by the 'Western Wedge' (see para 2.17) and recognises the importance of the airport as a driver for economic growth within the Opportunity Area and beyond. He recognises the importance of maintaining its attractiveness to business, while enhancing its environmental performance in line with Policy 6.6 Aviation. It contains a range of locations with potential to contribute to economic development without a third runway, together with new housing and environmental improvement. Any new development and infrastructure brought forward in this area must avoid adverse effects on any European site of nature conservation importance (to include SACs, SPAs, Ramsar, proposed and candidate sites) either alone or in combination with other plans and projects. In Hillingdon, Heathrow 'north' (including the A4 corridor) will continue to benefit from airport related growth, particularly with regard to transport and logistics, business and hotels and leisure/tourism. Stockley Park has a particular draw for a diverse range of offices including marketing and R&D, and for prestigious national and European headquarters. Uxbridge is set to grow significantly with the redevelopment of the RAF Uxbridge site, together with potential in the bio-science sectors and creative/media support services in the Uxbridge Business Park. The Hayes-West Drayton corridor contains redevelopment opportunities for a range of potential uses, including small business parks, logistics and mixed uses. Hayes Town Centre offers considerable scope for the creative/media sector and for SME workspace. In Hounslow, there is capacity to continue the rejuvenation of Feltham as a town centre and to develop the borough's strategically important industrial offer. The capacity estimates indicate the broad potential of the Opportunity Area and are subject to more detailed testing.

16 **Ilford**

Area (Ha): 85

Indicative employment capacity: 800

Minimum new homes: 5,000

OAPF progress: 4

Ilford is both an Opportunity Area and a Metropolitan town centre serving outer east London. There is scope to provide at least 5,000 additional homes on development sites in and around the town centre. Comprehensive redevelopment of key sites should reinforce its Metropolitan centre role with improvements to the

range and quality of the retail offer and build upon its strengths as a new leisure-oriented location to serve the wider area. Longer term development, which could include some office provision as part of a wider mix of town centre uses, will be assisted by improved transport links, particularly Crossrail 1 and the East London Transit.

17 **Isle of Dogs**

Area (Ha): 410

Indicative employment capacity: 110,000

Minimum new homes: 10,000

OAPF progress: 2

The north of the Isle of Dogs forms a strategically significant part of London's world city offer for financial, media and business services and is recognised as part of the CAZ for office policy purposes, with Canary Wharf also functioning as a Major town centre for its workers and more local communities. Proposed transport investment including Crossrail 1 should allow it to accommodate an additional 110,000 jobs by 2031 focused on the area with particularly good and improving public transport accessibility and capacity in and around Canary Wharf. Partnership working is required to bring forward adequate land and a significant enhancement to transport capacity. Parts of the Area have significant potential to accommodate new homes and there is scope to convert surplus business capacity south of Canary Wharf to housing and support a wider mix of services for residents, workers and visitors. Retail provision in Canary Wharf has the potential to develop and serve a wider catchment, complemented by a broader range of civic, leisure and other town centre facilities. At Crossharbour there is potential for less car dependent, more sustainable development providing a wider range of uses. To address barriers to the delivery of development, consideration is being given to refining this framework. This will focus on realising local benefits arising from improvements in public transport across London; a reappraisal of the balance between housing and employment in light of changing commercial occupier requirements; the scope to extend the area covered by the framework further north to open up employment and housing opportunities, for example towards Poplar; the potential for greater synergies with other development partners; more effective coordination of social infrastructure, especially schools to support growing local needs; and exploring ways in which the town centre offer of Canary Wharf can be broadened as well as extended to reflect aspirations for it to develop into a Metropolitan centre.

18 **Kensal Canalside**

Area (Ha): 20

Indicative employment capacity: 2,000

Minimum new homes: 3,500

OAPF progress: 2

Kensal Canalside has significant development potential and an opportunity to promote regeneration in north Kensington and adjoining boroughs. The scope and scale of development as an Opportunity Area is dependent on resolution of a number of challenges and constraints. Improved public transport accessibility will be a major determinant of the final scale of development. Rail and canal corridors form barriers to north-south movement within and beyond the site and should be addressed to knit development into the surrounding townscape. Linkages with the Park Royal Opportunity Area and the potential strategic public transport infrastructure hub and interchange at Old Oak Common should be addressed. The opportunity to build over the railway tracks and to address constraints imposed by existing gasholders should be investigated.

19 **King's Cross-St Pancras**

Area (Ha): 53

Indicative employment capacity: 25,000

Minimum new homes: 1,900

OAPF progress: 3

King's Cross-St Pancras now functions as a European passenger gateway and has the highest public transport accessibility in London. This accessibility will improve further with the completion of Thameslink. A new commercial quarter is rapidly emerging. Planning permissions are being implemented in both Camden and Islington for high-density commercial development, office, retail, leisure and housing. There may be scope to consider linkages between the academic sector and businesses clustered in this location in conjunction with those in the neighbouring City Fringe/Tech City Opportunity Area. The implementation of development must capture heritage value, secure environmental quality and minimise car use. It is vital to integrate the major rail termini, underground station and brownfield sites with the regeneration of neighbourhoods in the wider area.

20 **Lewisham, Catford and New Cross**

Area (Ha): 815

Indicative employment capacity: 6,000

Minimum new homes: 8,000

OAPF progress: 1

This Area contains a series of centres with scope for intensification, regeneration

and renewal. There is scope for further intensification in central Lewisham where strategically important regeneration is already planned. Projects such as the Kender Triangle gyratory removal and Lewisham Gateway will provide development opportunities, improve the public realm and raise design quality in the area. The scope to address poor legibility, severance and traffic congestion should be investigated. Projects such as Waterlink Way and Deptford Loop should be further developed together with wider environmental improvements such as extensions to the East London Green Grid.

21 **London Bridge, Borough & Bankside**

Area (Ha): 155

Indicative employment capacity: 25,000

Minimum new homes: 1,900

OAPF progress: 4

This Area has considerable potential for intensification, particularly at London Bridge station and its environs, complemented by improvements to public transport and interchange facilities, better pedestrian integration with the surrounding area and greater use of river passenger transport. There is scope to develop the strengths of the Area for strategic office provision as well as housing, especially in the hinterland between Blackfriars Bridge and London Bridge. Mixed leisure and culture related development should enhance its distinct offer as part of the South Bank Strategic Cultural Area, and partners should work to develop and accommodate synergies with the existing centre of medical excellence. Account should be taken of the Tower of London World Heritage site and proposals for open space networks and transport and community infrastructure should be co-ordinated with those in the Waterloo and Elephant and Castle Opportunity Area and across borough boundaries.

22 **London Riverside**

Area (Ha): 3,000

Indicative employment capacity: 16,000

Minimum new homes: 26,500

OAPF progress: 2

Within the Area development will be focused on the Barking Riverside, Dagenham Dock, South Dagenham, Beam Reach, Beam Park and Rainham West sites with scope for intensification in Barking Town Centre, Rainham Village and South Hornchurch. The development strategy will include managed release of some surplus industrial land for housing and other complementary uses, and

consolidating the offer of the remaining industrial land including promotion of a Green Enterprise District incorporating the London Sustainable Industries Park at Dagenham Dock. Any new development and infrastructure brought forward in this area must avoid adverse effects on any European site of nature conservation importance (to include SACs, SPAs, Ramsar, proposed and candidate sites) either alone or in combination with other plans and projects. Substantial improvements in public transport will be needed, building on plans for increased capacity on the C2C rail line, and East London Transit schemes to serve London Riverside, exploring the potential for additional stations, for example at Beam Park along the current rail corridor, and extended bus services. There is scope to improve connectivity by cycling and walking across the whole area and in particular through implementation of the East London Green Grid. It is also imperative to plan for long term flood risk management. The industrial areas at River Road, Rippleside, Dagenham Dock and Rainham Employment Area support a range of different businesses. Access to rail, river wharves, trunk roads and existing warehousing clusters support the provision of strategically important logistics facilities, including inter-modal freight transfer (potentially at Renwick Road/ Ripple Road), as well as consolidating the strengths of modern manufacturing excellence. At South Dagenham, along the A1306 East, and in Rainham there is potential to deliver more compact, residential-led mixed urban communities. The core employment areas have the potential to be developed as a leading centre for innovation and high-tech manufacturing, and for the growth sector of environmental technology, for example at Dagenham Dock. Barking Riverside is London's single largest housing development opportunity and the Mayor will continue to lobby for rail to the area which is necessary to deliver over 10,000 new homes. Development should create not just a good quality environment with a full range of community facilities, but a new urban quarter with a distinct character of its own and a highly attractive place to live. A draft London Riverside Opportunity Area Planning Framework (LROAPF) has been published.

23 **Lower Lee Valley (including Stratford)**

Area (Ha): 1,400

Indicative employment capacity: 50,000

Minimum new homes: 32,000

OAPF progress: 2

Currently this Area is the most important single strategic regeneration initiative for London and an urban renewal challenge of global significance securing the legacy of the 2012 Olympic and Paralympic Games. The Lower Lee forms the axis linking two nationally important growth corridors: the London-Stansted-Cambridge-Peterborough corridor to the north and the Thames Gateway to the east. Any new development and infrastructure brought forward in this area must avoid adverse effects on any European site of nature conservation importance (to include SACs,

SPAs, Ramsar, proposed and candidate sites), either alone or in combination with other plans and projects. A new Metropolitan centre will be focused on Stratford Town Centre and a rich mix of employment, housing and open spaces across the Lower Lee Valley. Stratford is recognised as one of the capital's two strategic office centres beyond central London and a potential Outer London Strategic Development Centre with particular potential for office development. The area will contain a significant new residential community providing at least 32,000 new homes and potentially up to 40,000. There is estimated capacity for up to 50,000 new jobs including over 30,000 predominantly office jobs at Stratford City. The Queen Elizabeth Olympic Park will accelerate the realisation of the vision for the Lower Lee Valley for it to become a vibrant, high quality and sustainable mixed use new city district set within an unrivalled landscape of high quality parkland and water features which should be co-ordinated with plans for long term flood risk management. Managed release of appropriate industrial sites for mixed use development should be promoted, whilst retaining key industrial land, particularly in the Strategic Industrial Locations. Integration of the facilities and infrastructure provided for the 2012 Games with the surrounding areas, centres and communities are vital to the area's long term regeneration and success (See Policy 2.4). The Mayor's planning priorities for the Queen Elizabeth Olympic Park and the surrounding areas are set out in Policy 2.4 of this plan and the Olympic Legacy Planning Supplementary Guidance (OLSPG). This is now being taken forward through a DPD prepared by the London Legacy Development Corporation (LLDC).

24 **Old Kent Road**

Area (Ha): 114

Indicative employment capacity: 1,000

Minimum new homes: 2,500

OAPF progress: 1

This is a new Opportunity Area with significant potential for residential-led development along the Old Kent Road corridor. The employment and minimum homes figures above should be explored further and refined in a planning framework for the Area and through a review of the Strategic Industrial Location and capacity to accommodate a phased rationalisation of its functions in the opportunity area or reprovision elsewhere.

25 **Paddington**

Area (Ha): 38

Indicative employment capacity: 5,000

Minimum new homes: 1,000

OAPF progress: 3

Significant office and residential development provision has already been made in the Area and there is scope for further high density, good quality, business and housing development. This should complement Paddington's distinct canal side character, enhance environmental quality, support low car use and integrate with surrounding neighbourhoods.

26 **Park Royal**

Area (Ha): 713

Indicative employment capacity: 10,000

Minimum new homes: 1,500

OAPF progress: 2

Park Royal is one of London's key industrial locations, with potential to meet modern logistics and waste management requirements as well as other industrial type functions. A range of opportunities exist for industrial related development and in selected locations outside of SIL for mixed use intensification where there is good public transport accessibility. These selected locations include a series of 'gateway' sites identified in the Park Royal OAPF comprising the Eastern Gateway at Willesden Junction, the Southern Gateway around North Acton station, the Western gateway around the Diageo First Central site and the Northern Gateway centred around the Northfields industrial estate. Development should take account of London's future rail and water freight requirements and their land use implications, and the scope for improvements in strategic rail accessibility. Planning for Park Royal should be integrated with Old Oak Common and take into account the relationships with White City and Kensal Canalside Opportunity Areas.

27 **Old Oak Common**

Area (Ha): 155

Indicative employment capacity: 55,000

Minimum new homes: 24,000

OAPF progress: 2

Old Oak Common has significant regeneration potential for new housing and jobs and could make a major contribution to London's position as a world business centre. Regeneration would centre on a new strategic public transport infrastructure hub at Old Oak Common on the HS2 line between London, and Birmingham and beyond with an interchange with Crossrail 1, other national main lines and the London Overground. This should include a new branch of Crossrail 1 linking from Old Oak to the West Coast Main Line and extending via Wembley

to Watford and potentially beyond. Provision of public transport infrastructure on this scale would drive substantial development which could yield 24,000 new homes and, subject to capacity and demand, up to 55,000 jobs and a variety of complementary and supporting uses in a commercial hub around the station and in the wider area. The potential for a network of new open spaces and green links connecting Old Oak Common station to North Acton, Willesden Junction, Wormwood Scrubs and the Grand Union Canal should be investigated. Public transport accessibility and availability of amenity space should support high density development which could include a cluster of tall buildings around the interchange. Wormwood Scrubs would provide a major amenity to support this scale of development and improved access to the Scrubs is essential to deliver sustainable residential communities. Planning for Old Oak Common should be integrated with the wider Park Royal Opportunity Area, including scope for business relocations. Linkages with Kensal Canalside and White City Opportunity Areas should also be considered, including the Imperial College campus expansion and associated potential for business creation and development at Old Oak/Park Royal. A vision document for Old Oak was published in June 2013 setting out a direction of travel for the future development of the area.

28 **Royal Docks & Beckton Waterfront**

Area (Ha): 1,100

Indicative employment capacity: 6,000

Minimum new homes: 11,000

OAPF progress: 2

The Royal Docks will return to its former glory at the forefront of international trade and exchange. The regeneration of Silvertown Quays, Royal Albert Dock and Royal Albert Basin should build upon innovative and iconic developments such as the Siemans Crystal and the Emirates Air Line cable car. The Enterprise Zone will support its role as a world class business destination with capacity for at least 6,000 jobs. Joint public and private investment will create London's first Asian business park. The potential for a new 'floating village' should be explored as part of the Royals' potential to accommodate at least 11,000 new homes. Key issues to be addressed include maximising the benefits of the Crossrail station at Custom House, future growth of London City Airport, capitalising on the success of ExCel and its potential as a focus for further visitor/business related growth and improving connections to London Riverside. For Thameside West, strategic development principles are set out in the adopted Lower Lee Valley OAPF. Thameside East, West and Beckton Waterfront are also key locations for river-related industries. The management of safeguarded wharves, including scope for consolidation, will be an important issue in realising the potential of these sites.

29 **Southall**

Area (Ha): 87

Indicative employment capacity: 3,000

Minimum new homes: 6,000

OAPF progress: 3

The Area provides great scope to enhance the local environment and complement Southall's current strengths, including its ethnic identity and links with South Asia, by introducing a more diverse retail offer and securing a substantial uplift in housing capacity as well as improvements in social infrastructure. The imperative to deliver genuine linkages between the Southall Gas Works site and the existing Southall Town Centre must be secured. Integration with the wider area including Hillingdon to the west needs careful consideration. Any new development and infrastructure bought forward in this area must avoid adverse effects on any European site of nature conservation importance (to include SACs, SPAs, Ramsar, proposed and candidate sites) either alone or in combination with other plans and projects.

30 **Thamesmead and Abbey Wood**

Area (Ha): 811

Indicative employment capacity: 4,000

Minimum new homes: 3,000

OAPF progress: 4

The residential environment and capacity of Thamesmead should be enhanced through estate renewal integrated with strategic opportunity sites for new housing, social and recreation facilities together with improved open space and Metropolitan Open Land. Access to the riverside and adjacent spaces in Tripcock Park should be enhanced, together with measures to secure better use of landscape assets such as the Ridgeway and improved local connections through the South East London Green Chain. In view of the low lying nature of parts of the Area, particular attention should be given to flood risk management. There is scope to enhance employment capacity in the White Hart Triangle and other industrial sites, including waste management and logistics provision.

31 **Tottenham Court Road**

Area (Ha): 19

Indicative employment capacity: 5,000

Minimum new homes: 500

OAPF progress: 3

There is significant potential for integrated renewal across Westminster and Camden borough boundaries recognising the Area's strategic role as part of one of London's two 'International' shopping locations in the context of the West End Special Retail Policy Area, as well as addressing more local concerns. This will include enhancing the public realm of St. Giles, Tottenham Court Road and eastern Oxford Street and providing better connection between Covent Garden, Oxford Street and Bloomsbury.

32 **Upper Lee Valley**

Area (Ha): 3,900

Indicative employment capacity: 15,000

Minimum new homes: 20,100

OAPF progress: 3

The Upper Lee occupies a strategic position in the London-Stansted-Cambridge-Peterborough growth corridor and provides a range of development opportunities including the growth points at Tottenham Hale, Blackhorse Lane, Central Leeside and Ponders End which are considered suitable for higher density development and accessible sites within and on the edges of town centres, especially in the A1010 corridor. A four trains per hour service on the West Anglia Main Line and potential four tracking of the London Stansted line will be important in unlocking development capacity, particularly at Meridian Water. Development in the Opportunity Area should provide the stimulus for regeneration in existing communities including those in Edmonton, the Tottenham corridor to Stoke Newington and around Blackhorse Lane. Proposals should be co-ordinated with those for the Lower Lee Valley Opportunity Area. Adequate capacity should be retained to meet industrial needs including waste management and strategic logistics functions. The potential for the establishment of a Green Enterprise District should be explored. Any new development and infrastructure bought forward in this area must avoid adverse effects on any European site of nature conservation importance (to include SACs, SPAs, Ramsar, proposed and candidate sites) either alone or in combination with other plans and projects. The location, construction and design of new development and infrastructure should avoid significant and cumulative impacts on European biodiversity sites. The Lee Valley Regional Park Authority and water utilities should collaborate with relevant boroughs in relating development to the environmental assets of the Lee Valley Park and planning for long term flood risk management. Opening up the reservoirs to the public would enhance connections east to west across the valley and increase use of the Regional Park and its water spaces. London's largest waste facility is located at Edmonton Eco Park and this facility has potential to provide heat and power to neighbouring developments. Improvements to capacity of the

underground station, new bus infrastructure and services are needed to deliver higher density, mixed use development. The Upper Lee Valley Opportunity Area Planning Framework (ULV OAPF) was adopted by the Mayor in July 2013. It was produced by the GLA working with TfL and the London Boroughs of Enfield, Haringey, Waltham Forest and Hackney.

33 **Vauxhall, Nine Elms, Battersea**

Area (Ha): 227

Indicative employment capacity: 25,000

Minimum new homes: 20,000

OAPF progress: 3

As an integral part of the CAZ, this Area has scope for significant intensification and increase in housing and commercial capacity, with a new diplomatic quarter, parkland and river crossing for pedestrians and cyclists. To deliver the area's full development potential will require major transport investment and construction of the Northern Line extension into the area is scheduled to commence in 2016. This investment will support an uplift in employment capacity for up to 25,000 jobs and a minimum homes capacity of at least 20,000. The Battersea Power Station site has the potential to become a new CAZ Frontage with potential for strategically significant mixed use development including residential, business, leisure, retail and service uses. Parts of the area may be suitable for tall buildings subject to London Plan/LDF design policies and criteria. The extensive area of low density, low value industrial uses at Nine Elms conflicts with wider strategic objectives for CAZ and industrial uses should be rationalised whilst sustaining capacity for those which are of particular importance to CAZ and capable of operating more intensively, such as the wholesale market and waste management provision. This Plan continues the requirement of the 2008 version of the London Plan to de-designate part of the historic Strategic Industrial Location in order to facilitate re-development. Safeguarded wharf capacity on the River Thames should continue to perform a key functional role and the use of waste to generate heat and power for developments should be investigated. Stronger traffic management and easier pedestrian and cycle movement will contribute to significant environmental improvements in this location. In March 2012, the Mayor adopted a planning framework for the Vauxhall / Nine Elms / Battersea Opportunity Area and it forms Supplementary Planning Guidance to the London Plan.

34 **Victoria**

Area (Ha): 47

Indicative employment capacity: 4,000

Minimum new homes: 1,000

OAPF progress: 3

The station, the airspace above its tracks and approaches, and nearby sites have significant potential for mixed use intensification, capitalising on enhancement to the public transport interchange and improvements to accessibility and capacity. The need to enhance important heritage features and delivery of improvements to the wider public realm will need careful management. Significant new development around Gatliff Road reflects the potential for closer synergy with the Vauxhall/Nine Elms/Battersea Opportunity Area south of the river.

35 **Waterloo**

Area (Ha): 78

Indicative employment capacity: 15,000

Minimum new homes: 2,500

OAPF progress: 3

The Area provides opportunities for intensification of commercial, residential and cultural facilities associated with a major transport hub, a major office location and a Strategic Cultural Area (see Policy 4.6). There is potential to enhance the South Bank and extend the cultural and entertainment offer as a major London visitor destination which can also be enjoyed by local residents and employees. This should be carefully managed to take account of local residential and other needs. In the short to medium term, reuse of the former International Station will provide significant new facilities and increased capacity for the station and the area, as well as expansion of rail services. In the long term, the station presents a major development opportunity.

36 **Wembley**

Area (Ha): 239

Indicative employment

capacity: 11,000

Minimum new homes: 11,500

OAPF progress: 3

New housing and leisure-related development should be integrated with the iconic and world-class stadium and other facilities, including the Arena and Conference Centre. Supported by upgrades to the three stations, improved public transport will play a key role in managing heavy demand for mass movement, links between the stations and the strategic leisure facilities should be improved. Development should contribute to the regeneration, vitality and viability of Wembley as a town

centre, including its expansion eastwards. This should create a new community of shops, much enhanced public spaces, including Brent Council's new Civic Centre, and 11,500 new homes. Proposals should enhance permeability and connectivity to the wider hinterland and the potential to locate a civic facility including a school adjacent to Olympic Way should be explored.

37 **White City**

Area (Ha): 110

Indicative employment capacity: 10,000

Minimum new homes: 6,000

OAPF progress: 3

An area undergoing substantial change within which completion of strategically significant new retail provision at Westfield has raised the status of Shepherd's Bush to a Metropolitan town centre. The BBC is consolidating its activities within the area and this will create opportunities for further development, building upon the area's strengths in creative, media and entertainment business. There is potential for mixed density housing and a focal point for office development at and around the tube stations at White City and Wood Lane with other commercial, leisure, open space, education and retail uses of appropriate scale to support the local community. This will be facilitated by de-designation of the historic strategic industrial location complemented by provision for waste and other industrial functions in the Park Royal Opportunity Area. The scope to improve connectivity with the wider area should be explored and development should be related to improvements in public transport capacity. Housing-led intensification should support local regeneration, enable estate renewal and seek a mixed and balanced community. There may be scope to enhance education and research capabilities in the area linked in particular to healthcare and bio-technology. Development should promote the vitality of the town centre, particularly in the Shepherd's Bush market area, and complement the viability of other west and central London centres. An Opportunity Area Planning Framework has been adopted by the GLA and the London Borough of Hammersmith & Fulham which sets out further strategic principles including the appropriate scale, location and mix of uses taking into account studies of the creative industries, development and transport capacity. It also proposes a new public space – White City Green.

38 **Woolwich**

Area (Ha): 77

Indicative employment capacity: 5,000

Minimum new homes: 5,000

OAPF progress: 3

Building on existing and proposed transport infrastructure including Crossrail, and realisation of the boroughs substantial residential capacity, Woolwich could evolve to perform a higher role in the town centre network, which subject to implementation of the OAPF, could merit Metropolitan status. Implementation of proposals for the Royal Arsenal is also raising the profile of Woolwich and encouraging the wider regeneration of the town centre. Attractive links have been completed between the Arsenal and the town centre and should be complemented by further high-quality design and environmental improvement across the town and the A206 corridor, including General Gordon and Beresford Squares. There is potential to improve links with the South East London Green Chain and neighbourhoods to the south.

Table A1.2 Intensification Areas

39 **Farringdon/ Smithfield**

Area (Ha): 23

Indicative employment capacity: 2,500

Minimum new homes: 850

IAPF progress: 4

This is an Area with potential for intensification on a number of sites and broader improvements to the public realm and mix of uses. These will be supported by Crossrail and the Thameslink programme at Farringdon. The scale of additional development capacity is dependent on operational rail requirements, the degree of station renewal and improvements to transport and interchange capacity. The potential for bridging over the railway cutting to expand development capacity and public space provision should be explored. Development should be set in the context of the long term consolidation of London's wholesale markets. Further opportunities for intensification are presented at Mount Pleasant. The Mayor encourages collaborative working between the three boroughs to refine the extent, opportunities and potential capacity of this Area.

40 **Haringey Heartlands/ Wood Green**

Area (Ha): 50

Indicative employment capacity: 2,000

Minimum new homes: 1,000

IAPF progress: 3

A range of development opportunities on the railway and former industrial lands to the south west of Wood Green Town Centre with significant potential for improvement building on the area's industrial heritage. Phases of residential and mixed use development at Hornsey waterworks sites have been completed. Other key sites with development potential include the Clarendon Road gas works and adjacent Coburg Road industrial area. Mixed use regeneration of these sites adjacent to Wood Green Town Centre should support delivery of the full range of uses. Site assembly and provision of better links with the town centre and Alexandra Park are key to comprehensive development. Opportunities should be explored to redevelop parts of Wood Green Town Centre for high-density, mixed use schemes and strengthen pedestrian connections to the town centre and library. Any new development and infrastructure bought forward in this area must avoid adverse effects on any European site of nature conservation importance (to include SACs, SPAs, Ramsar, proposed and candidate sites) either alone or in combination with other plans and projects.

41 **Holborn**

Area (Ha): 13

Indicative employment capacity: 2,000

Minimum new homes: 200

IAPF progress: 4

Improved public transport accessibility and capacity should support selective intensification through mixed use redevelopment at higher densities. The area has the potential to benefit from links with the nearby Tottenham Court Road Opportunity Area and Crossrail 1 station.

42 **Kidbrooke**

Area (Ha): 109

Indicative employment capacity: 400

Minimum new homes: 2,500

IAPF progress: 3

This area is focussed on Kidbrooke rail station and the Ferrier housing estates together with adjoining housing sites, open space and recreation facilities. The adopted SPD identifies capacity for at least 4,400 homes (gross) or a net addition of 2,500 homes. An outline planning approval has been granted for a total of 4,800 (gross) residential units. Development will be integrated with the station, providing improved bus links to north Greenwich, and with the surrounding area and across existing roads and rail links.

43 **Mill Hill East**

Area (Ha): 48

Indicative employment capacity: 500

Minimum new homes: 2,000

IAPF progress: 3

Redevelopment opportunities exist around the Underground station, principally at the MOD Inglis Barracks and council depot sites. Barnet Council has published an Area Action Plan and development is primarily to comprise new housing at higher densities, with a mix of uses to provide local employment, community facilities, open space and servicing.

44 **South Wimbledon/ Colliers Wood**

Area (Ha): 122

Indicative employment capacity: 500

Minimum new homes: 1,300

IAPF progress: 4

This location contains a range of major opportunities for intensification including South Wimbledon and Colliers Wood. Any new development and infrastructure bought forward in this area must have regard to the strategic flood risk assessment. The potential for redevelopment and reconfiguration of the edge-of and out-of-centre retail parks at Colliers Wood to contribute towards the establishment of an integrated town centre along with improvements in public transport and local accessibility should be explored.

45 **West Hampstead Interchange**

Area (Ha): 18

Indicative employment capacity: 100

Minimum new homes: 800

IAPF progress: 4

A significant inner London transport interchange with potential to improve connections between rail, underground and bus and to secure an uplift in development capacity through intensification.

ANNEX TWO

LONDON'S TOWN CENTRE NETWORK

A2.1 For the avoidance of doubt, this annex forms part of the London Plan and therefore of the statutory development plan.

A2.2 Policies 2.15 and 4.7 - 4.8 of the London Plan provide the strategic framework for town centre policy development and implementation. This Annex identifies the existing role and function of town centres in the network and provides a broad indication of the future growth potential of each town centre together with anticipated changes to classifications over the Plan period. The roles of town centres in the regeneration process and strategic clusters of night time economic activity are also identified.

Town centre classifications

A2.3 Town centres are classified in the Plan in Table A2.1 according to their existing role and function in light of health checks taking into account criteria which include scale, mix of uses, financial performance and accessibility. In London, there are five broad types of town centre which perform different but complementary roles:

- **International centres** – London's globally renowned retail destinations with a wide range of high-order comparison and specialist shopping with excellent levels of public transport accessibility.
- **Metropolitan centres** – serve wide catchments which can extend over several boroughs and into parts of the wider South East region. Typically they contain at least 100,000 sq.m of retail, leisure and service floorspace with a significant proportion of high-order comparison goods relative to convenience goods. These centres generally have very good accessibility and significant employment, service and leisure functions.
- **Major centres** – typically found in inner and some parts of outer London with a borough-wide catchment. They generally contain over 50,000 sq.m of retail, leisure and service floorspace with a relatively high proportion of comparison goods relative to convenience goods. They may also have significant employment, leisure, service and civic functions.
- **District centres** – distributed more widely than the Metropolitan and Major centres, providing convenience goods and services for more local communities and accessible by public transport, walking and cycling. Typically they contain 10,000–50,000 sq.m of retail, leisure and service floorspace. Some District centres have developed specialist shopping functions.
- **Neighbourhood and more local centres** – typically serve a localised catchment often most accessible by walking and cycling and include local parades and small clusters of shops, mostly for convenience goods and other services. They may include a small supermarket (typically up to around 500 sq.m), sub-post office, pharmacy, laundrette and other useful local services. Together with District centres they can play a key role in addressing areas deficient in local retail and other services.

A2.4 In the Central Activities Zone (CAZ), a further classification – CAZ Frontages – refers to mixed use areas usually with a predominant retail function (see Policy 2.11). The most significant CAZ Frontages are identified in Table A2.1.

A2.5 Town centres that have specialist roles supporting strategic clusters of night time economic activities of more than local significance are also identified in Table A2.1. Principles to guide the management of these activities are set out in Policy 4.6.

Strategic guidance and future growth potential

A2.6 Table A2.1 provides strategic guidance on the broad future direction envisaged for the International, Metropolitan, Major and District centres including their possible potential for growth and regeneration (see Policy 2.15). Three broad categories of future growth potential have been identified – High, Medium and Low:

- **High growth** – includes town centres likely to experience strategically significant levels of growth with strong demand and/or large scale retail, leisure or office development in the pipeline and with existing or potential public transport capacity to accommodate it (typically PTAL 5-6).
- **Medium growth** – includes town centres with moderate levels of demand for retail, leisure or office floorspace and with physical and public transport capacity to accommodate it.
- **Low growth** – town centres that are encouraged to pursue a policy of consolidation by making the best use of existing capacity, either due to (a) physical, environmental or public transport accessibility constraints, or (b) low demand.

Regeneration – this is a supplementary classification and refers to those town centres where existing capacity can be utilized to achieve regeneration objectives including physical, environmental and economic renewal.

A2.7 The potential future growth categorisations are only indicative and should be refined by boroughs in collaboration with the Mayor in light of integrated strategic and local capacity assessments and health checks as part of the preparation of LDFs. The categorisations refer to the broad potential for growth for the whole centre and not for individual sites within it. Further guidance on the application of policy will be given in Supplementary Planning Guidance.

Table A2.1 Town centre classifications and broad future directions

Ref	Centre	Borough	Classification[1]	Night time economy clusters[2]	Policy-directions[3]	Office guidelines[4]
1	West End	Westminster/ Camden	International	NT1	Medium	CAZ
2	Knightsbridge	Kensington and Chelsea/ Westminster	International	NT2	Low	CAZ
3	Bromley	Bromley	Metropolitan	NT2	High	B
4	Croydon	Croydon	Metropolitan	NT2	High R	A/B
5	Ealing	Ealing	Metropolitan	NT2	Medium	A/B
6	Shepherds Bush	Hammersmith and Fulham	Metropolitan	NT2	Medium R	A/B potential
7	Wood Green	Haringey	Metropolitan	NT3	Medium R	
8	Harrow	Harrow	Metropolitan	NT3	Medium	B
9	Romford	Havering	Metropolitan	NT2	Medium	B
10	Uxbridge	Hillingdon	Metropolitan	NT2	Medium	A
11	Hounslow	Hounslow	Metropolitan	NT3	Medium R	A/B
12	Kingston	Kingston upon Thames	Metropolitan	NT2	High	B
13	Stratford	Newham	Metropolitan	NT3	High R	A
14	Ilford	Redbridge	Metropolitan	NT2	Medium	B
15	Sutton	Sutton	Metropolitan	NT2	Medium	B
16	Barking	Barking and Dagenham	Major	NT3	Medium R	B
17	Edgware	Barnet	Major		Medium	B
18	Bexleyheath	Bexley	Major	NT2	Medium	B
19	Wembley	Brent	Major		High R	B

Ref	Centre	Borough	Classification[1]	Night time economy clusters[2]	Policy-directions[3]	Office guidelines[4]
20	Kilburn	Brent/Camden	Major	NT3	Medium R	
21	Orpington	Bromley	Major		Medium R	
22	Camden Town	Camden	Major	NT2	Medium	
23	Southall	Ealing	Major	NT3	Medium R	B
24	Enfield Town	Enfield	Major		Medium	B
25	Eltham	Greenwich	Major		Medium	
26	Woolwich	Greenwich	Major	NT3	High R	
27	Dalston	Hackney	Major	NT3	Medium R	B
28	Fulham	Hammersmith and Fulham	Major	NT2	Medium R	B
29	Hammersmith	Hammersmith and Fulham	Major	NT2	Medium R	A/B
30	Chiswick	Hounslow	Major	NT2	Medium	A
31	Angel	Islington	Major	NT2	Medium	B
32	Nags Head	Islington	Major	NT3	Medium R	
33	Kensington High Street	Kensington and Chelsea	Major	NT2	Medium	B
34	King's Road (east)	Kensington and Chelsea	Major	NT2	Low	B
35	Brixton	Lambeth	Major	NT2	Medium R	
36	Streatham	Lambeth	Major	NT3	Medium R	
37	Catford	Lewisham	Major		Medium R	
38	Lewisham	Lewisham	Major	NT3	High	B
39	Wimbledon	Merton	Major	NT2	Medium	A
40	East Ham	Newham	Major		Medium R	
41	Richmond	Richmond upon Thames	Major	NT2	Low	A
42	Peckham	Southwark	Major	NT3	Medium R	
43	Canary Wharf	Tower Hamlets	Major	NT2	High	A
44	Walthamstow	Waltham Forest	Major	NT3	Medium	
45	Clapham Junction	Wandsworth	Major	NT2	Medium	B
46	Putney	Wandsworth	Major	NT2	Medium	B
47	Tooting	Wandsworth	Major	NT3	Medium	
48	Wandsworth	Wandsworth	Major		Medium R	
49	Queensway/ Westbourne Grove	Westminster/ Kensington and Chelsea	Major	NT2	Low	B

Ref	Centre	Borough	Classification[1]	Night time economy clusters[2]	Policy-directions[3]	Office guide-lines[4]
50	Chadwell Heath	Barking and Dagenham/ Redbridge	District		Medium	
51	Dagenham and Heathway	Barking and Dagenham	District		Medium R	
52	Green Lane	Barking and Dagenham/ Redbridge	District		Medium	
53	Brent Street	Barnet	District		Medium	
54	Chipping Barnet	Barnet	District		Medium	B
55	Church End, Finchley	Barnet	District		Medium	B
56	East Finchley	Barnet	District		Medium	
57	Golders Green	Barnet	District		Medium	
58	Hendon Central	Barnet	District		Medium	
59	Mill Hill	Barnet	District		Medium	
60	New Barnet	Barnet	District		Medium	
61	North Finchley	Barnet	District		Medium	B
62	Temple Fortune	Barnet	District		Medium	
63	Whetstone	Barnet	District	NT3	Medium	B
64	Colindale/The Hyde	Barnet/Brent	District		Medium	
65	Cricklewood (see also Brent Cross, Table A2.2)	Barnet/Brent/ Camden	District	NT3	High R	A/B – monitor
66	Burnt Oak	Barnet/Brent/ Harrow	District		Medium	
67	Crayford	Bexley	District		Medium R	
68	Erith	Bexley	District		Medium R	
69	Sidcup	Bexley	District		Medium	
70	Welling	Bexley	District		Medium	
71	Ealing Road	Brent	District*		Medium R	
72	Harlesden	Brent	District		Medium R	
73	Neasden	Brent	District		Medium R	

Ref	Centre	Borough	Classification[1]	Night time economy clusters[2]	Policy-directions[3]	Office guidelines[4]
74	Preston Road	Brent	District		Medium R	
75	Wembley Park	Brent	District		Medium	
76	Willesden Green	Brent	District		Medium	
77	Kingsbury	Brent/Harrow	District		Medium	
78	Beckenham	Bromley	District	NT3	Medium	
79	Penge	Bromley	District		Medium	
80	Petts Wood	Bromley	District		Medium	
81	West Wickham	Bromley	District		Medium	
82	Hampstead	Camden	District	NT3	Medium	
83	Kentish Town	Camden	District	NT3	Medium R	B
84	Swiss Cottage/ Finchley Road	Camden	District	NT2	Medium	
85	West Hampstead	Camden	District		Medium	
86	Addiscombe	Croydon	District		Low	
87	Coulsdon	Croydon	District		Medium	
88	New Addington	Croydon	District		Medium R	
89	Norbury	Croydon	District		Medium	
90	Purley	Croydon	District		Medium	
91	Selsdon	Croydon	District		Medium	
92	South Norwood	Croydon	District		Medium	
93	Thornton Heath	Croydon	District		Medium	
94	Upper Norwood/ Crystal Palace	Croydon/Lambeth/ Bromley	District		Medium	
95	Acton	Ealing	District	NT3	Medium R	
96	Greenford	Ealing	District		Medium	
97	Hanwell	Ealing	District		Medium	
98	Angel Edmonton	Enfield	District		Medium R	
99	Edmonton Green	Enfield	District		Medium R	
100	Palmers Green	Enfield	District		Medium	
101	Southgate	Enfield	District		Medium	B

Ref	Centre	Borough	Classification[1]	Night time economy clusters[2]	Policy-directions[3]	Office guidelines[4]
102	Greenwich West	Greenwich	District	NT3	Medium	
103	Plumstead	Greenwich	District*		Medium R	
104	Thamesmead	Greenwich	District		Medium R	
105	East Greenwich	Greenwich	District		Medium	
106	Mare Street	Hackney	District	NT3	Medium R	B
107	Stoke Newington	Hackney	District	NT3	Medium R	
108	Bruce Grove/ Tottenham High Road	Haringey	District		Medium R	
109	Crouch End	Haringey	District	NT3	Medium	
110	Green Lanes	Haringey	District	NT3	Medium R	
111	Muswell Hill	Haringey	District	NT3	Medium	
112	West Green Road/ Seven Sisters	Haringey	District*		Medium R	
113	North Harrow	Harrow	District*		Medium	
114	Pinner	Harrow	District		Medium	
115	Rayners Lane	Harrow	District		Medium	
116	South Harrow	Harrow	District		Medium	
117	Stanmore	Harrow	District		Medium	B
118	Wealdstone	Harrow	District	NT3	Medium	B
119	Kenton	Harrow/Brent	District		Medium	
120	Collier Row	Havering	District		Medium	
121	Elm Park	Havering	District*		Medium	
122	Harold Hill	Havering	District*		Medium	
123	Hornchurch	Havering	District		Medium	
124	Rainham	Havering	District*		Medium	
125	Upminster	Havering	District		Medium	
126	Eastcote	Hillingdon	District		Medium	
127	Hayes	Hillingdon	District		Medium	
128	Northwood	Hillingdon	District		Medium	
129	Ruislip	Hillingdon	District		Medium	

Ref	Centre	Borough	Classification[1]	Night time economy clusters[2]	Policy-directions[3]	Office guidelines[4]
130	Yiewsley/ West Drayton	Hillingdon	District		Medium	
131	Brentford	Hounslow	District		Medium	A/B
132	Feltham High Street	Hounslow	District		Medium	B
133	Archway	Islington	District		Medium R	
134	Finsbury Park	Islington/ Hackney/ Haringey	District		Medium R	
135	Earls Court Road	Kensington and Chelsea	District	NT3	Medium	
136	Fulham Road (east)	Kensington and Chelsea	District		Medium	
137	Fulham Road (west)	Kensington and Chelsea	District	NT2	Medium	
138	King's Road (west)	Kensington and Chelsea	District	NT2	Low	
139	Notting Hill Gate	Kensington and Chelsea	District	NT3	Medium	B
140	Portobello Road	Kensington and Chelsea	District	NT3	Medium	
141	South Kensington	Kensington and Chelsea	District	NT3	Medium	
142	New Malden	Kingston upon Thames	District		Medium	
143	Surbiton	Kingston upon Thames	District		Medium	B
144	Tolworth	Kingston upon Thames	District		Medium	
145	Clapham High Street	Lambeth	District	NT2	Medium R	
146	Stockwell	Lambeth	District*		Medium R	
147	West Norwood/ Tulse Hill	Lambeth	District		Medium R	
148	Lavender Hill/ Queenstown Road	Lambeth/ Wandsworth	District		Medium	
149	Blackheath	Lewisham	District	NT3	Low	
150	Deptford	Lewisham	District	NT3	Medium R	

Ref	Centre	Borough	Classification[1]	Night time economy clusters[2]	Policy-directions[3]	Office guidelines[4]
151	Downham	Lewisham	District*		Medium R	
152	Forest Hill	Lewisham	District		Medium	
153	Lee Green	Lewisham	District*		Medium	
154	New Cross	Lewisham	District	NT3	Medium R	
155	Sydenham	Lewisham	District		Medium	
156	Mitcham	Merton	District		Medium	
157	Morden	Merton	District		Medium	
158	Canning Town	Newham	District		Medium R	
159	East Beckton	Newham	District		Medium R	
160	Forest Gate	Newham	District		Medium R	
161	Green Street/ Upton Park	Newham	District		Medium R	
162	Barkingside	Redbridge	District		Medium	
163	Gants Hill	Redbridge	District	NT3	Medium	
164	South Woodford	Redbridge	District		Medium	
165	Wanstead	Redbridge	District		Medium	
166	East Sheen	Richmond upon-Thames	District		Medium	
167	Teddington	Richmond upon Thames	District		Medium	
168	Twickenham	Richmond upon Thames	District	NT3	Medium	A
169	Whitton	Richmond upon Thames	District		Medium	
170	Dulwich - Lordship Lane	Southwark	District	NT3	Medium	
171	Elephant and Castle	Southwark	District	NT3	High R	B
172	Canada Water	Southwark	District		High R	B
173	Walworth Road	Southwark	District		Medium R	
174	Camberwell	Southwark/ Lambeth	District	NT3	Medium R	
175	Carshalton Village	Sutton	District*		Medium	
176	Cheam Village	Sutton	District		Medium	
177	North Cheam	Sutton	District		Medium	
178	Rosehill	Sutton	District		Medium	
179	Wallington	Sutton	District		Medium	

Ref	Centre	Borough	Classification[1]	Night time economy clusters[2]	Policy-directions[3]	Office guidelines[4]
180	Worcester Park	Sutton	District		Medium	
181	Bethnal Green	Tower Hamlets	District	NT3	Medium R	
182	Brick Lane	Tower Hamlets	District	NT3	Medium R	
183	Chrisp Street	Tower Hamlets	District		Medium R	
184	Roman Road (east)	Tower Hamlets	District		Medium R	
185	Roman Road (west)	Tower Hamlets	District*		Medium R	
186	Watney Market	Tower Hamlets	District		Medium R	
187	Whitechapel	Tower Hamlets	District		High R	
188	Bakers Arms	Waltham Forest	District		Medium	
189	Highams Park	Waltham Forest	District		Medium	
190	Leyton	Waltham Forest	District		Medium R	
191	Leytonstone	Waltham Forest	District		Medium R	
192	North Chingford	Waltham Forest	District		Medium	
193	South Chingford	Waltham Forest	District		Medium	
194	Wood Street	Waltham Forest	District		Medium	
195	Balham	Wandsworth	District	NT3	Medium	
196	Earlsfield	Wandsworth	District		Medium	
197	Edgware Road/ Church Street	Westminster	District	NT3	Medium R	
198	Harrow Road	Westminster	District		Medium R	
199	Praed Street/ Paddington	Westminster	District	NT3	Medium	
200	St John's Wood	Westminster	District	NT3	Medium	
201	Euston Road (part)	Camden	CAZ Frontage		Medium R	CAZ
202	High Holborn/ Kingsway	Camden	CAZ Frontage		Medium R	CAZ
203	Kings Cross/ St Pancras	Camden	CAZ Frontage		High R	CAZ
204	Tottenham Court Road (part)	Camden	CAZ Frontage	NT1 (part)	Medium	CAZ

Ref	Centre	Borough	Classification[1]	Night time economy clusters[2]	Policy-directions[3]	Office guidelines[4]
205	Cheapside	City of London	CAZ Frontage		Medium	CAZ
206	Fleet Street	City of London	CAZ Frontage		Medium	CAZ
207	Leadenhall Market	City of London	CAZ Frontage		Medium	CAZ
208	Liverpool Street	City of London	CAZ Frontage		Medium	CAZ
209	Moorgate	City of London	CAZ Frontage		Medium	CAZ
210	Lower Marsh/ The Cut	Lambeth	CAZ Frontage		Medium R	CAZ
211	Borough High Street	Southwark	CAZ Frontage	NT3	Medium	CAZ
212	London Bridge	Southwark	CAZ Frontage		Medium	CAZ
213	Wentworth Street	Tower Hamlets	CAZ Frontage		Medium R	CAZ
214	Baker Street (part)	Westminster	CAZ Frontage		Medium	CAZ
215	Covent Garden/ Strand	Westminster	CAZ Frontage	NT1/2	Low	CAZ
216	Edgware Road South	Westminster	CAZ Frontage	NT3	Medium	CAZ
217	Marylebone High Street	Westminster	CAZ Frontage	NT3	Medium	CAZ
218	Marylebone Road	Westminster	CAZ Frontage		Medium	CAZ
219	Victoria Street	Westminster	CAZ Frontage	NT2	High	CAZ
220	Warwick Way/ Tachbrook Street	Westminster	CAZ Frontage		Medium	CAZ

Ref	Centre	Borough	Classification[1]	Night time economy clusters[2]	Policy-directions[3]	Office guidelines[4]
221	Charing Cross Road (part)	Westminster/ Camden	CAZ Frontage	NT1 (part)	Medium	CAZ

Notes

1 Classifications are described in paragraph A2.3 and illustrated in Map 2.6. Centres marked * in Table A2.1 indicates classification is subject to monitoring.

2 NT1 = International; NT2 = Regional/sub-regional; NT3 = More than local significance.

3 Policy directions (high/medium/low) are explained in paragraph A2.6. 'R' indicates centres in need of regeneration.

4 Office guidelines (see Policy 4.2) provide a broad indication of the approach to office development based upon research in the London Office Policy Review 2012, distinguishing between centres where:

A speculative office development could be promoted on the most efficient and accessible sites in the context of wider schemes to enhance the environment and offer of the centre as a commercial location. This might entail some long term net loss of overall office stock through change of use of provision on less attractive sites.

B some office provision could be promoted as part of wider residential or residential and retail/leisure mixed use development. This would be likely to entail long- term net loss of overall office stock, partial renewal on the more commercially attractive sites and managed change of use of provision on less attractive sites.

CAZ locations lying within the Central Activities Zone – see Policies 2.11, 4.2 and 4.3.

Managing change in the town centre network

A2.8 Policy 2.15 sets out the process for managing changes to the classifications of centres based upon evidence in town centre health checks. It will be co-ordinated strategically taking into account relationships with adjoining sub-regions and the regions outside London.

A2.9 Drawing upon the strategic policy guidelines and growth prospects (paragraph A2.6 above), Table A2.2 and Map A2.1 indicate potential future changes to the classifications of town centres in the network over the Plan period including potential new centres. These centres or locations are not for immediate re-classification and will continue to be tested to take account of changes in accessibility and the implementation of planning decisions and policy.

Table A2.2 Potential future changes to the town centre network over the Plan period

Centre	Borough	Classification	Potential future change to classification over the Plan period*
Stratford	Newham	Metropolitan	International
Shepherd's Bush	Hammersmith and Fulham	Metropolitan	International
Woolwich	Greenwich	Major	Metropolitan
Canary Wharf	Tower Hamlets	Major	Metropolitan
Brent Cross	Barnet	Regional shopping centre	Metropolitan
Elephant and Castle / Walworth Road	Southwark	District	Major
Canada Water	Southwark	District	Major
North Greenwich	Greenwich	Unclassified	District
Tottenham Hale	Haringey	Unclassified	District
Colliers Wood	Merton	Unclassified	District
Hackbridge	Sutton	Unclassified	District
Bromley by Bow	Tower Hamlets	Unclassified	District
Crossharbour	Tower Hamlets	Unclassified	District
Battersea	Wandsworth	Unclassified	CAZ Frontage
Vauxhall	Lambeth/Wandsworth	Unclassified	CAZ Frontage

* Re-classifications are subject to capacity analysis, impact assessments, land use and accessibility, planning approvals, town centre health checks and full implementation.

Map A2.1 Potential future changes to the town centre network over the Plan period

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ANNEX THREE

STRATEGIC INDUSTRIAL LOCATIONS

A3.1 For the avoidance of doubt, this annex forms part of the London Plan and therefore of the statutory development plan.

A3.2 Policy 2.17 of the London Plan addresses Strategic Industrial Locations (SIL). Table A3.1 below identifies each SIL in London, distinguishing between Preferred Industrial Locations (PIL) and Industrial Business Parks (IBP).

Table A3.1 Strategic Industrial Locations

Ref.	Location	Borough	SIL type
1	Barwell Business Park	Kingston upon Thames	IBP
2	Beckton Riverside	Newham	PIL/IBP
3	Belvedere Industrial Area (part)	Bexley	PIL
4	Bermondsey	Southwark/Lewisham	PIL
5	Beverley Way Industrial Area	Merton	PIL
6	Blackhorse Lane	Waltham Forest	PIL
7	Brentford (part) – Transport Avenue	Hounslow	PIL
8	Brimsdown	Enfield	PIL
9	British Gas Site/Cody Road (part)	Newham	IBP
10	Bromley Road	Lewisham	PIL
11	Central Leaside Business Area (parts)	Enfield/Haringey/Waltham Forest	PIL
12	Charlton Riverside (part)	Greenwich	PIL
13	Chessington Industrial Estate	Kingston upon Thames	PIL
14	Dagenham Dock/Rainham Employment Area	Barking and Dagenham/ Havering	PIL
15	East Lane	Brent	PIL
16	Empson Street (part)	Tower Hamlets	IBP
17	Erith Riverside (part)	Bexley	PIL
18	Fish Island/Marshgate Lane (parts)	Newham/Tower Hamlets	PIL/IBP
19	Foots Cray Business Area	Bexley/Bromley	IBP
20	Freezywater / Innova Park (part)	Enfield	PIL
21	Great Cambridge Road (part)	Enfield	IBP
22	Great West Road (part)	Hounslow	IBP
23	Great Western (part)	Ealing	PIL
24	Greenwich Peninsula West	Greenwich	PIL
25	Hackney Wick (part)	Hackney	IBP
26	Hainault Industrial Estate	Redbridge	PIL
27	Harold Hill Industrial Estate	Havering	PIL
28	Hayes Industrial Area	Hillingdon	PIL
29	Honeypot Lane, Stanmore (part)	Harrow	IBP
30	Kimpton Industrial Area	Sutton	PIL
31	King George Close Estate, Romford	Havering	PIL

Ref.	Location	Borough	SIL type
32	Lea Bridge Gateway	Waltham Forest	PIL
33	London Industrial Park	Newham	PIL
34	Marlpit Lane	Croydon	PIL
35	Morden Road Factory Estate and Prince George's Road	Merton	PIL
36	Nine Elms (part)	Wandsworth	PIL
37	North Feltham Trading Estate	Hounslow	PIL
38	North London Business Park, Brunswick Road	Barnet	IBP
39	North Uxbridge Industrial Estate	Hillingdon	IBP
40	North Wimbledon (part)	Merton	PIL
41	Northolt, Greenford, Perivale (parts)	Ealing	PIL
42	Park Royal (part)	Brent/Ealing/Hammersmith & Fulham	PIL/IBP
43	Purley Way and Beddington Lane Industrial Area	Croydon/Sutton	PIL
44	Rippleside	Barking and Dagenham	PIL
45	River Road Employment Area	Barking and Dagenham	PIL
46	Southend Road Business Area	Redbridge	PIL
47	St Mary Cray	Bromley	IBP
48	Staples Corner	Brent	PIL
49	Stonefield Way/Victoria Road	Hillingdon	PIL
50	Surrey Canal Area/Old Kent Road (parts)	Lewisham/Southwark	PIL
51	Thames Road, including Crayford Industrial Area	Bexley	IBP
52	Thameside East	Newham	PIL
53	Thameside West	Newham	PIL
54	Tottenham Hale (part)	Haringey	IBP
55	Uxbridge Industrial Estate	Hillingdon	PIL
56	Wealdstone Industrial Area	Harrow	PIL
57	Wembley (part)	Brent	PIL
58	West Thamesmead/Plumstead Industrial Area	Greenwich	PIL
59	Willow Lane, Beddington and Hallowfield Way	Merton	PIL

ANNEX FOUR

HOUSING PROVISION STATISTICS

A4.1 For the avoidance of doubt, this annex forms part of the London Plan and therefore of the statutory development plan.

Disaggregated Housing Monitoring Benchmarks 2015/16 – 2024/25

A4.2 To assist the London Boroughs in monitoring their housing provision targets, Table A4.1 provides a disaggregation of the target by components of supply.

A4.3 Conventional supply is made up of large site and small site components that were identified in the 2013 Strategic Housing Land Availability Assessment (SHLAA). The non-self-contained element is derived from pipeline developments. Vacant dwellings are based on targets to reduce long term vacant stock in each borough. More information about each of these components of supply can be found in the 2013 Strategic Housing Land Availability Assessment and report.

A4.4 To assist the boroughs in the preparation of their land supply and housing trajectories beyond 2024/25, boroughs should roll forward the annual targets in Table 3.1 in line with Policy 3.3. The Mayor commits to revising the housing targets by 2019/20.

Table A4.1 Disaggregated housing targets for monitoring purposes 2015/16 – 2024/25

Borough	Conventional supply and non-self-contained accommodation	Vacants returning back into use	Minimum annual target
Barking and Dagenham	1,236	0	1,236
Barnet	2,314	35	2,349
Bexley	439	7	446
Brent	1,525	0	1,525
Bromley	641	0	641
Camden	858	32	889
City of London	140	0	141
Croydon	1,416	19	1,435
Ealing	1,297	0	1,297
Enfield	781	17	798
Greenwich	2,604	81	2,685
Hackney	1,471	128	1,599
Hammersmith and Fulham	1,017	14	1,031
Haringey	1,501	0	1,502
Harrow	593	0	593
Havering	1,145	26	1,170
Hillingdon	559	0	559
Hounslow	822	0	822
Islington	1,242	22	1,264
Kensington and Chelsea	687	46	733
Kingston upon Thames	613	31	643
Lambeth	1,490	70	1,559
Lewisham	1,377	8	1,385
Merton	411	0	411
Newham	1,947	48	1,994
Redbridge	1,124	0	1,123
Richmond upon Thames	315	0	315
Southwark	2,710	26	2,736
Sutton	342	21	363
Tower Hamlets	3,913	19	3,931
Waltham Forest	862	0	862
Wandsworth	1,812	0	1,812
Westminster	963	105	1,068
LLDC	1,471	0	1,471
London	41,634	755	42,389

Note: non-self-contained residential accommodation including specialist housing for students and older people may count towards housing targets for monitoring purposes (whether in use class C2, C3, C4 or SG).

ANNEX FIVE

SPECIALIST HOUSING FOR OLDER PEOPLE

Table A5.1 indicative annualised strategic benchmarks to inform local targets and performance indicators for specialist housing for older people 2015 – 2025

London Boroughs	Annual indicative requirement benchmarks			
	private sale	intermediate sale	affordable rent	total
Barking and Dagenham	50	15	5	70
Barnet	155	60	10	225
Bexley	90	45	0	135
Brent	105	35	35	175
Bromley	140	65	0	205
Camden	65	20	15	100
City of London	0	0	0	0
Croydon	140	55	0	195
Ealing	135	40	5	180
Enfield	120	50	0	170
Greenwich	65	20	0	85
Hackney	25	10	20	55
Hammersmith and Fulham	45	15	0	60
Haringey	80	20	0	100
Harrow	110	40	0	150
Havering	135	50	0	185
Hillingdon	115	40	0	155
Hounslow	95	30	20	145
Islington	30	10	50	90
Kensington and Chelsea	60	20	20	100
Kingston upon Thames	70	25	0	95
Lambeth	55	15	5	75
Lewisham	65	25	25	115
Merton	80	30	0	110
Newham	55	15	5	75
Redbridge	75	45	0	120
Richmond upon Thames	105	30	0	135
Southwark	45	15	55	115
Sutton	70	35	0	105
Tower Hamlets	25	10	35	70
Waltham Forest	65	25	0	90
Wandsworth	80	25	0	105
Westminster	70	20	20	110
LONDON TOTAL	2620	955	325	3900

Note: London Boroughs may wish to provide additional rental units in order to replace stock which is currently unfit for use by older persons

ANNEX SIX

GLOSSARY

Access

This term refers to the methods by which people with a range of needs (such as disabled people, people with children, people whose first language is not English) find out about and use services and information. For disabled people, access in London means the freedom to participate in the economy, in how London is planned, in the social and cultural life of the community.

Accessibility

This term is used in two distinct ways, its definition depending on the accompanying text (see Accessibility of London and Accessibility of the Transport System below).

Accessibility of London

This refers to the extent to which employment, goods and services are made available to people, either through close proximity, or through providing the required physical links to enable people to be transported to locations where they are available.

Accessibility of the transport system

This refers to the extent of barriers to movement for users who may experience problems getting from one place to another, including disabled people.

Active provision for electric vehicles

An actual socket connected to the electrical supply system that vehicle owners can plug their vehicle into (see also 'Passive provision for electric vehicles').

Advanced thermal treatment

A means of recovering energy from waste. Waste is heated at high temperature and a useable gas is produced (Gasification and Pyrolysis are examples of Advanced Thermal Treatment).

Affordable housing

This is defined in Chapter 3 at Policy 3.10 and paragraph 3.61.

Aggregates

This is granular material used in construction. Aggregates may be natural, artificial or recycled.

Air Quality Management Area (AQMA)

An area which a local authority had designated for action, based upon a prediction that Air Quality Objectives will be exceeded.

Albedo

The surface reflectivity of the sun's radiation.

Allowable Solutions

Allowable Solutions are part of the Government's strategy for the delivery of zero carbon homes from 2016. Through the mechanism of Allowable Solutions, carbon emissions which cannot be cost-effectively reduced on-site can, once a minimum on-site carbon performance standard has been reached, be tackled through off-site measures.

Ambient noise

Ongoing sound in the environment such as from transport and industry, as distinct from individual events, such as a noisy all-night party. Unless stated otherwise, noise includes vibration.

Amenity

Element of a location or neighbourhood that helps to make it attractive or enjoyable for residents and visitors.

Anaerobic digestion

Biological degradation of organics (eg food waste and green garden waste) in the absence of oxygen, producing biogas suitable for energy generation (including transport fuel), and residue (digestate) suitable for use as a soil improver.

Apart-hotel

Self-contained hotel accommodation (C1 use class) that provides for short-term occupancy purchased at a nightly rate with no deposit against damages (ODPM Circular 03/2005). They will usually include concierge and room service, and include formal procedures for checking in and out. Planning conditions may limit length of stay to occupiers.

Archaeological resources

include artefacts, archaeological features and deposits.

Area for intensification

Areas that have significant potential for increases in residential, employment and other uses through development of sites at higher densities with more mixed and intensive use but at a level below that which can be achieved in the Opportunity Areas.

Areas for regeneration

These areas are the Census Local Super Output Areas (LSOAs) in greatest socio-economic need, defined on the basis of the 20 per cent most deprived LSOAs in the Index of Multiple Deprivation.

Biodiversity

This refers to the variety of plants and animals and other living things in a particular area or region. It encompasses habitat diversity, species diversity and genetic diversity. Biodiversity has value in its own right and has social and economic value for human society.

Biomass

The total dry organic matter or stored energy of plant matter. As a fuel it includes energy crops and sewage as well as arboricultural forestry and agricultural residues.

Blue Ribbon Network

A spatial policy covering London's waterways and water spaces and land alongside them.

Brownfield land

Both land and premises are included in this term, which refers to a site that has previously been used or developed and is not currently fully in use, although it may be partially occupied or utilised. It may also

be vacant, derelict or contaminated. This excludes open spaces and land where the remains of previous use have blended into the landscape, or have been overtaken by nature conservation value or amenity use and cannot be regarded as requiring development.

Brown roofs

Roofs which have a layer of soil or other material which provides a habitat or growing medium for plants or wildlife.

Business Improvement Districts (BIDs)

This concept was originally developed in the USA for increasing investment within defined areas of a city such as town centres or industrial estates. This is achieved through changes to local taxation, based on a supplementary rate levied on businesses within that defined area.

Carbon dioxide (CO_2)

Carbon dioxide is a naturally occurring gas comprising 0.04 per cent of the atmosphere. The burning of fossil fuels releases carbon dioxide fixed by plants many millions of years ago, and this has increased its concentration in the atmosphere by some 12 per cent over the past century. It contributes about 60 per cent of the potential global warming effect of man-made emissions of greenhouse gases.

Carbon neutrality

Contributing net zero carbon dioxide emissions to the atmosphere (also see: Zero Carbon).

Car club

These are schemes such as city car clubs and car pools, which facilitate vehicle sharing.

Central Activities Zone (CAZ)

The Central Activities Zone is the area where planning policy recognises the importance of strategic finance, specialist retail, tourist and cultural uses and activities, as well as residential and more local functions.

Combined heat and power

The combined production of electricity and usable heat is known as Combined Heat and Power (CHP). Steam or hot water, which would otherwise be rejected when electricity alone is produced, is used for space or process heating.

Commercial waste

Waste arising from premises which are used wholly or mainly for trade, business, sport, recreation or entertainment as defined in Schedule 4 of the Controlled Waste Regulations 1992, is defined as commercial waste.

Communities and Local Government (CLG)

The Government department responsible for planning, local Government, housing and regional development.

Community heating

The distribution of steam or hot water through a network of pipes to heat a large area of commercial, industrial or domestic

buildings or for industrial processes. The steam or hot water is supplied from a central source such as a heat-only boiler or a combined heat and power plant.

Community strategies

These are practical tools for promoting or improving the economic, social and environmental wellbeing of the area of jurisdiction of a local authority. Such strategies are prepared allowing for local communities (based upon geography and/or interest) to articulate their aspirations, needs and priorities.

Comparison retail/shopping

These refer to shopping for things like clothes, products, household and leisure goods which are not bought on a regular basis.

Congestion charging

This refers to applying charges to reduce the number of vehicles and level of congestion in congested areas. The Mayor has introduced a scheme to charge vehicles within a defined area of central London.

Construction and demolition waste

This is waste arising from the construction, repair, maintenance and demolition of buildings and structures, including roads. It consists mostly of brick, concrete, hardcore, subsoil and topsoil, but it can contain quantities of timber, metal, plastics and occasionally special (hazardous) waste materials.

Contingent obligations

The use of S106 agreements to enable and define mechanisms for the re-appraisal of viability prior to the implementation of schemes in whole or in part which are likely to take many years to implement. These mechanisms recognise the need to maximise reasonable affordable housing provision, and to address the economic uncertainties which may arise over the lifetime of a proposal. Such provisions are sometimes incorrectly called 'overage' provisions.

Convenience retail/shopping

These refer to shopping for everyday essential items like food, drink, newspapers and confectionary.

Conventional business park

This style of business park is generally large, car-based and located beyond the urban area.

Corridor management

Ensuring that the requirements of the different users of a corridor, including transport users, business and residents are addressed in a coordinated and integrated way.

Crossrail 1

The first line in the Crossrail project, Crossrail 1 is an east–west, cross-central London rail link between Paddington and Whitechapel serving Heathrow Airport, Canary Wharf and Stratford. It will serve major development and regeneration corridors, and improve access to large areas of central and suburban London.

Chelsea–Hackney line (Crossrail 2)

This proposed rail line is intended to link north east and south west London. The precise route, the character and the role of the link have not yet been finalised.

Cultural quarters

Areas where a critical mass of cultural activities and related uses are emerging, usually in historic or interesting environments, are to be designated as Cultural Quarters. They can contribute to urban regeneration.

Decarbonise

To remove or reduce the potential carbon dioxide emissions to the atmosphere from a process or structure.

Design and access statement

A statement that accompanies a planning application to explain the design principles and concepts that have informed the development and how access issues have been dealt with. The access element of the statement should demonstrate how the principles of inclusive design, including the specific needs of disabled people, have been integrated into the proposed development and how inclusion will be maintained and managed.

Development

This refers to development in its widest sense, including buildings, and in streets, spaces and places. It also refers to both redevelopment, including refurbishment, as well as new development.

Development brief

This brief sets out the vision for a development. It is grounded firmly in the economic, social, environmental and planning context. Apart from its aspirational qualities, the brief must include site constraints and opportunities, infrastructure including energy and transport access and planning policies. It should also set out the proposed uses, densities and other design requirements.

Disabled people

A disabled person is someone who has an impairment, experiences externally imposed barriers and self-identifies as a disabled person.

District centres

These are defined in Annex 2.

Diversity

The differences in the values, attitudes, cultural perspective, beliefs, ethnic background, sexuality, skills, knowledge and life experiences of each individual in any group of people constitute the diversity of that group. This term refers to differences between people and is used to highlight individual need.

E-economy/e-commerce

A sector of business which comprises companies deriving at least some portion of their revenues from Internet-related products and services.

East of England Region

The Eastern Region covers Bedfordshire,

Cambridgeshire, Essex, Hertfordshire, Norfolk and Suffolk.

Embodied energy

Embodied energy is the amount of resources consumed to produce a material. Production includes the growing or mining and processing of the natural resources and the manufacturing, transport and delivery of the material.

Energy efficiency

This is about making the best or most efficient use of energy in order to achieve a given output of goods or services, and of comfort and convenience. This does not necessitate the use of less energy, in which respect it differs from the concept of energy conservation.

Energy hierarchy

The Mayor's approach to reducing carbon dioxide emissions in the built environment. The first step is to reduce energy demand (be lean), the second step is to supply energy efficiently (be clean) and the third step is use renewable energy (be green).

Energy masterplanning

Spatial and strategic planning that identifies and develops opportunities for decentralised energy and the associated technical, financial and legal considerations that provide the basis for project delivery.

Energy recovery

To recover energy is to gain useful energy, in the form of heat and/or electric power, or transport fuel, from waste. It includes combined heat and power using incineration, gasification or pyrolysis technologies, combustion of landfill gas and gas produced during anaerobic digestion.

Environmental assessments

In these assessments, information about the environmental effects of a project is collected, assessed and taken into account in reaching a decision on whether the project should go ahead or not.

Environmental statement

This statement will set out a developer's assessment of a project's likely environmental effects, submitted with the application for consent for the purposes of the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999.

Equal life chances for all

The Mayor's Equality Framework has been developed to address the remaining and significant pockets of deprivation and inequality, and provides a fresh analysis and different solutions to inclusion, community cohesion and tackling disadvantage. It promotes an approach that brings Londoners together rather than dividing them, enabling people to realise their potential and aspirations and make a full contribution to the economic success of their city. It aims to achieve equal life chances for all.

Equal opportunities

The development of practices that promote the possibility of fair and equal

chances for all to develop their full potential in all aspects of life and the removal of barriers of discrimination and oppression experienced by certain groups.

European Spatial Development Perspective

A non-statutory document produced by the Informal Council of Ministers setting out principles for the future spatial development of the European Union.

Family housing

is generally defined as having three or more bedrooms.

Fluvial water

Water in the Thames and other rivers.

Flood resilient design

can include measures such as putting living accommodation on the first floor or building on stilts.

Fuel cell

A cell that acts like a constantly recharging battery, electrochemically combining hydrogen and oxygen to generate power. For hydrogen fuel cells, water and heat are the only by-products and there is no direct air pollution or noise emissions. They are suitable for a range of applications, including vehicles and buildings.

Garden land

(including back gardens and private residential gardens) is the area within a defined dwelling curtilage used for amenity purposes from which the public is excluded. For the purpose of policy 3.5, back gardens are that part of the curtilage which is to the rear of the front building line of the dwelling. This definition can be refined in light of local circumstances, taking account of permitted development rights.

Gasification

See Advanced Thermal Treatment.

Geodiversity

The variety of rocks, fossils, minerals, landforms, soils and natural processes, such as weathering, erosion and sedimentation, that underlie and determine the character of our natural landscape and environment.

Green Belt

National policy designations that help to contain development, protect the countryside and promote brownfield development, and assists in the urban renaissance. There is a general presumption against inappropriate development in the Green Belt.

Green chains

These are areas of linked but separate open spaces and the footpaths between them. They are accessible to the public and provide way-marked paths and other pedestrian and cycle routes.

Green corridors

This refers to relatively continuous areas

of open space leading through the built environment, which may be linked and may not be publicly accessible. They may allow animals and plants to be found further into the built-up area than would otherwise be the case and provide an extension to the habitats of the sites they join.

Green industries

The business sector that produces goods or services, which compared to other, generally more commonly used goods and services, are less harmful to the environment.

Green infrastructure

The multifunctional, interdependent network of open and green spaces and green features (e.g. green roofs). It includes the Blue Ribbon Network but excludes the hard-surfaced public realm. This network lies within the urban environment and the urban fringe, connecting to the surrounding countryside. It provides multiple benefits for people and wildlife including: flood management; urban cooling; improving physical and mental health; green transport links (walking and cycling routes); ecological connectivity; and food growing. Green and open spaces of all sizes can be part of green infrastructure provided they contribute to the functioning of the network as a whole. See also Urban Greening.

Green lease

A lease between a landlord and tenant of a commercial building which provides mutual contractual lease obligations for tenants and owners to minimise environmental impact in areas such as energy, water and waste.

Green roofs/walls

Planting on roofs or walls to provide climate change, amenity, food growing and recreational benefits. For further information please see: http://www.london.gov.uk/mayor/strategies/sds/docs/living-roofs.pdf

Greening

The improvement of the appearance, function and wildlife value of the urban environment through soft landscaping. It can also result in cooler local temperatures.

Ground water

Water within soils and rock layers.

Growth Areas

Specific areas for new residential development to accommodate future population growth, as outlined in the Government's Sustainable Communities Plan. Within London these include the Thames Gateway and the London-Stansted-Cambridge-Peterborough Corridor.

Gypsy and Travellers' sites

These are sites either for settled occupation, temporary stopping places, or transit sites for people of nomadic habit of life, such as travellers and gypsies.

Health inequalities

are defined by the UK Government as 'inequalities in respect of life expectancy or general state of health which are wholly or partly a result of differences in respect of general health determinants.'

Heritage assets

are the valued components of the historic environment. They include buildings, monuments, sites, places, areas or landscapes positively identified as having a degree of historic significance meriting consideration in planning decisions. They include both designated heritage assets and non-designated assets where these have been identified by the local authority (including local listing) during the process of decision-making or plan making.

Household waste

All waste collected by Waste Collection Authorities under Section 45(1) of the Environmental Protection Act 1990, plus all waste arising from Civic Amenity sites and waste collected by third parties for which collection or disposal credits are paid under Section 52 of the Environmental Protection Act 1990. Household waste includes waste from collection rounds of domestic properties (including separate rounds for the collection of recyclables), street cleansing and litter collection, beach cleansing, bulky household waste collections, hazardous household waste collections, household clinical waste collections, garden waste collections, Civic Amenity/ Reuse and Recycling Centre wastes, drop-off /'bring' systems, clearance of fly-tipped wastes, weekend skip services and any other household waste collected by the waste authorities.

Housing in multiple occupation

Housing occupied by members of more than one household, such as student accommodation or bedsits.

Housing Capacity Study (HCS)

A process for identifying future housing capacity across an area to inform the development of housing policy and proposals. Housing capacity studies have been superseded in Planning Policy Statement 3: Housing (PPS3) by Strategic Housing Land Availability Assessments (SHLAAs).

Human in scale

providing a high quality environment in which buildings, places and spaces are accessible, easy to navigate and understand. This can be through the use of gateways, focal points and landmarks, as well as ensuring buildings create a positive relationship with street level activity and people feel comfortable within their surroundings. Organisations such as CABE as well as the Mayor's Design Advice Panel can provide design related advice.

Incineration

The burning of waste at high temperatures in the presence of sufficient air to achieve complete combustion, either to reduce its volume (in the case of municipal solid waste) or its toxicity (such as for organic solvents and polychlorinated biphenyls). Municipal solid waste incinerators recover power and/or heat. The main emissions

are carbon dioxide, water and ash residues.

Inclusive design

Inclusive design creates an environment where everyone can access and benefit from the full range of opportunities available to members of society. It aims to remove barriers that create undue effort, separation or special treatment, and enables everyone to participate equally in mainstream activities independently, with choice and dignity.

Industrial business park (IBP)

Strategic industrial locations that are particularly suitable for activities that need better quality surroundings including research and development, light industrial and higher value general industrial, some waste management, utility and transport functions, wholesale markets and small scale distribution. They can be accommodated next to environmentally sensitive uses.

Industrial waste

Waste from any factory and any premises occupied by industry (excluding mines and quarries) as defined in Schedule 3 of the Controlled Waste Regulations 1992.

Kyoto Protocol

An international agreement linked to the United Nations Framework Convention on Climate Change (UNFCCC), which sets binding, targets for countries to reduce greenhouse gas (GHG) emissions. These amount to an average of five per cent against 1990 levels over the five-year period 2008-2012.

Land use credits/swaps

Typically, a land use 'credit' is where new off-site residential provision is provided in advance by a developer on the basis that it could be used to satisfy the residential requirements of mixed use policies generated by future commercial development. Typically, an affordable housing credit is where new affordable housing is created when it is not a policy requirement. This affordable housing credit could potentially then be drawn down either for the purposes of affordable housing policy requirement and/or for the purposes of mixed use policy requirements for residential floorspace. Typically, a land use swap is where a developer provides an off-site residential development to satisfy the housing requirement generated by a specified office/commercial development. The planning applications for the two sites are considered at the same time by the planning authority and are linked by S.106 agreement or planning condition. The concept of credits and swaps may be applied more widely to other land uses, for example, in circumstances in outer London where a developer proposes residential development and agrees to satisfy office policy requirements for the area by making alternative office provision elsewhere in a location which is more viable for offices, possibly in the form of a 'credit'.

Lee Valley Corridor

Embraces the strategically important development opportunities and existing industry either side of the River Lea,

in parts of Enfield, Hackney, Haringey, Newham, Tower Hamlets and Waltham Forest.

Lifetime neighbourhoods

A lifetime neighbourhood is designed to be welcoming, accessible and inviting for everyone, regardless of age, health or disability, is sustainable in terms of climate change, transport services, housing, public services, civic space and amenities making it possible for people to enjoy a fulfilling life and take part in the economic, civic and social life of the community. This can be achieved by extending the inclusive design principles embedded in the Lifetime Home standards to the neighbourhood level.

Linear Views part of a townscape view

Linear Views are narrow views to a defined object from an urban space of a building or group of buildings within a townscape setting.

Local centres

These are defined in Annex 2.

Local Development Frameworks (LDDs)

Statutory plans produced by each borough that comprise a portfolio of development plan documents including a core strategy, proposals and a series of area action plans. These are replacing borough Unitary Development Plans.

Local Implementation Plans (LIPs)

Statutory transport plans produced by London boroughs bringing together transport proposals to implement the Mayor's Transport Strategy at the local level.

Local Strategic Partnerships (LSPs)

Cross-sectoral, cross-agency umbrella partnerships, which are focused and committed to improving the quality of life and governance in a particular locality. They seek to enable services to be aligned in a way that effectively meets the needs and aspirations of those who use them.

London Aggregates Working Party (LAWP)

An advisory body to both the Mayor of London and the Department of Communities and Local Government that monitors the supply and demand for aggregates.

London Development Agency (LDA)

One of the GLA group of organisations (or functional bodies), acting on behalf of the Mayor, whose aim is to further the economic development and regeneration of London.

London Development Database

This provides current and historic information about development progress across all London boroughs. It is operated by the GLA, and has superseded the London Development Monitoring System.

London Hydrogen Partnership

A consortium of public, private and voluntary organisations working to establish the widespread use of hydrogen

as a clean fuel for buildings, transport and other applications.

London panoramas

Panoramic views across substantial parts of London.

London-Stansted-Cambridge-Peterborough Corridor

A development corridor to the east and west of the Lee Valley through north London and Harlow and north to Stansted, Cambridge and Peterborough.

Low cost market housing

Housing provided by the private sector, without public subsidy or the involvement of a housing association, that is sold or let at a price less than the average for the housing type on the open market.

Low Emission Zone (LEZ)

is a defined area from which polluting vehicles that do not comply with set emissions standards are barred from entering.

Masterplan

See Spatial Masterplan.

Major development (applications decided by the London Boroughs)

Major Developments are defined as these:

- For dwellings: where 10 or more are to be constructed (or if number not given, area is more than 0.5 hectares).
- For all other uses: where the floor space will be 1000 sq metres or more (or the site area is 1 hectare or more). The site area is that directly involved in some aspect of the development. Floor space is defined as the sum of floor area within the building measured externally to the external wall faces at each level. Basement car parks, rooftop plant rooms, caretakers' flats etc. should be included in the floor space figure.

Major town centres

These are defined in Annex 2.

Mayor's London Housing Strategy

The Mayor's statutory strategy, which sets out the Mayor's objectives and policies for housing in London.

MedCity

An enterprise that brings together the life sciences sector in London and the greater south east in order to stimulate greater economic growth. There are several proposed medical and life sciences research districts in London including, but not exclusively, (1) around Euston Road including centres such as the University College Hospital, the Wellcome Trust and the Francis Crick Institute; (2) around Whitechapel, associated with the Queen Mary University London; (3) Imperial West at White City; (4) Canada Water, associated with King's College and (5) Sutton for Life, based around the Royal Marsden Hospital and Institute of Cancer Research.

Metropolitan Open Land

Strategic open land within the urban area that contributes to the structure of London.

Metropolitan town centres

These are defined in Annex 2.

Mixed use development

Development for a variety of activities on single sites or across wider areas such as town centres.

Multi-channel retailing

A retailing strategy that offers customers a choice of ways to buy products including for example, retail stores, online, mobile stores, mobile app stores, telephone sales, mail orders, interactive television and comparison shopping sites.

Municipal solid waste (MSW)

For the purposes of developing this strategy, municipal solid waste is defined in section 360(2) of the Greater London Authority Act 1999, as any waste in the possession or under the control of local authorities or agents acting on their behalf. It includes all household waste, street litter, waste delivered to council recycling points, municipal parks and gardens wastes, council office waste, Civic Amenity waste, and some commercial waste from shops and smaller trading estates where local authorities have waste collection agreements in place. It can also include industrial waste collected by a waste collection authority with authorisation of the waste disposal authority. Waste under the control of local authorities or agents acting on their behalf is now better known as 'Local Authority Collected Waste'.

Nature conservation

Protection, management and promotion for the benefit of wild species and habitats, as well as the human communities that use and enjoy them. This also covers the creation and re-creation of wildlife habitats and the techniques that protect genetic diversity and can be used to include geological conservation.

Neighbourhood centres

These are defined in Annex 2.

New and emerging technologies

Technologies that are either still at a developmental stage or have only recently started operating at a commercial scale. They may be new applications of existing technologies. In relation to waste, they include such technologies as anaerobic digestion, Mechanical Biological Treatment (BMT), pyrolysis and gasification.

Olympic host boroughs

The Olympic host boroughs comprise the London boroughs of Barking and Dagenham, Greenwich, Hackney, Newham, Tower Hamlets and Waltham Forest.

Open space

All land in London that is predominantly undeveloped other than by buildings or structures that are ancillary to the

open space use. The definition covers the broad range of types of open space within London, whether in public or private ownership and whether public access is unrestricted, limited or restricted.

Opportunity areas

London's principal opportunities for accommodating large scale development to provide substantial numbers of new employment and housing, each typically more than 5,000 jobs and/or 2,500 homes, with a mixed and intensive use of land and assisted by good public transport accessibility.

Orbital rail network

Proposed orbital rail services, being developed in conjunction with the Network Rail, building on the existing core inner London orbital links and including more frequent services, improved stations and interchanges and greater integration with other means of travel. These services will be developed to meet London Metro standards.

Other services

A category of community, social, leisure and personal services-based jobs. These are projected to grow strongly in the period to 2031.

Outstanding universal value

A property that has a cultural and/or natural significance that is so exceptional that it transcends national boundaries. A statement of outstanding universal value is adopted by UNESCO's intergovernmental World Heritage Committee at the time of its inscription and may be subsequently amended by the Committee. Values can be physical, architectural or intangible. They will be embodied in the buildings, spaces, monuments, artefacts and archaeological deposits within the site, the setting and views of and from it. Statements of outstanding universal value are key references for the effective protection and management of World Heritage Sites and can be found at http://whc.unesco.org/en/list.

Passive provision for electric vehicles

The network of cables and power supply necessary so that at a future date a socket can be added easily (see also 'Active provision for electric vehicles').

Pedestrian amenity

encompasses a range of factors that, in combination, support environments that encourage more walking. These amenity factors include safety, attractiveness, convenience, information and accessibility.

Photovoltaics

The direct conversion of solar radiation into electricity by the interaction of light with electrons in a semiconductor device or cell.

Planning frameworks

These frameworks provide a sustainable development programme for Opportunity Areas. The frameworks may be prepared by the GLA Group, boroughs, developers or partners while planning frameworks will

have a non-statutory status, it will be up to boroughs to decide how to reflect the proposals in planning frameworks within their development plans.

Planning Policy Statements/Guidance (PPSs/PPGs)

These are Government statements of national planning policy.

Polyclinics

combine GP and routine hospital care with a range of wellbeing and support services such as benefits support and housing advice.

Preferred industrial location (PIL)

Strategic industrial locations that are particularly suitable for general industrial, light industrial, storage and distribution, waste management, recycling, some transport related functions, utilities, wholesale markets and other industrial related activities.

Previously developed land

(Annex B PPS3 amended June 2010)

Previously developed land is that which is or was occupied by a permanent structure, including the curtilage of the developed land and any associated fixed surface infrastructure. The definition includes defence buildings, but excludes:

- Land that is or has been occupied by agricultural or forestry buildings.
- Land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures
- Land in built-up areas such as private residential gardens, parks, recreation grounds and allotments, which, although it may feature paths, pavilions and other buildings, has not been previously developed.
- Land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time (to the extent that it can reasonably be considered as part of the natural surroundings).

There is no presumption that land that is previously-developed is necessarily suitable for housing development nor that the whole of the curtilage should be developed.

Private rented sector

All non-owner-occupied self-contained dwellings that are being rented out as housing (not including forms of affordable housing).

Protected open space

Metropolitan open land and land that is subject to local designation under Policy 7.18 (which would include essential linear components of Green Infrastructure as referred to in Policy 2.18). This land is predominantly undeveloped other than by buildings or structures that are ancillary to the open space. The definition covers the broad range of types of open space within London, whether in public or private ownership and whether public access is unrestricted, limited or restricted. The

value of open space not designated is considered as a material consideration that needs to be taken into account when development control decisions are made.

Proximity principle

A principle to deal with waste as near as practicable to its place of production.

Public realm

This is the space between and within buildings that is publicly accessible, including streets, squares, forecourts, parks and open spaces.

Public private partnership (PPP)

A mechanism for using the private sector to deliver outcomes for the public sector, usually on the basis of a long term funding agreement.

Public transport accessibility levels (PTALS)

are a detailed and accurate measure of the accessibility of an area to the public transport network, taking into account walk access time and service availability. PTALs reflect:

- walking time from the area of interest to the public transport access points;
- the reliability of the service modes available;
- the number of services available within the catchment; and
- the level of service at the public transport access points - i.e. average waiting time.

  PTALs do not consider:

- the speed or utility of accessible services;
- crowding, including the ability to board services; or,
- ease of interchange.

Pyrolysis

See Advanced Thermal Treatment.

Quiet Areas

The Environmental Noise (England) Regulations 2006 (as amended) require that Noise Action Plans for agglomerations (including much of Greater London) include provisions that aim to protect any formally identified 'Quiet Areas' from an increase in road, railway, aircraft and industrial noise.

Rainwater harvesting

Collecting water from roofs via traditional guttering and through down pipes to a storage tank. It can then be used for a variety of uses such as watering gardens.

Recycling

Involves the reprocessing of waste, either into the same product or a different one. Many non-hazardous wastes such as paper, glass, cardboard, plastics and metals can be recycled. Hazardous wastes such as solvents can also be recycled by specialist companies, or by in-house equipment.

Renewable energy

Energy derived from a source that is continually replenished, such as wind,

wave, solar, hydroelectric and energy from plant material, but not fossil fuels or nuclear energy. Although not strictly renewable, geothermal energy is generally included.

Retrofitting

The addition of new technology or features to existing buildings in order to make them more efficient and to reduce their environmental impacts.

River prospects

Broad prospects along the river Thames.

Road pricing

See Congestion Charging.

Safeguarded wharves

These are sites that have been safeguarded for cargo handling uses such as intraport or transhipment movements and freight-related purposes. A list of those sites that are currently protected and those proposed for protection is available in 'Safeguarded Wharves on the River Thames', GLA, 2005.

Section 106 Agreements

These agreements confer planning obligations on persons with an interest in land in order to achieve the implementation of relevant planning policies as authorised by Section 106 of the Town and Country Planning Act 1990.

Self-sufficiency

In relation to waste, this means dealing with wastes within the administrative region where they are produced.

Sequential approach

Planning policies that require particular steps to be taken, or types of location or sites to be considered, in a particular order of preference. For example retail, commercial and leisure development should be focused on sites within town centres, or if no in-centre sites are available, on sites on the edges of centres that are or can be well integrated with the existing centre and public transport.

Setting of a heritage asset

Is the surrounding in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.

Shared space

A concept defined in the Mayor's Transport Strategy as one which suggests a degree of sharing of streetscape between different modes and street users, requiring everyone to consider the requirements, aspirations and needs of each other. Key to successful implementation of schemes is a reduction in dominance of motor vehicles in streets, especially where there are heavy pedestrian flows, and a degree of negotiation between road users. Each improvement must be designed in local context, be consulted on (including with blind and visually impaired groups) and be carefully monitored.

Shopmobility

A scheme that lends manual and powered wheelchairs and scooters to members of the public with limited mobility which allows them to travel to and visit, independently and with greater ease, local shops, leisure services and commercial facilities usually within a town or shopping centre.

Site of Special Scientific Interest (SSSI)

A classification notified under the Wildlife and Countryside Act (1981 as amended). All the London sites of biodiversity interest are included within sites of Metropolitan Importance for Nature Conservation.

Smarter travel measures

are techniques for influencing people's travel behaviour towards more sustainable options such as encouraging school, workplace and individualised travel planning. They also seek to improve public transport and marketing services such as travel awareness campaigns, setting up websites for car share schemes, supporting car clubs and encouraging teleworking.

Social exclusion

A term for what can happen when people or areas suffer from a combination of linked problems, such as unemployment, poor skills, low incomes, poor housing, high crime environments, bad health and family breakdown.

Social inclusion

The position from where someone can access and benefit from the full range of opportunities available to members of society. It aims to remove barriers for people or for areas that experience a combination of linked problems such as unemployment, poor skills, low incomes, poor housing, high crime environments, bad health and family breakdown.

Social infrastructure

Covers facilities such as health provision, early years provision, schools, colleges and universities, community, cultural, recreation and sports facilities, places of worship, policing and other criminal justice or community safety facilities, children and young people's play and informal recreation facilities. This list is not intended to be exhaustive and other facilities can be included as social infrastructure.

Social model of disability

The poverty, disadvantage and social exclusion experienced by many disabled people is not the inevitable result of their impairments or medical conditions, but rather stems from attitudinal and environmental barriers. This is known as 'the social model of disability', and provides a basis for the successful implementation of the duty to promote disability equality.

Soundscape

The overall quality of an acoustic environment as a place for human experience. Soundscape design might include preserving, reducing or eliminating certain sounds or combining and balancing sounds to create or enhance

an attractive and stimulating acoustic environment.

South East Region

The South East Region runs in an arc around London from Kent at the south east extremity along the coast to Hampshire, Southampton and Portsmouth in the south west, and then to Milton Keynes and Buckinghamshire in the North. In total, it encompasses 19 counties and unitary authorities, and 55 district authorities.

Spatial Development Strategy

This strategy is prepared by the Mayor, replacing the strategic planning guidance for London (RPG3). The Mayor has chosen to call the Spatial Development Strategy the London Plan.

Spatial Vision for North West Europe

A non-statutory document prepared by a group of research institutions under the INTERREG IIC programme, which, building on the principles of the ESDP, provides a multi-sectoral vision for the future spatial development for North West Europe.

Specialist accommodation for older people

There are a number of different types of specialist accommodation for older people including:

- Sheltered accommodation: self-contained residential accommodation specifically designed and managed for older people in need of no or a low level of support. Each household has self-contained accommodation and the schemes normally include additional communal facilities such as a residents lounge. A warden, scheme manager, community alarm/telecare or house manager interacts with residents on a regular basis and is the first point of contact in an emergency[253].
- Extra care accommodation (sometimes also referred to as close care, assisted living, very sheltered or continuing care housing): Self -contained residential accommodation and associated facilities designed and managed to meet the needs and aspirations of people who by reason of age or vulnerability have an existing or foreseeable physical, sensory, cognitive or mental health impairment. Each household has self-contained accommodation and 24 hour access to emergency support. In addition extra care accommodation includes a range of other facilitates such as a residents lounge, a guest room, laundry room, day centre activities, a restaurant or some kind of meal provision, fitness facilities and classes and a base for health care workers. The exact mix of facilities will vary on a site by site basis. Some domiciliary care is provided as part of the accommodation package, according to the level of need of each resident. Extra care housing aims to create a balanced community, bringing together a balanced proportion of people with different levels of care needs.[254]

253 Based on the Elderly Accommodation Counsel's definition of sheltered accommodation.

254 Based on information from the Elderly Accommodation Counsel and the NHS.

- Residential/nursing care (including end of life/hospice care and dementia care): Nursing or residential care home providing non-self-contained residential accommodation for people who by reason of age or illness have physical, sensory or mental impairment, including high levels of dementia. Accommodation is not self-contained; meals and personal services are routinely provided to all residents. Communal facilities are likely to include a dining room and residents lounge. There will be a scheme manager and in house care team who provide a consistent presence. Personal or nursing care is a critical part of the accommodation package[255]. Nursing homes include 24 hour medical care from a qualified nurse[256].

Strategic cultural areas

These are areas with internationally important cultural institutions, which are also major tourist attractions, and include West End, South Bank/Bankside/ London Bridge, Barbican, Wembley, the South Kensington museum complex/Royal Albert Hall, London's Arcadia, Olympic Park and Lee Valley Regional Park.

Strategic developments (applications referable to the Mayor)

The planning applications that must be referred to the Mayor under the Town and Country Planning (Mayor of London) Order 2008 and any amendments hereto.

255 Based on the Elderly Accommodation Counsel's definition of residential/nursing care.

256 Care Quality Commission

Strategic Environmental Assessment

Required under the European Directive 2001/42/EC, which has been transposed into UK Law through the Environmental Assessment of Plans and Programmes Regulations 2004. Strategic Environmental Assessment seeks to contribute to the integration of environmental considerations into the preparation and adoption of plans to promote sustainable development.

Strategic Housing Land Availability Assessment (SHLAA)

An assessment of land availability for housing which informs the London Plan and borough local development documents, as set out in Planning Policy Statement 3: Housing (PPS3).

Strategic Housing Market Assessment (SHMA)

An assessment of housing need and demand which informs the London Plan and borough local development documents as set out in Planning Policy Statement 3: Housing (PPS3).

Strategic industrial locations (SILs)

These comprise Preferred Industrial Locations (PILs) and Industrial Business Parks and exist to ensure that London provides sufficient quality sites, in appropriate locations, to meet the needs of industrial and related sectors including general and light Industrial uses, logistics, waste management and environmental Industries (such as renewable energy generation), utilities, wholesale markets and some transport functions.

Strategic road network

See Transport for London Road Network.

Strategic views

Views seen from places that are publicly accessible and well used. They include significant buildings or urban landscapes that help to define London at a strategic level.

Sub-regions

Sub-regions make up a geographical framework for implementing strategic policy at the sub-Londonwide level. The sub-regions proposed in this Plan are composed of:

- Central: Camden, City, Islington, Kensington & Chelsea, Lambeth, Southwark, Westminster.
- East: Barking & Dagenham, Bexley, Greenwich, Hackney, Havering, Lewisham, Newham, Redbridge, Tower Hamlets, Waltham Forest.
- South: Bromley, Croydon, Kingston, Merton, Richmond, Sutton, Wandsworth.
- West: Brent, Ealing, Hammersmith & Fulham, Hillingdon, Harrow, Hounslow.
- North: Barnet, Enfield, Haringey.

Substantial harm

to or loss of a grade II listed building, park or garden should be exceptional. Substantial harm to or loss of designated assets of the highest significance such as scheduled monuments, battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.

Supplementary Planning Guidance (SPG)

An SPG (sometimes called supplementary guidance) gives guidance on policies in the London Plan. It does not form a part of the statutory plan. It can take the form of design guides or area development briefs, or supplement other specific policies in the plan. However it must be consistent with national and regional planning guidance, as well as the policies set out in the adopted plan. It should be clearly cross-referenced to the relevant plan policy or proposal that it supplements. Public consultation should be undertaken and SPGs should be regularly reviewed. While only the policies in the London Plan can have the status that the GLA Act 1999 provides in considering planning applications, SPGs may be taken into account as a further material consideration.

Supported housing

Homes in which vulnerable residents are offered a range of housing related support services to enable them to live independently.

Surface water

Rainwater lying on the surface or within surface water drains/sewers.

Sustainability Appraisal

Required by the Planning and Compulsory

Purchase Act 2004. Sustainability Appraisal is a based on the principles of Strategic Environmental Assessment but is wider in focus and covers other key considerations of sustainability that also concern social and economic issues.

Sustainable development

This covers development that meets the needs of the present without compromising the ability of future generations to meet their own needs. The Government has set out five 'guiding principles' of sustainable development: living within the planet's environmental limits; ensuring a strong, healthy and just society; achieving a sustainable economy; promoting good governance; and using sound science responsibly. The Mayor's approach to these principles and their application in London is explained in Chapter One of the Plan.

Sustainable urban drainage systems (SUDS)

An alternative approach from the traditional ways of managing runoff from buildings and hardstanding. They can reduce the total amount, flow and rate of surface water that runs directly to rivers through stormwater systems.

Sustainable residential quality (SRQ)

The design-led approach and urban design principles by which dwellings can be built at higher density, while maintaining urban quality and fostering sustainable development.

Sustainable Communities

Places where people want to live and work, now and in the future; that meet the diverse needs of existing and future residents, are sensitive to their environment and contribute to a high quality of life. They are safe and inclusive, well planned, built and run, and offer equality of opportunity and good services for all.

Tax increment financing (TIF)

A tool which permits local authorities to borrow money for infrastructure against the anticipated tax receipts resulting from the infrastructure. It is an instrument used widely in the United States and in other countries, but in England its development has been limited so far. For further information see: http://www.parliament.uk/business/publications/research/briefing-papers/SN05797/local-government-in-england-capital-finance

Thames Gateway

This area comprises a corridor of land on either side of the Thames extending from east London through to north Kent and south Essex. The London part of the area extends eastwards from Deptford Creek and the Royal Docks and includes parts of the lower end of the Lee Valley around Stratford. It includes parts of the boroughs of Barking and Dagenham, Bexley, Greenwich, Havering, Lewisham, Newham and Tower Hamlets as well as limited parts of Hackney and Waltham Forest.

Thames Policy Area

A special policy area to be defined by boroughs in which detailed appraisals of

the riverside will be required.

Thameslink

A National Rail cross-London link currently being upgraded.

Town Centres

These are defined in Chapter 2 and Annex 2.

Townscape Views

Views from an urban space of a building or group of buildings within a townscape setting (see also Linear Views).

Transport Assessment

This is prepared and submitted alongside planning applications for developments likely to have significant transport implications. For major proposals, assessments should illustrate the following: accessibility to the site by all modes; the likely modal split of journeys to and from the site; and proposed measures to improve access by public transport, walking and cycling.

Transport for London (TfL)

One of the GLA group of organisations, accountable to the Mayor, with responsibility for delivering an integrated and sustainable transport strategy for London.

Ubiquitous networks

These support the shift from standalone microcomputers and mainframes towards "pervasive" computing using a range of devices including mobile telephones, digital audio players and global positioning systems and networked information devices within other appliances and environments.

Urban Greening

Urban greening describes the green infrastructure elements that are most applicable in central London and London's town centres. Due to the morphology and density of the built environment in these areas, green roofs, street trees, and techniques such as soft landscaping, are the most appropriate elements of green infrastructure.

View Assessment Areas

The foreground, middle ground or background of the views designated in Chapter 7.

Wandle Valley

Wandle Valley is a development corridor aligning the Wandle Valley from Wandsworth to Croydon.

Waterspace

Area covered by water (permanently or intermittently), not adjacent land that is normally dry, and including the River Thames, other rivers and canals, and reservoirs, lakes and ponds.

Western Wedge

The area of West London between Paddington and the Thames Valley.

Wheelchair accessible

This refers to homes built to Building Regulation Requirement M4 (3) (2) (b): Wheelchair user dwellings, where the dwelling is constructed to meet the needs of occupants who use wheelchairs.

Wheelchair adaptable

This refers to homes built to Building Regulation Requirement M4 (3) (2) (a): Wheelchair user dwellings, where the dwelling is constructed to allow simple adaptation to the dwelling to meet the needs of occupants who use wheelchairs.

Worklessness

This is a less familiar term than unemployment to describe those without work. It is used to describe all those who are out of work but who would like a job. Definitions of worklessness include: unemployed claimants; those who are actively out of work and looking for a job; and those who are economically inactive.

World City

A globally successful business location paralleled only by two of the world's other great cities, New York and Tokyo, measured on a wide range of indicators such as financial services, Government, business, higher education, culture and tourism.

Zero Carbon

(the following is subject to the Government's final definition for zero carbon)

A zero carbon development is one whose net carbon dioxide emissions, taking account of emissions associated with all energy use, is equal to zero or negative across the year. The definition of "energy use" will cover both energy uses currently regulated by the Building Regulations and other energy used in the home.

infrastructure elements that are most applicable in central London and London's town centres. Due to the morphology and density of the built environment in these areas, green roofs, street trees, and techniques such as soft landscaping, are the most appropriate elements of green infrastructure.

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Chinese
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Hindi
यदि आप इस दस्तावेज की प्रति अपनी
भाषा में चाहते हैं, तो कृपया निम्नलिखित
नंबर पर फोन करें अथवा नीचे दिये गये
पते पर संपर्क करें

Vietnamese
Nếu bạn muốn có văn bản tài liệu
này bằng ngôn ngữ của mình, hãy
liên hệ theo số điện thoại hoặc địa
chỉ dưới đây.

Bengali
আপনি যদি আপনার ভাষায় এই দলিলের প্রতিলিপি
(কপি) চান, তা হলে নীচের ফোন্ নম্বরে
বা ঠিকানায় অনুগ্রহ করে যোগাযোগ করুন।

Greek
Αν θέλετε να αποκτήσετε αντίγραφο του παρόντος
εγγράφου στη δική σας γλώσσα, παρακαλείστε να
επικοινωνήσετε τηλεφωνικά στον αριθμό αυτό ή ταχυ-
δρομικά στην παρακάτω διεύθυνση.

Urdu
اگر آپ اِس دستاویز کی نقل اپنی زبان میں
چاھتے ھیں، تو براہ کرم نیچے دئے گئے نمبر
پر فون کریں یا دیئے گئے پتے پر رابطہ کریں

Turkish
Bu belgenin kendi dilinizde
hazırlanmış bir nüshasını
edinmek için, lütfen aşağıdaki
telefon numarasını arayınız
veya adrese başvurunuz.

Arabic
إذا أردت نسخة من هذه الوثيقة بلغتك، يرجى
الاتصال برقم الهاتف أو مراسلة العنوان
أدناه

Punjabi
ਜੇ ਤੁਹਾਨੂੰ ਇਸ ਦਸਤਾਵੇਜ਼ ਦੀ ਕਾਪੀ ਤੁਹਾਡੀ ਆਪਣੀ ਭਾਸ਼ਾ
ਵਿਚ ਚਾਹੀਦੀ ਹੈ, ਤਾਂ ਹੇਠ ਲਿਖੇ ਨੰਬਰ 'ਤੇ ਫ਼ੋਨ ਕਰੋ ਜਾਂ ਹੇਠ
ਲਿਖੇ ਪਤੇ 'ਤੇ ਰਾਬਤਾ ਕਰੋ:

Gujarati
જો તમને આ દસ્તાવેજની નકલ તમારી ભાષામાં
જોઈતી હોય તો, કૃપા કરી આપેલ નંબર ઉપર
ફોન કરો અથવા નીચેના સરનામે સંપર્ક સાધો.

GREATER**LONDON**AUTHORITY