

## **The London Plan**

Spatial Development Strategy for Greater London



February 2004

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**Greater London Authority  
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## preamble

### Where does the London Plan fit in?

#### *The GLA*

The Greater London Authority (GLA) was established in 2000. It covers the 32 London boroughs and the Corporation of London. It is made up of a directly elected Mayor (the Executive) and a separately elected Assembly (to scrutinise the Mayor). The GLA is a new kind of public authority, designed to provide citywide, strategic government for London. Its principal purposes are to promote the economic and social development and the environmental improvement of Greater London.

### The London Plan – what is it for?

The Mayor is responsible for strategic planning in London. He has a wide range of duties and powers. The government has set out guidance and advice on the Mayor's planning duties and powers<sup>1</sup>. His duties include producing a Spatial Development Strategy for London – called the London Plan – and keeping it under review. The London Plan replaces existing strategic guidance<sup>2</sup>, and boroughs' development plans must be in 'general conformity' with it.

The Greater London Authority (GLA) Act 1999 requires that the London Plan deals only with matters that are of strategic importance to Greater London. The required content of the London Plan is set out in a government guidance note (Circular 1/2000). The GLA Act also requires that the London Plan takes account of three crosscutting themes:

- the health of Londoners
- equality of opportunity
- its contribution to sustainable development in the UK.

The London Plan:

- is the strategic plan setting out an integrated social, economic and environmental framework for the future development of London, looking forward 15–20 years
- integrates the physical and geographic dimensions of the Mayor's other strategies, including broad locations for change and providing a framework for land use management and development, which is strongly linked to improvements in infrastructure, especially transport
- provides the Londonwide context within which individual boroughs must set their local planning policies
- sets the policy framework for the Mayor's involvement in major planning decisions in London
- sets out proposals for implementation and funding
- is London's response to European guidance on spatial planning and a link to European Structural Funds.



The London Plan enables a strategic approach to be taken to the key issues facing London. It:

- provides a clear framework within which all of the stakeholders in London's future can plan their own activities to best effect
- enables Londoners to participate in shaping the future of their city – mostly at the sub-regional level
- ensures that policies are coherent and integrated, across issues and between places
- sends a strong message to the world that London has a vibrant and confident view of its future.

### **The role of the London Plan**

The Mayor is required by law to produce other strategies for London. Each must be consistent with the others and the London Plan acts as the integrating framework for all. Each must take on board national policies and international obligations. These strategies are:

Transport	Published July 2001
Economic Development	Published July 2001
Biodiversity	Published July 2002
Air Quality	Published September 2002
Municipal Waste Management	Published September 2003
Ambient Noise	Forthcoming March 2004
Culture	Consultation draft May 2003

The Mayor has also produced a strategy on energy, with publication expected in 2004. In addition, a Children and Young People's Strategy has been produced (January 2004).

The London Plan is required to take account of the European Spatial Development Perspective (ESDP) and other EU directives<sup>3</sup>. The ESDP sets a framework for the planning system to operate in the wider European context and supports the principle of sustainable development and the creation of balanced urban systems.

It is a statutory requirement that the draft London Plan undergoes a 'sustainability appraisal', which was published in 2002<sup>4</sup>.

The Mayor also has a statutory duty to promote equality of opportunity in London and will ensure that the proposals and policies in the London Plan are implemented with due regard to the Race Relations Amendment Act 2000, the Disability Discrimination Act 1995 and other relevant government policy advice.

The London Plan has accordingly been formulated having had regard to the matters specified in sections 41 and 342 (1)(a) of the Greater London Authority Act 1999 and Regulation 6(1) of the Town and Country Planning (London Spatial Development Strategy) Regulations 2000, to all relevant EU directives and UK legislation, and to Government advice and regional planning guidance. References in this plan to Unitary Development Plans (UDPs) should be construed as including any statutory development plan documents which supercede UDPs.

### The process for agreeing the plan

The Mayor has produced the new strategic London Plan in three stages:

Stage 1 – Towards the London Plan: This document, published in May 2001, set out for consultation a vision for London and the broad policy directions which would guide the preparation of the draft London Plan. The results of that consultation, and the Mayor's response to it, were set out in Responses to Towards the London Plan (June 2002).

Stage 2 – draft London Plan: This stage began with the publication of the draft in June 2002, accompanied by a sustainability appraisal. It was subject to a statutory three-month consultation period. The responses (and the Mayor's views concerning these responses) were considered by a government-appointed panel reporting to the Mayor. The panel held an Examination in Public (E.I.P.) on the draft London Plan in March/April 2003. It tested the strategy for robustness, effectiveness and consistency with other strategies and government policy, and presented its report to the Mayor in July 2003<sup>5</sup>.

Stage 3 – the published London Plan. This plan is the first statutory, strategic plan prepared for London for two decades. The Mayor believes it is crucial to London's development that a plan be put in place as early as possible to fill the gap in long-term direction for London. Inevitably this means balancing the overall strategic direction with the level of detail that can be included. The strategic policy framework and data sources, within which the plan is situated, are constantly changing. In preparing the plan all advice and guidance current at the time of going to print have been taken into account. The London Plan will be subject to an ongoing process of monitoring and managing change. An annual report will be published and the Mayor will move to an early review of or alteration to the plan to update certain areas and to reflect major external changes (see Chapter 6).

The plan takes the year 2020 as its formal end date because the Mayor believes a long-term view of London's future is needed. Many of the



targets and statistics relate to earlier years (especially 2016) because information is more readily available and/or reliable for those dates.

### *References*

- 1 *Planning: Delivering a fundamental change, December 2001, Department of Transport, Local Government and the Regions*
- 2 *Regional Planning Guidance:*  
*RPG3: Strategic Planning Guidance for London Planning Authorities (GOL, 1996)*  
*RPG3a: Supplementary Guidance for London on the protection of strategic views (DoE, 1991)*  
*RPG3b: Strategic Planning Guidance for the River Thames (GOL, 1997)*
- 3 *Circular 1/2000, Para 2.8, GOL, 2000*
- 4 *Sustainability Appraisal of the London Plan, GLA 2002*
- 5 *Draft London Plan Examination in Public Panel Report, GLA, 2003.*

## 'my vision for London' by Ken Livingstone, Mayor of London

I would like to thank all of you who took part in the process and consultation leading up to this plan. As a result of literally thousands of comments, and the excellent work done by Alan Richardson and his team on the Examination in Public, this plan has moved on from the version that I published in June 2002.

I was very pleased that the panel supported the main policy directions of the draft, as well as the essential statistics and analysis on which the draft was based. During the Examination in Public, I made several commitments to meet points that respondents had made. I have also made a number of further changes in response to the panel's report, other responses and more up-to-date data.

Compared to the draft, this published plan is now even more people-centred, and it focuses more on London's town centres and suburbs. The timetabling of some of the major public transport schemes has become somewhat clearer and this is reflected in the proposals for phasing development. The Sub-Regional Development Frameworks have been confirmed as the key vehicles for resolving strategic cross-borough issues and the themes of equality and sustainability have been more thoroughly integrated into the document. Over the past 18 months, several of my other strategies have been published and this plan reflects the spatial implications of them. The chapters in the plan have also been reordered and some material previously in annexes has been included in the body of the plan.

But the main policy directions remain the same and the same factors are seen as driving change in London – particularly the phenomenal pressures for growth. This rapid expansion, of population and jobs is without parallel in any other UK city, and stems from London's exceptional dynamism, attractiveness and advantages in the new era of economic globalisation. It poses unique opportunities – but also challenges – if the potential benefits are to be maximised and the city's environment, quality of life and historic character are to be preserved and improved.

Having already absorbed the equivalent of the population of Sheffield in the last 15 years, London is expected to grow by the equivalent of the population of Leeds in the next decade and a half. To sustain and improve London's environment, this increase must be absorbed without expansion into the existing green belt or encroaching on London's internal green spaces. To sustain the quality of life and character of London, rapid economic growth, which in some cases will involve upgrading and



reshaping entire industries, must be achieved without destroying the historic heritage of the city.

To underpin this process, an already overstrained infrastructure must be modernised in a little over ten years to compensate for the past three decades of under-investment. In parallel, the opportunity must be seized to resolve some of London's existing problems – in particular, social and economic exclusion. To achieve this, London needs vision and a strength in delivery equal to the opportunities and challenges that it faces. This plan sets out my vision for the future of London and my proposals as to how, working in partnership, we can achieve it.

London thus faces a radical challenge, which requires a radical policy response. This should ensure that its rapid expansion of population and jobs within a constrained area maintains and enhances its economic and business efficiency, is accompanied by strong improvements in the quality of life and environment and greater social and economic inclusion. All policies must be inter-related, incorporating sustainable economic and social development, environmental protection and enhancement, high quality design and the development of London's culture.

My vision, which guides all my strategies, is to develop London as an exemplary, sustainable world city, based on three interwoven themes:

- strong, diverse long term economic growth
- social inclusivity to give all Londoners the opportunity to share in London's future success
- fundamental improvements in London's environment and use of resources.

This vision seeks to achieve the maximum possible from the forces to which the city is subject and which it can influence. It is a challenging vision involving clear choices, priorities, resources, determination and the resolution of conflict.

The London Plan provides the unified, spatial framework for all my strategies and is designed to ensure that Londoners benefit from sustainable improvements to their quality of life. These strategies collectively show how that can be done – based on a shared vision, robust policies, a commitment to partnership between the public, private, voluntary and community sectors and additional resources being returned to London.

I commend this plan to Londoners and I look forward to your commitment to helping bring about the strategic changes and improvements that

London so desperately needs. With the basic strategy now in place, implementation through partnership becomes the key.

A handwritten signature in black ink that reads "Ken Livingstone". The signature is written in a cursive, slightly slanted style.

**Ken Livingstone**  
Mayor of London



## introduction

### London - our unique inheritance

- i London has undergone rapid change many times in its history. Over the last 2000 years, it has created an outstanding cultural, social, economic, environmental and built heritage. Its strengths are unique. It is:
  - one of the three world financial centres, Europe's financial capital, and the world's most economically internationalised city
  - the most culturally diverse city in the world
  - the largest city in the European Union
  - the UK's centre of government, culture and tourism as well as business
  - a city with a vast heritage of historic buildings, townscape, waterways and an environment that attracts visitors from all over the world
  - a city with an unsurpassed range of arts and cultural activity
  - a UK and international centre for the creative industries and the new knowledge economy
  - a safe and green city
  - a world centre of academic excellence, providing research and consulting services internationally
  - a hub of unsurpassed international transport connections
  - a city where there is the important advantage that its main language, English, is as close to an international language as exists in the world today.
  
- ii London, throughout its history, has succeeded in maintaining its unique character as a city and its distinctive network of neighbourhoods and town centres. This gives Londoners a wide choice as to the type of lifestyle they can support, enjoy and pursue. This distinctive character of diversity is not only one of London's greatest strengths but deeply appreciated by its population – a key factor contributing to its quality of life, and one which this plan seeks to strengthen.



### Time for change

- iii Over the past 20 years London has changed dramatically. Some of these changes are being driven by international forces, including:
  - the globalisation of many economic sectors, and the dominance of the finance and business sectors, frequently interlinked with dramatic advances in technology
  - an increased inter-relationship between major economies, where internationalisation of investment and trade accompanies developments in telecommunications and rapid transport effectively shrinks distances between people, markets, and business decision takers
  - movement of people across borders, bringing with them fresh ideas, new cultures, enhanced skills and access to new markets
  - growth of incomes and wealth with particularly strong rising demand for leisure and tourism activities



- an increase in social and economic polarisation
  - a new and increasing environmental imperative to use energy and resources more efficiently, value the environment and reduce environmental stress
  - changes in opinion and values making people welcome diversity and be less tolerant of discrimination, misuse of resources and pollution.
- iv These pressures have grown at a time when there has been no strategic plan for London. Earlier policies led to the decentralisation of many key economic activities together with population dispersal to new and expanded towns in the shires. London's population declined from a peak of over eight million in 1939 to 6.8 million in 1983<sup>1</sup>. Just as this process reversed and London started to grow again, the strategic resources to rethink the implications of that growth were abolished.
- v Lacking its own strategic authority, London's economy developed and its population grew, without a clear vision of their place in the UK economy, without effective strategic planning, and without a clear assessment of the resources and policies required to deal with renewed growth.
- vi The phenomenal growth in London's finance and business services sector, which has concentrated in central London, and in population, which has increased almost throughout the city, was not matched by sufficient investment. Housing, transport, office stock, skills and the public realm have all experienced under-investment. The benefits of economic buoyancy have not been shared between all Londoners. Most strikingly, unemployed Londoners account for 17 per cent of all UK unemployment<sup>2</sup>.
- vii The result has been:
- increased difficulties in travelling around London, with heavy traffic and slow and unreliable journey times
  - upward pressure on business costs, made worse by a shortage of appropriate office space, leading to some of the highest office rents in the world
  - acute housing shortages resulting in rapidly rising house prices, reducing real living standards, disadvantaging people on modest and low incomes, and creating a destabilising factor in the UK macro-economy
  - skills gaps in some sectors, alongside social deprivation in many areas and increased economic and social polarisation
  - continued social exclusion and discrimination, particularly affecting minority ethnic communities
  - increasing pollution, damaged environments and chronic under-investment generally and in particular, in the public realm.

- viii These problems have been paralleled by a lack of investment in schools and health facilities, by a general growing shortage of skilled workers and rising fears about crime and safety.
- ix This is the context – a mixture of strengths, opportunities and concerns – in which the Mayor is presenting to Londoners their first strategic plan in 20 years. This plan addresses current problems, but also looks to the future.
- x The Mayor believes that London’s future will be significantly shaped by a number of factors driving change, which are described in Chapter 1. The most significant of these, at least for a spatial development strategy, is the projected rapid growth of people and jobs, driven by powerful market and demographic forces.

### **Growth**

- xi The London Plan cannot realistically reverse these strong, deep-rooted factors driving change, nor does the Mayor wish it to do so. This plan sets out policies to accommodate that growth in a sustainable way, within London’s own boundaries and without encroaching on London’s own precious green spaces.
- xii The Mayor believes that accommodating London’s growth has four key implications for future policy direction.
- xiii First, growth can only be accommodated without encroaching on open spaces if development takes place more intensively, leading to higher densities and plot ratios on existing brownfield sites. In short – London must become a more compact city.
- xiv Secondly, the future scale and phasing of development should be integrated with the capacity of the public transport system and accessibility of different locations.
- xv Thirdly, this level of growth will be inhibited unless a range of supply side issues is dealt with to match the demand. These include the supply of commercial floorspace, housing, relevant skills, adequate transport and a high quality environment.
- xvi Fourthly, clear spatial priorities are needed. Areas of London that have not benefited from recent development – notably in parts of the east – should be prioritised for future development. Other areas, including central London and suburban town centres, will also accommodate considerable growth.



- xvii Regional Planning Guidance<sup>3</sup> supports the central message of this plan: that London must fulfil its potential as a world city in the national interest as well as that of Londoners. Accommodating the anticipated growth in London would be beneficial both to London and the rest of the UK. This plan seeks to work with the market and to address the potential supply-side constraints in terms of space, transport, environmental quality and education to ensure London is capable of accommodating growth.
- xviii In today's competitive world, London needs a competitive strategy. If properly supported by adequate public investment, economic growth will help to pay for the many improvements in services, transport and the environment that are needed. It will improve the quality of life for all across London – from the suburbs, where most people live, to the centre. It will provide the opportunities for Londoners to benefit from more and better jobs and from the improved standards of living that flow from them. It will also allow London to continue to make a substantial annual net contribution to the rest of the UK economy<sup>4</sup>.

### **Equity**

- xix These benefits will not flow automatically. In particular, tackling social exclusion has proved to be the most difficult challenge that has faced past regeneration initiatives. However, this plan is one part of an integrated approach by the Mayor and the GLA group, including the London Development Agency (LDA), in which tackling social and economic exclusion is a unifying theme running through all the strategies. There is also now a broad understanding of the issue across all sectors – social inclusion is central to the concept of sustainability and it is of increasing concern to the private sector. For the voluntary and community sectors, it is the core of their aspirations. In the spirit of partnership (see Chapter 6) and with the full involvement of all sectors, growth can successfully be focused on tackling exclusion.
- xx This plan does so by directing growth to where it is most needed, providing more affordable housing and promoting policies for education, health, safety, skills development and community services, as well as tackling discrimination and promoting equal access to all London's opportunities.

### **Sustainable development**

- xxi All policies, as will be seen from Chapter 2, are set within an overarching policy of sustainable development, which is a powerful strand running throughout the plan. A more compact city will enable the more effective use of scarce resources, including land, energy, transport infrastructure, water and construction materials. It means in turn that open spaces, rivers

and other water features should be protected and enhanced so that growth can benefit the city's breathing spaces. Equally the quality of the existing and new-built environment will need to be enhanced, so that a more dynamic and active city can also enjoy more attractive surroundings. This plan supports a determined effort to manage London's waste more sustainably and to minimise London's effect on, and manage its responses to, climate change.

### **The Mayor's vision**

- xxii The three themes set out above, of growth, equity and sustainable development, are consistent themes throughout all the Mayor's strategies. The Economic Development Strategy sets out the framework for sustainable economic growth, including the promotion of business activity, management of sectoral change to maintain a strong and broad-based economy, enhancing the role of knowledge and learning and improving access to employment. The Transport Strategy sets out policies and proposals to improve transport in London, which is a particular 'supply side' constraint to economic growth and quality of life. The Biodiversity, Air Quality, Municipal Waste Management, Ambient Noise, Energy and Culture Strategies seek to safeguard the environment and enhance the quality of life. By pulling these approaches together, the London Plan provides the framework that resolves the physical demands of integrating substantial growth within the structure of London to achieve both social and environmental benefit. It is this integration of policies that creates a strategy for truly sustainable growth.
- xxiii This takes us back to the Mayor's vision – to develop London as an exemplary, sustainable world city, based on the three balanced and interwoven themes of strong, long-term and diverse economic growth, social inclusivity and fundamental improvements in the environment and use of resources. The vision is set out in full in the Mayor's Introduction.

### **From vision to objectives**

- xxiv So that his vision can be fully implemented and integrated across all his strategies, the Mayor has set out five common themes for each strategy to ensure that London can become: a city for people, a prosperous city, a fair city, an accessible city and a green city. In this plan, each of these themes has been developed into a specific objective. Given the nature of the plan – which is the Mayor's spatial development strategy – an additional objective about the future spatial structure of London has been added as a forerunner to the others.
- xxv These six objectives are set out below with an indication of the main elements they cover. Each objective is addressed, in order, by a chapter

or section in the London Plan. Given the integrated nature of the plan, some of the elements within each objective are also addressed in other sections. They are purposely not mutually exclusive, but are designed to achieve integration. Nor are they hierarchical – they should be read as a whole.

- xxvi The achievement of these objectives will need co-ordination at the sub-regional level through the preparation of Sub-Regional Development Frameworks (see Chapter 5) and through a wide range of stakeholders, as set out in Chapter 6. Performance measures have also been identified for each objective in Chapter 6 so that their achievement can be checked.

### The Mayor's objectives

#### *Policy I.1 The Mayor's objectives*

In working with strategic partners, setting priorities for the GLA group, and in exercising his planning functions, the Mayor will seek to implement the following objectives.

UDP policies should take these objectives fully into account.

#### **Objective 1: To accommodate London's growth within its boundaries without encroaching on open spaces (see Chapter 2).**

The key policy directions for achieving this objective are:

- Make the most sustainable and efficient use of space in London and encourage intensification and growth in areas of need and opportunity.
- Achieve an urban renaissance through higher density and intensification in line with public transport capacity, leading to a high quality, compact city, building upon London's existing urban quality and sense of place (see also Chapter 4, Part B).
- Enable the centre of London and the main Opportunity Areas for development to intensify and to accommodate much of the growth in jobs (see also Chapter 3, Part B).
- Make east London the priority area for new development, regeneration and investment, introducing a new scale and quality of development (see also Chapter 5, Part C).
- Promote London's polycentric development and a stronger and wider role for town centres, to meet the full range of local needs (including



shopping, leisure, housing, local services and jobs) and to strengthen their sense of identity (see also Chapter 3, Part D).

- Foster sustainable and mutually beneficial relationships with neighbouring regions (see also Chapter 1).
- Prioritise Areas for Regeneration, in which spatial, economic and social services should be better co-ordinated and the objectives of the neighbourhood renewal programme promoted (see also Chapter 3, Part A).
- Improve suburban areas through better access, more co-ordinated services and measures to enhance sustainability (see also Chapter 3, Part D).
- Protect and improve the green belt, Metropolitan Open Land, other designated open spaces and the Blue Ribbon Network (see also Chapter 3, Part D and Chapter 4, Part C).

### **Objective 2: To make London a better city for people to live in (see Chapter 3, Part A).**

The key policy directions for achieving this objective are:

- Improve the quality of Londoners' lives and the environment through better designed buildings and public spaces (see also Chapter 4, Part B).
- Achieve targets for new housing, including affordable housing, that will cater for the needs of London's existing and future population and give more people who need it access to homes they can afford.
- Address the differing needs of London's diverse population.
- Promote public safety, including design measures that improve safety in buildings and the public realm (see also Chapter 4, Part B).
- Create a cleaner, healthier and more attractive environment in all parts of London from the suburbs to the centre (see also Chapter 4, Part A).
- Improve, by working with partners, including the community and voluntary sectors, the availability of quality local services particularly education and health.



- Provide the spatial framework for the Mayor's Culture Strategy and enhance the cultural assets of London, encourage development of new facilities in new areas, building upon racial and cultural differences that reinforce London's diversity (see also Chapter 3, Part D).

### **Objective 3: To make London a more prosperous city with strong and diverse economic growth (see Chapter 3, Part B).**

The key policy directions for achieving this objective are:

- Provide the spatial framework for London's economic growth and regeneration to realise the Mayor's Economic Development Strategy.
- Create and maintain an adequate infrastructural base for London's financial and business services sector, as its chief engine of economic growth and jobs creation.
- Enhance London's world, European and national role through attracting industries and tourism, improving strategic transport links, collaborating with other world cities, European and regional neighbours (see also Chapter 1 and Chapter 3, Parts C and D).
- Create incentives and opportunities to stimulate the supply of suitable floorspace in the right locations to accommodate economic growth.
- Strengthen the diversity of London's economy, provide for small and ethnic minority businesses and encourage local enterprise, including social enterprise, throughout London.
- Release employment land that is no longer needed in its current use for new uses.
- Support emerging dynamic sectors of growth and innovation, such as green and creative industries, and encourage information technology and research, and the development of business intelligence in London (see also Chapter 4, Part A).
- Provide the relevant training, transport accessibility and support to allow Londoners to compete successfully for jobs in London (see also Chapter 3, Part C).
- Sustain and promote the rapid expansion of leisure and cultural industries that are both key to London's economy and are the most rapidly expanding sectors of its population's expenditure.



**Objective 4: To promote social inclusion and tackle deprivation and discrimination (see Chapter 3, Parts A and B).**

The key policy directions for achieving this objective are:

- Tackle unemployment by increasing access to high quality jobs through training, advice and other support, particularly for those women and young people and minority ethnic groups most in need.
- Tackle concentrations of deprivation with the aim of ensuring that no one is seriously disadvantaged by where they live within 10–20 years (see also Chapter 2).
- Tackle homelessness.
- Tackle discrimination, building on the economic and cultural strengths of London's diversity and building a London that is more accessible to disabled people (see also Chapter 4, Part B).
- Provide a framework for the spatial policies and decisions of learning, health, safety and other key social and community services.
- Ensure that local communities benefit from economic growth and are engaged in the development process.

**Objective 5: To improve London's accessibility (see Chapter 3, Part C).**

The key policy directions for achieving this objective are:

- Provide the spatial framework for the development of London's transport system to ensure that development supports the Mayor's Transport Strategy.
- Improve and expand London's public transport through increased and phased investment in services and infrastructure.
- Minimise the need to travel and the growth of journey lengths.
- Improve international, national and regional transport access to London, including airports and ports.
- Integrate development with public transport to ensure that there is a proper fit between development and the capacity of the public transport network to service it over the period on the plan, taking



appropriate opportunities to intensify the use of land where current or future transport capacity allows and to connect Londoners to employment opportunities (see also Chapter 2).

- Tackle congestion through levels of restraint of car use appropriate to different parts of London and the provision of alternatives, including the improvement of access on foot and cycling and better and safer facilities for pedestrians and cyclists.
- Improve the sustainable movement of freight within and around London, making more use of water and rail.

**Objective 6: To make London a more attractive, well-designed and green city (see Chapter 4).**

The key policy directions for achieving this objective are:

- Provide the spatial framework to achieve better use of resources and improvements to the environment in support of the Mayor's environmental strategies.
- Promote a range of actions to achieve the wider environmental sustainability of a growing London, including radical improvements in the use of energy, the treatment of waste, the reduction of noise pollution, the improvement of air quality and the promotion of biodiversity.
- Address issues of climate change and ensure that the environmental impact of a growing London does not contribute to global warming.
- Deal with flood risk and water resource issues at an early stage, especially in the Thames Gateway region.
- Encourage and support the development of green industries (see also Chapter 3, Part B).
- Make the fullest and most sustainable use of resources including land, water, energy and construction materials.
- Protect and enhance the quality of the townscape, through historic conservation and enhancing the public realm, open spaces and waterways, and create new resources, recognising their increased importance in a compact city (see also Chapter 2, Part A and Chapter 3, Part D).



- Enhance world class heritage assets, including World Heritage Sites and Royal Parks.
- Achieve the highest quality of urban design, including for high buildings and the management of strategic views in London.
- Re-use buildings and brownfield sites, rather than developing on green space.
- Enhance the use and environment of the Thames and the Blue Ribbon Network.
- Protect, enhance and create green open spaces.

These objectives are underpinned by the detailed policies throughout the Plan. The policies, or elements of policies, are of four types. First, those that commit the Mayor to certain actions. Second strategic development control policies. Third, policies which are to be implemented through UDPs (see also the Preamble, page ix and para 6.62) and fourth, other spatial policies to be delivered by a variety of means and bodies.

### **The structure of this plan**

xxvii The London Plan, as required by legislation, is strategic – it concentrates on what matters most, with details included in supporting technical reports and annexes. It is set out in six chapters.

Chapter 1 – ‘Positioning London’ sets out London’s place in the world, some of the key influences that have shaped London today, and, critically, the forces that are driving future change.

Chapter 2 – ‘The broad development strategy’, sets out the key components of the spatial strategy, the over-arching sustainable development policy and more detailed policies for the main spatial elements of the plan, including the Key Diagram.

Chapter 3 – ‘Thematic policies’ – contains the four parts that address the key policy themes.

- Part A, Living in London, concentrates on accommodating population growth.
- Part B, Working in London, concentrates on supporting economic growth.

- Part C, Connecting London, focuses on the critical inter-relationship between transport accessibility and development opportunity.
- Part D, Enjoying London, expands on the theme of improving the quality of life in London.

Chapter 4 – ‘Crosscutting policies’ – looks at the generic policies that pull the themes together, reflecting in particular the environmental theme of the Mayor’s vision:

- Part A, London’s metabolism, addresses environmental policies and issues.
- Part B, Designs on London, addresses quality of life, heritage, and design.
- Part C, the Blue Ribbon Network, looks at the river and water network.

Chapter 5 – ‘The sub-regions’ looks in more detail at London’s five sub-regions and commits the Mayor, in partnership, to developing Sub-Regional Development Frameworks.

Chapter 6 – ‘Delivering the vision’ – sets out the framework for delivering the London Plan, key performance indicators and the arrangements for monitoring progress against the plan’s six objectives.

### *References*

- 1 Planning for London’s growth, GLA, 2002
- 2 Labour Market Statistics for London and UK, National Statistics Office, February 2002
- 3 Regional Planning Guidance for the South East RPC9, GOL, GOEE, GOSE, March 2001
- 4 Investing in London: the case for the Capital, GLA, 2001.





# 1 positioning London

This chapter sets the context for all the policies in this plan. It is in three sections. The first looks at London in its wider context, the second at the historical development of London's spatial structure and the third at the forces driving change in London.

## 1 London's place in the world

### *A world city*

- 1.1 London's life and economy will continue to be strongly shaped by trans-national forces, particularly economic globalisation, improved international communications and migration. Many forces that have a worldwide impact will be especially significant for London. These include, for example, global warming and international threats to security.
- 1.2 London is a world city and acts as one of a very small number of command and control centres in the increasingly interactive network of transactions across the world economy. World cities have very distinctive strategic needs. Although separated by thousands of miles, they are intimately linked as a virtual global entity by the transactions of markets and communications systems. To reflect these links, the Mayor has begun to develop a collaborative relationship with New York and Tokyo.
- 1.3 This plan will facilitate the continuing attractiveness of London to world business with a phased supply of appropriate floor space for international business activities, and the specialist services that supply them, especially in the Central Activity Zone where many will need and wish to locate. Areas that would benefit from new international scale activities and which have the potential to be attractive to them include the rest of central London, parts of the City fringe and the Thames Gateway. Other 'gateways', such as Heathrow, the London-Stansted-Cambridge corridor, London City Airport, the Stratford International Railway Station and their surrounds, will also be attractive to international investment. Several of this plan's spatial development priority areas should benefit from their potential for access to external gateways such as Gatwick, Heathrow and Stansted Airports and the Channel Tunnel.
- 1.4 As a world gateway city, London will be dependent upon excellent global communications extending well beyond the plan period. London is a world transport hub and one that needs substantial improvement. This will require significant additional airport and port capacity, located to serve spatial and economic priorities, and stronger public transport linkages to them (see Chapter 3, Part C).
- 1.5 This plan will also support London's unique strengths as a diverse world city, including culture, tourism, learning, government and finance. It is



also built upon London's ever increasing diversity of population, which is, in many ways, London's key strength.

*A European leader*

- 1.6 This plan reflects the aspirations of the European Union and member states that Europe should become the world's most competitive, most dynamic knowledge economy by 2010. As a world gateway London has a key role to play in delivering this ambition.
- 1.7 The policies of the European Spatial Development Perspective (ESDP)<sup>1</sup> set a framework for economic and social cohesion, sustainable development and balanced competitiveness of the European territory. London sits within the North West Europe area along with the Rhine/Ruhr cities such as Dortmund and Essen, the Randstad cities of the Netherlands such as Amsterdam and Rotterdam, and Paris and the Ile de France. Their economies have high levels of interdependence at a scale immediately below that of world cities and the high-speed rail network is accelerating that interdependence. These European cities share with London strong but changing economies, problems of social cohesion, heavy pressure on elderly infrastructure and threats to their environment. There is a need for collaborative strategies to tackle these common problems, based on the ESDP's principles.
- 1.8 London is particularly identified in the Spatial Vision for North West Europe<sup>2</sup> (which elaborates upon the European Spatial Development Perspective) as a part of its Central Zone, 'a world powerhouse'. Although identified as the most important gateway city in the Central Zone, London is seen as creating a 'bottleneck' to the long distance through movements essential to sustain the competitiveness of the whole of North West Europe. This reinforces the necessity of achieving infrastructure improvements around and within London, in the economic interest not only of London and the UK, but also the wider European economy. The Mayor will look towards national and European governments (for example through the Trans-European Networks Programme) for assistance in improving strategic transport infrastructure, including the development of routes that relieve London of international through traffic. The identification of the English Channel as a 'bottleneck' raises the possibility that a second Channel crossing may need to be considered within the lifetime of this plan. In principle this would be a valuable means of reinforcing the eastward thrust of London's spatial development and of further strengthening London's relationship to mainland Europe.
- 1.9 This plan commits London to work with other metropolitan areas in the Central Zone on policies to improve international movement and to



investigate forms of economic collaboration and exchange of policy and experience. This plan supports the concept of trans-national corridors of development and the Mayor has identified the London-Paris-Berlin-Moscow corridor as one that London should focus on, together with the Channel Tunnel Rail Link corridor to Paris, Brussels and Randstad. London will participate in European programmes designed to improve trans-national planning (see Chapter 6).

#### *A capital city*

- 1.10 The future of London has enormous importance for the UK as a whole. This partly reflects its capacity to attract economic activities, including the higher levels of global business, which it is simply not possible to attract elsewhere in the UK. It is also true of significant elements of London's roles in government, tourism, culture and learning. London acts as a gateway to the rest of the UK for business and visitors. For example, it accounts for 75 per cent of all international arrivals to the UK.
- 1.11 The Mayor sees London as part of a network of UK regions. He supports polycentric development at a national level and economic advancement of the UK's major provincial cities. This plan accommodates a rate of growth in London that is in the national interest and within the city's capacity. However, London cannot absorb infinite levels of growth and it will be important that other cities also seek to accommodate growth in the plan period and beyond. The economic future of these cities will depend to some extent on the benefits that economic growth in London will generate for them – especially those global businesses that are only likely to locate in the capital. Regional Planning Guidance for the South East<sup>3</sup> supports the view that London must continue to play a unique role of capital city and world financial centre, in the interests of other British cities as well as itself. The Mayor will continue to work with the Core Cities group to examine ways that London and other cities can pursue mutually beneficial economic strategies that can achieve benefits for the UK as a whole.
- 1.12 If the national economy is to prosper, strong measures are needed, including diverting freight, improving both orbital and cross London movement, constructing the metro services proposed in this plan, developing direct international rail services from the regions outside London to the continent and by-passing long distance and international through traffic. The Mayor will do everything possible to ensure that London receives appropriate levels of national funding in recognition of its national significance (see Chapter 6).





*The centre of a metropolitan region – inter-regional collaborative working*

- 1.13 London is part of a metropolitan region of over 18 million people. This forms a 'mega-city region' in which there are a vast number of linkages and networks between all the urban settlements. Within this wider region, London performs the functions characteristic of the central city. It is the main generator and source of jobs as well as of culture, leisure and higher-level shopping activities. The interactions within the mega-city region are increasing. The Mayor supports polycentric development across the mega-city region in which Central London, London's town centres and the towns in the other two regions develop in a complementary manner. He also supports the government's proposed growth areas<sup>4</sup> in Milton Keynes, Thames Gateway, London-Stansted-Cambridge and Ashford as important contributions to dealing with the pressures on land and development in the mega-city region and sees these as complementary to the growth strategy for London set out in this plan.
- 1.14 The strategy for this wider region is set out in Regional Planning Guidance for the South East (RPG9). The focus of RPG9 is upon sustainable development, achieved through the objectives of social progress, effective protection of the environment, prudent use of natural resources and maintenance of high and stable levels of economic growth and employment. This plan accepts the principles of RPG9 and takes forward its vision. For example, it promotes London's role in the global economy and encourages development in east and inner London (and especially the Thames Gateway). It also supports sustainable growth in the suburbs and the creation of public transport hubs.
- 1.15 The policies in this plan will be co-ordinated with the policies for the South East and East regions through the Inter-Regional Planning Forum. The Mayor will work, in particular, with the neighbouring regional authorities, the South East England Regional Assembly and the East of England Regional Assembly. This joint work will include collaboration on journeys to work, labour markets, skills, housing and environmental issues and will particularly focus on the co-ordination of the strategies in this plan with those emerging in the Regional Spatial Strategies (RSSs) for the South East and East of England. The first review of this plan will provide an opportunity to make any appropriate adjustments in the context of these new RSSs.
- 1.16 London will contribute to the objective of sustainable development by seeking to absorb the growth pressures that it generates. This plan accepts, as a minimum, the RPG provision guideline for 23,000 new homes in London every year up to 2006 and the responsibility to meet the city's housing needs beyond that time. The Mayor will seek to raise

provision to meet the need for 30,000 homes every year (see Policy 3A.1) through policies aiming to increase density and identify additional sites through a new housing capacity study. London will accept its share of the housing pressures in the metropolitan region. The increase in the supply of affordable housing will help to defuse some of the pressures for movement out of London of those currently unable to afford London housing prices.

- 1.17 Levels of commuting need to be contained in the interests of sustainable planning and avoidance of strain on the public transport network. It is desirable to achieve as much local and regional self-sufficiency as possible. However, it is unrealistic to seek a complete balance of jobs and workforce in each of the three regions.
- 1.18 The Mayor will work with the neighbouring regions to minimise the need for London's employment to be supported by increased commuting and to reduce the rate of increase in in-commuting experienced in the past. In particular he will work to increase the capacity of London resident workers to take up the growing number of jobs in London, through vigorous training and skill raising programmes and improvement in access to workplaces (see Chapter 3, Parts A, B and C). The Mayor will support efforts to increase public transport capacity across the whole mega-city region, especially in the heavy rail system.
- 1.19 The Mayor and the regional planning authorities in the South East and East regions share the complementary transport policies of encouraging major developments at nodes of best access, shifting freight from road to rail, promoting better orbital routes around London, providing better and well-integrated public transport and improved alternatives to car use and strengthening access to ports and airports, especially by public transport. Patterns of investment pay little regard to administrative boundaries so trans-regional policy should be co-ordinated.
- 1.20 The Mayor acknowledges the importance of containing London's environmental 'footprint' and the policies in this plan place heavy emphasis upon self-sufficiency, recycling and the proximity principle. In particular, the Mayor will work to reduce London's dependency upon neighbouring regions for waste disposal (see Chapter 4, Part A).
- 1.21 There is a need for general conformity of policy across boundaries on matters such as shopping, parking, protection of green belt and agricultural land, waste, biodiversity, water and energy demand and supply, and the use of the Thames and other waterways.



- 1.22 There are especially strong interactions between communities across the London boundaries. A key feature of the Sub-Regional Development Frameworks will be the achievement of the most effective and sustainable relationships across these boundaries. The regional and local government authorities in the South East and East regions will be appropriately involved in this work.
- 1.23 Strong ‘corridors’ of development across regional boundaries will necessitate joint strategies:
- The Thames Gateway, where a Strategic Partnership is co-ordinating development. Complementary strategies are needed for the ‘zones of change’ across the Thames Gateway, including the Opportunity Areas in east London. There should also be close collaboration on strategic transport planning for the whole Thames Gateway area.
  - The London-Stansted-Cambridge development corridor, along which the Mayor accepts the importance of a coherent set of development nodes, including the Opportunity Areas in the Lee Valley in London, Harlow and the Stansted growth area.
  - The Western Wedge and Thames Valley areas in which the two regional planning and economic development bodies are promoting co-ordinated forms of sustainable development.
  - The corridor through South London towards Gatwick Airport in which the Wandle Valley provides a particularly important set of development opportunities.

## 2 London – past and present

- 1.24 London’s distinctive history has given it a unique set of spatial characteristics:

- It has grown as a relatively low-density, open city compared to other world cities and to most European capitals<sup>5</sup>. Two-thirds of its land area and the majority of its population and workforce are in the suburbs. It has an attractive network of open and water spaces.
- London has a well-established pattern of centres varying in size and function from the central area to local centres. Many of these centres have a long history as the focus of their community’s activities, often dating back to the original settlements, such as Hampstead or Richmond. The centre (the City, Westminster and surrounds) has always been an immensely powerful place of government, trade



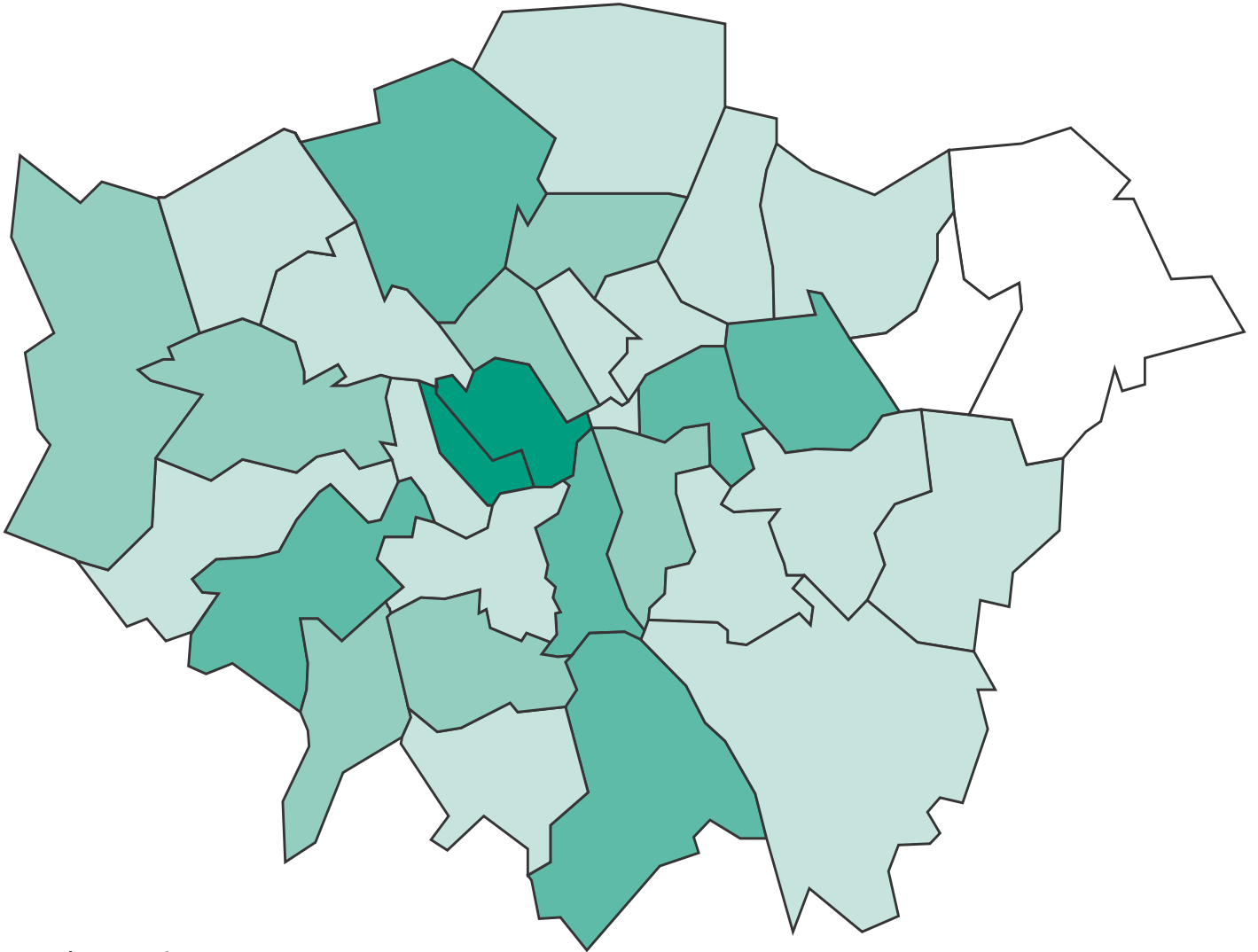
and culture and has been strongly influenced by international forces. This pattern of centres can be described as ‘polycentric’.

- London’s patterns of growth have helped to create significant differences between the sub-regions of the city. For example, east London has been more industrial in character and, owing to 20th century industrial decline, has suffered greater problems of low income and social disadvantage than most areas in west London. London north of the river has historically accommodated the main centres of government, business and culture, compared to the more predominantly residential nature of south London.

- 1.25 Some of the historical spatial strengths of London have recently been undermined. For example, the rapid growth of out-of-centre shopping and leisure developments has weakened its town centres.
- 1.26 Lack of investment has failed to offer the quality of public transport needed to connect up its different areas, and especially to support the flows of workers from the residential areas to workplaces. This has resulted in increasing congestion, especially in the centre, and has inhibited sustainable growth. Many other elements of our Victorian infrastructure are wearing out and are inadequate to meet future needs.
- 1.27 Over the past decade or so, London has started to experience a rapid build up in population and jobs – although they both remain below historic high points. All boroughs (with the exception of Barking & Dagenham and Havering) have seen their populations increase in the past ten years. The most acute build up of population has been in the centre and the boroughs to the south west, reinforcing the historic trend towards residential development in South London (see Map 1.1).
- 1.28 The geography of job creation in London has followed a consistent pattern for the last decade (see Map 1.2) with growth in financial and business service being concentrated in the centre and north west London. Other new jobs, particularly those in people-oriented services, have been created throughout London.
- 1.29 A pattern of growth based on those services, including sectors such as retail, creative industries, computer-related activities and tourism, has emerged in the suburbs over the last decade.



map 1.1 Population growth since 1989



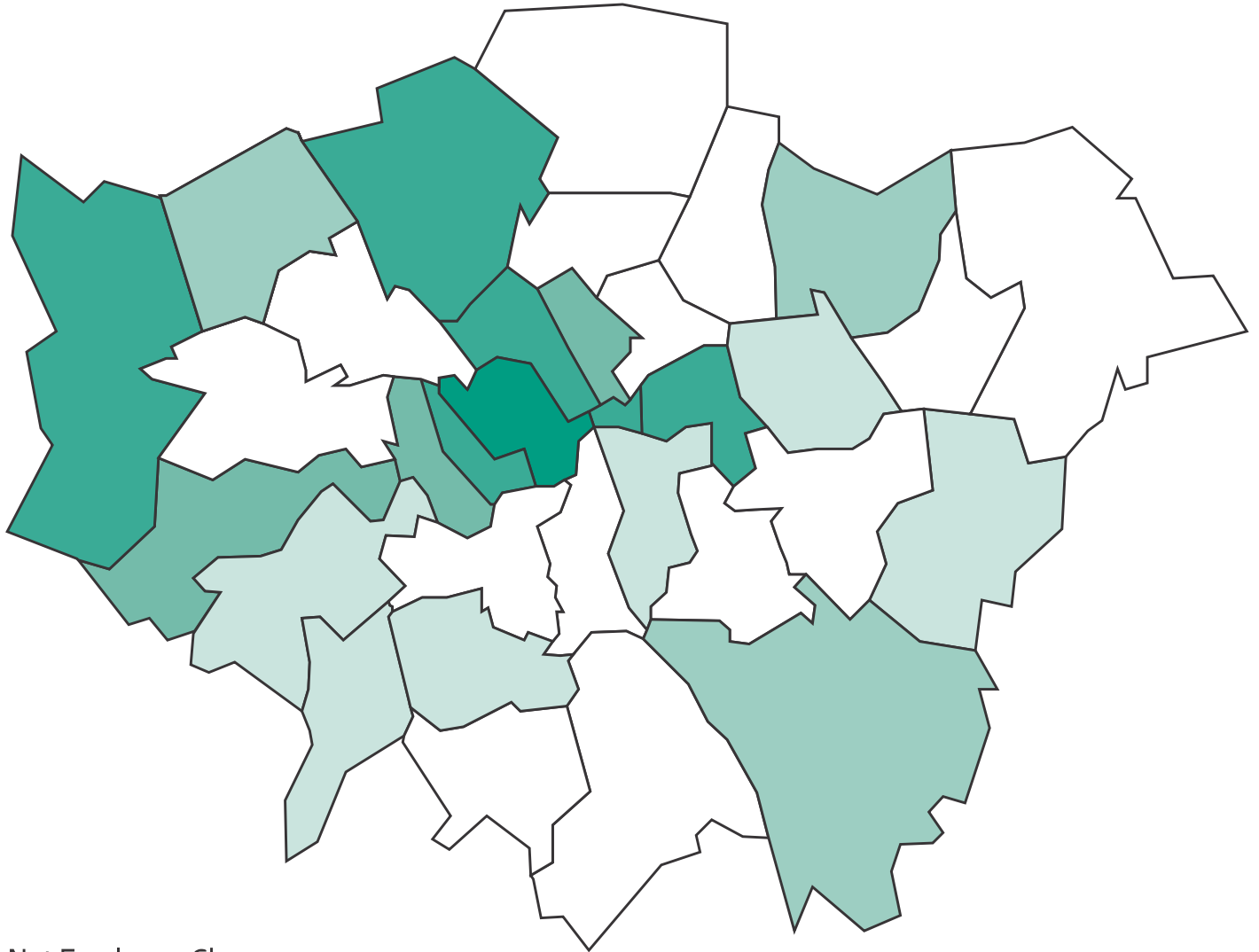
Population Change  
(number of people)

- Highest quartile of growth: 46,499 to 66,175
- Third quartile of growth: 23,877 to 46,498
- Second quartile of growth: 16,271 to 23,876
- Lowest quartile of growth: 0 to 16,270
- Decline: -3,166 to 0

*source* ONS mid-year population estimates since 1989-1999

*note* Allowances have been made for population change due to boundary changes between 1991 and 1996

map 1.2 Jobs growth since 1989



Net Employee Change  
(number of people)

- 40,000 plus
- 20,000 to 40,000
- 10,000 to 20,000
- 5,000 to 10,000
- 0 to 5,000
- Below 0

source Making sense of the ABI, Business Strategies Limited

- 1.30 However, more recently a dramatic shift to the east has occurred, with rapid growth in Tower Hamlets. This shift reflects two other changes of long-term strategic importance that point to a new spatial emphasis in London. First, the bulk of recent investment in transport infrastructure has been in the east – the new A12, Channel Tunnel Rail link, Limehouse link, Jubilee Line Extension, Docklands Light Railway extension, A13 improvements etc. In addition, the impact of a unified Europe has altered the geography of trade. In the past London's main markets lay to the west and north where the bulk of the UK's 56 million people live. Now there is major market potential to the east and south across the European Union, covering a population over six times as great.

### 3 Forces driving change in London

- 1.31 Looking to the future, this section examines six forces driving change in London. They are population growth, economic growth, environmental issues, lifestyle and technological changes and social justice. All of them have their roots in global changes, each with a particular London dimension, and they require a new and imaginative response from policy makers. The Mayor is committed to accommodating growth that is sustainable in the widest sense. This approach to sustainable growth will be kept under review by the Long Term Strategy Group (see Chapter 6).

#### *Population growth*

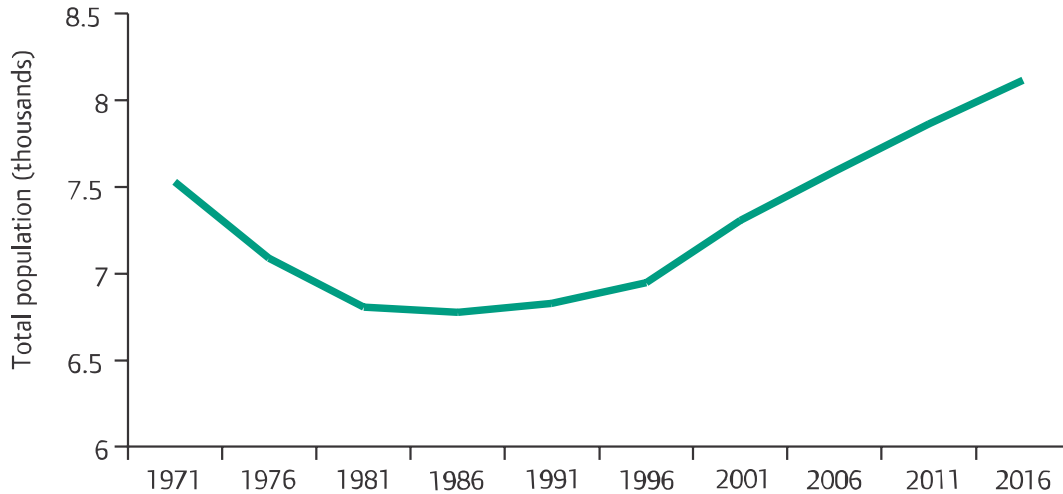
- 1.32 Forecasts show that there will be large changes both in the scale and nature of London's population. The attraction of London as a place to work, study, live and visit is likely to continue – and in turn to place pressure on the supply of homes, workplaces, hotels, services, the environment and the transport system.
- 1.33 London's population reached its peak of 8.6 million in 1939 – but in a very different world. Few Londoners had cars and people lived in fewer, much larger, households. Driven by policies of decentralisation, London's population fell significantly to 6.8 million people by 1983. It has been growing steadily since 1989.
- 1.34 In 2003, London's population is estimated to be more than 7.3 million people. This figure is based on the government's recent 2001 revised mid-year estimate, which provides the most up-to-date and authoritative baseline for total population and household figures in this plan. At the time of going to print, only the headline figures were available, all other demographic figures in the plan have been based on the 2001 census.
- 1.35 A range of interim projections for London's population in 2016 has been prepared, based on the 2001 mid year estimates. These show that



under different migration scenarios London’s population could increase by between 690,000 to 964,000. The most plausible ‘central’ scenario suggests an increase of 810,000 to 8.1 million by 2016. This will be refined as part of the Mayor’s commitment to the ‘plan, monitor and manage’ approach. In the meantime the plan uses a rounded working assumption of 800,000 population growth to 2016 (see Figure 1.1). The local implications will be addressed through work on the Sub-Regional Development Frameworks (see also Chapter 3, Part A and Chapter 5).

- 1.36 Though there are some detailed differences between these figures and those used in the draft London Plan, the strategic parameters are broadly similar. The new population figures, in this plan, the draft London Plan and Towards the London Plan all anticipate London’s population rising to 8.1 million by 2016 – although this was revised downwards to 7.9 million during the Examination in Public, based on the best information available at that time.

**figure 1.1 London’s population change: actual and projected (1971-2016)**



source GLA

- 1.37 London’s population is not only growing but its composition, particularly in terms of age structure and ethnicity, is changing markedly<sup>7</sup>. A more detailed analysis of the different groups which make up London’s population is included in Chapter 3, Part A.

- 1.38 The impact of migration has had a rejuvenating effect on London's age structure; people moving to London tend to be young adults, such as students or first time employees, while those moving out are mostly older workers, retired people and young families. This impact is projected to increase as these trends continue over the next 15 years. Certain policies





in this plan, particularly for affordable housing, are designed to improve the ability of young families to compete in the housing market.



1.39 London's diversity is one of its great historical social, economic and cultural strengths. New arrivals moving to London from overseas will contribute further to it. London is already a highly diverse city, one of the most multi-racial in the world. Nearly one third of Londoners are from black and minority ethnic communities, including some mainly white minority groups such as Irish, Cypriot and Turkish communities. A significant growth in black and minority ethnic communities is projected over the next 15 years. International in-and out-migration has been high and is projected to remain so.

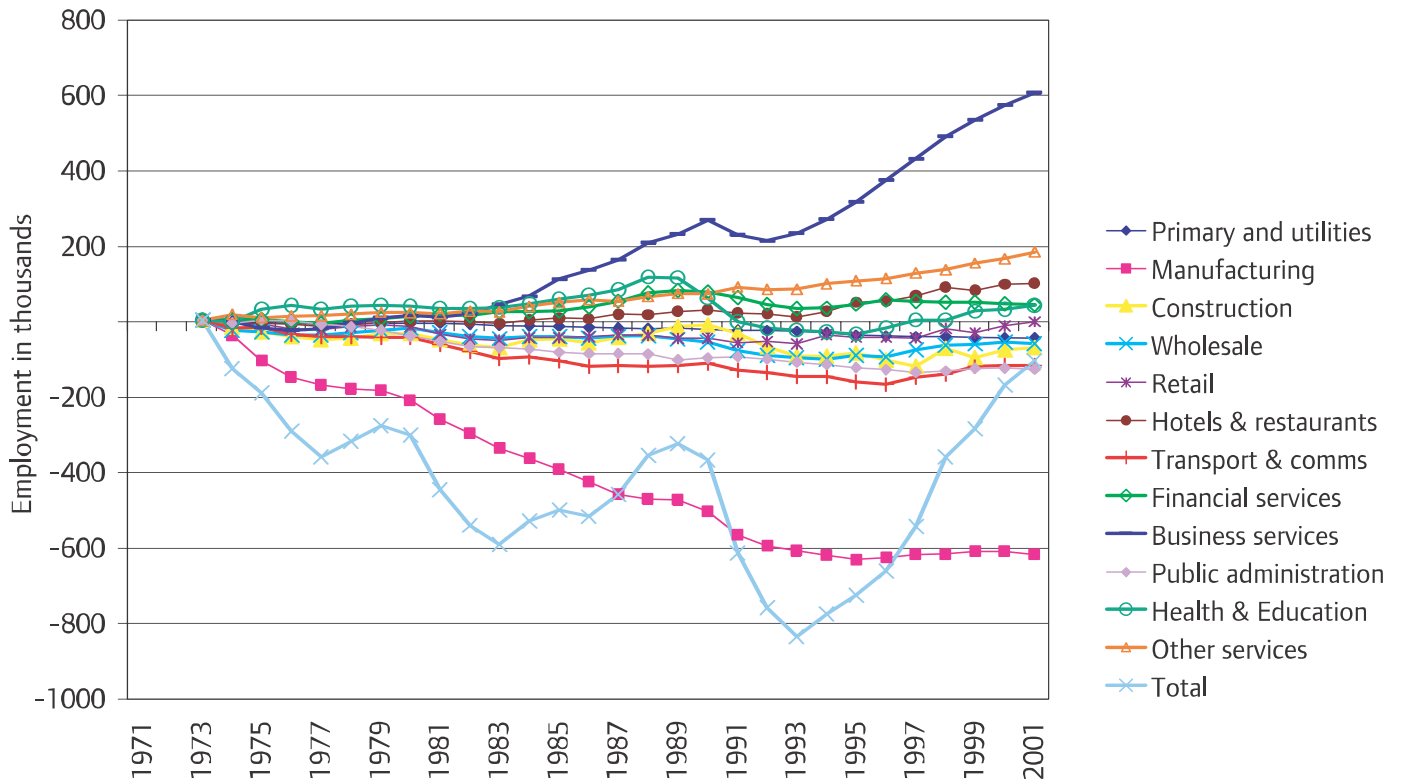
1.40 Together, these changes in the ethnic composition and age structure of the population by 2016 will have a major impact on the working-age population. Based on the 2001 census London's working age population will grow by 516,000 – and of these 411,000 (80 per cent) will be from black and ethnic minority communities.

#### *Economic growth*

1.41 The fundamental factor driving change in London's employment structure in the last 30 years has been the gain of 600,000 jobs in business services and the loss of 600,000 jobs in manufacturing<sup>8</sup>. After business services, the second main driver of jobs creation has been other services, primarily dominated by the leisure and people-orientated services sector, and hotels and restaurants that are closely linked to the growth of tourism. The retail sector expanded significantly in the 1990s, following earlier losses, as did employment in health and education. Most other sectors declined in employment (see Figure 1.2).



figure 1.2 Change in employment by category, London 1973-2001

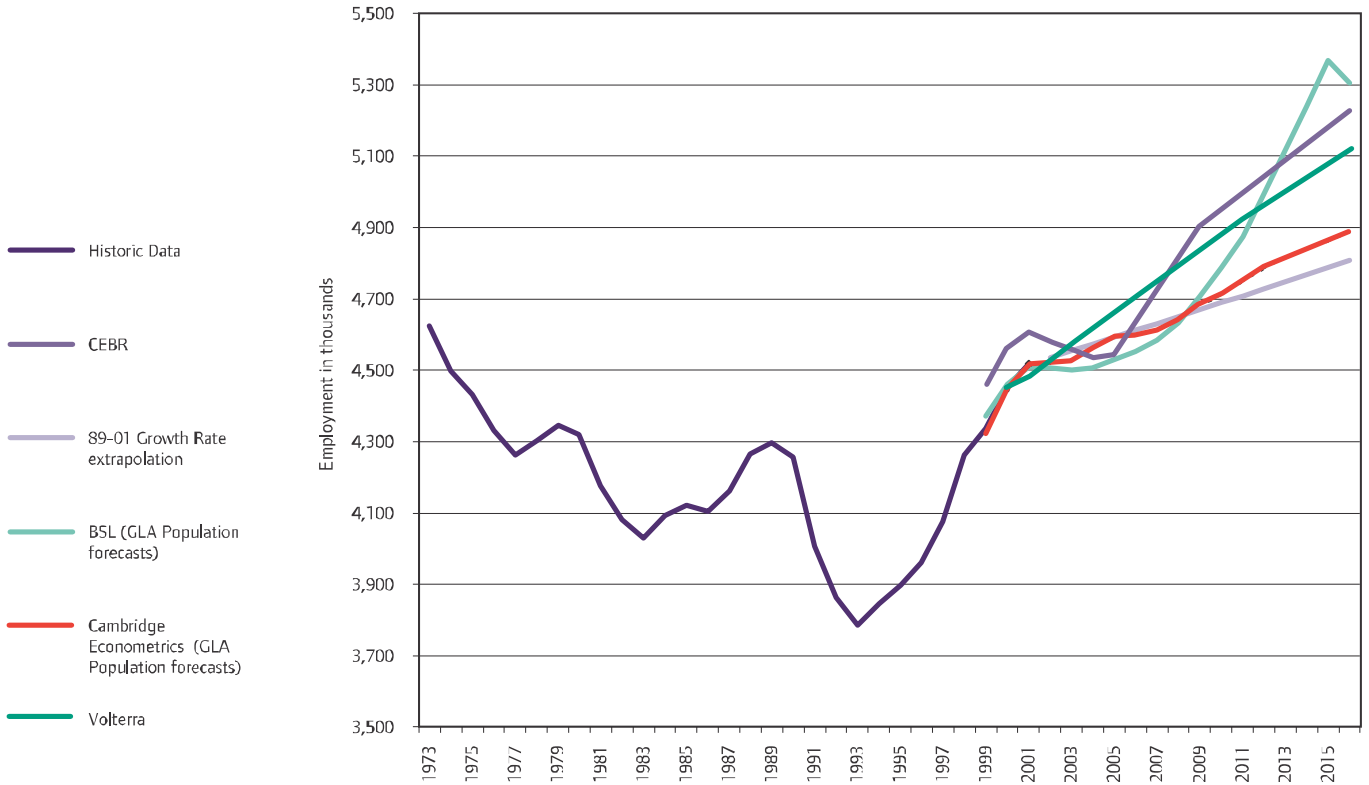


source Planning for London's Growth, GLA 2002

*Future economic and employment change*

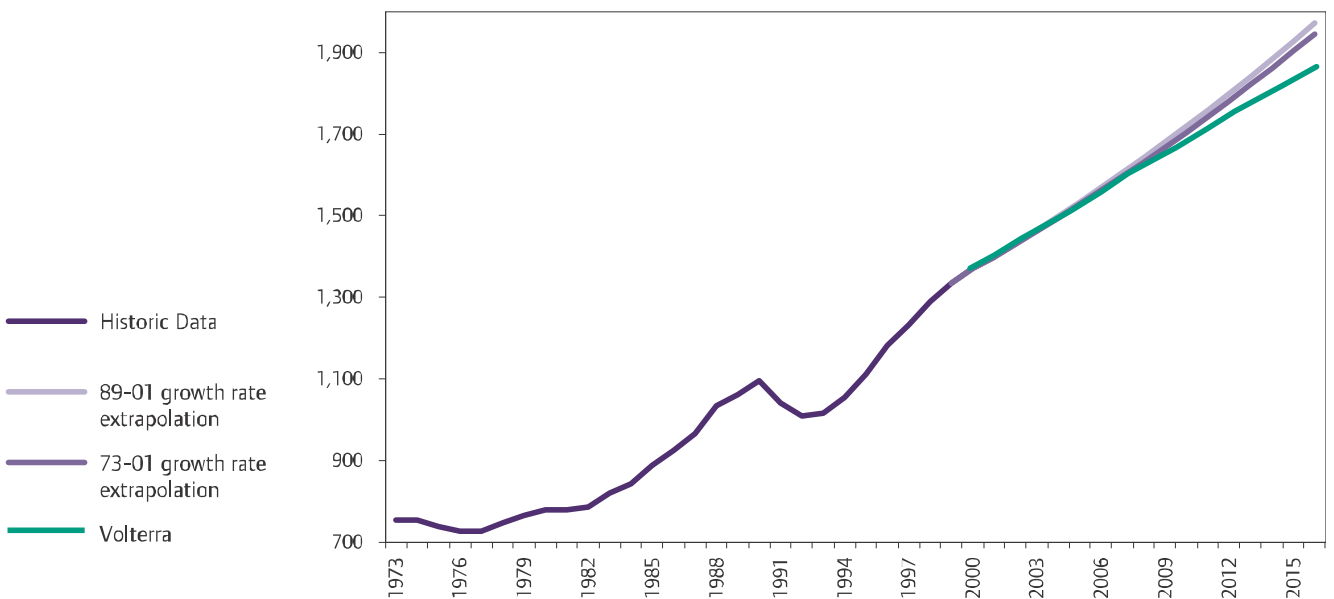
1.42 Deeply rooted changes in international and UK economies and society have led to the persistence of strong structural trends over a period of three decades; the central forecast for the purposes of this plan is the continuation of these trends. The gross growth in jobs in London 2001-2016 is projected as 854,000 alongside a loss of 218,000 jobs, leading to a net growth of 636,000. Figure 1.3 sets out the various forecasts available from different econometrists. The central projection used in this plan is shown and marked 'Volterra'. The key sectoral projections that determine the total are set out in an accompanying technical paper<sup>9</sup>. These projections are the most authoritative currently available. However they are still only indicative and may over or underestimate the employment growth which could take place in some parts of London. It is not the intention to constrain growth and it should be fostered and provided for in accordance with the policies set out in this Plan: they, and the variables which inform them, will be monitored closely.

**figure 1.3 Total employment, London 1973-2016**



source Sensitivity tests on forecasting for employment in London. GLA Economics, GLA 2003

**figure 1.4 Financial and business services employment, London 1973-2016**



source Planning for London's growth, GLA 2002

- 1.43 The finance and business services sector stands out in the structure of the London economy owing to its exposure to increased global openness and technological change, its contribution to GDP and its ongoing dynamism. This is particularly true of the international business part of the sector and its role in making markets and providing financial services in foreign currencies. The sector has accounted for 65 per cent of the gross job growth in London in the last 30 years and is the key economic sector in the city.
- 1.44 For structural reasons, the sector is projected to make the most significant contribution to economic growth in London over the next 15 years with around 440,000 further jobs, just over 50 per cent of the gross total growth of 854,000 (see Figure 1.4 above).
- 1.45 The other major driver for jobs growth in London is people-oriented services, particularly concentrated in the entertainment, leisure and retail industries<sup>10</sup>. Unlike financial and business services, job growth in these sectors is not concentrated in the centre but is spread widely throughout London (see Chapter 2). Between 1973 and 2001 these industries created 180,000 jobs in London. Projections indicate that these services will create an additional 178,000 jobs by 2016. A further significant sector of growth is in hotels and catering – industries that are also strongly linked to tourism. High value-added activities such as design, creative and green industries are projected to be important in those areas of London where manufacturing has been restructured and remains vibrant.
- 1.46 Conversely, the public administration, primary/utilities and manufacturing sectors are expected to decline.
- 1.47 The spatial implications of these issues are explored in Chapter 2. The implications for additional floor space requirements are set out in Chapter 3, Part B.

#### *The environmental imperative*

- 1.48 The environmental imperative is encapsulated by the Rio Summit, the Kyoto Agreement and a raft of EU and UK directives, standards and targets. In essence it means that London, which lags behind many other cities, needs to consume fewer resources and to recycle more.
- 1.49 The Mayor's vision for an exemplary, sustainable world city means that Londoners must be more responsible about how much they consume and discard (see Chapter 4, Part A). The London Plan gives an opportunity to plan growth in ways that make better use of key resources such as land, buildings and construction materials, water, energy and waste. For

example, integration of planning for development and transport will encourage use of public transport, rather than car-based travel. This plan closes off easy but unsustainable options such as greenfield development and rigorously protects open spaces and environmental assets. It contains policies to ensure that buildings are designed to use energy and other resources more efficiently, both during and after their construction. To help achieve this, investment will be steered towards re-using the wasted resource of previously used or underdeveloped sites in east London and elsewhere. Similarly the spatial implications of the Mayor's strategies for biodiversity, waste, air quality, ambient noise and energy are critical to the sustainable accommodation of growth in London. Sustainable development runs as a thread through every part of this plan.



- 1.50 London also needs to respond to climate change in two ways – first, in terms of reducing emissions that contribute to global warming and secondly, by managing the impacts and risks that climate change will bring. This means tackling the causes of global warming at source through more sustainable practices, for example, the promotion of alternatives to car use will help to overcome the polluting effects of road traffic.
- 1.51 Rainfall is expected to increase by ten per cent and the weather to become stormier; changes are also expected in wind conditions, sunshine and temperature. This plan sets out how London will cope with these changes (see Chapter 4, Parts B and C). The Mayor and the London Climate Change Partnership have identified further work on assessing impacts and adaptations and this will be kept under review.

#### *Lifestyles and values*

- 1.52 An increasingly youthful and diverse population is likely to wish to live in places with higher levels of social and working activity. The move to a higher density, more urban, intensive, continental lifestyle is already evident. People are less likely to be content with a sharp separation of work and home and many may want more mixed environments – both where they live and where they work.
- 1.53 At a broader level, society has experienced a shift from a model of dependence (based on the post-war welfare state) to independence (based on the free-for-all of the 1980s) to an emergent model of interdependence<sup>11</sup>. For example, the concepts of stakeholding and partnership working are not a product of coincidence or fashion, but reflect deep-rooted change running through society towards interdependence. These partnerships will be critical in implementing this plan.

- 1.54 These changes are mirrored at the individual level by dramatic changes in personal values. Longitudinal studies on the UK<sup>12</sup> have shown that there has been a long-term shift away from values associated with the post-war need for shelter, stability and survival and the consequent need for authority and control. Instead values today are based more on integration, diversity, social and environmental concerns. There is a reluctance to accept arbitrary authority and a wish for greater control over one's life. This too has major implications for consensus building around this plan and for its implementation. It means that the plan should provide a framework of strategic policies that safeguard and promote the public interest, but should not aspire to dictate lifestyles. It also suggests that there is a desire for people to take responsibility for their own affairs through increased local involvement of the community and voluntary sector.



#### *Impact of new technology*

- 1.55 Transactions using increasingly sophisticated communication technologies have grown enormously, affecting every aspect of every day. E-tailing, e-commerce and e-government are all likely to have an impact on London with particular force, given the high level of connectivity in London and its place at the core of global networks<sup>12</sup>. This plan addresses issues of the digital divide between those who have and do not have access to the new technologies, distinguishing between the needs of commerce and residents. Economic and population growth in higher density, intensive developments will make it more economic to ensure the provision of broadband and new technologies.
- 1.56 In the emerging information society London will need to become increasingly a learning city in which skills and the ability to use information will be essential. This will place heavy demands on education and training resources.
- 1.57 Finally, information technology will add to the flexibility of home and work environments, but will not replace the need for regular face-to-face meetings. It may lead to work journeys being spread over a longer part of the day, and to more local journeys being made, for example to services and cafes. These issues are explored further in Chapter 3, Part B.



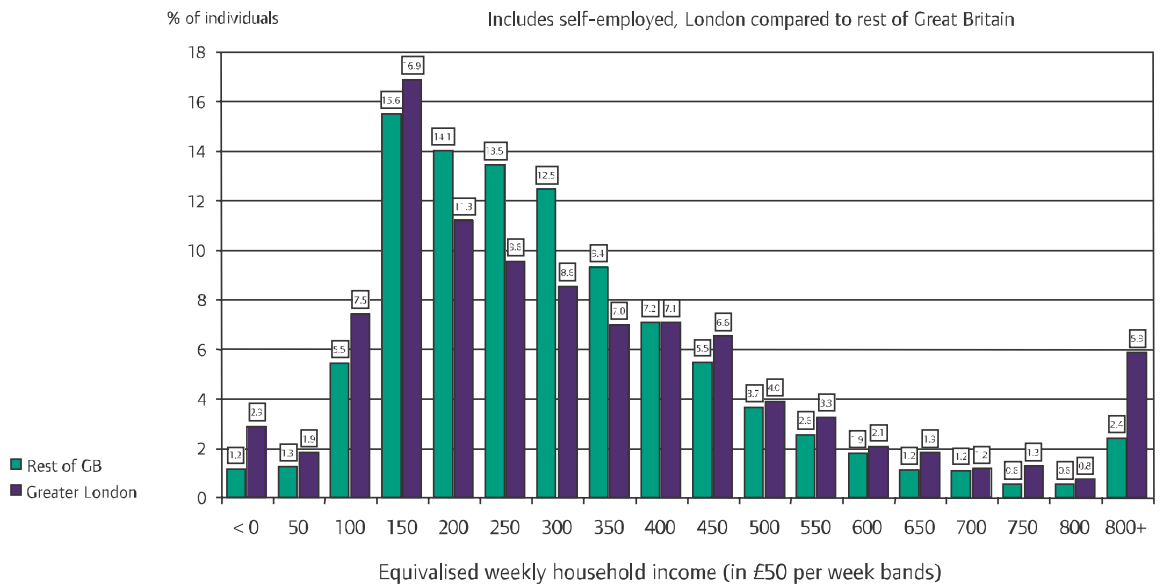
#### *Social justice*

- 1.58 London is accustomed to accommodating growth and change, but to do so in a way that tackles polarisation is a tremendous challenge. The Mayor has made it clear, in his vision, that he is determined to tackle it. Whilst the poor are, in absolute terms, generally becoming less poor, have better homes on average and live longer than in past decades, the disparity in

wealth and other quality of life measures between the poorest sections of society and the wealthiest is growing<sup>14</sup>.

1.59 Measured solely in terms of GDP per capita, London is the wealthiest region in the UK. However, London has higher concentrations of individuals in both high and low income bands than the rest of Great Britain<sup>15</sup> as can be seen from Figure 1.5. While London showed strong economic growth during the 1990s, this occurred in the context of a worsening of London’s position relative to the national average for a number of measures of social well-being<sup>16</sup>.

**figure 1.5 Equivalised income distribution (after housing costs) 1999-2000**



source Based on data from Department of Work and Pensions, Household Below Average Income (HBAI) series

1.60 This division is made worse by job growth being concentrated in higher paid and in lower paid occupations. In 1980, the top 10 per cent of full-time male earners in London had weekly earnings just over twice as high as those in the bottom 10 per cent. In 2000, the ratio had grown to nearly four times.

1.61 London has the second highest unemployment rate in England, after the North East of England. While the unemployment rate for white Londoners is in line with the rate for white people in the rest of the UK at 5.1 per cent, the rate for ethnic minorities is 13.5 per cent. This differential widened over the 1990s.

- 1.62 Twenty-nine per cent of working age adults in London are non-employed, compared to 24 per cent in the rest of Great Britain<sup>17</sup>. Again, the rate is much higher for London's ethnic minorities, at 42 per cent. All the evidence on employment indicates that there is a strong ethnic component to the polarisation of incomes in London.
- 1.63 Among those disadvantaged in London's labour market are lone parents, 64 per cent of whom are dependent on income support. This is the highest percentage in the UK. This gives rise to the need to consider the availability of affordable childcare so that more women can access jobs. London also has some of the highest rates of poverty in the UK. According to the official child poverty measure, 43 per cent of London's children are living in poverty.
- 1.64 Housing costs in London are both a cause and a consequence of the polarisation of incomes. Before housing costs are taken into account, the ratio between disposable incomes at the top and bottom of the income distribution is 5:1 in London. After housing costs, the ratio rises to 7:1<sup>18</sup>.
- 1.65 Londoners' potential skills will critically affect their opportunities to compete successfully for London's jobs and to avoid a major increase in commuting. A key intention of the Mayor is to ensure that employment growth is absorbed as far as possible by Londoners. This requires integrated policy intervention to address three aims:
- overcoming barriers to accessing the labour market
  - improving the competitive labour market position of London's resident population
  - encouraging more of London's employed to become residents in London.
- 1.66 Policies to address these economic, housing and social issues run throughout this plan. The critical policies relate to tackling areas of deprivation (Chapter 2), affordable housing and community empowerment (Chapter 3, Part A) and skills (Chapter 3, Part B). Issues affecting specific groups such as women and minority ethnic communities run throughout the plan, but are considered specifically in Chapter 3, Parts A and B and Annex 3.
- 1.67 The rest of this plan develops the issues and ideas set out in this chapter and the strategic policies that flow from them, starting with the broad development strategy and the key spatial implications.





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## 2 the broad development strategy

- 2.1 This chapter sets out the broad development strategy of the London Plan, focusing on the key spatial elements and concluding with the Key Diagram.
- 2.2 It addresses all the objectives of the London Plan and particularly the first – to accommodate London’s growth within its boundaries without encroaching on open spaces.

### 2A the overall strategy

- 2.3 The greatest challenge faced in this spatial plan is to accommodate significant growth in ways that respect and improve London’s diverse heritage while delivering the Mayor’s vision for an exemplary, sustainable world city. This will involve the sensitive intensification of development in locations that are, or will be, well served by public transport. The Mayor has concluded that this will best be achieved through the following overall spatial strategy for development:
  - support for and co-ordination of sub-regional initiatives, bridging the gap between Londonwide and more local actions (Policy 5A.1).
  - recognition of the government’s and the wider regional priority for regeneration of East London, especially the Thames Gateway and London–Stansted–Cambridge growth areas (Chapter 5).
  - further development in the Central Activities Zone and associated Opportunity Areas to intensify and accommodate substantial growth, especially in economic activity (Policy 2A.2 and Chapter 5)
  - major development in other Opportunity Areas, with an overall priority to the east of London along the Thames Gateway, and an expansion of some central London activities into parts of the City fringe, Isle of Dogs and Stratford (Policy 2A.2 and Chapter 5)
  - enhancing and diversifying the role of town centres across London in places with good public transport access (Policy 2A.5)
  - appropriate intensification and mix of uses, with a special focus on the Areas for Intensification that are well served by public transport (Policy 2A.3)
  - integrating spatial policies with policies for neighbourhood renewal, better health, improved learning and skills, greater safety and better employment and housing opportunities in the Areas for Regeneration (Policy 2A.4 and Chapter 3, Part A)
  - significant improvements in access, services and sustainability in suburban areas (Policy 2A.6)
  - managing and promoting the Strategic Employment Locations as London’s strategic reservoir of industrial capacity (Policy 3B.5).

- improving London’s accessibility through the co-ordination of transport and development and emphasis on improvement to public transport and reducing traffic congestion (Chapter 3, Part C).
- 2.4 There are also two thematic policies which have a particular spatial impact and are addressed in other specific parts of this plan:
- Open spaces – see Chapter 3, Part D.
  - The Blue Ribbon Network – see Chapter 4, Part C.
- 2.5 These are strategic policy directions that will shape London’s future. They are not set out in a priority order and they inter-relate, indeed some town centres are also Opportunity Areas. Together they constitute a polycentric development strategy in which each part of London fulfils its most effective role in a way that is complementary to the roles of other parts. The inter-relationships are brought together in Chapter 5 – London’s sub-regions – which also links them to the thematic and crosscutting policies in Chapters 3 and 4 and identifies specific locations in which the spatial policies of this chapter will apply.

## 1 Sustainable development

- 2.6 All policies in this plan promote sustainable development.

### *Policy 2A.1 Sustainability criteria*

The Mayor will use the following criteria in developing Sub-Regional Development Frameworks (see Chapter 5) and when considering UDPs and planning applications referred to him:

- optimising the use of previously developed land and vacant or under-used buildings (see Chapter 3, Parts A and B and Chapter 4, Part B)
- using a design-led approach to optimise the potential of sites (see Chapter 4, Part B)
- ensuring that development occurs in locations that are currently, or are planned to be, accessible by public transport, walking and cycling (see Chapter 3, Part C)
- ensuring that development occurs in locations that are accessible to town centres, employment, housing, shops and services (see Chapter 3, Part D)
- ensuring that development takes account of the capacity of existing or planned infrastructure including public transport, utilities and community infrastructure, such as schools and hospitals (see Chapter 3, Part A and C)

- taking account of the physical constraints on the development of land, including, for example, flood risk, ensuring that no significant harmful impacts occur, or that such impacts are acceptably mitigated (see Chapter 4, Part A)
- taking account of the impact that development will have on London's natural resources, environmental and cultural assets and the health of local people (see Chapter 3 Parts A and D and Chapter 4, Parts A and B)
- taking account of the objectives of preventing major accidents and limiting their consequences (see Chapter 4, Parts A and B)
- taking account of the suitability of sites for mixed use development and the contribution that development might make to strengthening local communities (see Chapter 3, Parts A and B, and Chapter 4, Part B).

UDP policies should clarify that, when assessing the suitability of land for development, the nature of the development and its locational requirements should be taken into account, along with the above criteria.

- 2.7 The concept of sustainable development runs throughout the London Plan and all its policies, starting from the Mayor's vision and objectives set out in the Preamble and Introduction. This overarching policy brings together a number of other policies within this plan to demonstrate the integrated nature of sustainability policies. It sets out the criteria that will guide the approach to development in London.

## 2 Overarching spatial policies for London

### *Opportunity Areas*

#### *Policy 2A.2 Opportunity Areas*

As part of the process of producing Sub-Regional Development Frameworks, the Mayor will work with strategic partners to prepare planning frameworks for Opportunity Areas as shown on Map 2A.1, or to build on frameworks already developed. These frameworks will set out a sustainable development programme for each Opportunity Area, to be reflected in UDPs, so as to contribute to the overall strategy of the London Plan to:

- seek to exceed the minimum guidelines for housing and to have regard to indicative estimates for employment set out in the sub-regional tables
- maximise access by public transport
- promote social inclusion and relate development to any nearby Areas for Regeneration



- take account of the community, environmental and other distinctive local characteristics of each area.

**map 2A.1 Opportunity Areas and Areas for Intensification**



★ Areas for Intensification

- |                                  |                                       |
|----------------------------------|---------------------------------------|
| 1 Arsenal/Holloway               | 8 Kidbrook                            |
| 2 Beckton                        | 9 Mill Hill East                      |
| 3 Euston                         | 10 South Wimbledon/Colliers Wood      |
| 4 Farringdon/Smithfield          | 11 Tottenham Crt Rd                   |
| 5 Haringey Heartlands/Wood Green | 12 Victoria                           |
| 6 Colindale                      | 13 Willesden Junction                 |
| 7 Holborn                        | 14 Woolwich Town Centre/Royal Arsenal |

source GLA 2000

## ★ Opportunity Areas

- |   |                                      |
|---|--------------------------------------|
| 1. Barking Reach                          | 15. London Bridge                    |
| 2. Belvedere/ Erith                       | 16. Lower Lee Valley                 |
| 3. Bishopsgate/ South Shoreditch          | 17. Paddington                       |
| 4. Cricklewood Brent Cross                | 18. Park Royal                       |
| 5. Croydon Town Centre                    | 19. Royal Docks                      |
| 6. London Riverside                       | 20. Stratford                        |
| 7. Deptford Creek/<br>Greenwich Riverside | 21. Thamesmead                       |
| 8. Elephant & Castle                      | 22. Tottenham Hale                   |
| 9. Greenwich Peninsula                    | 23. Upper Lee Valley                 |
| 10. Hayes/West Drayton/Southall           | 24. Vauxhall/Nine Elms<br>/Battersea |
| 11. Heathrow/Feltham/Bedfont Lakes        | 25. Waterloo                         |
| 12. Ilford                                | 26. Wembley                          |
| 13. Isle of Dogs                          | 27. Whitechapel/Aldgate              |
| 14. King's Cross                          | 28. White City                       |

- 2.8 Opportunity Areas have been identified on the basis that they are capable of accommodating substantial new jobs or homes and their potential should be maximised. Typically, each can accommodate at least 5,000 jobs or 2,500 homes or a mix of the two, together with appropriate provision of other uses such as local shops, leisure facilities and schools. These areas generally include major brownfield sites with capacity for new development and places with potential for significant increases in density. Their development should be geared to the use of public transport and they are either located at areas of good access or would require public transport improvements to support development. Their broad locations are indicated on Map 2A.1. Their detailed boundaries, capacity and policies will be identified in Sub-Regional Development Frameworks and in UDPs (see also Chapter 5).

### *Areas for Intensification*

#### *Policy 2A.3 Areas for Intensification*

UDP policies should identify Areas for Intensification including those shown on Map 2A.1. Policies for development should exploit their public transport accessibility and potential for increases in residential, employment and other uses, through higher densities and more mixed and intensive use.

- 2.9 These areas have significant potential for increases in residential, employment and other uses through development or redevelopment of available sites and exploitation of potential for regeneration, through higher densities and more mixed and intensive use. An initial identification of these Areas for Intensification is given in Map 2A.1. Their detailed boundaries, capacity and policies will be developed,



in participation with local communities, in Sub-Regional Development Frameworks and in UDPs, along with any further suitable Areas for Intensification identified by boroughs. The Mayor will also work with boroughs in preparing planning frameworks for these areas.

- 2.10 Tables for each sub-region (see Chapter 5) set out the identified Opportunity Areas and Areas for Intensification and suggest indicative estimates of housing and employment growth for the plan period. These development capacity guidelines are indicative and will be tested and refined with sub-regional partners. Development or redevelopment of these areas will contribute significantly to meeting the indicative sub-regional growth estimates.

#### *Areas for Regeneration*

##### *Policy 2A.4 Areas for Regeneration*

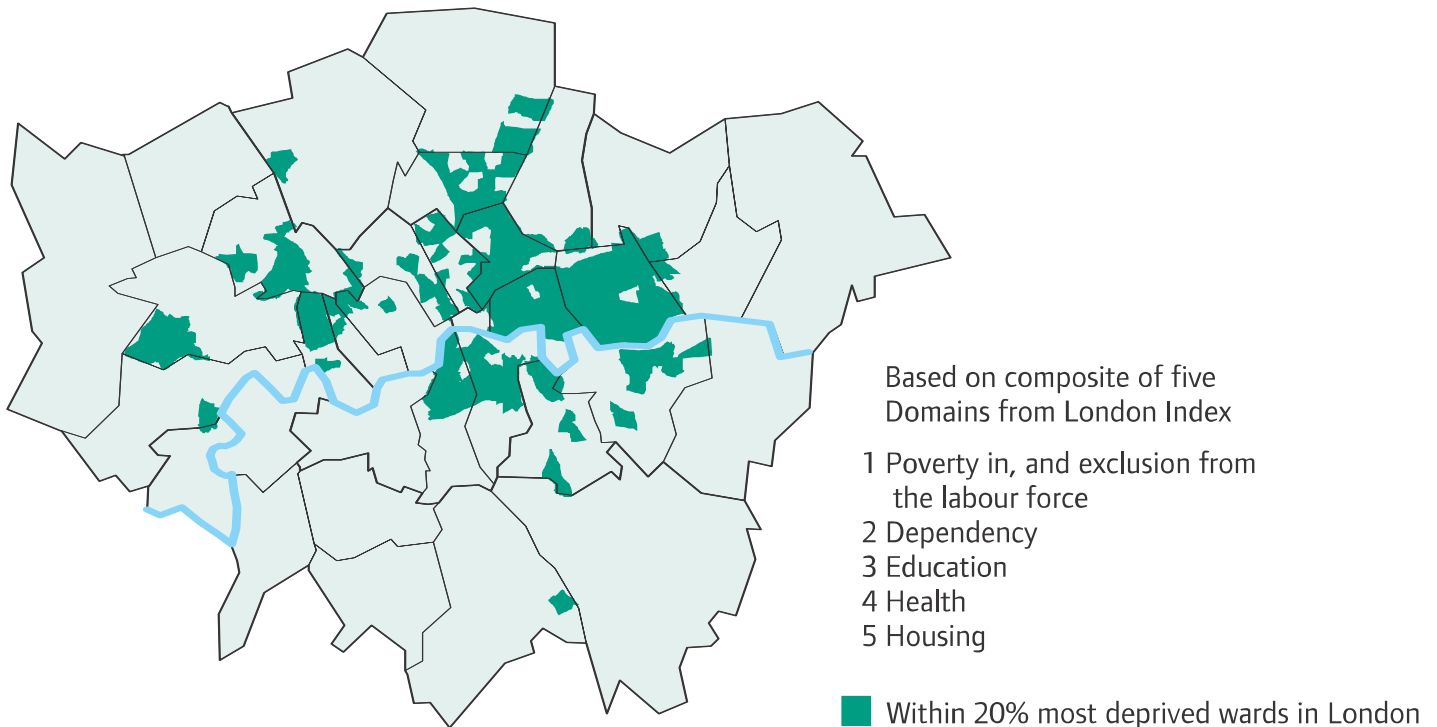
Within the Areas for Regeneration shown on Map 2A.2 the Mayor will work with strategic partners to achieve their sustained renewal by prioritising them for action and investment.

In their UDPs, Community Strategies, and Neighbourhood Renewal Strategies, 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.

These policies and actions should state how they seek to achieve the government's objective, which the Mayor supports, that no-one should be seriously disadvantaged by where they live within 10–20 years.

UDP policies should identify any local regeneration areas and highlight any suitable additional strategic areas for inclusion in the first review of the London Plan.

## map 2A.2 Areas for Regeneration



source The London Index of Deprivation, GLA 2002

2.11 A key element of the Mayor's vision is tackling social exclusion and a strong focus on Areas for Regeneration is a major part of his policy. Areas in need of regeneration - where there is substantial deprivation - exist across London. It is the responsibility of boroughs to identify these and set policies for tackling them through UDPs and Neighbourhood Renewal Strategies. Map 2A.2 shows the 20 per cent most deprived areas in London at ward level as defined by the London Index of Deprivation. These have been identified as the strategic Areas for Regeneration. This map should be used to assist boroughs in prioritising Areas for Regeneration while recognising that smaller pockets of deprivation exist outside them. There are larger areas where deprivation is concentrated. Some lie in a single borough, others cross borough boundaries. In these areas, there is a role for the Mayor and the Greater London Authority group to assist in tackling the problems and the Mayor will work with boroughs and other partners to do this. The aim will be to ensure that no one is seriously disadvantaged by where they live within 10–20 years. Local strategies will need to spell out precisely how this will be achieved.

2.12 The London Development Agency and Learning and Skills Councils are actively involved in supporting the need for improved skills and for better access to work and target these areas in particular. Areas for Regeneration



are often found close to Opportunity Areas and boroughs should make links between the two to assist those living in the former to take advantage of the employment and other opportunities created in the latter. Some areas may need improvements in public transport to help their residents to access job and other opportunities. However, the provision of jobs in the areas themselves is also important. This could encourage social enterprise and the active involvement of the voluntary and community sectors. Policies to support local small and medium size enterprises (SMEs) can be of particular importance to the black and minority ethnic business sector (see also Chapter 3, Part B).

- 2.13 The provision of high quality services is also critical, as is the involvement of the local community, both in the planning of the area and in specifying, and in some cases running, services themselves. These matters are considered further in Chapter 3, Part A.
- 2.14 Boroughs – through UDPs and community strategies – can encourage the integrated provision of facilities such as schools, hospitals, health centres and housing in areas of greatest need. They can also encourage developers to contribute to meeting the government’s floor targets for deprived areas by, for example, setting up local training programmes and providing affordable housing, contributions to local education or affordable childcare (see also Chapter 3, Parts A and B and Chapter 6).

### *Town centres*

#### *Policy 2A.5 Town centres*

The Mayor will work with sub-regional partnerships to implement a polycentric strategy for London’s development by promoting the strategic importance of London’s town centres in accommodating economic growth, meeting the needs of Londoners and improving the sustainability of London’s development. A robust strategy for town centres in each sub-region will be developed through the Sub-Regional Development Frameworks, taking into account the relationship with town centres in adjoining sub-regions and in the regions adjoining London, to provide strategic direction for the development of the network of centres.

UDP policies should:

- have regard to the network of International, Metropolitan, Major and District centres as shown on Map 3D.1
- identify local centres
- seek to exploit and enhance the accessibility of town centres from the areas which they serve, particularly by public transport, walking and cycling

- provide for a full range of town centre functions including retail, leisure, employment services and community facilities, in line with the other policies of this plan
- seek to sustain and enhance the vitality and viability of town centres including maximising housing provision through high density, mixed-use development and environmental improvement.

2.15 London's town centres are a key spatial priority of the London Plan, so as to ensure an accessible range of services as well as extend consumer choice. London's town centres are the most accessible locations on the public transport system outside central London and are inherently sustainable locations to meet a range of needs, depending on their size and function. This makes them central to the achievement of objectives for land use and transport integration and key locations for a diverse range of activities, including office space, housing, community facilities and regeneration initiatives as well as retail and leisure. Town centres also provide the sense of place and community which can help in fostering local identity. Increasing their attractiveness and capacity to perform these functions and especially to share in London's growth, is crucial to support urban and suburban renewal. More detailed policies for town centres are found in Chapter 3, Part D.



2.16 Sub-Regional Development Frameworks will reflect a robust strategic town centre network to help co-ordinate the development of the network in line with this plan's policies to:

- promote the complementary offer of different centres in the network
- sustain and enhance the viability and vitality of town centres and manage changes in their functions
- encourage their contribution to sustainable development and a polycentric pattern of development
- help assess future need and capacity for different types of town centre related uses and provide strategic guidance on accommodating them in terms of this plan's policies, if necessary, reconciling need and capacity within the network as a whole.

### *The suburbs*

#### *Policy 2A.6 Spatial strategy for suburbs*

UDP policies should contain spatial strategies for promoting change within, and enhancing the quality of life of, suburban London. Such strategies should:

- focus retail, leisure, key commercial activity and services in suburban metropolitan, major, district and local town centres. Where such centres do not already have good levels of public transport accessibility and capacity, improvements should be promoted
- promote areas around suburban town centres that have good access by public transport and on foot to the town centre as appropriate for higher-density and mixed-use development including housing
- improve the sustainability of suburban residential heartlands by promoting better access to centres, employment and community facilities, improving the public realm, making efficient use of space, and where appropriate, modernising or redeveloping the housing stock.

Such strategies should be developed with particular attention to the policies in this plan for town centres, employment, housing provision and design for a compact city.



- 2.17 Suburban London has an important part to play in achieving the urban renaissance agenda and securing London's role as an exemplary, sustainable world city.
- 2.18 London's suburbs cover over two-thirds of London's total land area. Recent research<sup>1</sup> shows that suburban areas are hugely varied in character with a diverse population and have been, and can be, subject to significant change. Some suburban areas have low-density development and predominant car use. While the attractive image of suburban London as offering good schools, green space and quiet away from central London holds true for some areas, pockets of deprivation and obsolescence can be found in others.
- 2.19 Every suburb is unique and requires a tailored policy response in accordance with local circumstances to be set out in UDPs. However, there are some strategic opportunities for change common to all suburban areas.
- 2.20 The Mayor has identified a four-tier approach to guiding change in suburban areas, focusing on the following types of suburban area: town centres, employment locations, neighbourhoods and residential heartlands.
- 2.21 District, local and neighbourhood town centres are essential features of suburban living, providing easy access to local services. They are an important source of jobs in suburban areas and need to be supported and enhanced.

- 2.22 The suburbs provide a range of employment opportunities, particularly in services, manufacturing, distribution and other uses requiring large floor areas. The public sector also provides a substantial element of employment within suburban London, for example hospitals and schools. Maintaining and enhancing a range of employment uses in suburban areas is important to support sustainable communities. As employment uses become increasingly compatible with residential environments, there may be growing opportunities for local activities, including homeworking and live/work spaces.
- 2.23 Areas around town centres will be most appropriate for higher density development and a greater mix of uses in accordance with their greater levels of accessibility relative to other suburban areas. Development of these areas should be tailored to the level of public transport accessibility. The residential heartlands, as the predominantly residential element of London's suburban fabric, require attention on local improvements to the public realm, maintenance, management and access, as well as some sensitive redevelopment, while having regard to biodiversity issues.
- 2.24 In collaboration with boroughs, the Mayor will prepare good practice guidance and a 'sustainable suburbs' toolkit to guide development policies in suburban centres, employment areas, neighbourhoods and heartlands.

### *Strategic Employment Locations*

#### *Policy 2A.7 Strategic Employment Locations*

In the context of Policy 3B.5, Annex 2 and Sub-Regional Development Frameworks, boroughs should identify Strategic Employment Locations in UDPs.

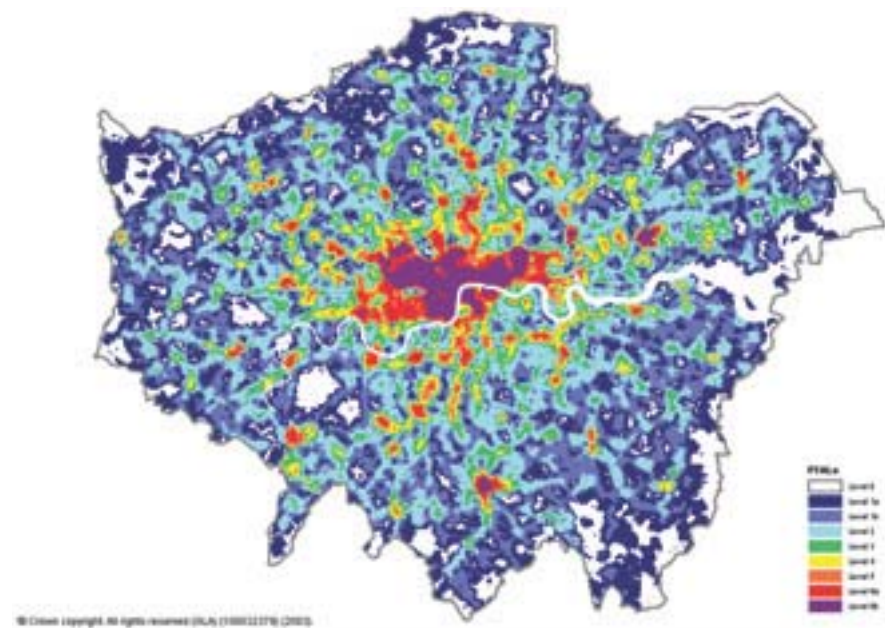
- 2.25 In the highly competitive London land market, manufacturing, wholesale distribution and a number of other activities of an industrial nature rely on the planning system to sustain adequate development capacity to meet their needs. The main strategic concentrations of this capacity are indicated in Annex 2. They are an important part of London's spatial structure. Taking account of Policy 3B.5, including the reconciliation of demand and supply of industrial land, the extent of these locations should be refined through Sub-Regional Development Frameworks and specified in UDPs. These locations will be kept under review to ensure that the right locations are being safeguarded in relation to need and utility.

## **3 Transport and spatial development**

- 2.26 Spatial policies cannot be considered in isolation from their links to

existing and proposed transport accessibility and capacity. London benefits from a well developed public transport network, which includes the Underground, National Rail services and an extensive bus network, which provide a high level of transport accessibility. Map 2A.3 shows the existing existing public transport accessibility levels across London, based on the PTAL method, which provides a consistent framework for assessing public transport accessibility. (Annex 4 provides more detail) The central area is particularly well served and town centres also have good levels of public transport accessibility. The current network is well used and in some places it operates at or close to capacity. A programme of public transport improvements has been developed (see Chapter 3, Part C) to address current problems of movement and support the expected growth.

**map 2A.3 Access to public transport**



source Transport for London

2.27 The transport policies in Chapter 3, Part C seek to assist in achieving spatial development priorities by integrating development with existing and future public transport infrastructure and services as well as exploiting existing areas of good public transport accessibility. Future public transport improvements include those that support the development of East London, growth in Central London, Opportunity Areas and Areas for Intensification and better access to town centres and Areas for Regeneration.

#### **4 London's sub-regions**

2.28 The broad development strategy is developed in the chapters that follow - the thematic policies in Chapter 3 and the crosscutting policies in

Chapter 4. Chapter 5 returns to spatial issues and shows how the plan's policies interact at the sub-regional level. It commits the Mayor to developing Sub-Regional Development Frameworks in partnership with a range of strategic partners. Chapter 5 defines the boundaries of the five sub-regions – Central, East, West, North and South – and sets out the strategic priorities for each of them. Each of the sub-regions will accommodate significant growth in the context of Policy 2A.1 and set out in Chapter 5, which includes indicative estimates of growth for each of them and for the Opportunity Areas and Areas for Intensification within them. Chapter 5 also develops the over-arching spatial policies of this chapter by refining these policies at the sub-regional level and giving a flavour of how they will be developed further in the Sub-Regional Development Frameworks.

- 2.29 Chapter 5 provides the key link between Londonwide policies and Chapter 6, which focuses on implementation, since a critical component of the delivery of this plan will be the partnerships operating at the sub-regional level.

## 2B the Key Diagram

- 2.30 The Key Diagram represents the spatial strategy of this plan as outlined above. It shows the emphasis upon growth within the existing London boundary, but with policy and transport linkages in the main development corridors into the surrounding regions proposed in paragraph 1.23. The Thames Gateway and Central London are shown, with concentration also upon the revitalisation of town centres and on the suburbs. The main spatial categories – Opportunity Areas, Areas for Regeneration and Areas for Intensification – are shown diagrammatically. The Key Diagram also includes the two largest new infrastructure projects (CTRL and Crossrail 1) and key nodes such as international stations and airports. The Key Diagram should be read in conjunction with Map 3D.1 (Town Centres), Map 3D.3 London's strategic open space network and Map 4C.1 (The Blue Ribbon Network).

### *References*

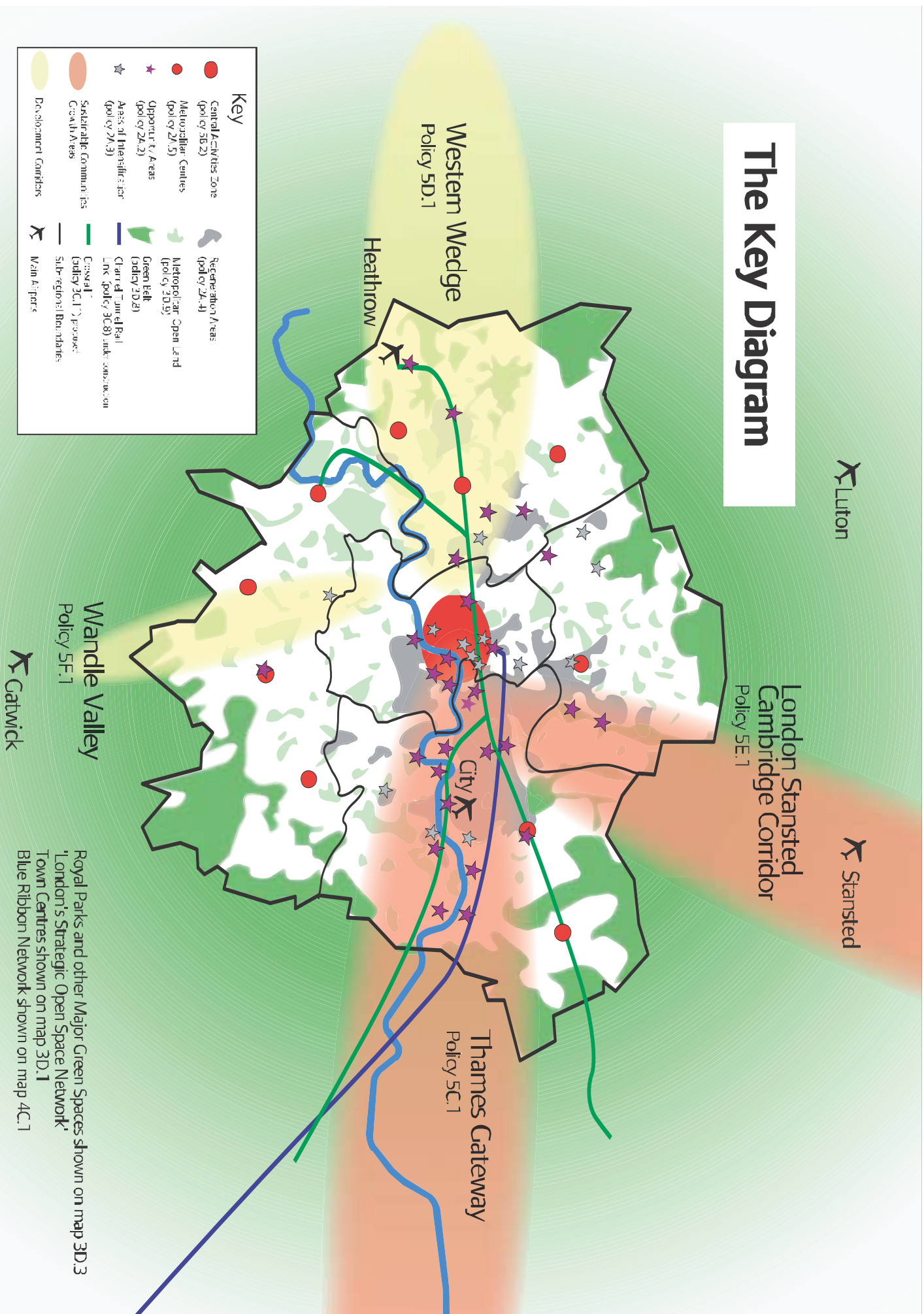
- 1 City of Villages SDS Technical Report II, GLA, 2002



# The Key Diagram

**Key**

- Central Activities Zone (policy 5B.2)
- Metropolitan Centres (policy 2A.3)
- Opportunity Areas (policy 2A.2)
- ★ Areas of Interest for Sustainable Communities Growth Areas (policy 2A.3)
- Sustainable Communities Growth Areas
- Development Corridors
- Regeneration Areas (policy 2A.4)
- Metropolitan Open Land (policy 3D.9)
- Green Belt (policy 3D.8)
- Channel Tunnel Rail Link (policy 3C.8) under construction
- Crossrail (policy 3C.1) proposed
- Sub-regional Boundaries
- ✈ Main Airports



Luton ✈  
 ✈ Stansted  
 London Stansted Cambridge Corridor  
 Policy 5E.1

Western Wedge  
 Policy 5D.1

Thames Gateway  
 Policy 5C.1

Wandie Valley  
 Policy 5F.1

✈ Gatwick

Royal Parks and other Major Green Spaces shown on map 3D.3  
 'London's Strategic Open Space Network'  
 Town Centres shown on map 3D.1  
 Blue Ribbon Network shown on map 4C.1





## 3 thematic policies

Chapter 2 addressed the first objective of this plan. This chapter addresses the next four objectives set out in the Introduction:

- Objective 2 – to make London a better city for people to live in – is addressed in Part A (Living in London).
- Objective 3 – to make London a more prosperous city with strong and diverse economic growth – is addressed in Part B (Working in London).
- Objective 4 – to promote social inclusion and tackle deprivation and discrimination – cuts across both Living and Working in London and is therefore addressed in Parts A and B.
- Objective 5 – to improve London’s accessibility – is addressed in Part C (Connecting London).

### 3A living in London

- 3.1 This part is addressed to and is predominantly about London’s residents. It concentrates on housing and on the key public services that are critical to quality of life. It picks up the themes of social polarisation and equality, addresses the needs of London’s very diverse population and examines how individuals and groups can become more involved in community life. The part is in four sections.
- 3.2 First, it examines the need for additional housing. This is partly to address the demand for housing coming from population growth, but it is also to address the historical shortage of affordable housing and the high cost of housing in London.
- 3.3 The second section takes a more detailed look at London’s population – made up of a host of communities of identity and interest each of which has its own particular needs over and above the needs it shares with others.
- 3.4 Thirdly, it looks at the major public services – education and health – as well as safety. It seeks to ensure that the spatial and planning needs of the services – the new schools, health and other facilities needed for a growing population – are met over the coming years.
- 3.5 Finally, it examines how people can become more effectively engaged in, and empowered by, shaping the future of their local areas.

## 1 Housing policies

- 3.6 In line with the concept of a sustainable and compact city, future residential development needs to be located so as to maximise the use of scarce land, to conserve energy and to be within easy access of jobs, schools, shops, and public transport. The provision of new housing should also help support economic growth and offer a range of choices for new households, including affordable housing.

### *Assessing the need for additional housing*

- 3.7 There were 3.1 million households in London in 2001<sup>1</sup>. Based on the latest available projections and estimates, London's population increase of 800,000 to 2016 could lead to an increase of 336,000 households over the next 15 years – a total of around 3.4 million. This assumes constant household size and it is equivalent to 22,400 additional households a year. The approach to be taken in interpreting these figures is set out in paragraphs 1.31 to 1.36.
- 3.8 This figure deals only with growth, not the existing shortage of housing. The Housing Commission<sup>2</sup> estimated that 112,200 existing households would need a new home. This would mean 11,200 additional dwellings a year in order to achieve the Mayor's objective of meeting this need within 10 years. On this basis, the total forecast demand for new homes is 33,600 per annum, made up of household growth of 22,400 and 11,200 to meet existing need. A proportion of the former and all of the latter need to be affordable homes. This is addressed in paragraphs 3.30 to 3.35 below. These figures will be revised in light of new demographic data and the figures from the study on housing requirements. These will feed into the London Housing Board consultation for the next London Housing Strategy and contribute to the development of sub-regional frameworks (see Para 5.7). It is anticipated that this exercise will lead to some fine-tuning of the figures, but that the housing provision recommended by the panel after the Examination in Public for some 30,000 extra homes per annum is broadly right.

### *Increasing the overall supply of housing*

#### *Policy 3A.1 Increasing London's supply of housing*

The Mayor will seek the maximum provision of additional housing in London towards achieving an output of 30,000 additional homes per year from all sources.

Housing provision up to 2006 will be monitored against a minimum target of 23,000 additional homes per year, and the borough targets



set out in Table 3A.1. This figure will be reviewed by 2006 and periodically thereafter.

The Mayor will promote policies that seek to achieve and to exceed this target.

#### *Policy 3A.2 Borough housing targets*

UDP policies should:

- seek to exceed the figures in Table 3A.1 and to address the suitability of housing development in terms of location, type of development and impact on the locality (see policies, 3D.8, 3D.9, 3D.13, 4B.11 and 4B.12)
- identify new sources of supply having regard to:
  - major development in Opportunity Areas and in the London parts of the Thames Gateway and London-Stansted-Cambridge growth areas and redevelopment of low density commercial sites to secure mixed use residential development
  - change of use of unneeded industrial/employment land to residential or mixed use development
  - redevelopment in town centres, suburban heartlands and small scale residential infill
  - intensification of housing provision through development at higher densities particularly where there is good access to public transport
- review existing identified housing sites and include existing and proposed housing sites on Proposals Maps. The capacity of housing sites should be determined in accordance with the urban design and density policies of this plan (see policies 4B.1, 4B.2 and 4B.3 as well as affordable housing policies 3A.7 and 3A.8).
- monitor housing approvals and completions against the annual monitoring targets in Table 3A.1 and against any higher targets adopted in their UDPs.

**table 3A.1 Provision for additional 'homes' targets, 1997-2016**

Areas	Total target	Annual monitoring target	Areas	Total target	Annual monitoring target
<b>Central sub-region</b>			<b>West sub-region</b>		
Camden	16940	850	Brent	13510	680
Islington	18070	900	Ealing	12930	650
Kensington and Chelsea	10800	540	Hammersmith and Fulham	8040	400
Lambeth	28910	1450	Harrow	6620	330
Southwark	29530	1480	Hillingdon	8890	440
Wandsworth	16470	820	Hounslow	9450	470
Westminster	19480	970	<b>Sub-total</b>	<b>59440</b>	<b>2970</b>
<b>Sub-total</b>	<b>140200</b>	<b>7010</b>	<b>North sub-region</b>		
<b>East sub-region</b>			Barnet	17780	890
Barking and Dagenham	10110	510	Enfield	13180	660
Bexley	5520	280	Haringey	19370	970
City	2100	110	Waltham Forest	9140	460
Greenwich	16090	800	<b>Sub-total</b>	<b>59470</b>	<b>2980</b>
Hackney	14310	720	<b>South sub-region</b>		
Havering	6900	350	Bromley	11450	570
Lewisham	17350	870	Croydon	17020	850
Newham	17770	890	Kingston	6710	340
Redbridge	10860	540	Merton	8610	430
Tower Hamlets	41280	2070	Richmond	5360	270
<b>Sub-total</b>	<b>142290</b>	<b>7140</b>	Sutton	7400	370
			<b>Sub-total</b>	<b>56550</b>	<b>2830</b>
			<b>London</b>	<b>457950</b>	<b>23000</b>

source London's Housing Capacity, GLA, 2000

- 3.9 This plan sets the policy framework for distributing housing capacity among the boroughs and for realising and monitoring that development. The GLA's Housing Capacity Study<sup>3</sup> remains the most comprehensive study of London's housing capacity and the targets derived from it, set out in Table 3A.1, remain the best available basis for monitoring housing provision in the short term. Any methodological or data issues will be taken into account through the next housing capacity study.
- 3.10 There is considerable housing capacity in London to respond to both existing and future housing demand but more capacity can be achieved through redevelopment and applying higher densities. Boroughs should investigate additional sources of housing capacity and identify further sites, applying higher densities where appropriate (see Table 4B.1). As the

more obvious sources of additional housing dry up, new options will have to be followed through more vigorously.

- 3.11 The Mayor will carry out a new housing capacity study in 2004 in order to update the borough figures set out in Table 3A.1 to inform a new Londonwide target. The study will identify capacity based on the fullest possible implementation of London Plan policies concerning density, mixed-use development, policies for town centres and the suburbs, the reuse of employment land and buildings, as well as the residential capacity of the Opportunity Areas. The intention is to seek to identify additional capacity towards achieving the 30,000 additional homes per annum set out in Policy 3A.1.
- 3.12 The targets will be for net additional homes, and include additional dwellings provided through development and redevelopment, and conversions from residential and non-residential properties, together with long-term vacant properties brought back into use and household spaces in new non-self-contained accommodation. They will be net of losses through redevelopment and conversion, through change of use and demolition of residential property and any properties falling into long-term vacancy.
- 3.13 The revised figures will be incorporated in the London Plan by 2006. The Mayor will seek to involve fully boroughs, housing providers and other key stakeholders in the process. The Mayor will prepare and publish Supplementary Planning Guidance on planning for housing provision, including guidance on how UDP policies should promote future housing provision in line with the London Housing Capacity Methodology Study<sup>4</sup>.
- 3.14 Monitoring the housing provision figures is an essential part of the 'plan, monitor and manage' approach to ensure that the London Plan delivers as many additional homes each year as is reasonably possible. Table 3A.1 sets out annual monitoring targets for each borough. The GLA will continue to monitor provision annually.
- 3.15 In setting the monitoring target to 2006, the Mayor has taken account of the relationship between London and the rest of the southeast, including the housing provision figure in RPG 9, as recommended in Circular 1/2000, of 23,000 homes a year. He will continue to work in close collaboration with the Regional Planning Bodies for the South East and East of England to ensure a consistent approach to addressing the needs of inter-regional migration and household growth.



*Making better use of existing housing**Policy 3A.3 Efficient use of stock*

Boroughs should promote the efficient use of the existing stock by reducing the number of vacant, unfit and unsatisfactory dwellings. They should produce and implement comprehensive empty property strategies including targets for bringing properties back into use. These strategies should be monitored on an annual basis and be subject to regular review.

- 3.16 There are still many vacant properties, particularly in the private sector that could be brought back into active use. Across London, data from the Housing Capacity Study 2000 showed that almost 25,000 dwellings could be brought back into use between 1997 and 2016. The majority of this provision is in inner London, where vacancy rates are generally higher. There is also a need to invest in maintaining and refurbishing the existing housing stock so it does not become vacant. The Mayor will include annual figures on the achievement of targets for bringing properties back into use in his annual report, as part of the 'plan, monitor and manage' approach set out in this plan (see Chapter 6).

*Improving housing choice**Policy 3A.4 Housing choice*

Boroughs should take steps to identify the full range of housing needs within their area<sup>5</sup>. UDP policies should seek to ensure that:

- 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, such as students, older people, families with children and people willing to share accommodation
- all new housing is built to 'Lifetime Homes' standards
- ten per cent of new housing is designed to be wheelchair accessible, or easily adaptable for residents who are wheelchair users.

The Mayor will investigate the feasibility of establishing a London register of accessible housing in both the public and private sector.

In undertaking an assessment of housing needs, a borough should consult fully and ensure that the assessment includes the full range of different communities within the borough, such as black and minority ethnic communities, disabled people and older people and households with specialist or different requirements, and that such communities are consulted on how policy is derived from the needs assessment.



- 3.17 Changing lifestyles are making new demands upon the way residents use their homes with greater demands for internal space, including working from home and leisure activities. Although the number of people living alone has increased, this does not necessarily translate into a demand for small, one-bedroom flats or bedsits, as many people want a spare bedroom for visitors and family. Relevant design, construction and density policies are set out in Chapter 4, Part B.
- 3.18 New housing development, including additional provision arising from conversions, should reflect these changes and help to promote mixed and balanced communities by taking account of changes in household characteristics and lifestyles and by offering a range of housing types and sizes. Boroughs should also promote new concepts of urban living, such as co-housing communities.
- 3.19 Homes built for general mainstream use but designed to meet the 'Lifetime Homes' standards will contribute towards redressing the severe shortage of accessible housing in London<sup>6</sup>. Meeting 'Lifetime Homes' standards is a cost-effective way of providing homes that are adaptable, flexible, convenient and appropriate to changing needs. They enhance choice, enable independent living and help to create more balanced and inclusive communities.
- 3.20 Given the overall shortage of wheelchair accessible housing<sup>7</sup>, ten per cent of all future housing provision should be suitable or easily adapted for wheelchair users. If a borough wishes to vary this percentage, it should demonstrate to the Mayor that it has carried out a comprehensive recent assessment of need which demonstrates that a different proportion would be appropriate. Further research will establish the feasibility of a Londonwide register of homes designed or adapted to be accessible to assist disabled people looking for suitable accommodation.



### *Large residential developments*

#### *Policy 3A.5 Large residential developments*

Boroughs should encourage proposals for large residential developments in areas of high public transport accessibility, including the provision of suitable non-residential uses within such schemes.

Boroughs should prepare planning frameworks for all large residential sites of 10 hectares or more, or that will accommodate more than 500 dwellings.

The planning frameworks should be prepared in consultation with local communities and other key stakeholders.

- 3.21 Large-scale residential developments present the potential to provide not only additional housing and related uses, but to create a new sense of place with its own character and identity where people will want to live and work. They will be capable of generating a mix of uses and a variety of activities, including commercial development, such as offices, workspaces, restaurants, leisure facilities and local shops and services.
- 3.22 The pattern and scale of development should be designed to integrate land use with movement. The land uses with the highest levels of activity should be located close to the existing or proposed areas of highest public transport accessibility and should have the highest densities and greatest mix of uses (see Policy 2A.1).
- 3.23 In considering development proposals for large residential sites, boroughs should assess the need for community and ancillary services such as local health facilities, schools and public open space (see policies 3A.18, 3A.21 and 3D.10).
- 3.24 Planning frameworks for these large residential developments should identify the potential impacts on the surrounding areas and how these will be dealt with. These should be carried out in consultation with key stakeholders. In addition to the developer and landowner, the local authority should consult with TfL, the LDA, the strategic health authority and primary care trust, housing associations and local communities. Where large residential sites are near to Areas for Regeneration, the appraisal should take account of social and economic impact assessments (see policy 3A.25).
- 3.25 Detailed consideration should be given to the compatibility of uses, permeability and layout, sustainable design and construction (see policy 4B.6), phasing, delivery mechanisms, management and maintenance.

#### *Definition of affordable housing*

##### *Policy 3A.6 Definition of affordable housing*

UDP policies should define affordable housing as housing designed to meet the needs of households whose incomes are not sufficient to allow them to access decent and appropriate housing in their borough. Affordable housing comprises social housing, intermediate housing and in some cases, low-cost market housing.



UDP policies should ensure that new affordable housing provision seeks to meet the full spectrum of housing need.

- 3.26 For the purposes of the London Plan, housing is divided into three segments:
- Social Housing – Housing provided by a landlord where access is on the basis of housing need, and rents are no higher than target rents set by the government for housing association and local authority rents.
  - Intermediate Housing – Sub-market housing which is above target rents, but is substantially below open market levels and is affordable by households on incomes of less than £40,000 (as at 2003/4 to be reviewed annually to reflect changes in income: house-price ratios). This pan-London figure will be kept under review through the SPG both in terms of its quantum and distribution across boroughs. This category can include shared ownership, sub-market rent provision and key worker housing which meets this criterion. It may also include some low-cost market housing where its price is equivalent to other forms of intermediate housing.
  - Market Housing – Owner-occupied and private rented housing, which does not meet the affordability and access criteria for social housing or intermediate housing.
- 3.27 These definitions will be further detailed in Supplementary Planning Guidance.
- 3.28 Provision of purpose-built student housing adds to the overall supply of housing and may reduce pressure on the existing supply of market and affordable housing. Provision of purpose-built student housing should be monitored separately from provision in relation to targets for social housing and intermediate provision, as these are targeted at different needs.
- 3.29 It may also be appropriate for a borough to set sub-targets for priority groups, such as key workers, within the intermediate provision category.

#### *Assessing the need for affordable housing*

- 3.30 One of the Mayor's strategic objectives is to increase substantially London's supply of affordable housing. This is strategically important to London in order to promote mixed and balanced communities and

to redress the affordability issue that underlines the trend towards social polarisation in terms of housing choices and opportunities.

- 3.31 Pressure on house prices has intensified with growth in the number of households and the incomes of prospective purchasers. Supply in market, intermediate and social housing sectors has failed to keep up with demand – a key factor in explaining the growing recruitment and retention difficulties being faced by both public and private organisations<sup>8</sup>.
- 3.32 The shortage of affordable housing has led to increasing numbers of households in priority need being forced to live for longer periods in temporary housing, overcrowded conditions and in bed and breakfast accommodation<sup>8</sup>. Many others are being squeezed out of living in London and are either travelling longer distances to work or are leaving the capital altogether. These are strategic issues, which must be addressed by a strategic plan.
- 3.33 Forecasts of the future household growth and overall need for additional housing in London are set out in paragraph 3.8, at 33,600 homes a year.
- 3.34 Within that figure there is a very significant need for affordable housing. The Housing Commission estimated that almost a quarter of future households would need social rented housing and that 112,000 existing households are in need of a new home. These estimates and further refinements of existing and future housing need have been the subject of a study into housing requirements. However at the time of publication of this plan the figure of 25,700 additional affordable homes per annum from all sources remains the best available estimate.
- 3.35 The results of the mid year estimates and the study into housing requirements are being analysed and will be published early in 2004. Paragraph 3.8 explains how these results will be tested at the sub-regional level and incorporated into the Sub-Regional Development Frameworks.



*Increasing the provision of affordable housing*

- 3.36 In view of the magnitude of the gap between current provision of affordable housing (6-7,000 a year) and estimated need, and the serious potential consequences for London's sustainable development and economic competitiveness, the Mayor has concluded that the planning system should make the maximum reasonable contribution to the provision of affordable housing. A portfolio of other policies will also be essential to help meet London's affordable housing requirements, including:

- tackling empty properties
- stemming losses from the existing stock of affordable homes
- a programme of open market acquisitions by housing associations to meet housing needs
- modernising the private rented sector so it can make as large a contribution as possible to London's needs
- providing mobility opportunities for tenants to move outside London.

Some of these elements are already incorporated in the 2003 London Housing Strategy. Other elements can be considered in the development of the next London Housing Strategy.

3.37 GOL Circular 1/2000<sup>9</sup> states 'the SDS should set out, where appropriate, priorities and strategic objectives for meeting particular types of housing provision need across the capital as a whole'. In response the Mayor has adopted a strategic target that 50 per cent of all additional housing should be affordable. This target includes affordable housing from all sources and not just that secured through planning obligations. It comprises all types and tenures of housing within the definition included in Policy 3A.6 and includes 100 per cent affordable schemes by housing associations, intermediate housing, non-self-contained accommodation, gains from conversions and from bringing long-term vacant properties back into use, as well as new housing. The achievement of affordable housing will be closely monitored against the total output of additional housing as set out in Policy 3A.1 and the strategic target will be kept under review in relation to a range of considerations, including: output achieved, availability of public subsidy and updated assessments of housing need and demand. That output is contingent upon identifying and bringing forward additional sources of capacity, to be investigated by the new housing capacity study for London (see paragraph 3.11).

3.38 This strategic target supports the Mayor's case to government for an increase in the overall level of housing investment in London. In addition, the Mayor will work with the the London Housing Board, the Government Office for London, Housing Corporation, boroughs, housing associations and private house builders to find ways to make more effective use of private and public investment. Within the overall 50 per cent he seeks to achieve 70 per cent social housing and 30 per cent intermediate housing and this will be kept under review. On individual private residential and mixed-use sites, the Mayor will expect boroughs to use development appraisals in order reasonably to maximise the amount of affordable housing provision. It is recognised that some small sites may be developed entirely for social housing and intermediate housing, funded mainly from Housing Corporation or local authority grant, without contributions being required from Section 106 in relation to private residential or other development.

### *Borough affordable housing targets*

#### *Policy 3A.7 Affordable housing targets*

UDP policies should set an overall target for the amount of affordable housing provision over the plan period in their area, based on an assessment of all housing needs and a realistic assessment of supply. In setting targets boroughs should take account of regional and local assessments of need, the Mayor's strategic target for affordable housing provision that 50 per cent of provision should be affordable and, within that, the Londonwide objective of 70 per cent social housing and 30 per cent intermediate provision, and the promotion of mixed and balanced communities. They should take account of the most robust available assessment of housing capacity, and of potential sources of supply, such as:

- local authority developments, including estate renewals
- Registered Social Landlords' developments
- low-cost market housing, where it can be shown to be affordable
- private residential development negotiations secured through planning agreements or conditions
- vacant properties brought back into use
- provision from non-self-contained accommodation.

- 3.39 Housing need is a strategic issue, in that some boroughs cannot meet need within their own boundaries. Each borough does not represent a distinct housing market nor is London made up of a homogenous housing market. Affordable housing targets should be sensitive to the economic and social circumstances of different parts of London. The Mayor has set the overall strategic framework for establishing borough-level targets to provide a consistent basis for seeking affordable housing and for estimating future levels of provision. Boroughs should set an overall target for the amount of affordable housing provision over the plan period in their area, based on a comprehensive assessment of need and a realistic and comprehensive estimate of supply. They should take into account up-to-date assessments of regional need as well as local need and the objective of achieving mixed and balanced communities. Where it can be demonstrated that an element of low cost housing can contribute to meeting the need for affordable housing within the criteria set in paragraph 3.26, this can be incorporated in the borough target. Further guidance on the basis for setting borough affordable housing targets consistent with the Londonwide target, and which recognise sub-regional and regional demand/capacity mismatches, will be set out in Supplementary Planning Guidance on Affordable Housing.

- 3.40 Boroughs should seek to achieve a range of types of affordable housing and an appropriate balance between social and intermediate housing, having regard to the circumstances of their area, and to the Mayor's Londonwide assessment of the need for a 70:30 balance.

*Policy 3A.8 Negotiating affordable housing in individual private residential and mixed-use schemes*

Boroughs should seek the maximum reasonable amount of affordable housing when negotiating on individual private residential and mixed-use schemes, having regard to their affordable housing targets adopted in line with policy 3A.7, the need to encourage rather than restrain residential development and the individual circumstances of the site. Targets should be applied flexibly, taking account of individual site costs, the availability of public subsidy and other scheme requirements.

- 3.41 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 use of financial contributions. The development control toolkit developed by the Three Dragons and Nottingham Trent University is one mechanism that will help. Boroughs should take account of the individual circumstances of the site, the part of the borough in which the site lies, the availability of public subsidy and other scheme requirements. The determination of the affordable housing requirements for a specific site needs to have regard to the borough targets set within the framework of policy 3A.7 on the basis of maximising the potential for affordable housing.
- 3.42 There will be some sites that are capable of achieving more towards meeting the overall 50 per cent Londonwide affordable housing target and some less. It is recognised that in most cases, some level of subsidy will be necessary to achieve the maximum outturn, the exception being the highest value sites, where the desired level of affordable housing can be funded entirely from development value. Where a proposal for development relates solely to student housing, it will not normally be appropriate to apply a planning obligation for an element of social rent or intermediate housing (see paragraph 3.26). The Mayor wishes to encourage, not restrain residential development and boroughs should take a reasonable and flexible approach on a site-by-site basis. Further guidance on the role of site appraisals and the toolkit is set out in the Supplementary Planning Guidance on Affordable Housing.
- 3.43 Affordable housing should be integrated with the rest of the development and have the same external appearance as the rest of the housing.





- 3.44 Boroughs should explore the development of sites in their own ownership to maximise their contribution to affordable housing provision, including the possible provision of land to housing associations on a nil cost or discounted basis<sup>10</sup>.

*Affordable housing thresholds*

- 3.45 This plan does not set a Londonwide threshold of numbers of dwellings below which the affordable housing requirement would not apply.
- 3.46 In that context and taking into account recent draft guidance<sup>11</sup>, boroughs should set thresholds above which affordable housing requirements will apply at no greater than 15 units, and are encouraged to seek a lower threshold through the UDP process where this can be justified. Boroughs are encouraged to ensure that the affordable housing requirement applies to any site which has the capacity taking into account other policies of the plan to provide the minimum number of dwellings set in their threshold.
- 3.47 In certain exceptional cases a borough and a developer may consider that the required affordable housing should be provided off-site, or that a financial contribution instead of on-site provision, is acceptable. Examples may include sites where there are existing concentrations of particular types of social housing and there are demonstrable benefits to be gained by providing the new units in a different location, such as to create more socially balanced communities, or to provide a particular type of housing, such as family housing. It may be more reasonable to consider a financial contribution from a small site rather than seeking on-site provision.
- 3.48 The Mayor will monitor affordable housing provision across London and work closely with the Housing Corporation and individual boroughs on monitoring delivery in the light of the availability of public subsidy and prevailing economic conditions.

*Partnership approach*

*Policy 3A.9 Partnership approach and sub-regional development frameworks*

The Mayor will work with the London Housing Board to ensure that a sub-regional approach is embedded in the London Housing Strategy and that the Board's funding recommendations to Government seek resources for cross-borough and sub-regional initiatives.

- 3.49 The Mayor strongly supports a partnership approach to the provision of affordable housing. He looks to borough housing and planning

departments to work more closely and for house builders, boroughs and registered social landlords to take a more pro-active approach in pre-application discussions, public consultation and negotiations over planning agreements<sup>12</sup>. In addition the Mayor wishes to work with sub-regional partnerships to address the delivery of affordable housing and other sub-regional policies (see Chapter 5).

- 3.50 The Mayor will be discussing with government ways in which more flexible arrangements could be introduced at the sub-regional level, while ensuring that the provision is reasonably related to meeting need in the local area.

*Mixed-use developments and affordable housing*

- 3.51 As detailed in Chapter 3, Part B, UDPs should seek mixed uses wherever appropriate and practical in order to create more successful, sustainable and balanced communities.
- 3.52 The predominance of single-use commercial buildings can detract from the liveability and vitality of central London and major town centres. Mixed-use development creates greater use of buildings and areas throughout the day and night, promotes more sustainable forms of development and reduces the need to travel.
- 3.53 Where it can be demonstrated that provision of housing, including affordable housing, is necessary to ensure an acceptable balance of uses in a mixed use development. Such an affordable housing requirement should be secured through a Section 106 agreement consistent with guidance in Paragraph B11 (ii) in Circular 1/97.



*Special needs and specialist housing*

*Policy 3A.10 Special needs and specialist housing*

UDP policies should provide for special needs housing, including sheltered housing with care support, staffed hostels and residential care homes, based on up-to-date estimates of need.

- 3.54 Some vulnerable and disadvantaged groups have special housing needs. The types of housing include sheltered housing with care support, staffed hostels, refuges, foyers and care homes. Many people in housing need have other needs that require care and support. Their needs should be identified and assessed as part of borough Supporting People strategies. Other groups will live in hostels in connection with their occupation, such as nurses, police or students. Shared accommodation or houses in multiple occupation often provide housing for people unable to gain

access to social rented housing or to afford market home ownership or rents. Where such accommodation is of a reasonable standard, its provision helps contribute to meeting housing demand and should be encouraged. It should however be recognised that for many people with special housing needs, self-contained permanent housing is more appropriate than shared housing.

- 3.55 The promotion and protection of all such housing provision will involve close liaison among borough planning, housing and social services, health authorities and hospitals, the voluntary sector and private care providers.

*Policy 3A.11 London's travellers and gypsies*

Boroughs should, in co-ordination with neighbouring boroughs and districts, assess the accommodation needs of gypsies and travellers and review the pitch capacity of each borough.

UDP policies should

- protect existing sites
- set out criteria for identifying the suitability of new sites
- identify them where shortfalls occur.

- 3.56 The Mayor recognises the needs of gypsies' nomadic lifestyles and the need to protect existing sites and review pitches. Despite repeal of the statutory requirement to make adequate provision for gypsies residing in local authority areas, boroughs should still continue to have regard to the accommodation needs of gypsies and travellers and formulate policies to assess the suitability of new sites.

*Loss of residential accommodation, including affordable housing and special needs housing*

*Policy 3A.12 Loss of housing and affordable housing*

UDP policies should prevent the loss of housing, including affordable housing, without its planned replacement at existing or higher densities.

*Policy 3A.13 Loss of hostels, staff accommodation and shared accommodation*

UDP policies should resist 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 greater standard. Policies should resist the loss of housing to short-term provision (lettings less than 90 days).

- 3.57 Given the level of need, existing housing must be retained where possible and appropriate, except where there are acceptable plans for its replacement. Short term lettings especially for holiday lets, can result in a serious loss of housing, and should be resisted. Such lettings require specific planning consent under the GLC (General Powers) Acts 1973 and 1983.
- 3.58 The Mayor's approach to estate renewals is to take into account the regeneration benefits to the local community, the proportion of affordable housing in the surrounding area, and the amount of affordable housing being, or planned 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.
- 3.59 Existing sites and premises providing either an element of care, or dedicated homes for key public sector employees such as nurses and police officers, are a finite resource and are often threatened by higher value uses. Where shortfalls of special needs housing have been identified, the possibility of other providers of special needs housing using the premises should be explored.

## 2 London's diverse population

- 3.60 While the provision of additional housing addresses the central issue of population growth, it needs to be accompanied by the necessary facilities to ensure a good quality of life, together with the social infrastructure necessary to enable communities to operate. In London, this is made a more challenging task by the size and diversity of London's different communities of neighbourhood, identity and interest, as well as the impact of poverty.
- 3.61 The extent of poverty and its impact on different parts of, and communities in, London is analysed in *London Divided*<sup>14</sup>. Like all forms of deprivation, poverty disproportionately affects black and minority ethnic communities and other disadvantaged groups. This part of the plan examines some of those issues in more detail and sets out broad policies to address them, cross-referencing to other parts of this plan.

### *Addressing the needs of a diverse population*

#### *Policy 3A.14 Addressing the needs of London's diverse population*

UDP policies should identify the needs of the diverse groups in their area. They should address the spatial needs of these groups, and ensure that they are not disadvantaged both through general policies for



development and specific policies relating to the provision of social infrastructure (policy 3A.15), the public realm, inclusive design and local distinctiveness (policies 4B.4, 4B.5 and 4B.7). Existing facilities that meet the needs of particular groups should be protected and where shortfalls have been identified, policies should seek measures to address them proactively.

Annex 3 draws attention to those policies in this plan that are particularly relevant to addressing the needs of each of the groups outlined in the supporting paragraphs below.

- 3.62 More languages and cultures are represented in London than in any other city in the world. This diversity is one of London's greatest strengths, accounting for its world city status in the truest sense, and must be supported and built upon. London's children speak over 300 languages, a third of the population is of black and minority ethnic origin<sup>13</sup>, one in eight Londoners is aged over 65<sup>14</sup> and 20 per cent of households in London include a disabled person<sup>16</sup>.
- 3.63 Not only are some communities and individuals disadvantaged by where they live, some also experience other forms of disadvantage and discrimination. The paragraphs below outline some of the key spatial and land use issues faced by different communities. Building on these issues, the Mayor will prepare Supplementary Planning Guidance to help boroughs implement policy 3A.14.

#### *Disabled Londoners*

- 3.64 Disabled people continue to be excluded from many mainstream activities that other Londoners take for granted. Many lose out when it comes to work, housing, leisure, health and social care and are frequently denied the opportunity to participate fully as equal citizens. All too often, the design of the built environment and transport either ignores the needs of disabled people and creates barriers to inclusion or provides access in a segregated and separate way, making disabled people unnecessarily dependent on others. These issues are addressed in Chapter 4, Part B of this plan and the Mayor has prepared draft Supplementary Planning Guidance on them. Inability to access many of London's opportunities and attractions, including the opportunity to work, restricts the independence of disabled people and means that instances of poverty, social exclusion and isolation among disabled people is higher than average, with many disabled people restricted to certain local areas. Disabled people are twice as likely to be unemployed as non-disabled people, are more likely to live in unsuitable or inaccessible housing without essential amenities, and



have difficulty using many public transport facilities with ease as a result of poor design and management practices.

#### *London's older people*

- 3.65 Twelve per cent of London's population is aged 65 or over and three per cent of London's total population is over the age of 80<sup>17</sup>. Older people contribute to the wealth of London's society through sharing their experience and skills, through work, volunteering and their role in extended families and, often, their disposable income contributes to London's growing leisure economy. While many people will naturally seek to leave the city when they no longer need to live there for work reasons, research suggests that many pensioners would prefer to stay but feel they cannot do so<sup>18</sup>. One of the reasons cited is that older people are disproportionately affected by housing of low quality and often feel that social and health care does not meet their needs. Many pensioners in London live in households without a car. Convenient, cheap, safe and reliable public transport is therefore a priority for them. Many older people would be more predisposed to remain in London after retirement if London's environmental quality was higher, and the provision of basic facilities such as accessible places to meet, public toilets and street furniture were greater.



#### *London's children and young people*

- 3.66 While young people value the range of things to do in London and like the excitement of living in a world-famous place, many are excluded from enjoying it. Paradoxically, London, one of the world's richest cities, has one of the biggest populations of deprived children in the developed world, many of them from ethnic minorities. The most important cause of child poverty is lack of employment among households with dependent children. Nearly a quarter of households with children in London, and nearly a third in inner London, have no adult in employment. This compares to 16 per cent nationally.
- 3.67 Poverty affects children and young people in many ways. It may mean overcrowded and poor quality housing conditions, poor health and nutrition, lower levels of education attainment and restricted recreational choices and mobility. London has the highest rates of teenage drug dependency, homelessness and pregnancy in the UK as well as a high proportion of other groups with key needs, such as care leavers, refugees, young carers, disabled children, often doubly disadvantaged by poverty and discrimination. Children, young people and their parents are very concerned about crime and safety. The provision of high quality childcare, play, leisure, cultural and educational facilities across London is undoubtedly a determinant of children's future life chances. These,

combined with inadequate provision of safe play spaces, restrict children's activities and affect their physical and mental development. Children need to be provided with opportunities to be independently mobile. Reliable, safe and cheap public transport has a vital role to play. The Mayor's draft Children and Young People's Strategy sets out priorities for creating a genuinely child-friendly city, recognising that children and young people have the right to participate in decisions affecting their lives.

### *Women in London*

- 3.68 Many women's experiences of London are affected by concerns about the gender pay-gap, childcare, health facilities and personal safety, particularly in the public realm but also on public transport. Women are significant contributors to London's economy. They represent 46 per cent of all taxpayers in London. However, on average in London, women earn only 77 per cent of men's earnings per hour. This means less ability to buy a home, less savings for retirement and personal investment. The lives of women living in London depend crucially on public policy and the future of London's public services. Women make up over 67 per cent of the workforce in the public services sector and are the greatest users of public services. Therefore low pay rates and poor services affect women directly. In the domestic arena, women still have the main responsibility of supporting children, elderly people and those with limiting illness. They are more likely to do the shopping and transport children alongside working, mainly part-time. Because of the inadequacy of public transport and because women often make a range of complex local journeys, they feel obliged to acquire cars. Those that cannot afford to are further restricted in job opportunities. Women need convenient, affordable and safe public transport and access to affordable childcare provision.



### *London's black and minority ethnic groups*

- 3.69 Nearly a third of all Londoners are from black and minority ethnic groups<sup>13</sup>. While they share many of the generic needs of all Londoners, or have additional needs concomitant with their gender, age, sexuality or disability, at the same time, many black and minority ethnic groups have distinct spatial needs. The government's Social Exclusion Unit recently reported that: 'While there is much variation within and between different ethnic groups, overall, people from minority ethnic communities are more likely than others to live in deprived areas and in unpopular and overcrowded housing. They are more likely to be poor and to be unemployed, regardless of their age, gender and qualifications'<sup>19</sup>. The cost of housing in London often prohibits families from being able to access the type or size of accommodation required and hence overcrowding and poor housing conditions can be a problem for these communities. Many black and minority ethnic groups are prevented from enjoying life to the

full because of fear of crime and racial abuse. Discrimination in London's labour market is a recurrent problem for many black and minority ethnic groups, particularly young black men.

#### *London's gay men, lesbians, bisexuals and trans people*

- 3.70 London's lesbians, gay men and bisexuals experience discrimination based on society's attitude to homosexuality. Trans people experience gender identity discrimination. For the lesbians, gay men, bisexuals and trans people, this manifests itself in hate crimes and harassment. A lack of awareness of the way discrimination impacts on these communities, particularly with regard to housing, employment, counselling, advice services, and their individual safety in public spaces and on public transport often means that mainstream services may not meet their particular needs<sup>20</sup>. London has the largest lesbians, gay men, bisexuals and trans people population in the country. Some estimates state that lesbians, gay men, bisexuals and trans people make up 10 per cent of the capital's population<sup>21</sup> and that almost a half of lesbians, gay men, bisexuals and trans people experience discrimination at work because of the sexuality or gender identity<sup>22</sup>. These issues are compounded further for black and minority ethnic lesbians, gay men, bisexuals and trans people, who may also experience racial discrimination. Further research and supporting data on the experiences and needs of lesbians, gay men, bisexuals and trans people is needed.

#### *London's refugees and asylum seekers*

- 3.71 A large majority of refugees and asylum seekers coming to the UK live in London, and the numbers have grown significantly in recent years. They are some of the most insecure, vulnerable and socially excluded people. The barriers facing refugees and asylum seekers coincide with those faced by non-refugee black and minority ethnic Londoners, but they also have distinct needs that present specific challenges. The need for access to both temporary and permanent affordable accommodation, in both the social and private rented sector, is an overwhelming concern for them. Many have health needs particular to their circumstances and report difficulty in accessing basic primary health care. Again, further research is needed to help address these issues.

### **3 Providing for Community Services**

- 3.72 Many policies in this plan aim to ensure an inclusive London that builds upon its diversity, and is sensitive to the needs and preferences of its constituent groups. The Mayor places particular priority on ensuring that as London develops and changes, it does so explicitly taking into account, and where possible addressing, the needs of communities and other groups posing particular strategic planning issues as outlined above.



This will benefit all Londoners, as it helps foster an inclusive, open and considerate society.

- 3.73 In theory, the sheer scale and variety of London should mean that there are unparalleled opportunities for all to thrive. In practice, many face difficulties through the competition for space and transport (which paradoxically can act as a barrier rather than a connection) and find that facilities that are provided for ‘everyone’ fail to recognise their particular needs.
- 3.74 Many solutions are too specific and detailed to be included in a strategic plan and their delivery is not the responsibility of the Mayor. However there is a clear strategic need for an approach which ensures that, throughout London, issues of equity, and catering for the needs of all in society, including, for example, faith groups, are addressed at every level and that UDPs and other more local actions include appropriate solutions. The extent and nature of the needs of these groups will vary according to each neighbourhood. It is for the boroughs, working with the local strategic partnership and other relevant locally based organisations, to identify the communities of identity and interest most at need within a particular area and the mechanisms by which the development plan, development process and other strategies, can contribute towards addressing them.
- 3.75 Many policies of this plan relate to meeting the needs of London's communities of interest and identity, and a summary of them is included in Annex 3. The Mayor will also prepare Supplementary Planning Guidance on using the planning system to meet the needs of equality target groups. This will make use of the existing experience of the boroughs and involve extensive consultation and community engagement.
- 3.76 Initiatives relating to policing and community safety and crime reduction are also important in improving the quality of life of many Londoners. These include sensitive design and lighting, joint action to tackle crime on estates and measures taken through regeneration initiatives. Initiatives relating to designing out crime are further discussed in Chapter 4, Part B.
- 3.77 Good, safe and efficient public transport particularly helps groups such as women, children and disabled people. Vulnerable groups such as children should be protected by initiatives such as ‘safe routes to schools’.



*Policy 3A.15 Protection and enhancement of social infrastructure and community facilities*

UDP policies should assess the need for social infrastructure and community facilities in their area, including children's play and recreation facilities, services for young people, older people and disabled people, as well as libraries, community halls, meeting rooms, places of worship and public toilets. Adequate provision for these facilities is particularly important in major areas of new development and regeneration.

Policies should seek to ensure that appropriate facilities are provided within easy reach by walking and public transport of the population that use them. The net loss of such facilities should be resisted.

- 3.78 Accessible and affordable community facilities are key to enabling the community to function. Local assessments of need will help to identify gaps in the provision of social infrastructure which the development process can then seek to address. This is in line with concepts of sustainable communities. In some areas, additional community facilities to those listed above, may be necessary.

*Policy 3A.16 The voluntary and community sector*

The Mayor and boroughs should assist the voluntary and community sector in delivering the objectives of this plan. In particular, boroughs should, when reviewing UDPs, consult voluntary and community organisations and include policies which address their need for accessible and affordable accommodation.

- 3.79 Voluntary and community organisations are integral to the provision of suitable social infrastructure within London. Boroughs should provide for appropriate space, including access for disabled people, to meet the necessary operational requirements of voluntary and community organisations. This will only be achieved through active engagement with the voluntary and community organisations operating within the borough.

*Supporting London's healthcare services and promoting the health of Londoners*

*Policy 3A.17 Health objectives*

UDP policies should promote the objectives of the NHS Plan, Local Delivery Plans and Modernisation Programmes and the organisation and delivery of health care in the borough. This should be in partnership with the strategic health authorities, primary care trusts and Local Strategic Partnerships and with voluntary and community organisations involved in delivering health services.

- 3.80 London's health service is vital to maintaining London as an exemplary, sustainable world city. Its influence goes far beyond the primary role it plays in delivering health care. It is one of the capital's major employers, employing over 140,000 people in London (excluding contract workers), over 4,000 workers in each borough<sup>23</sup>.
- 3.81 The NHS Plan, 'A Plan for Investment. A Plan for Reform' (2000), is intended to redesign patient care and treatment around patients' needs, and the NHS has now embarked upon the largest building programme in its history. Over the lifetime of this plan many major developments are scheduled for London in the acute, community and mental health fields.
- 3.82 The NHS and Local Delivery Plans provide the vision and plan for how the NHS, at the local level, will modernise services, improve the health of the local population and narrow inequalities in health. There is a move away from big district hospitals serviced by small GP practices, to a variety of specialist and generalist hospitals linked to a range of primary health care services including larger practices with GPs and other professional staff, NHS walk-in centres and healthy living centres. The NHS will work with key partners in local government, private business, voluntary and community organisations as well as patients on this agenda. The NHS' investment and reform programme will lead to changes in the nature and location of service delivery and have land use implications. The programme will result in health care developments on new sites, the extension and alteration to existing health care sites and buildings and the redevelopment and/or disposal of some existing health care facilities. NHS and borough planning processes will need to work together to understand and reflect such changes in local plans.
- 3.83 The shortage of affordable housing in the capital for key workers on low and moderate incomes is creating a serious skills shortage in many key public sector institutions including the NHS. The importance of affordable housing for such workers has been addressed earlier in this section and is critical for the recruitment and retention of NHS staff.

#### *Healthcare facilities*

##### *Policy 3A.18 Locations for health care*

UDP policies should support the provision of additional healthcare within the borough as identified by the strategic health authorities and primary care trusts. The preferred locations for hospitals, primary healthcare centres, GP practices and dentists should be identified in appropriate locations accessible by public transport and with particular reference to policies 3A.17, 3A.5 and 3D.1.



- 3.84 Demographic trends, as well as policy shifts, determine the scale of healthcare need in particular locations, and adequate healthcare facilities may often be needed as part of large scale commercial and housing developments. The needs of older Londoners particularly, in respect of residential and nursing home provision, also needs to be considered.
- 3.85 At the same time, there are existing geographical differences in access to primary care and the average list size of GPs across London. Planning can contribute towards addressing such disparities by ensuring the provision of primary care facilities as part of new residential and commercial developments (including through Section 106 agreements), encouraging additional provision in areas identified to be in need of additional primary care facilities and recognising locations such as town centres as appropriate areas for healthcare facilities.



*Policy 3A.19 Medical excellence*

UDP policies should promote the continued role of London as a national and international centre of medical excellence and specialised facilities.

- 3.86 Millions of pounds feed into London's economy from money spent by non-UK residents on health services in the capital. London forms the hub of health-related research and development in the southeast of England and is where 25 per cent of UK doctors are trained<sup>24</sup>. It is thus a centre for clinical, training and research excellence. The networks, research and facilities that support London's role as a centre of medical excellence and specialist facilities should be supported.

*Promoting public health*

*Policy 3A.20 Health impacts*

Boroughs should have regard to the health impacts of development proposals as a mechanism for ensuring that major new developments promote public health within the borough.

- 3.87 Health is far more than the absence of illness; rather it is a state of physical, mental and social wellbeing. A person's health is therefore not only linked to age and gender, but to wider factors such as education, employment, housing, social networks, air and water quality, access to affordable nutritious food, and access to social and public services in addition to health care. The Mayor will, in collaboration with strategic partners, produce additional guidance to boroughs on promoting public health.



- 3.88 The London Health Commission's latest review of health in London shows that notable geographical variations in life expectancy and infant mortality continue to exist across London, and these exhibit a high correlation with those Areas for Regeneration outlined in Chapter 2, Part A. Meeting national targets such as those on child poverty, smoking and teenage pregnancy also need to be considered.
- 3.89 Many policies included within this plan have a part to play in promoting good health and seeking to address inequalities in health. Policies of this plan, which are particularly important for promoting the health of Londoners, are listed in Annex 3 and will help boroughs identify the potential health impacts of development.

*Supporting London's education system  
Primary and secondary schools*

*Policy 3A.21 Education facilities*

UDP policies should reflect the demands for pre-school, school and community learning facilities, taking into account GLA demographic projections, and should ensure adequate provision in partnership with the local education authority, local strategic partnership and users.

Boroughs should provide a criteria based approach to the provision of different types of educational facilities and the expansion of existing facilities, taking into account:

- the need for new facilities
- the potential for expansion of existing provision
- the possibility of inter-borough provision
- safe and convenient access by pedestrians, cyclists and by public transport users
- the other policies in this plan, including safety, sustainable design and construction, inclusive design, enhancement of the public realm and the protection of the green belt, Metropolitan Open Land and other open spaces in London.

The Mayor will continue to work with the government and boroughs to assess and review strategic educational needs and the land use implications of these.

- 3.90 Access to a high quality school education is a fundamental determinant of the future opportunities and life choices of London's children and young people. By 2016, London's school age population is projected to increase by almost eight per cent. Just over half of this total growth of 140,000 is expected to be in outer London<sup>25</sup>. Boroughs should ensure

adequate school provision to cope with this increase, including the availability of land for any potential school expansion.

- 3.91 Land already in educational use should be safeguarded and new sites identified to meet additional demands or changes in provision. Boroughs should identify at an early stage the need for additional schools, particularly where major new housing development is planned, and the Mayor will assist with this process. The identification of suitable sites should be carried out taking into account policies on the protection of open space in London and their accessibility by public transport as well as by foot.
- 3.92 Where appropriate, boroughs should use planning obligations to address shortfalls in school capacity arising from planned new housing development. Developers may be required to contribute to funding one-off capital costs of providing new permanent and temporary classroom space in order to meet rising school rolls.
- 3.93 Changes to the school curriculum and concurrent targets for educational attainment may also require the expansion and/or provision of additional school facilities, including facilities for children with special needs. The use of school buildings after hours, to support learning among the wider community, is one possible outcome. Demand for additional pre-school facilities may also rise, not only as a result of the government's Early Years Strategy, but because of changing work and lifestyle patterns.

### *Higher and further education*

#### *Policy 3A.22 Higher and further education*

The Mayor will and boroughs should work with the LDA and the higher and further education sectors to ensure that the needs of the education sectors are addressed in Sub-Regional Development Frameworks and in UDPs (see also policy 3B.6). This will include:

- promoting policies aimed at supporting and maintaining London's international reputation as a centre of excellence in higher education
- taking account of the future development needs of the sector, including the provision of new facilities and potential for expansion of existing provision
- recognising the particular requirements of Higher Education Institutions for key locations with good public transport access, and having regard to their sub-regional and regional sphere of operation
- recognising the distinctive locational and access needs of Further Education establishments
- supporting the provision of student accommodation.

Provision for the education sector must take account of the other policies in this plan, including mixed use, safety, sustainable design and construction, inclusive design, enhancement of the public realm and the protection of Green Belt, Metropolitan Open Land and other open spaces in London.

- 3.94 Higher education in London provides an unparalleled choice of undergraduate and postgraduate degree programmes, continuing professional development and advanced research. It is also a major employer and attracts major international companies able to benefit from the universities' research reputation, such as in pharmaceuticals and biomedicine. As many of London's students, both undergraduate and postgraduate, choose to stay in the capital after graduation, universities are also important feeders to the labour supply, particularly of people with the higher order skills necessary for London to remain a globally competitive city.
- 3.95 The government plans to expand further and higher education. Higher education institutions (HEIs) need to work with boroughs at the earliest opportunity over planning future developments. Yet HEIs have a wider sphere of operation than a single borough and Sub-Regional Development Frameworks could be a mechanism to address these issues. Access to further education is important for the large proportion of Londoners who do not go into higher education. It plays a key role in skills development and life long learning (see Chapter 3, Part B).

#### **4 Communities, neighbourhoods and the development process**

- 3.96 Creating mechanisms to ensure that development and services meet local people's needs, and that people are empowered to take their own decisions at the neighbourhood level, is vital to creating vibrant neighbourhoods and a sense of community. This section outlines policies to ensure communities and neighbourhoods not only benefit from growth but are also engaged in the development process.

##### *Integrating community strategies and the development process*

###### *Policy 3A.23 Community strategies*

In preparing community strategies, boroughs should take account of guidance contained in this plan on a number of issues for onward inclusion in UDPs. The following issues are particularly important:

- areas of change identified in Chapter 5 of this plan
- maintaining London's world city status and functions
- employment and job creation

- relating development to improvements in public transport accessibility
- provision of affordable and accessible housing
- support for London's health and education services, improving health and reducing health inequalities
- ensuring communities benefit from development including through Section 106 agreements
- maintaining and enhancing London's environmental quality and open spaces.
- ensuring efficient use of available resources and waste management.

3.97 Community strategies, as policy statements of Local Strategic Partnerships (LSPs), provide the context in which a range of strategies and plans are prepared, including UDPs. It is important that such strategies reflect broader strategic visions and frameworks, including the London Plan.

3.98 The Mayor sees the role of the London Plan as providing advice to community strategies, as they are prepared and revised, on strategic, regional and sub-regional issues. Particular issues of co-ordination may arise where priority areas for action straddle borough boundaries. He sees the best way of taking these issues forward, involving LSPs, the Community Empowerment Networks (in areas receiving Neighbourhood Renewal Funding) and other strategic partners, is through the development of the Sub-Regional Development Frameworks. The frameworks will also provide the opportunity to set out the critical links between social, economic and environmental issues.



#### *Assessing community impact and ensuring community benefit*

##### *Policy 3A.24 Meeting floor targets*

UDP policies should set out how development in, or adjacent to, Areas for Regeneration (see Chapter 5) could contribute towards meeting national floor targets and locally determined targets for employment, crime, health, education, social housing and the environment, as well as wider neighbourhood renewal initiatives<sup>26</sup>. The Mayor will take account of the contribution of a development towards meeting floor targets when considering strategic planning applications.

##### *Policy 3A.25 Social and economic impact assessments*

Major developments in, or with the potential to impact on, Areas for Regeneration should be subject to social and economic impact assessments. These should consider the direct and indirect effects of a development on Areas for Regeneration, and be prepared by developers,



in close collaboration with local community organisations and other local partners. Arrangements for fast-tracking such assessments should be put in place.

Local neighbourhood needs, identified by local community organisations and other local partners, should be used as a basis for negotiating local community benefit from development, including Section 106 agreements.



- 3.99 Ensuring that the development process supports the objectives of the neighbourhood renewal agenda requires that boroughs, in their UDPs, should spell out a strategic and transparent approach to assessing the impact of development on areas of regeneration and the procurement of community benefit from development. The Mayor is particularly keen that communities adjacent to development and likely to be affected by it have the opportunity to work jointly with the public and private sectors to consider the impact of development and to secure benefits that are most appropriate to them.
- 3.100 Boroughs should specify the ways in which their UDP assists in meeting the aims and objectives of area regeneration initiatives and in particular the role of UDPs in meeting national floor targets set by Government and locally determined targets, set by individual boroughs.
- 3.101 Locally defined targets will vary according to the circumstances of a borough. The London Plan cannot directly influence all floor targets, but many of its policies can contribute towards achieving them. Policies in this plan relating to the provision of affordable housing (Chapter 3, Part A) and improving skills and employment opportunities (Chapter 3, Part B) will be particularly important.
- 3.102 Developers will be expected to consider the wider social and economic impacts of proposals on Areas for Regeneration by carrying out local social and economic impact assessments for developments of a particular scale or in particular areas to be specified in UDPs. Such impact assessments should not be confined to development proposals in Areas for Regeneration only, but should be expected for those developments within a borough with the potential to impact significantly on them. UDPs should outline what will be covered by a social and economic impact assessment having regard to:
- identification of the impact of development on a locality, and action required to minimise any adverse effects such as appropriate planning conditions

- the potential contribution of a development to the achievement of neighbourhood renewal floor targets
- the process by, and extent to which, developers have engaged local stakeholders (including those who represent or work with the most disadvantaged communities and groups, such as women's organisations, disabled people's organisations, older people's organisations) in considering the social and economic impacts of the proposed development on their neighbourhoods.

- 3.103 The Mayor will work with boroughs and other strategic partners to look at the proposed content of social and economic assessments and address the impacts by these assessments into the development of policies at the sub-regional level. The GLA will work with other strategic partners to fulfill the requirements of the Race Relations (Amendment) Act 2000 which requires local authorities and other public bodies to carry out race equality impact assessment.
- 3.104 Undertaking local social and economic impact assessments should be a participatory process that enables local communities to articulate their own interpretations of the impact of development, in conjunction with an expert or technical assessment. These should be undertaken as part of the preparation of an application for submission and not at the post-submission stage. Local community organisations are important partners in this process. Fast-track mechanisms should be put in place to ensure that the development process is not delayed.
- 3.105 Social and economic impact assessments do not take away from Environmental Impact Assessment requirements, but should be considered in conjunction with them.
- 3.106 Locally identified neighbourhood needs should be used as a basis for negotiating procurement of community benefit from development once an application has been submitted. They should be identified in consultation with local community organisations and other local partners, having regard to borough community and neighbourhood renewal strategies. Boroughs may also wish to consider measures to promote land ownership and long-term community involvement in the ownership and management of public and other facilities, in line with the recognition of the advantages of asset-based community regeneration.



### *Supporting neighbourhood planning and the preparation of neighbourhood plans*

#### *Policy 3A.26 Supporting neighbourhood plans*

The Mayor will encourage communities and neighbourhood-based organisations to prepare planning frameworks or neighbourhood plans based upon identifying local economic, social, physical and environmental needs and opportunities to strengthen local Neighbourhood Renewal Strategies.

- 3.107 The Mayor encourages boroughs to adopt locally prepared frameworks or plans including those prepared by housing association-led estate regeneration schemes, Development Trusts and Urban Regeneration Companies as supplementary planning guidance. Local land use policies, developed at the neighbourhood level, may be too detailed to be contained in UDPs, but may be the most effective way of relating neighbourhood renewal and community based regeneration to the land use planning process at the neighbourhood level. Boroughs may wish to support the delivery of their objectives by adopting such frameworks as Supplementary Planning Guidance or Site Development Briefs. Further guidance on the scope and status of neighbourhood plans is detailed in *A Strategic Planning Framework for Community Strategies and Community Based Regeneration*<sup>26</sup>.

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## 3B working in London

- 3.108 This part addresses Objective 3 – to make London a more prosperous city with strong and diverse economic growth. It looks at the nature of economic change in London to 2020, and the potential implications for policy.
- 3.109 Working in London is in five sections:
- the first briefly sets out the context in which London’s economy is developing
  - the second compares the demand for floor-space with potential office space supply and contains policies to address potential supply-side constraints
  - the third sets out policies for dealing with manufacturing and wholesale distribution
  - the fourth examines the issues facing emerging growth sectors
  - the fifth examines the potential job-skills mismatch and other barriers to employment and sets out the implications for future policy.

### 1 The economic context

#### *Policy 3B.1 Developing London’s economy*

The Mayor will work with strategic partners to support and to develop London’s economy as one of the three world cities. He will:

- seek a range of premises of different types, sizes and costs to meet the needs of different sectors of the economy and firms of different types and sizes and to remove supply side blockages for key sectors, including the finance and business services sector
- match the spatial application of policies to the needs of different sectors and markets within the London economy including small and medium enterprises and black and minority ethnic businesses
- establish a ‘research observatory’ and ‘sector commissions’ to monitor the implementation of this plan to ensure that it is updated as appropriate to respond to the different sectors of the London economy, and to their linkages and needs
- promote London as a location for international and European agencies
- ensure cohesion with regional policy to secure sustainable relations between London and its wider region in terms of urban forms, flows and processes
- facilitate social enterprise and community development.



- 3.110 A basic analysis of London’s place in the global economy has been set out in Chapter 1. In total, London is estimated to generate at least £130 billion each year, of which overseas exports of goods and services are estimated to be £35 billion<sup>1</sup>. Financial and business services account for 53 per cent of the international exports.

3.111 Partly because of its global position, London also has a key role in Europe. Two-fifths of London's international exports are to the European Union<sup>2</sup>. London is developing more distinctive European functions, not least because it is the largest city within the central zone of the North West Europe Metropolitan Area – the single most powerful economic zone in Europe.

3.112 At the regional level, London is at the centre of a potential market of around 18 million people, by far the largest in the UK. In this it provides direct employment not just for Londoners, but for over 700,000 commuters<sup>3</sup>. The potential growth in jobs in London over the period of the plan will cover many different sectors and locations. The overall policy above, for developing London's economy, reflects the Mayor's intention to see the economy developed so that it can potentially bring benefit to all. This will require extensive partnership working across all sectors and including the London boroughs and neighbouring authorities. The types of sustainable relationships which London will seek with the wider southeast are set out in paragraphs 1.13 – 1.23.

3.113 The Mayor's Economic Development Strategy provides further detail on achieving London's potential for economic growth. It provides particular guidance on and support for non-spatial and non-land use initiatives, especially the roles and needs of economic clusters, small and medium sized enterprises, black and other ethnic minority entrepreneurs and the voluntary and community sectors. This plan complements the Mayor's Economic Development Strategy, supporting the use of the planning system to secure suitable and affordable premises (see Policies 6A.4 and 6A.5).

## 2 Demand and supply of office accommodation

3.114 In 2002, London's office stock totalled 27.4 million square metres. Only about a quarter of this is found outside the Central and East sub-regions. Hillingdon and Hounslow dominate the suburban London market, emphasising the pull of Heathrow.

3.115 Chapter 1 outlines the basis for the employment projections used in this plan and table 5A.1 in Chapter 5 sets out projected sub-regional employment change in London from 2001 to 2016, showing that the net overall growth in jobs would be 636,000. Given the dominance of the office-based business sector in these employment projections, the availability of suitable office accommodation is a critical issue.



- 3.116 The most robust proxy for net office demand is taken to be total employment in the financial and business services sector<sup>4</sup>. This sector is forecast to grow by 463,000 net jobs by 2016.
- 3.117 Table 3B.1 shows the projected growth by sub-region. There is substantial pressure for further growth in the Central Activities Zone, where the main concentration of employment already exists and where a significant part of the market wishes to continue to locate. There is increasing pressure on the East sub-region (which includes the City), especially on the Isle of Dogs, where the finance and business services sector is expanding as a complementary location to the City and West End. Chapters 2 and 5 identify key locations across all London's sub-regions where jobs growth could be accommodated.

**table 3B.1 Demand for office based jobs and floorspace, 2001 – 2016**

	Office based employment growth <sup>(1)</sup>		Demand for office floorspace (million sq m) <sup>(3)</sup>
	Total	% of total growth	Floorspace growth
<b>CAZ<sup>(2)</sup></b>	197	43	3.4
<b>Sub-regions</b>			
Central	142	31	2.5
East	223	48	3.9
West	60	13	1.1
North	15	3	0.2
South	23	5	0.4
<b>London</b>	<b>463</b>	<b>100</b>	<b>8.1</b>



note (1) Roger Tym & Partners, Demand & Supply of Business Space in London, SDS Technical Report 21. GLA. 2002

(2) CAZ includes parts of Central and East London.

(3) derived from Roger Tym & Partners op cit

- 3.118 If an average of 16 square metres per worker<sup>5</sup> is assumed and applied to the projected increase of 463,000 jobs, this indicates a demand for an additional 7.5 million square metres of office business space. It is prudent to plan for uncertainties over future trends in occupancy ratios and vacancy rates. On this basis, London could require between 7 million and 9.2 million square metres more office floorspace by 2016. These figures set the broad parameters for monitoring, managing and planning for substantial growth in the office-based economy.
- 3.119 Table 3B.1 applies a working projection of 8.1 million square metres additional office floorspace to the spatial allocation of jobs.



- 3.120 A series of benchmarks will be monitored to keep the relationships between demand and supply under review. Monitoring will also be informed by the London Office Review Panel.

*Matching demand and supply*



*Policy 3B.2 Office demand and supply*

Working with strategic partners, the Mayor will:

- seek a significant increment to current stock through changes of use and development of vacant brownfield sites. Key locations are set out in Chapters 2 and 5
- seek the renovation and renewal of existing stock to increase and enhance the quality and flexibility of London's office market offer, in line with policies for maximising the intensity of development
- seek the provision of a variety of type, size and cost of office premises to meet the needs of all sectors, including small and medium sized enterprises
- put in place processes to investigate and, if necessary bring forward, further potential capacity.

Sub-regional partnerships and boroughs should:

- promote the provision of additional space and the rejuvenation of existing office space in line with the other policies of this plan
- work with the LDA, investors, developers, land owners and potential occupiers to bring forward 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.

*Policy 3B.3 Office provision*

The Mayor will and boroughs should seek to rejuvenate office-based activities in the Central Activities Zone and in strategically specified locations in view of their contribution to the London economy and their role in rejuvenating suburban town centres.

*Policy 3B.4 Mixed use development*

Within the Central Activities Zone and the Opportunity Areas, wherever increases in office floorspace are proposed they should provide for a mix of uses including housing, unless such a mix would demonstrably conflict with other policies in this plan. Sub-Regional Development Frameworks (see Chapters 2 and 5) will give further guidance on the relevant proportions of housing and other uses to be sought.

- 3.121 There is currently potential capacity to accommodate around 560,000 office-based jobs by 2016. However, transport studies indicate that a substantial part of potential development cannot be met without a significant increase in transport capacity to certain locations. Thus the long-term demand and supply relationship will be more difficult to reconcile than these figures suggest. Environmental improvements are also needed to ensure that commercially attractive opportunities come forward.
- 3.122 There are some significant geographic mismatches within this broad relationship, underscored by the low rents achieved in the suburban London second-hand office market, which provide little incentive for new investment.
- 3.123 With only a few exceptions, the suburban London stock is losing its attraction as a location for strategically important office-based activity. Any rejuvenation of this market can only come about by consolidating its current strengths and potential attraction. Renewal of the stock and new development should therefore focus on a few types of key locations where a market can be established for new and existing occupiers. All of these should take a more sustainable form in line with Policy 2A.1. The Mayor will work with relevant partners to provide guidance to co-ordinate this development. Typical such locations are:
- strategic office centres at Croydon and Stratford and elsewhere, if justified by demand
  - mid-urban business parks such as the park which has been developed at Chiswick
  - town centre based office quarters
  - conventional business parks beyond the urban area, such as those at Stockley Park and Bedfont Lakes, which should become more sustainable
  - science 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
  - more local, town centre based office provision, which can be consolidated effectively to meet local needs, or where necessary, changed to other uses.
- 3.124 National planning policy strongly supports measures to extend mixed-use development<sup>6</sup>. London's economic growth depends heavily on an efficient labour market and this in turn requires adequate housing provision to sustain it. Lack of housing, especially affordable housing, is already one of the key issues facing London employers (see also Chapter 3, Part A). Thus, as a general principle, strategically important, employment-

generating development will be expected to contain other uses, which shall include housing (see Chapter 2 and Chapter 3, Part A and Chapter 4, Part B).

- 3.125 The approach to mixed use development will be developed in the Sub-Regional Development Frameworks, although implementation of Policy 3B.4 should not await the frameworks. Exceptions to the policy will only be permitted where the requirement for such a mix would demonstrably undermine strategic policy for other developments, including parts of the City and the Isle of Dogs. In such areas, off-site provision of housing elsewhere on suitable land will be required as part of a planning agreement.
- 3.126 A 'plan, monitor and manage' approach will be used to reconcile office demand and supply over the development cycles likely to be encountered during the term of this plan. This is likely to provide scope for changes from office to other uses, especially housing, providing overall capacity is sustained to meet London's long-term office needs. It will also help to ensure that provision is made for all types of office occupiers including small and medium sized enterprises and the voluntary and community sectors.

### 3 Manufacturing and wholesale distribution

#### *Policy 3B.5 Strategic Employment Locations*

With strategic partners, the Mayor will promote and manage the varied industrial offer of the Strategic Employment Locations (SELs), set out in Annex 2 as London's strategic reservoir of industrial capacity.

Boroughs should identify SELs in UDPs, and develop local policies for employment sites outside the SELs, having regard to:

- the locational strategy in Chapter 2 of this plan
- accessibility to the local workforce, public transport and where appropriate, freight movement
- quality and fitness for purpose of sites
- the release of surplus land for other uses in order to achieve the efficient use of land in light of strategic and local assessments of industrial demand.

#### *Demand and supply*

- 3.127 Manufacturing and other services, including business services, are linked. For example, manufacturing supports many jobs in services through outsourcing and manufacturers can draw on London's creative industries using the world class design skills of its colleges and universities.

- 3.128 London wholesale distribution is forecast to grow by 14,000 jobs over the next fifteen years but manufacturing jobs are forecast to fall from 320,000 in 2001 to 240,000 in 2016, a decline of 25 per cent. Nonetheless, London will still have a significant and varied range of industrial occupiers. High value-added and design-led manufacturing will have an important role in London's knowledge-driven economy. Opportunities may lie in engineering, biotechnology, medical devices and pharmaceutical spin-off activities from London's universities, medical research institutions and the NHS. The Mayor wishes to encourage the development and clustering of such sectors.
- 3.129 The Mayor will promote the Strategic Employment Locations framework in association with the LDA, boroughs and other strategic partners. This is designed to reconcile demand and supply and to take account of industry's needs in terms of clustering, capacity, environment, accessibility and cost requirements through two basic types of location. These are Industrial Business Parks for companies needing a relatively good quality environment and Preferred Industrial Locations to meet the needs of firms with less demanding environmental requirements. They are listed in Annex 2. Supplementary Planning Guidance has been produced to set out in more detail how the wider policies in this plan bear on employment land, in line with national policy, including the national requirement to review demand and supply of industrial land. Surplus employment land should help meet strategic and local requirements for other uses such as education and community activities and, in particular, housing.



#### 4 Emerging growth sectors

- 3.130 There are a number of dynamic emerging sectors, which could broaden London's economic base and extend its scope for growth. They include e-business related activities and an effective Information Communication Technology (ICT) infrastructure, the creative industries, and the environmental industries. Tourism is also a key growth industry which is discussed further in Chapter 3, Part D.

##### *Supporting innovation*

###### *Policy 3B.6 Supporting innovation*

Working with strategic partners, the Mayor will:

- use the London Innovation and Knowledge Transfer Strategy to promote knowledge transfer and innovation, including clusters of related activities outside London

- support retention and development of London's leading edge research capabilities, for example medical research, and encourage establishment of new foci for innovation and research excellence.

Boroughs should ensure an adequate supply of environmentally attractive, high quality and affordable premises, 'incubator units' and sites for synergy between business and research and academic institutions, in line with strategic office policy.

3.131 Innovation is an important factor underpinning the London economy. Science parks offer potential for synergy with the capital's 40 universities, higher education institutions and research institutions. Major science park are located in the Lee Valley, M4 corridor, Docklands and Croydon.

3.132 London has a concentration of the major medical research institutions in the UK. These help support major economic sectors such as pharmaceuticals and biotechnology. They, together with other key research institutions, should be retained and their development needs supported. They should also develop a closer match with the regeneration needs and potential of local areas, as set out in this plan.



#### *Information Communication Technology infrastructure*

##### *Policy 3B.7 Improving London's ICT infrastructure*

Working with strategic partners, the Mayor will:

- seek the provision of more affordable and competitive broadband access for all uses, regardless of size and location, within London, taking into account the need to maintain returns on existing and future investment
- support measures to minimise the short-term social, economic, transport and environmental costs of introducing e-infrastructure, including ducting and wireless equipment.

Boroughs, the private sector and other relevant agencies should:

- ensure that new residential and commercial developments are e-enabled in terms of ducts to existing or proposed fibre cables, multiple duct nests for individual buildings, and internal ducting or appropriate alternative provision
- co-ordinate power and development capacity to meet the needs of Internet data centres.

3.133 Measures that will generally enhance access to broadband should be supported. The most important of these is to help co-ordinate extensions

beyond the business-based provision, running from Isle of Dogs through central London to Hammersmith. The gap between strategic fibre cables and new residential and commercial developments could be partly bridged with multiple duct nests and comprehensive e-enablement, if these were provided as a minimum requirement for new developments. Development and power capacity for strategically important Internet data centres should be co-ordinated by relevant agencies in line with Policy 2A.1.

- 3.134 Teleworking is likely to grow further and there are already more Londoners in the teleworkforce than in any other European region<sup>7</sup>. The impact of teleworking will be monitored closely as part of the implementation of this plan.

*e-government and e-business activities*

*Policy 3B.8 Promotion of e-London*

Working with strategic partners, the Mayor will:

- help develop the e-government agenda for London and explore the value of producing a more comprehensive policy framework for e-related issues
- identify more specifically the areas and groups currently without access to e-resources and draw up a rolling programme of mechanisms to address this
- support the introduction of more effective and socially inclusive e-education for Londoners and e-support for London's businesses, especially SMEs.

UDP policies should identify and support the development of existing and new e-business clusters of economic activity.

- 3.135 London is the centre of e-business related activities in the UK, with many world class companies from overseas establishing their European headquarters and associated activities in the capital. Clusters of e-businesses are located in west and central London (Soho, Clerkenwell, Hammersmith, Fulham and Kensington). Software businesses and larger companies tend to locate in west London around Heathrow, Uxbridge and Richmond.
- 3.136 Locational requirements include close proximity to public transport ensuring good accessibility to the workplace for staff, open floor plans, significant flexibility in property arrangements, such as short leases, and access to high bandwidth telecoms infrastructure, with a choice of suppliers.

- 3.137 One of the main drivers of future economic change is likely to be the link between competitiveness and human capital in the knowledge-based economy. High level skills (above NVQ 3) are closely correlated with use of new technology and action is needed to prevent further intensification of the current 'digital divide'. In particular, high level skills are required among SMEs which lack the resources to develop e-capabilities (see also Policy 3B.12 below).

### *Creative industries*



#### *Policy 3B.9 Creative industries*

Working with strategic partners, the Mayor will identify the needs of key creative industries, especially those of micro businesses, and will seek competitive development capacity to retain them in London, where they benefit from a world city environment.

UDP policies should identify and support the development of clusters of creative industries and related activities and environments. Existing clusters should be protected. Further support should focus on developing creative industries in identified priority areas to drive regeneration.

- 3.138 The creative industries are one of the fastest growing sectors of London's economy and a core part of the knowledge economy.
- 3.139 Key creative industries in London include music, fashion, new media, film and broadcasting. The sector is clustered in Soho, City fringe and parts of west London. There are also smaller or emerging clusters in Southwark, Hackney, the Lower Lea Valley and Deptford Creekside. Factors that influence clusters include the availability of low cost workspace. Cultural Quarters should be encouraged within identified priority regeneration areas (see Chapter 3, Part D) and mechanisms should be established to promote sustainable property management.
- 3.140 Creative enterprises often group together in networks that provide modes of communication, knowledge exchange, business support and learning, but often lack organisational and administrative structures for sustainable growth. They also provide opportunities for reducing overheads through shared resources. Appropriate support should be channelled through these networks by business support and training agencies.
- 3.141 Though the sector does include a few large global companies, especially in the broadcast media, small and medium enterprises (SMEs) and sole traders are heavily represented. They can often be valuable contributors

to local regeneration, for example, through the involvement of artists and designers in planning and development processes.

- 3.142 Creative industries and the new leisure infrastructure, including bars, restaurants and clubs, contribute to high value evening and late-night economies in parts of town centres and central London<sup>8</sup>. Chapter 3, Part D outlines a co-ordinated planning and management framework to support the 24-hour economy and resolve tensions with other uses.

### *Tourism industry*

#### *Policy 3B.10 Tourism industry*

The Mayor, working with strategic partners, will:

- develop his tourism strategy to enhance London's existing tourism offer and to create integrated and sustainable new products and destinations especially outside the central London core, to disperse tourism benefits to the town centres and suburbs
- lead the development of key infrastructure projects and support major events bids to enhance London's image and economy
- improve the tourist environment, visitor information and management to provide a better visitor experience and manage pressures on key tourist locations.

- 3.143 London is a world leader in attracting high value overseas visitors and is an important gateway to the UK's regions and nations. London's tourism also provides employment opportunities and quality of life benefits for London's communities. It helps to attract and retain talent and corporate location decisions that ensure economic competitiveness. As well as maintaining the central core of activities, there are opportunities to spread tourism activity and facilities into town centres outside central London, to areas such as the suburbs, in line with Policy 2A.1.



- 3.144 Historic growth in overseas visitors has not recently been maintained, and action is required to rejuvenate London's offer and competitiveness. There are some gaps in London's tourism provision and its ability to bid for major events is undermined by a lack of investment. Major investment in the development of large-scale, high value projects such as an international convention centre and major new tourist attractions, particularly in east London, such as an aquarium and a national sports stadium, should be secured where appropriate, together with an effective strategic events-planning framework. More detailed policies on tourism and visitor provision are included in Chapter 3, Part D, which provides the spatial framework for the Mayor's tourism strategy.



### *Environmental industries*

#### *Policy 3B.11 Environmental industries*

The Mayor will and the LDA and other agencies and sub regional partnerships should, support the establishment of green industries and green practices in business through funding, training, business support, market development, promotion initiatives, demonstration projects, land use policies and support for clusters of related activities.

UDP policies and community strategies should identify and safeguard land and premises in appropriate locations including river- and rail-based locations, to secure capacity for appropriate environmental industries and facilities for recycling and reprocessing of waste.

The Mayor will and boroughs should encourage demand for environmental goods and services by applying policies on sustainable design and construction in new developments and refurbishment, and through encouraging demand for recycled products.



- 3.145 The environmental goods and services sector is forecast to double by 2010. The environmental sector spans a wide spectrum of activities from renewable energy generation, energy management, food chain enhancement and air pollution control to waste management and materials reprocessing (see also Chapter 4, Part A). London must plan to take advantage of the new growth opportunities, which will have economic, social and environmental benefits, including new opportunities for business start ups, development of small and medium sized enterprises and growth and employment at a range of skills levels.
- 3.146 Environmental industries address issues of air and noise pollution, climate change, waste management and fuel poverty, building on policies in the Mayor's five environmental strategies covering energy, waste management, ambient noise, air quality and biodiversity (see Chapter 4, Part A).
- 3.147 Initiatives are needed to stimulate the growth of new business and employment in energy efficiency, renewable energy generation and alternative fuels for transport. In addition to supporting the environmental sector specifically, the environmental performance of all London's businesses should be improved through provision of a comprehensive framework of environmental management support and advice. The Mayor's Green Procurement Code can provide a starting point for businesses wishing to improve their environmental importance.

## 5 Improving the skills and employment opportunities for Londoners

### *Policy 3B.12 Improving the skills and employment opportunities for Londoners*

Working with strategic partners, the Mayor will:

- consider the spatial context in the range of policies and initiatives to improve London's skills base through the development of the Framework for Regional Employment and Skills Action (FRESA) and the London Skills Commission
- co-ordinate and provide the spatial context alongside the range of initiatives necessary to improve the employment opportunities for London and to remove barriers to employment
- ensure that opportunities provided by major new development are used to assist in skills action and the targeting of job opportunities to local communities.

- 3.148 For London to continue to be a dynamic and competitive world city, it must incorporate and harness the opportunities that the forecast population growth will bring. For London's residents and workforce to benefit from these opportunities, existing barriers to employment should be removed and Londoners should adapt to the new skills required in the changing business environment, technological advances and e-business.
- 3.149 For Londoners to benefit in the rise in employment opportunities in London, its residents, its workforce and its businesses should be offered the right mix of learning and training provision. The Mayor's long-term aim is to improve the balance between people and jobs in London, to meet social as well as wider sustainability objectives. This will involve close partnership working with the LDA, the London Skills Commission, Social Exclusion Unit, TfL, GOL/DfES, regional bodies, sub-regional agencies, the boroughs and partnerships and a wide range of other agencies dealing with skills and employment, discrimination, health, housing and other relevant partners.

### *Improving skills*

- 3.150 London is the most successful region of the UK, based on the government's regional competitiveness indicators. London residents appear highly qualified and better rewarded than their national counterparts, but this masks a polarity between skilled workers and semi or unskilled workers. Chapter 3, Part A discusses in more detail the role of higher and further education in skill provision.
- 3.151 Working with the Local Learning and Skills Councils, Jobcentreplus, the higher education sector, local authorities, Government Office for London,



the TUC and employer groups, the LDA will deliver the Framework for Regional Employment, Skills Action (FRESA) through the London Skills Commission and voluntary sector and education and training providers. The FRESA will provide a single plan for maintaining and addressing London's competitive skills and employment requirements. Improving the level and types of skills held by London residents is a major tool in increasing equity, promoting social cohesion and improving economic efficiency, which is central to achieving the objectives set out in this plan.

*Removing barriers to employment*

- 3.152 Actions to improve qualifications and increase learning will not be sufficient to ensure increased employability of those currently disadvantaged in the labour market. Action is also required to improve mobility, access to information, appropriate training, jobs brokers and recruitment networks and to change the attitudes of employers to the provision of training and the recruitment of unemployed people in general, and more specifically, those disadvantaged in the labour market.
- 3.153 The very high rates of unemployment among certain ethnic groups in London is an issue of particular concern requiring concerted action to reduce labour market discrimination. Disabled people also face physical and attitudinal barriers to employment. Equity and social cohesion in London is undermined by inequalities in the labour market, and unequal access to high quality jobs, education and learning opportunities.
- 3.154 Many women are restricted in accessing jobs due to the lack of affordable childcare. This problem, while it affects other types of households, is particularly marked for lone parent households, nearly two-thirds of which are dependent on income support. London housing and childcare costs play an important role in reinforcing the exclusion of many women with children from London's labour market<sup>9</sup>.
- 3.155 Alongside other measures, developments could contribute to removing barriers to the employment of women by providing adequate, affordable childcare facilities (see also Policy 6A.4)
- 3.156 The Mayor is working with a range of partners to remove all gender, disability, racial and other barriers, which prevent groups of Londoners playing a full and active part in the labour market (see also Policy 3A.14).

### *References*

- 1 Centre for Economic and Business Research, London's Contribution to the UK Economy, City Corporation, 2001
- 2 Centre for Economic and Business Research, 2001
- 3 Labour Force Survey, November 2001
- 4 Roger Tym & Partners, Demand and Supply of Business Space in London, GLA, 2002
- 5 London Property Research was commissioned by the GLA to review employment densities and investigated underlying trends. They concluded that the most up to date and authoritative estimates are those produced by RICS/Gerald Eves, which suggest that for strategic planning purposes, an average of 175 sq ft (16 sqm) per worker is a robust guideline. While there appear to be some variations in density trends over time among economic sub-sectors, no broad consistent pattern emerges. This plan has therefore assumed a 175 sq ft (16 sqm) per worker figure in all calculations of floorspace demand.
- 6 Planning Policy Guidance Notes 1 and 3
- 7 E-London & The London Plan, Local Futures, GLA, 2002
- 8 Mayor of London et.al. Acting for Creativity in London, GLA, 2002
- 9 Working Families Tax Credit Briefing Note, GLA, 2001



## 3C connecting London – improving travel in London



- 3.157 This part centres on Objective 5 – to improve London’s accessibility. Making London an easier city to move around will also make a major contribution to achieving the other five objectives set out in the Introduction to this plan.
- 3.158 To achieve the Mayor’s vision of an exemplary, sustainable world city, the quality of London’s transport must be transformed. This means taking an integrated approach to transport provision and development, making major improvements to public transport and tackling traffic congestion. The Mayor is committed to making public transport and the pedestrian environment accessible to everyone, especially disabled people (see Chapter 40 in The Mayor’s Transport Strategy).
- 3.159 The Mayor’s Transport Strategy sets out policies and proposals to achieve these goals. Implementation of the programme of improvements in the Transport Strategy is vital to achieving the economic growth and development aspirations of this plan. The Transport Strategy is reflected in this plan in terms of the spatial policies that are needed to improve travel in London over the next 20 years. The strategy will be reviewed in the light of the London Plan.
- 3.160 The Mayor will work with the boroughs, TfL, the Strategic Rail Authority (SRA), the government and a wide range of partners to implement the travel aims and policies of this plan. Boroughs should take account of the Mayor’s Transport Strategy as well as the strategic policies set out here to ensure an integrated approach to their Transport Local Implementation Plans and their UDPs.
- 3.161 This section is in five parts:
- the first looks at integration of transport and spatial development
  - the second looks at enhancing international, national and regional links
  - the third looks at better public transport in London
  - the fourth looks at reducing congestion
  - the last section looks at freight.

### 1 Closer integration of transport and spatial development

#### *Policy 3C.1 Integrating transport and development*

The Mayor will work with TfL, the Strategic Rail Authority, the government, boroughs and other partners to ensure the integration of transport and development by:



- encouraging patterns and forms of development that reduce the need to travel especially by car
- seeking to improve public transport capacity and accessibility where it is needed, for areas of greatest demand and areas designated for development and regeneration, including the Thames Gateway, Central Activities Zone, Opportunity Areas, Areas for Intensification and town centres
- in general, supporting high trip generating development only at locations with both high levels of public transport accessibility and capacity, sufficient to meet the transport requirements of the development. Parking provision should reflect levels of public transport accessibility.

#### *Policy 3C.2 Matching development to transport capacity*

The Mayor will and boroughs should consider proposals for development in terms of existing transport capacity, both at a corridor and local level. Where existing transport capacity is not sufficient to allow for travel generated by proposed developments, and no firm plans exist for a sufficient increase in capacity to cater for this, boroughs should ensure that development proposals are appropriately phased until it is known these requirements can be met.

Developments with significant transport implications should include a Transport Assessment and Travel Plan as part of planning applications.

#### *Policy 3C.3 Sustainable transport in London*

The Mayor will and strategic partners should support:

- High levels of growth in the Thames Gateway by substantial new and improved transport infrastructure. Opportunity Areas and Areas for Intensification, particularly in east London, should be supported by improved public transport.
- Access improvements to and within town centres and their residential hinterlands by public transport – including by improved bus services, walking and cycling – and between town centres by improved bus services, more frequent rail services and, where appropriate, new tram and bus transit schemes.
- Improved, sustainable transport between suburban centres, particularly by enhanced bus services, walking and cycling and by greater integration between bus, rail and underground services.

- Enhanced bus services, pedestrian facilities and local means of transport to improve accessibility to jobs for the residents of deprived areas.  
See also Policy 3C.24 Freight Strategy

*Policy 3C.4 Land for transport functions*

UDP policies should ensure the provision of sufficient land and appropriately located sites for the development of an expanded transport function to serve the economic, social and environmental needs of London, including:

- Only approving changes of use of land from transport and transport support functions if it is no longer required and is unlikely to be required in the future for this purpose, or if equally good alternatives are provided.
- Taking account of proposals for passenger transport (including buses, trams, trains, river transport, coaches, taxis and minicabs) and interchange and freight transport improvements which require additional land by identifying sites for these purposes within their UDPs.
- Taking account of the need to protect access by transport operators to key locations for transport land uses.



3.162 A close co-ordination of transport and land use development will support London's development and growth and help to ensure that Londoners have convenient access to the services and facilities they need. Good public transport access will not in itself guarantee development but is a necessary condition for sustainable development.

3.163 Sustainable means of travel, particularly walking, cycling, the use of buses and water transport (see Chapter 4, Part C), should also be supported through the development of a more compact city and improved local facilities and services. The concentration of development in areas that have good public transport provision should encourage a reduction in dependence on the private car.

3.164 Schemes for which the Mayor is responsible will be assessed according to the policies set out in PPG13 and the Mayor's Transport Strategy and will take into account the following priorities:

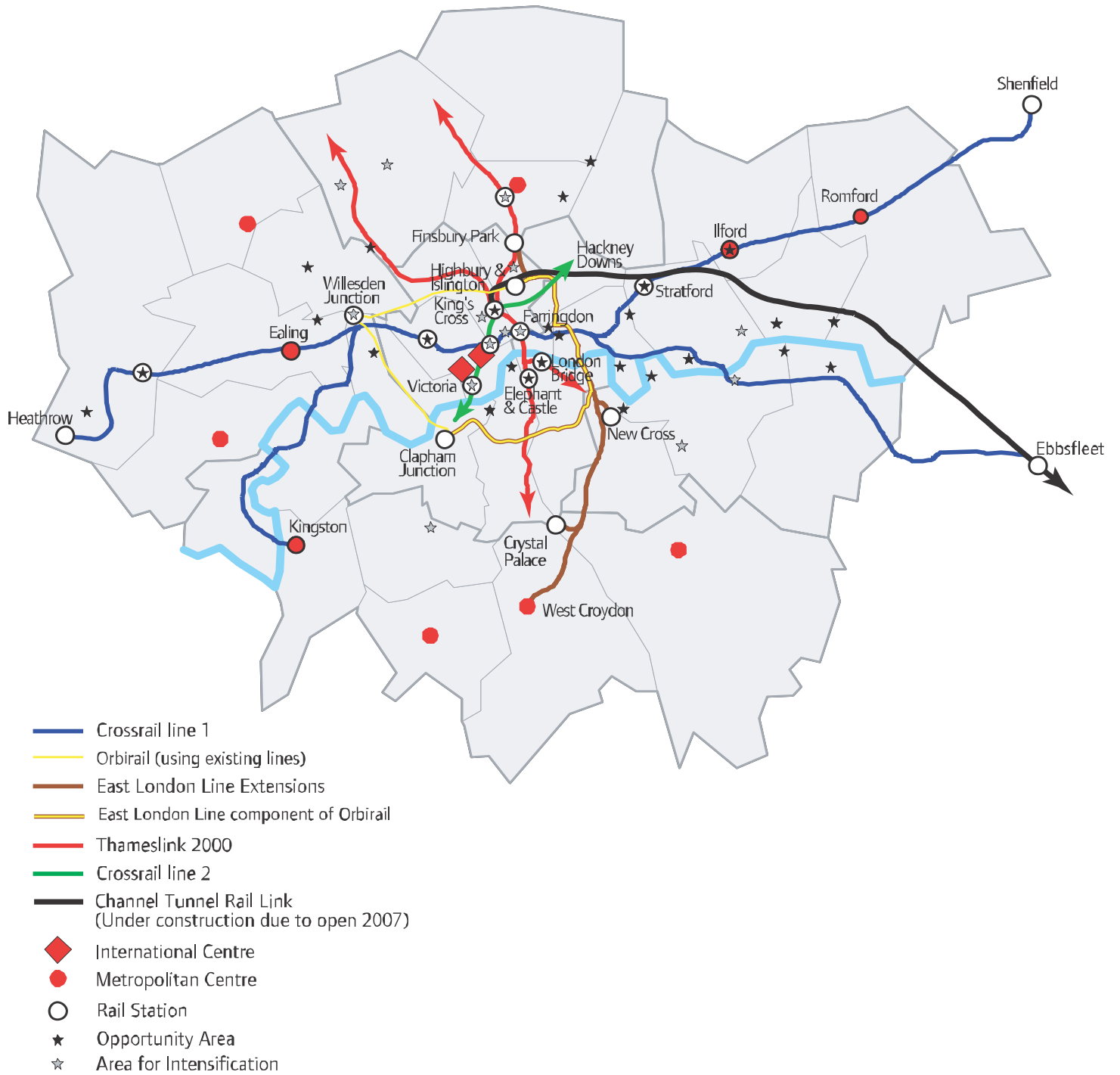




- connecting areas of high unemployment with major new employment opportunities
- facilitating an enhanced role for town centres in London's economy by increasing their accessibility, both from other centres and surrounding residential areas; opening up employment opportunities; and improving the environment and functioning of town centre locations
- reducing the overall need to travel by providing improved local connections by walking, cycling and more sustainable modes of motorised transport.

3.165 Developments, and especially larger developments, that will generate large numbers of trips should be located at places accessible by public transport and with existing capacity or planned capacity coming on-stream in time to meet need. In determining applications for development and any conditions attached to implementation including those relating to the phasing of developments, account should be taken of the availability of adequate public transport access and capacity, and the development's transport impact. Matching demand to capacity is not a mechanistic exercise. The phasing of both development and transport improvements may be subject to some variation and this should be taken into account.

map 3C.1 Proposed major rail transport schemes and development opportunities in London



source GLA and Transport for London 2003

note The last four categories are combined where location is similar

- 3.166 Transport policies and proposals should match the spatial development policies in this plan, for example:
- High levels of growth in the Thames Gateway will depend upon substantial new and improved infrastructure to stimulate and facilitate investment. In addition to Crossrail 1 and other public transport improvements, this includes new river crossings inside and outside London, the completion of the Channel Tunnel Rail Link and substantially increased capacity at airports and ports in the eastern half of the wider southeast metropolitan area.
  - Central London's accessibility and environment should be enhanced by locating high density developments at points of good public transport accessibility where sufficient capacity exists, by providing substantial new capacity and improving direct access with the new regional metros, by renewing the Underground and improving mainline rail services and through the congestion charging scheme.
  - Access to town centres by means of public transport should be improved with better bus services, more frequent mainline rail services and in some locations, new tram and bus transit schemes. District and local centres should also benefit from improved bus services, tube enhancements and better management of the road network.
  - The majority of journeys in the suburbs will continue to be by car, but bus services, including those making orbital connections around suburban town centres, should be enhanced, and the integration of these bus services with rail and Underground services should be improved. Boroughs should promote more effective use of road space for public transport, and work with TfL to develop proposals for light transit systems.
  - Opportunity Areas and Areas for Intensification particularly in east London should be supported by improved public transport including the London Metro (see paragraph 3.189) and appropriate new regional metros, tram and bus transit services.
  - There should be improved integration of freight transport between different modes, and between major freight interchanges and the main centres they service.
- 3.167 Good transport interchange facilities will contribute significantly to network integration and efficiency. New development opportunities can be created as part of interchange improvement projects and in turn, new

developments can help fund and deliver improvements to interchange facilities. TfL and National Rail partners should work together to help facilitate an integrated approach.

- 3.168 London has experienced problems in retaining land for transport purposes and in new land being made available for expanding transport provisions, for example, to support the large growth in bus services by provision of terminals and garages. Transport needs to be provided where activity is most intense, where land is scarce and competition from other uses is strongest. Supplementary Planning Guidance on land for transport functions will be issued by early Spring 2004.

## 2 Enhancing international, national and regional transport links

### *Policy 3C.5 London's international, national and regional transport links*

The Mayor will work with strategic partners to:

- improve and expand London's international and national transport links for passengers and freight, to support London's development; to achieve the spatial priorities of the plan, especially to support growth in the Thames Gateway; and to achieve regeneration benefits while mitigating adverse environmental impacts
- seek improved access to airports, ports and international rail termini by public transport
- develop proposals with neighbouring regions to allow long distance traffic, especially rail freight, to bypass London
- improve links between London and the surrounding regions.

- 3.169 London's economy and quality of life depend to a significant extent on the capacity and range of its strategic transport networks. Improvements in capacity are needed, particularly for access by public transport to international stations and airports that service London to meet growing demand for longer distance travel. Improvements should be made to routes:
- to Heathrow Airport
  - in the Thames Gateway to Stratford and Ebbsfleet international stations
  - to the Channel Tunnel and main Channel and North Sea ports
  - through the Lee Valley to Stansted Airport
  - to Gatwick and Luton airports.
- 3.170 Strategic transport investments, such as new runways and terminals, port expansion and new major roads and railways, have enormous impacts upon development and the environment. Decisions taken on these investments should support the spatial and the economic development priorities of this plan and take account of environmental impacts. In

particular, they should support the regeneration of the Thames Gateway and service the needs of London and its economy as a whole.

- 3.171 The Mayor and TfL will work in partnership with the SRA, the South East and East of England regional planning and transport authorities and other transport agencies to develop co-ordinated policies for cross-boundary services. This will include planning both longer distance traffic movements and local movements and co-ordinating parking standards and land use planning policies for outer London and adjoining areas.
- 3.172 The Mayor will work with the neighbouring regions to consider how to take forward the Secretary of State's decisions on the ORBIT study of the planning and transport issues around London's periphery in ways that support the spatial strategies of this plan.
- 3.173 The Mayor will support in principle proposals that increase port capacity in east London, in the Thames estuary area and in the eastern part of the wider southeast metropolitan region. Such proposals could make a valuable contribution to the regeneration of the Thames Gateway. The Mayor will support in principle proposals that increase the capacity to cross the Channel and thereby strengthen connections between London and mainland Europe. He also wishes to see much improved infrastructure that will enable traffic to and from the Channel Tunnel to bypass London where appropriate. He supports in principle the concept of a high capacity river crossing in the Thames Gateway area outside the London boundary.



### *Airports*

#### *Policy 3C.6 Airport development*

The Mayor supports the development of a sustainable and balanced London area airport system, and recognises that further runway capacity in the South East will be required to meet London's needs. This should include substantial new capacity that will support the regeneration of the Thames Gateway as well as servicing the needs of London and its economy as a whole. This policy will be reviewed in the light of the outcome of the current national review of airport capacity.

- 3.174 Growing demand for air travel to and from the London area could result in the throughput of passengers doubling by 2020<sup>1</sup>. A sustained programme of development is needed if London and the UK are to compete effectively in the global and European economies.

- 3.175 The government published its White Paper, the Future of Air Transport in December 2003, which sets out a strategic framework for the development of air travel in the United Kingdom over the next 30 years. The main implications for London will be addressed in the context of the review of the London Plan. The needs of the London economy should be promoted alongside a substantial increase in the capacity of airports that can serve and stimulate development in the Thames Gateway. International airports are major generators of economic activity. Sub-Regional Development Frameworks should set out ways to optimise their economic contribution and minimise their environmental impacts.
- 3.176 Improved public transport access to and from London's airports is essential to ensure that increasing demand is met in an acceptable way. The scale of growth anticipated means further proposals for improving public transport access will need to be developed and implemented alongside any plans for new runways or terminals.
- 3.177 There is also an important transport and economic inter-relationship between London and the airports in the South East and East of England regions, and the Mayor will co-ordinate his policies with theirs to maximise the benefits of this inter-relationship. The Mayor will also work with the government and other regions to achieve the most effective co-ordination with the UK's network of regional airports.



#### *Heliport provision*

##### *Policy 3C.7 Heliport development*

The Mayor will and boroughs should consider heliport proposals in terms of the need for such facilities and their wider environmental impact.

Working with boroughs in east London, the Mayor will consider the need and practicality of identifying sites in east London for an additional heliport to support London's economy.

Boroughs should, in general, resist proposals for private heliport facilities with the exception of predominantly emergency use facilities.

- 3.178 If further provision is necessary to support London's economy, then this new provision should be located to the east of the City to serve it, the Isle of Dogs and the wider Thames Gateway area.

### Strategic rail networks

#### *Policy 3C.8 Improving strategic rail services*

The Mayor supports the early completion of Phase Two of the Channel Tunnel Rail Link (CTRL) and will work with strategic partners to secure transport, economic and regeneration benefits for London from the new rail link, especially at Stratford and King's Cross/St Pancras. The Mayor will work with all stakeholders to improve the reliability, quality and safety of inter-regional rail services, including domestic services for commuters, while safeguarding services within London.



- 3.179 High-speed rail links are a real alternative to air travel, particularly for journeys of up to three hours duration. Completion of the full CTRL scheme from Ebbsfleet to St Pancras will provide a high speed route into London for international services and domestic commuter services and an improved alternative to air travel, which will also release capacity on the existing domestic network into London. In addition, it will act as a catalyst for regeneration of the areas around King's Cross/St Pancras and Stratford.
- 3.180 The SRA should ensure that the maximum additional capacity is created for domestic services and is used in a way that supports the aims of this plan, in particular by having an appropriate frequency of trains stopping at Stratford.
- 3.181 The Mayor will collaborate with the South East and East of England planning and transport authorities to improve the reliability, quality and safety of inter-regional rail commuting services while encouraging the greatest practical levels of self-sufficiency in local economies.

## 3 Better public transport in London

#### *Policy 3C.9 Increasing the capacity, quality and integration of public transport to meet London's needs*

The Mayor will work with strategic partners to increase the capacity of public transport in London by up to 50 per cent over the plan period and to improve the integration, reliability, safety, quality, accessibility, frequency and attractiveness of the existing public transport system.

#### *Policy 3C.10 Phasing of transport infrastructure*

The Mayor will work with strategic partners to facilitate the phased implementation of public transport improvements and to co-ordinate improved public transport capacity as closely as possible with its

development priorities and phasing. The Mayor will work with TfL to secure funding to progress those improvements shown in Table 3C.1 that are within the control of the GLA group, and the Mayor and TfL will work closely with the government, SRA, developers and other key partners to secure the funding and appropriate phasing of other improvements shown in Table 3C.1.



- 3.182 Public transport offers an efficient and sustainable means of carrying large numbers of people. It is the key to tackling chronic road congestion and provides access for many people who are not able to travel by car. London's public transport network has helped shape London's development and will continue to do so. Existing networks serve the current urban structure but need to develop, to raise the standards of service, provide an attractive alternative to the car and cater for the bulk of London's forecast additional population and activity. Network extensions and new services can help foster new development and regeneration. Taxis and private hire vehicles also play a vital role in contributing to London's public transport system.
- 3.183 Table 3C.1 sets out the main public transport improvements that are proposed over the plan period. It indicates the phasing of their completion over five-year periods. (Table 6.2 in Chapter 6 provides more detail on the increases in capacity over each five-year period, for each sub-region, in relationship to increases in jobs and population). Table 3C.1 distinguishes those schemes for which the Mayor (through TfL) has lead responsibility. The TfL schemes in the period up to 2009/10 include bus and Underground improvement schemes that reflect the TfL business plan and have a greater degree of certainty. Some schemes will be reliant on private sector contributions. Table 3C.1 also indicates other schemes for which the SRA is the lead agency. These include the CTRL, which is on target for completion in 2007, and improvements in rail services in the period up to 2006, for which there is a relatively high degree of certainty. More information on these schemes is provided below.
- 3.184 All the schemes in Table 3C.1 are in the Mayor's Transport Strategy (indeed most of them were included in RPG 3). The completion dates of schemes scheduled for completion in the longer term are inevitably less certain and depend upon the government, the SRA and private sector investment decisions. New sources of funding should also be explored.
- 3.185 The phasing programme will be kept under review, taking account of decisions made on individual schemes, resources available and progress on the implementation of development priorities. Sub-Regional



Development Frameworks and the first review of this plan will provide opportunities to review and fine-tune phasing assumptions (see Chapter 6). Boroughs in their UDPs and subsequent local development documents should ensure that adequate provision is made for schemes, having regard to Policies 3C.11-3C.14 whilst avoiding creating unnecessary blight. PPG12 (to be replaced by PPS 12) gives appropriate advice.

**table 3C.1 Indicative phasing of transport schemes**

Scheme	Cost	Lead delivery agency	Status (as of late 2003)	Indicative phasing <sup>1</sup>			
				2002-2006	2007-2011	2012-2016	Post 2016
National Rail – TOC Improvements <sup>2</sup>	H	SRA <sup>3</sup>	Ongoing throughout the London Plan period	■	■	■	■
Underground PPP	H	TfL	Ongoing throughout the London Plan period	■	■	■	■
Bus capacity increases	H	TfL	Ongoing throughout the London Plan period	■	■	■	■
DLR London City Airport Extension	M	TfL	Under construction	■			
CTRL	H	SRA	Under construction	■	■		
East London Transit	L	TfL	Scheme under development		■		
DLR Bank – Lewisham Capacity Enhancement	M	TfL	TWA powers will be sought in 2004		■		
DLR Woolwich Extension	M	TfL	Consultation now complete		■		
Greenwich Waterfront Transit	L	TfL	Scheme undergoing refinement following public consultation		■		
East London Line	H	SRA	Government approved business case – subject to SRA ability to fund		■		
DLR Stratford International	L	TfL	Subject to ongoing feasibility and planning studies		■		
DLR Dagenham Dock	M	TfL	Subject to ongoing feasibility and planning studies		■		
West London Tram	M	TfL	Current feasibility stage will be completed end of 2003/4		■		
Croydon Tramlink Extensions	M	TfL	Shortlisted options for feasibility study being developed further		■	■	
Crossrail 1	H	SRA/TfL	Final business case submitted to Secretary of State in July 2003			■	
Thameslink 2000	H	SRA	Business case being re-assessed by SRA			■	
Thames Gateway Bridge (TGB)	M	TfL	3 month public consultation programme completed			■	
Silvertown Link	M	TfL	Some initial planning work completed. Follows TGB			■	
Cross River Tram	M	TfL	Scheme undergoing refinement following public consultation			■	
Crossrail 2	H	SRA/TfL	Ongoing planning – Implementation will be determined on outcome of Crossrail 1				■

source Transport for London, September 2003

note Key to costs: L: up to £100 million; M: between £100 million and £1 billion; H: over £1 billion

- 1 The information shows the scheduled phase for when new capacity is added to the network – based on information from TfL
- 2 Including South London Metro
- 3 All SRA schemes are planned but not committed. Implementation depends on funding approval

### *Making major improvements to the transport network*

#### *Policy 3C.11 New cross-London links within an enhanced London National Rail network*

The Mayor will work with strategic partners to improve the strategic public transport system in London, including cross-London rail links to support future development and regeneration priority areas, and increase public transport capacity by:

- implementing Crossrail 1, a particularly high priority to support London's core business areas
- implementing a high frequency Londonwide service on the national rail network (the London Metro) incorporating an extended East London Line and enhancements to the West London Line and, later, completion of an orbital rail network (Orbirail)
- completing the Thameslink 2000 project
- developing and implementing Crossrail 2 in the later period of the plan.

This will help improve access to the Central Activities Zone, town centres, major Opportunity Areas and regeneration sites. UDP policies should identify development, intensification and regeneration opportunities that these new cross-London links and national rail enhancements will support. They should identify and protect land used for rail purposes and identify proposals for major schemes.

#### *Cross-London rail links*

- 3.186 Crossrail 1 is critical to supporting the growth of the financial and business services sector in central London and in the Isle of Dogs, where there is market demand for additional development capacity. By linking these two areas, Crossrail 1 would create a virtual unified economic and business core in London. Significant intensification of development around key interchanges within the Central Activities Zone and to its east and west are crucially dependent on the delivery of Crossrail 1, which is planned for phased completion from 2012. The scheme will also improve links to Heathrow thereby supporting connections for London's global businesses.

- 3.187 Thameslink 2000, expected to be completed by 2012, is a significant enhancement of cross-London capacity, connecting north and south, linking King's Cross to Blackfriars and London Bridge and enabling more through journeys, as well as increasing interchange opportunities. The scheme supports key development opportunities in the vicinity of King's Cross and London Bridge.
- 3.188 Crossrail 2 is due for completion towards the end of the plan period and as currently planned will support intensification and development at Victoria, King's Cross, Piccadilly Circus, Tottenham Court Road, Hackney Central and, potentially, up the Lee Valley.

*Improved National Rail services*

- 3.189 National rail services are often too unreliable and infrequent to meet London's needs. The London Metro concept, proposed in the Mayor's Transport Strategy, will be a high frequency, reliable national rail network for London, integrated with the Underground's travel information and fares.
- 3.190 Many existing rail services are radial, routed between central London and the suburbs. This plan supports proposals to enhance and expand existing orbital routes, especially in inner London – the North, East, South and West London Lines – to provide a co-ordinated orbital network (Orbital), through a series of incremental improvements. Orbital will strengthen orbital public transport and support spatial development priorities. It will relieve public transport in central London by facilitating access from one radial route to another without going into the Central Activities Zone; it will improve access to a number of town centres and potential development areas located beyond this area; and it will support regeneration in key parts of central London.

*Improved Underground and DLR*



*Policy 3C.12 Improved Underground and DLR services*

The Mayor and TfL will improve the Underground and DLR service and ensure its development supports the spatial strategy of this plan by:

- seeking improvements in safety and security, reliability, customer service and effective capacity
- identifying and taking forward improvements to the network that support the priorities of this plan.

Boroughs in their UDPs/LDDs should have regard to possible extensions of the DLR.

- 3.191 The Underground and DLR networks in London provide dedicated public transport infrastructure capable of moving high volumes of people. The Underground network was transferred to TfL in 2003 and TfL estimates of the planned Public Private Partnership (PPP) capacity enhancements have been included in the future capacity forecasts.
- 3.192 TfL is progressing five major DLR projects in east London. The London City Airport extension is already under construction and currently scheduled to open in late 2005. The DLR three-car upgrade, Woolwich extension and Stratford International projects are in the planning stages, but assuming funding is achieved, they are scheduled to open by 2008. The Dagenham Dock extension is planned to open by 2011.

*Enhanced bus priority, and tram and bus transit schemes*

*Policy 3C.13 Enhanced bus priority, tram and bus transit schemes*

The Mayor will work with TfL, the boroughs and other strategic partners to implement additional priority measures to assist buses and new tram and bus transit (light transit) schemes (including possible extensions to Croydon Tramlink).

UDP policies should seek to:

- help make tram and bus transit schemes successful
- identify the approved schemes and implications for development along their routes, including the need for land or road space
- reflect the increased accessibility and capacity the schemes will provide.

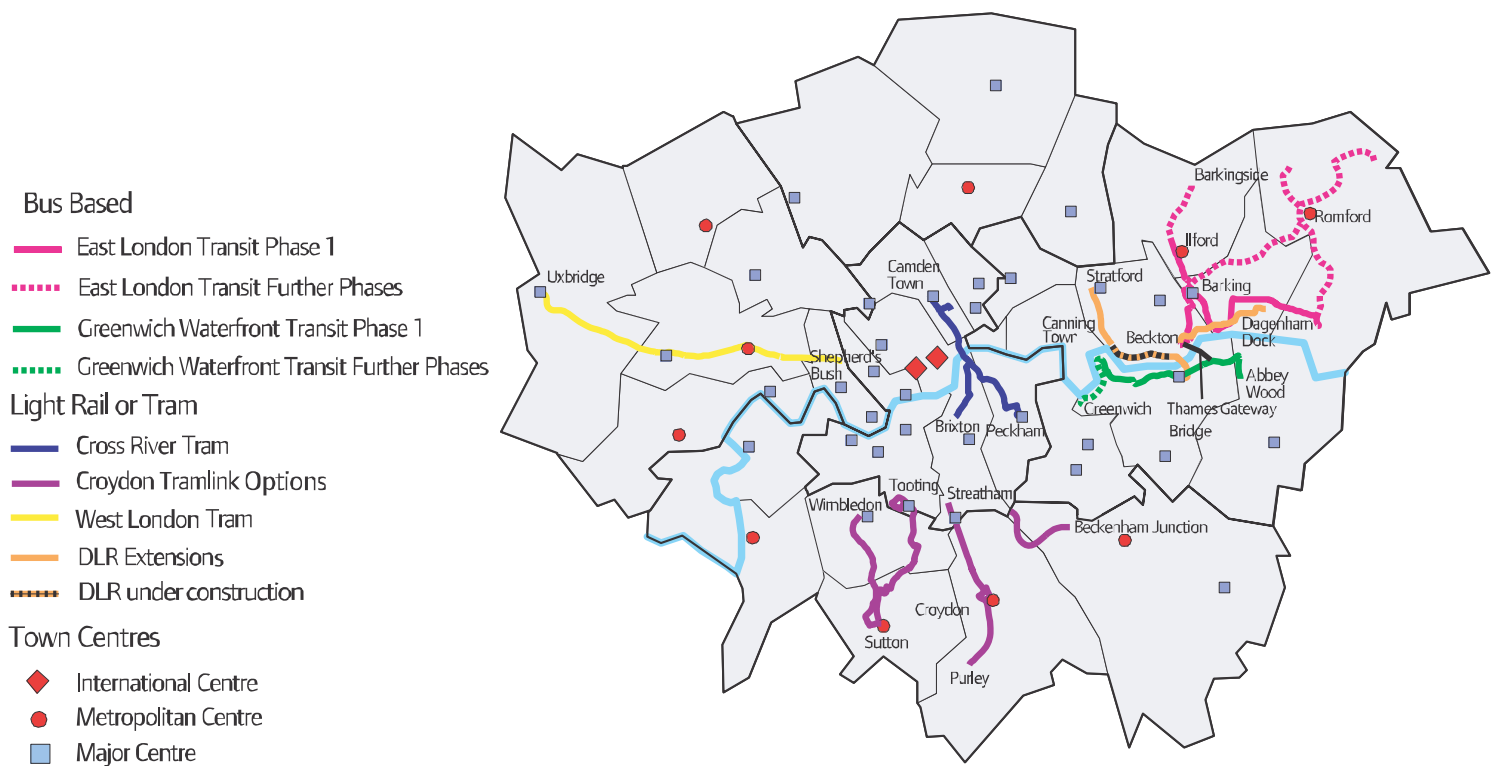
See also Policy 3C.12.



- 3.193 New tram or bus transit systems, which are in many respects similar in their use of road space to intensified bus priority, with very high priority or segregated tracks along most or all of their routes, can provide a high quality public transport service catering for substantial levels of demand. Increased bus priority and new bus transit and tram schemes will support this plan by:
- improving access to town centres and the rail and Underground networks and the suburbs
  - providing public transport options that offer a real alternative to cars, including for orbital journeys
  - supporting development and regeneration priorities.
- 3.194 TfL has consulted on four proposals that are being developed with a view to implementing the West London tram-based scheme by 2011 with a

central London (Cross River) tram scheme following later, as well as two bus-based transit schemes in east London before that date. Over the period of this plan and beyond, the Mayor also wishes to see other transit schemes developed, including extensions to Croydon Tramlink, where these can be justified. There may be opportunities in the longer term to link some of the schemes together. Their development should therefore be co-ordinated.

map 3C.2 Proposed light transit schemes in London



source Transport for London

*New Thames river crossings*

*Policy 3C.14 New Thames river crossings*

The Mayor supports in principle the new Thames river crossings in east London. These should achieve regeneration benefits and incorporate high environmental standards. TfL should, in partnership with the LDA, promote detailed proposals for these crossings. In east London, UDP policies should take account of these proposals and their implications for development.

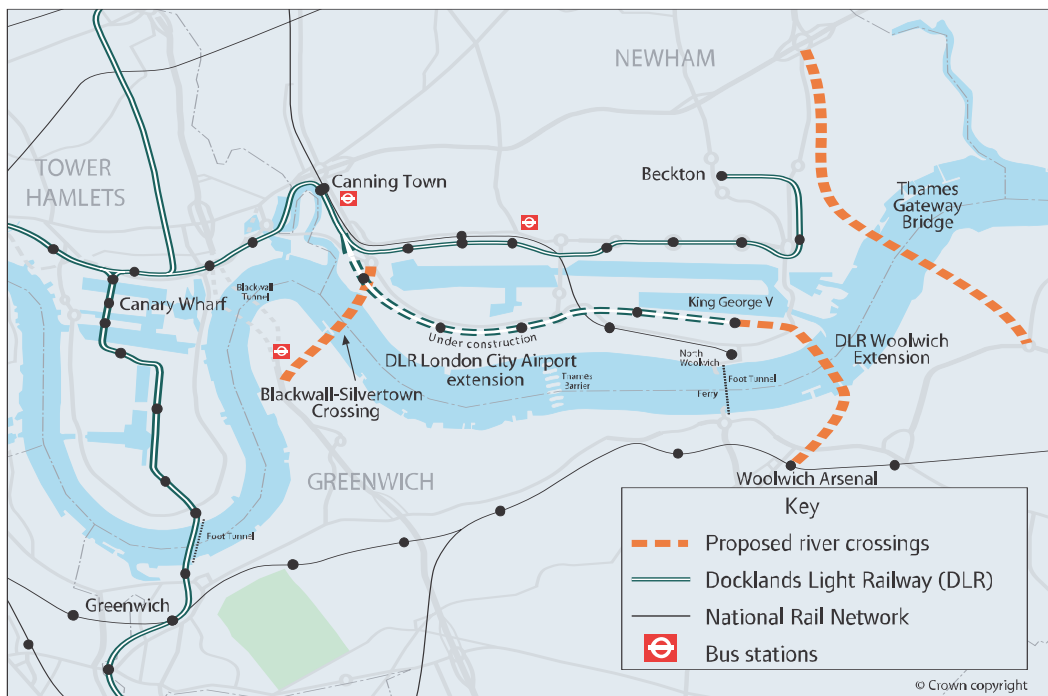
3.195 East London’s development has been constrained by its poor connections across the Thames, among other factors. Improving access for people, goods and services between the north and south of the Thames is a key

priority in the regeneration and development of the Thames Gateway region. Three river crossings are identified in the Mayor’s Transport Strategy and would, over the plan period, make a vital contribution to the regeneration of the Thames Gateway. They are:

- a Woolwich rail crossing through an extension of the Docklands Light Railway
- a Thames Gateway multi-modal bridge between Barking and Thamesmead
- a crossing providing for local links between Silvertown and North Greenwich.

3.196 TfL is working with the LDA, GLA and local boroughs to develop these proposals, with the key focus being supporting regeneration goals and linking local communities into opportunities in the Thames Gateway. The river crossings proposed for east London will be considered in the context of the Sub-Regional Development Framework for east London and integrated within it.

map 3C.3 Proposed river crossing schemes



source Transport for London



## 4 Reducing congestion and making better use of London's streets

### Road schemes

#### *Policy 3C.15 Road scheme proposals*

All road schemes in London should:

- contribute to London's economic regeneration and development
- not increase the net traffic capacity of the corridor unless essential to regeneration
- provide a net benefit to London's environment
- improve safety for all users
- improve conditions for pedestrians, cyclists, disabled people, public transport and business
- integrate with local and strategic land use planning policies.

Where schemes worsen conditions when judged against any of these criteria, the scheme should not proceed unless benefits in other areas very substantially outweigh any disbenefits and unavoidable disbenefits are mitigated. UDP policies should incorporate these criteria for assessing road scheme proposals.

- 3.197 This plan fully endorses 'Managing our Roads' which says 'Although there are exceptions...there is only limited capacity for tackling urban congestion by increased road capacity'. However, there are some cases where new roads are needed to support regeneration, improve the environment, increase safety or provide essential local access.

### *Tackling congestion in London's streets*

#### *Policy 3C.16 Tackling congestion and reducing traffic*

Working with strategic partners, the Mayor will aim from 2001 to 2011 to:

- reduce weekday traffic by 15 per cent in central London
- achieve zero growth across the rest of inner London
- reduce growth in outer London by a third, and seek zero growth in outer London town centres<sup>2</sup>.

UDP policies should include measures that support these proposed reductions and secure public benefits from them, including:

- assessing all development proposals in terms of their traffic generation and impact on traffic congestion, with particular regard to impacts on bus routes and the main road network
- utilising appropriate controls over development in terms of the location, scale, density, design and mix of land uses, together with the associated provision for parking, to help deliver these reductions

and improve conditions for people who use public transport, walk or cycle, and for business

- identifying the central London congestion charging zone and any modifications made to it, and taking account of its effects on traffic flows and any associated modifications to the road network that may be necessary, including supporting it through a framework of appropriate land use planning and parking regimes within the congestion charging zone and near to its boundaries.

#### *Policy 3C.17 Allocation of street space*

In balancing the use of streetspace, UDPs should include policies that reflect the Mayor's Transport Strategy and the London road hierarchy.

In particular, boroughs should:

- presume in favour of movement of people and goods, to support commerce, business and bus movements on the Transport for London Road Network (TLRN) and most other 'A' roads
- presume in favour of local access and amenity on other London roads, particularly for residents, buses, pedestrians and cyclists, and where necessary, business
- review the re-allocation of road space and land to bus priority, bus or tram (light transit) schemes, cyclists and pedestrians to support sustainable transport.

#### *Policy 3C.18 Local area transport treatments*

TfL will and boroughs should make better use of London's streets and secure transport, environmental and regeneration benefits through a comprehensive approach to tackling all the adverse transport impacts in an area – known as a 'local area transport treatment'. Local area transport treatments may cover:

- town centres
- business improvement districts
- interchange areas
- neighbourhood renewal areas
- other residential areas.

- 3.198 There is an urgent need to reduce congestion and traffic levels, particularly in those parts of London where they are at their highest, including central London and outer town centres. Boroughs should consider local initiatives that aim to reduce traffic, especially in town centres and where traffic goes through residential and environmentally sensitive areas.





- 3.199 London's streets should be performing a variety of functions. They should provide a safe and pleasant means of travelling by foot, cycle, bus or car and act as a network of attractive public spaces in which people can meet and enjoy life. Boroughs should make use of integrated approaches such as local area transport treatments to improve the balance struck between different street users, and seek opportunities to link these with other local initiatives. This includes initiatives like Home Zones, a concept described in paragraph 4G.48 and proposal 4G.9 in the Mayor's Transport Strategy.
- 3.200 This plan puts greater emphasis on essential access for people, goods and services and more localised modes of travel – the bus, walking and cycling – in central London and the larger town centres. Policy 4G.2 of the Mayor's Transport Strategy relates to the allocation of street space. Policy 4B.4 of this plan sets out policy for the public realm.
- 3.201 The central London congestion charging scheme contributes to the spatial development policies of this plan by reducing substantially congestion in the Central Activities Zone and improving its attractiveness. Land use planning and parking regimes should take account of and support the scheme. The Mayor will consider possible schemes for demand management elsewhere.



#### *Improving conditions for buses*

##### *Policy 3C.19 Improving conditions for buses*

The Mayor will work with TfL and boroughs to implement Londonwide improvements to the quality of bus services for all. UDP policies should actively promote and give priority to the continued development of the London bus network, including:

- the allocation of road space and the high levels of road priority required for buses on existing or proposed bus routes
- ensuring good bus access to and within town centres, major developments and residential areas
- ensuring that walking routes to bus stops from homes and workplaces are direct, secure, pleasant and safe
- ensuring that bus layover and turning areas, driver facilities, bus stations and garages are available where needed.

- 3.202 Increasing the contribution of the bus is particularly important in and around central London in the short term (while the rail and Underground networks are being rehabilitated and extended) and in both short and long term in the suburbs, where access to rail-based transport is relatively limited. Higher levels of priority can improve bus services substantially by reducing unreliability. The Mayor will work actively with TfL and boroughs

to promote a bus network that is reliable, comprehensive, frequent, and easy to use. Large new developments, including major housing sites, should have easily accessible and high quality bus links and facilities planned at the earliest stage of their development. These links should be safe, accessible, pleasant and direct.

*Improving conditions for walking and cycling*

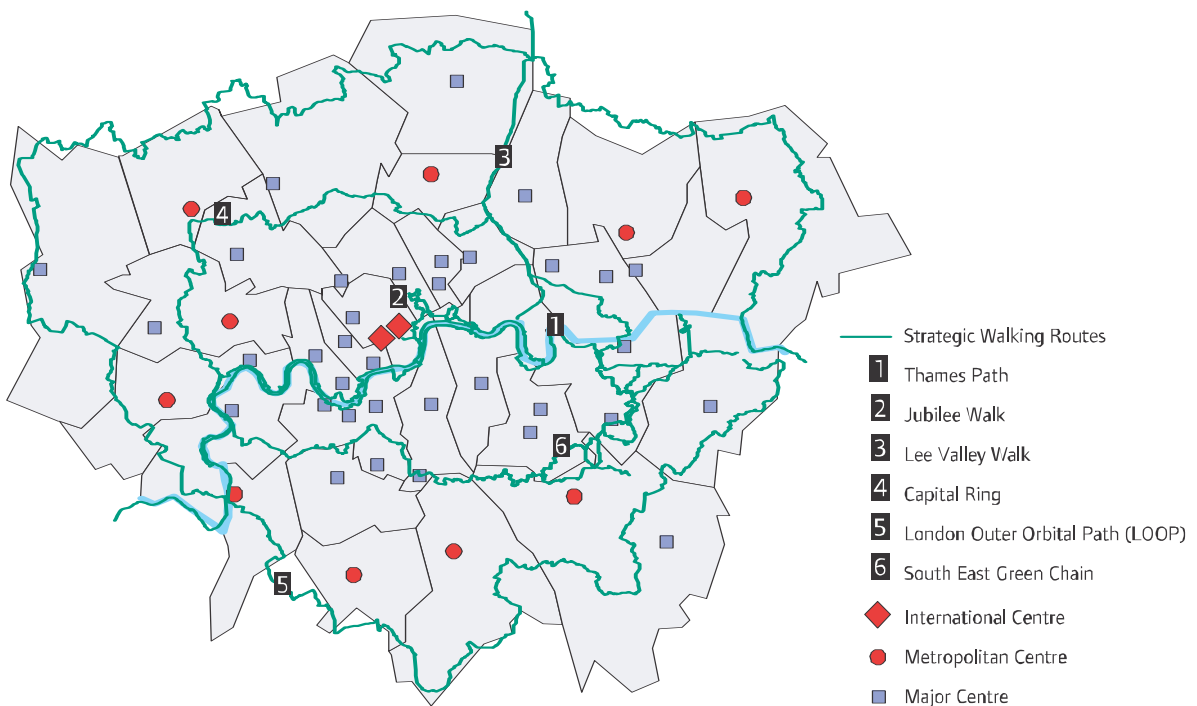
*Policy 3C.20 Improving conditions for walking*

UDP policies should:

- ensure that safe, convenient, accessible and direct pedestrian access is provided from new developments to public transport nodes and key land uses, taking account of the need to connect people to jobs, to town centres and to schools
- identify, complete and promote high quality walking routes including the six strategic walking routes identified in the Mayor’s Transport Strategy
- ensure that Thames-side developments incorporate provision for a riverside walkway in accordance with Countryside Agency standards<sup>3</sup>
- ensure that the pedestrian environment is accessible to disabled people
- take account of measures set out in the TfL Walking Plan for London
- improve the safety and convenience of pedestrian routes to school.



**map 3C.4 London’s strategic network of promoted walking routes**



source GLA 2002



*Policy 3C.21 Improving conditions for cycling*

UDP policies should:

- identify and implement high quality, direct, cycling routes, where possible segregated from motorised traffic, giving access to public transport nodes, town centres and key land uses
- ensure that routes are segregated from pedestrians as far as practicable, but are not isolated
- identify, complete and promote the relevant sections of the London Cycle Network Plus, and other cycling routes
- take account of measures identified in the TfL Cycling Action Plan
- encourage provision of sufficient, secure cycle parking facilities within developments.

- 3.203 The quality and safety of London's environment should be improved to make the experience of walking and cycling more pleasant, and an increasingly viable alternative to the private car. Walking and cycling in and around central London should be safer and more pleasant as a result of initiatives being introduced to complement the introduction of the Mayor's congestion charging scheme. Walking and cycling are particularly important for certain people such as children and those without direct access to cars. Improved pedestrian routes to school are especially important (see paragraph 4G.49, 4I.15 and proposal 4G.9 of the Mayor's Transport Strategy). Improving the quality of the pedestrian environment is covered in Chapter 4, Part B of this plan. This plan's policies to create a more compact city should aim to ensure that travel on foot and on bicycle are the most attractive options for short journeys. For longer journeys, good pedestrian and cycle access to public transport is essential.
- 3.204 Major new developments should provide new, high quality, segregated pedestrian and cycle routes, which are direct and provide good connections to the existing pattern of streets, and to bus stops and stations. This may sometimes require the re-allocation of road space and the creation of additional bus stops. Cycle parking facilities should be provided in both commercial and residential development (see Annex 4 on Parking Standards). Boroughs should ensure that the missing links in the walking and cycling networks, including parts of the six strategic walking routes identified in the Mayor's Transport Strategy, are completed as development opportunities arise. Planning briefs and masterplans should include principles to encourage a high quality, connected pedestrian environment and facilities for cycling.

### *Parking strategy and standards*

#### *Policy 3C.22 Parking strategy*

The Mayor, in conjunction with boroughs, will seek to ensure that on-site car parking at new developments is the minimum necessary and that there is no over-provision that could undermine the use of more sustainable non-car modes. The only exception to this approach will be to ensure that developments are accessible for disabled people.

UDP policies and transport Local Implementation Plans should:

- adopt on- and off-street parking policies that encourage access by sustainable means of transport, assist in limiting the use of the car and contribute to minimising road traffic
- adopt the maximum parking standards set out in the annex on parking standards (Annex 4) where appropriate, taking account of local circumstances and allowing for reduced car parking provision in areas of good transport accessibility
- reduce the amount of existing, private, non-residential parking, as opportunities arise
- recognise the needs of disabled people and provide adequate parking for them
- take account of the needs of business for delivery and servicing movements
- provide adequate facilities for coaches that minimise impact on the road network capacity and are off-road wherever possible
- generally resist the introduction of temporary car parks
- encourage good standards of car parking design.



#### *Policy 3C.23 Parking in town centres*

UDP policies and transport Local Implementation Plans should set out appropriate parking standards for town centres. These should help to enhance the attractiveness of town centres and to reduce congestion.

These standards should take into account:

- the standards set out in Annex 4
- the current vitality and viability of their town centres (see policies 3D.1 and 3D.2)
- regeneration and town centre management objectives
- existing on- and off-street parking provision and control
- public transport provision and the need to reduce travel by car
- pedestrian and cycle access.

3.205 Controlling the level of provision and regulation of on- and off-street parking can contribute to reducing congestion and encouraging the use

of public transport. Parking space is often an inefficient and unattractive use of land. This plan sets out a parking restraint regime that balances the desirability of reducing car use with the need to provide for attractive, viable development in town centres, while recognising that many people will continue to use their cars for travel, particularly in the suburbs. Within the general policy (Policy 3C.22) it allows for additional public car parking within town centres (Policy 3C.23), where this is appropriate and supports the locational advantage of town centres.

- 3.206 The restraint on parking provision should increase in many areas as the availability of alternative means of travel increases. In the most accessible locations, this should sometimes extend to car-free developments. The Central Activities Zone is particularly well served by public transport and is densely developed, such that additional car parking, other than for residential use, is unlikely to be accommodated. Less restrictive policies will generally be appropriate in suburban London. As developments come forward, boroughs will be able to apply more restrictive parking policies and over time this will lead to a reduction in private non-residential parking.
- 3.207 Appropriate parking and/or drop-offs for disabled people should always be provided to ensure that developments are accessible for all. All large developments should provide for appropriate taxi ranks and coach/bus parking/stands. Appropriate provision should also be made for cycle and motor cycle parking.
- 3.208 Boroughs should determine a single maximum standard for the town centre and edge of town centre as a whole. Competition between town centres based on parking provision should be avoided by a co-ordinated, complementary approach between neighbouring authorities, including those just outside the London area.
- 3.209 The annex on parking standards (Annex 4) sets out maximum car parking standards for employment, residential and retail uses and provides guidance on parking in leisure and mixed-use developments, and on the provision of parking for disabled people. Boroughs should have regard to these in developing their UDPs and in exercising their development control functions.
- 3.210 Parking standards are only one mechanism to limit the use of the car and achieve wider objectives. They should be used in conjunction with other transport and spatial integration mechanisms, including location policies and travel plans. An integrated approach is needed in boroughs' parking



policies in UDPs, in exercising their development control functions, and in boroughs' transport Local Implementation Plans.

- 3.211 Leisure developments should make use of existing public car parks and dedicated on-site parking in town centres should be provided only where there is an identified need. (Further guidance is given in Annex 4). For bulk shopping, the preferred location for parking should be in or on the edge of the town centre to facilitate linked trips.
- 3.212 TfL, in conjunction with boroughs, has developed the PTAL method to assess public transport accessibility, which is described in Annex 4. PPG 13 introduced the concept of Transport Assessments. These should give details of proposed measures to improve access by public transport, walking and cycling, to reduce associated parking and mitigate transport impacts. Transport Assessments will be a key factor in assisting boroughs in their assessments of development proposals and ensuring that parking levels sought for new developments are not excessive.
- 3.213 Temporary car parks should be resisted and only considered in cases of exceptional need. There may be circumstances in which temporary spaces may be allowed on condition that these are withdrawn when better public transport access becomes available.

## 5 Improving freight movements and the distribution of goods and services

### *Policy 3C.24 Freight strategy*

The Mayor will promote the sustainable development of the full range of road, rail and water-borne freight facilities in London and seek to improve integration between the modes and between major rail interchanges and the centres they serve. The development of a London rail freight bypass route is supported. UDP policies should:

- implement the spatial aspects of the freight element of the Mayor's Transport Strategy as developed by the London Sustainable Distribution Partnership
- seek to locate developments that generate high levels of freight movement close to major transport routes
- ensure that suitable sites and facilities are made available to enable the transfer of freight to rail and water through the protection of existing sites and the provision of new sites
- ensure developments include appropriate servicing facilities, off-road wherever practicable
- ensure collection and delivery can take place off the main bus and tram routes.



- 3.214 The economy of London, and of the wider surrounding regional area, relies on an efficient system for the distribution of goods and services. Servicing facilities and the provision of storage, handling and modal transfer facilities to cater for road, rail and water-borne goods are an important part of the distribution chain.
- 3.215 This plan facilitates freight distribution and servicing in a way that minimises congestion and any adverse environmental impact. It aims to foster a progressive shift of freight from road to more sustainable modes such as rail and water, where this is economical and practicable. It supports the diversion of rail freight with neither an origin nor destination within London on to strategic ‘bypasses’.
- 3.216 The Thames provides significant opportunities for sustainable freight access into the heart of the capital. The Thames is particularly suited to the transport of bulk materials, such as waste and aggregates. There is also potential for extending freight operations on the Lee Navigation and Grand Union canals. A collaborative approach is needed across London to focus, in particular, on encouraging new facilities and protecting, through the planning system, essential existing facilities supporting water-borne freight movement. Further guidance is provided in Chapter 4, Part C.
- 3.217 The reliable and efficient distribution of goods depends in part upon a vibrant ports industry. London relies on a range of facilities to service its needs, including the Port of London. The Port of London Authority, the UK’s biggest port, is a vital gateway for international trade. Although serving London, much of the port is physically located outside London. A regional ports study was undertaken by the South East and East Anglia Ports Local Authority Group (SEAPLAG) and further collaborative work is ongoing between the GLA, SEERA and EELGC to examine the regional implications of port expansion and, from a London perspective, ensure that transport implications for London are fully taken into account. Opportunities to support the development of the Thames Gateway region should be maximised. In addition, similar joint work is being undertaken in relation to strategic rail intermodal facilities.

*Policy 3C.25 Strategic Rail Intermodal Freight Facilities*

The Mayor will and boroughs should support the provision of strategic rail-based intermodal freight facilities. Each proposal will be considered on its own merits and in the context of wider policies in this plan.

- 3.218 The SRA’s Freight Strategy identifies a requirement for three or four large multi-modal freight facilities on or close to the periphery of London, with a number of smaller facilities within the urban area. The SRA has

identified an area of search in south-east London as the only one of these proposed large facilities capable of being located in London. At the time of publication of this plan, no specific proposals were available. More detailed consideration of this proposal will be contained within the Supplementary Planning Guidance on Land for Transport functions and in work on the east London Sub-Regional Development Framework. Any site promoted as a suitable location must meet operational and strategic planning objectives and should be located wholly or substantially on previously developed land.

### *References*

- 1 GLA estimate based on DTLR data
- 2 Mayor's Transport Strategy, GLA, June 2001
- 3 Countryside Commission (1998) (now Countryside Agency) 'The Thames Path National Trail – Development Plan Policies: A Good Practice Guide', (pg Example Policies)





## 3D enjoying London

- 3.219 This part sets out policies to ensure diverse opportunities to enjoy London through its culture, shopping, sport, tourism and open spaces. As the city's population and economy grows and development intensifies, access to these activities offers release from the pressures of metropolitan life and enhances London's standing as a centre of culture, relaxation and innovation. Making London an even more enjoyable city will contribute to Objective 2 of this plan – to make London a better city for people to live in – as will improving the quality of town centres and strengthening the leisure and cultural sectors. Protecting and adding to London's wealth of open spaces will be especially important in realising Objective 6 – to make London a more attractive, well designed and green city. All of these improvements in the quality and availability of retail, leisure and open space facilities will be crucial in accommodating growth, contributing to London's prosperity and making the compact city an enjoyable one in which to live.
- 3.220 A sustainable and inclusive strategy offers the widest access to shopping and leisure activities for the greatest number of people, including those currently least able to enjoy them. To achieve this, this plan adopts a policy of 'structured choice', which concentrates the supply of retail and leisure facilities and services in the most accessible places and spreads them between central London, town centres and development areas such as the Thames Gateway. This will help reinvigorate town centres and widen their role as accessible and diverse community centres. Other policies will restrain the provision of competing retail and other activities in out-of-town centre locations. London's specialist leisure activities are supported and protected through the designation of Strategic Cultural Areas and Tourism Action Zones.
- 3.221 London's distinctive network of open spaces, from the Green Belt to local play spaces, should be strongly protected, made more accessible and enhanced. As the use of land becomes more intense, the contribution of open space to physical and psychological health, to biodiversity and to the relatively open character of the city will become even more important.
- 3.222 Enjoying London is in four sections:
- the first covers town centres, retail and leisure.
  - the second looks at culture and sport.
  - the third looks at tourism.
  - the last section covers the range of London's open spaces.



## 1 Consumers in London

### *Policy 3D.1 Supporting town centres*

The Mayor will and boroughs should enhance access to goods and services and strengthen the wider role of town centres, including UDP policies to:

- encourage retail, leisure and other related uses in town centres and discourage them outside the town centres
- improve access to town centres by public transport, cycling and walking
- enhance the quality of retail and other consumer services in town centres
- support a wide role for town centres as locations for leisure and cultural activities, as well as business and housing
- require the location of appropriate health, education and other public and community services in town centres
- designate core areas primarily for shopping uses and secondary areas for shopping and other uses and set out policies for the appropriate management of both types of area
- undertake regular town centre health checks
- support and encourage town centre management, partnerships and strategies including the introduction of Business Improvement Districts in appropriate locations.

3.223 Policy 2A.5 sets out an over-arching approach to support and regenerate town centres.

3.224 The Mayor supports the government's policy of promoting consumer activity in town centres. These offer an accessible yet competitive range of retail and personal services. Healthy town centres with a mixture of uses, including residential, employment, libraries, primary health care centres, educational establishments, bars, restaurants, cinemas and other leisure activities, offer attractive focal points for their surrounding communities. Town centres are also more sustainable than out of centre shopping developments, which generate significant traffic volumes but tend to be inaccessible for many people, particularly Londoners without access to private transport. A spread of successful town centres across London will underpin a balanced 'polycentric' structure promoted by the European Spatial Development Perspective<sup>1</sup>.

3.225 The vitality and viability of town centres will be enhanced by a wider range of uses. 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. In some centres, there is particular



scope to bring redundant offices or under-used space above shops into more active uses, especially housing. Over time, high quality, well designed development and regeneration will help support, and where necessary, re-establish town centres as attractive places and as distinctive centres of the community's life. Town centres should provide facilities such as accessible public lavatories, affordable childcare facilities and shopmobility schemes.



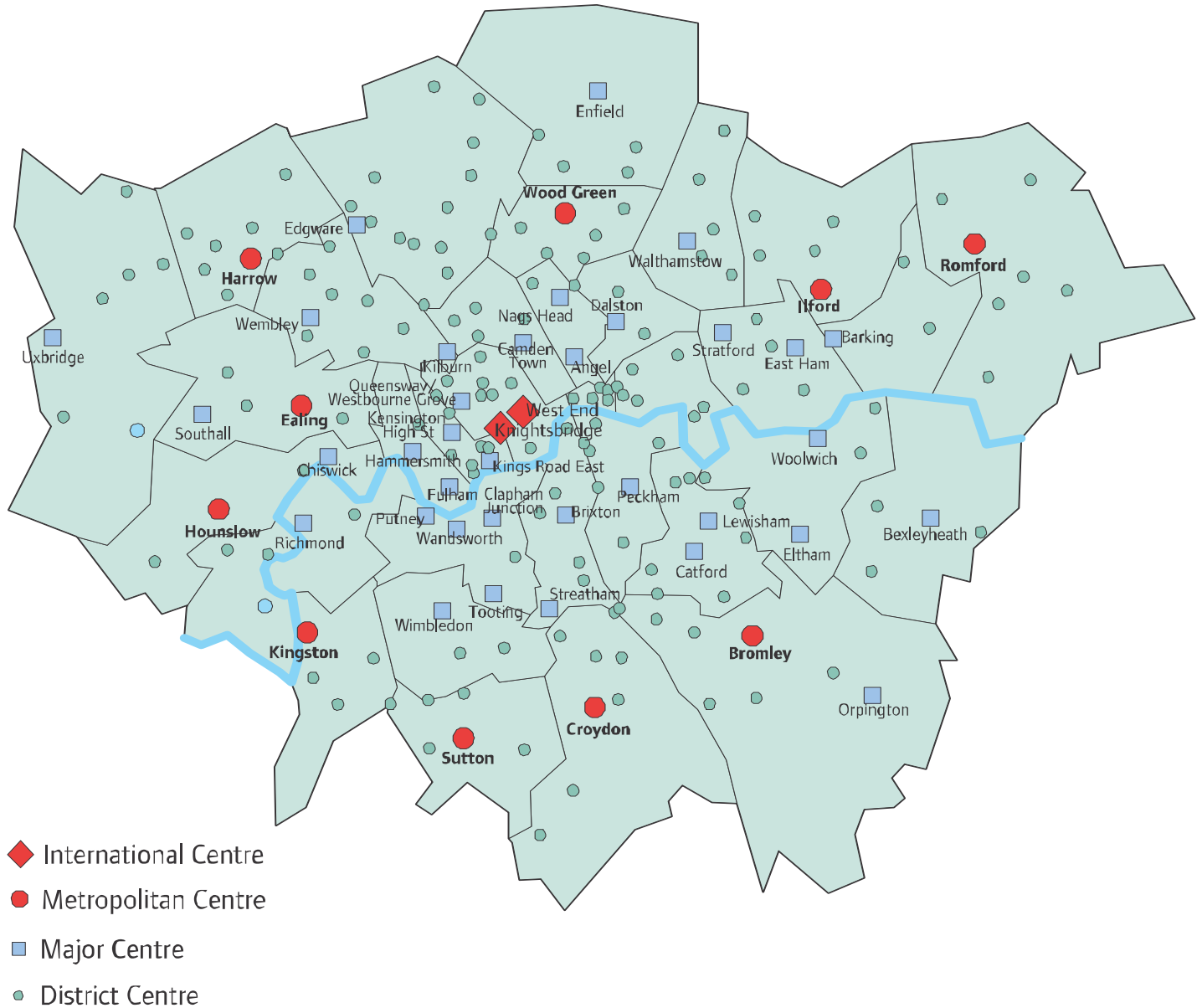
*The London town centre network*

3.226 London has a complex pattern of town centres. While each centre performs a different function according to the community and area it serves, five broad types of town centre can be identified within London: international, metropolitan, major, district and local and neighbourhood centres. This categorisation creates a strategic network of centres across London. It provides a framework to co-ordinate appropriate types and levels of development and transport provision. This will maximise choice and accessibility to goods and services for all groups of Londoners. The annex on London's Strategic Town Centre Network (Annex 1) identifies which town centres fall into the first four categories and the locations of centres in the four largest categories are shown on Map 3D.1.



3.227 A centre's role should be tested through regular town centre 'health checks' and centres can be reclassified in the light of these through Sub-Regional Development Frameworks and subsequent reviews or alterations to this plan and UDPs. This process should ensure that the network is sufficiently flexible to accommodate change in the role of centres and their relationships to one another.

map 3D.1 London's network of town centres



source GLA 2002

*Locations for retail and leisure activity*

*Policy 3D.2 Town centre development*

UDP policies should:

- assess retail capacity and need, through sub-regional partnerships where appropriate. Where need for additional development is established, capacity to accommodate such development should be identified within the UDP following a sequential approach

- relate the scale of retail, commercial and leisure development to the size and role of a centre and its catchment and encourage appropriate development on sites in town centres in the network. If no town centre sites are available in the network, provision should be made on the edge of centres in the network
- treat proposals for out of centre development or for intensification or expansion of existing out of centre retail facilities, in line with this policy and relevant central government advice.

- 3.228 Government guidance sets out a sequential approach for identifying the preferred location for retail and leisure development. This plan supports that approach. To facilitate the rigorous application of the sequential test, boroughs should carry out assessments of the capacity of each town centre to accommodate additional retail development appropriate to its role within the network. This supply side assessment should be set against an assessment of the need for new retail development on a borough and sub-regional basis. Where need is established, boroughs should adopt a sequential approach to identifying suitable sites. Sub-Regional Development Frameworks will assist this process. The Mayor will publish Supplementary Planning Guidance on retail needs assessment.
- 3.229 Because of London's exceptionally dense form of development, intensification of out of centre supermarkets and shopping centres could further threaten town centres and, where proposed, should be treated in line with national policy as new development<sup>2</sup>. Where out of centre developments are proposed, the following key considerations should apply, in line with national policy and taking account of the exceptional scale and intensity of London's town centre network:
- the likely harm to the spatial development strategy
  - the likely impact of the development on the vitality and viability of existing town centres, including the evening economy
  - their accessibility by a choice of means of transport, taking account of the importance of fostering public transport use in London
  - their likely effect on overall travel patterns and car use.
- 3.230 Outside central London, major leisure activities should be focused on appropriate elements of the network of town centres. Out of centre major leisure developments, such as cinemas, bingo clubs and bowling alleys, have in the past compromised the vitality and viability of some town centres.

### *Maintaining and improving retail facilities*

#### *Policy 3D.3 Maintaining and improving retail facilities*

Boroughs should:

- work with retailers and others to prevent the loss of retail facilities that provide essential convenience and specialist shopping and to encourage mixed use development
- establish local retailing information in collaboration with local communities and undertake audits of local retail and service facilities identifying areas considered deficient in convenience shopping and services
- provide a policy framework for maintaining, managing and enhancing local and neighbourhood shopping facilities and where appropriate for the provision of further such facilities in accessible locations
- support the development of e-tailing and encourage the widening of access to it.

3.231 The existence of thriving local convenience shopping is important, especially for less mobile people and those on low incomes for whom ready access to the components of a good diet are essential to support good health.

3.232 Local retail strategies, developed in partnership between communities, the retail industry and local authorities, can identify areas deficient in essential retail facilities and establish the means by which to stimulate investment. Co-ordinated planning and other interventions may be required to retain facilities, such as corner shops or small parades in estates, that provide an essential social service but are on the margins of economic viability. Improvements in e-infrastructure are required to enable access for all communities.



## **2 Culture and Sport in London**

#### *Policy 3D.4 Development and promotion of arts and culture*

The Mayor will work with strategic partners to promote culture in the framework of the Mayor's Cultural Strategy.

UDP policies should:

- identify, protect and enhance Strategic Cultural Areas and their settings
- designate and develop Cultural Quarters

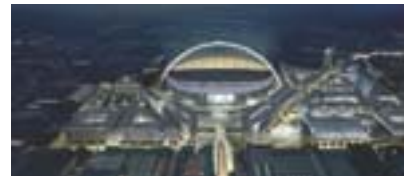
- where appropriate, support evening and night-time entertainment activities in central London, City fringe areas and town centres and where appropriate manage their impact through policies such as Entertainment Management Zones
- encourage 'Percent for Art' schemes and encourage arts and cultural facilities in major mixed-use developments.

In considering proposals for cultural facilities, UDP policies should ensure that:

- a sequential approach is applied (see Policy 3D.2)
- sites have good access by public transport or improvements are planned
- facilities are accessible to all sections of the community, including disabled people
- new provision is focused on areas with deficiencies in facilities.

#### *Strategic Cultural Areas*

- 3.233 London's role as a world city is supported by a number of internationally important cultural institutions, including museums, galleries and theatres, which are among London's major tourist attractions. Together with their setting, these represent London's Strategic Cultural Areas and should be protected and enhanced. They include Greenwich Riverside, Wembley, the South Kensington museums complex, the Barbican, the South Bank and West End/Soho/Covent Garden. Any redevelopment proposals should follow the principles set out in Chapter 4, Part B.



#### *Cultural quarters*

- 3.234 Designation, development and management of cultural quarters can help address the need for affordable workspace for creative industries, provide flexible live/work space, encourage clusters of activity and provide a trigger for local regeneration. Cultural and creative activities are sometimes priced out of traditional areas. Where they contribute to wider regeneration and mixed-use policies, they should be sustained by the planning system and supported by wider economic and cultural development initiatives. Cheaper premises in or on the edge of town centres are especially suitable, and there is considerable potential for this in areas of East London (in particular the Lower Lea Valley, Royal Docks, Greenwich Riverside, Deptford Creek and Woolwich Arsenal) as part of wider regeneration initiatives.

#### *Local and sub-regional cultural facilities*

- 3.235 Cultural facilities such as local theatres, tourist attractions and libraries are vitally important to all London's town centres and central London.



They are particularly valuable as a means of engaging younger people in wider community activity. However, parts of suburban London, especially in the east, lack such facilities. New cultural provision of local and sub-regional importance should be developed in town centres and the Thames Gateway for residents and to create new tourist attractions away from central London. They should be integrated with wider town centre renewal proposals, especially those to rejuvenate suburban centres. Boroughs should identify suitable sites for cultural facilities in UDPs and development briefs, drawing on priorities outlined in the Mayor's Cultural Strategy and encouraging 'Percent for Art' schemes tailored to local circumstances.

#### *Night-time economy*

- 3.236 The capital's vibrant night-time economy is a major contributor to London's world city status and there is an increasing demand for services to be provided later in the evening. Tackling the wide range of associated issues, especially that of disturbance, will require a real commitment to effective, integrated action by a range of agencies. Different approaches will be needed to address local circumstances, for example refinement of the Entertainment Management Zone concept and the application of the Mayor's London Ambient Noise Strategy and the emerging agenda for action on alcohol.

#### *Sport and recreation facilities*



#### *Policy 3D.5 Sports facilities*

The Mayor will work with strategic partners to promote and develop London's sporting facilities. This will include the promotion of London as the home of the 2012 Olympic Games and Paralympics, focused on east London.

In reviewing UDPs, boroughs should identify sites for a range of sports facilities to meet local, sub-regional and wider needs.

In considering proposals for sports facilities, boroughs should ensure that:

- a sequential approach is applied
- sites have good access by public transport, cycling and walking, or improved access is planned
- facilities are accessible to all sections of the community, including disabled people
- new provision is focused on areas with existing deficiencies in facilities
- the multiple use of facilities is encouraged, including those of schools and commercial organisations.

*International, national and regional sports facilities*

3.237 The Mayor, the government and the British Olympics Association are spearheading a London bid for the 2012 Olympics focused primarily on east London. The Olympics would provide a major catalyst for change and regeneration in east London, especially the Lower Lea Valley, leveraging resources, spurring timely completion of already programmed infrastructure investment and leaving a legacy to be valued by future generations (see also paragraphs 5.70-5.71). Hosting the Olympics would be in keeping with the overall objectives of this plan.



3.238 A sequential approach should be applied to proposals for sports stadia, although the availability of sufficiently large town centre sites is likely to be limited. Edge of centre sites are likely to be the most appropriate location and should be considered before out-of-centre sites. The location of stadia in Opportunity Areas may assist in bringing forward regeneration benefits, including public sports facilities or other community amenities that may be associated with mixed-use schemes. Such sites should have public transport services with adequate capacity to cope with large crowds. Where this is not the case, improvements to public transport should be planned as part of the development.

*Local and sub-regional sports and recreation facilities*

3.239 London needs to develop a wide range of high quality but affordable sports facilities, which are accessible to all sections of the community, including disabled people. The boroughs' audits of existing provision and assessments of needs, required by PPG17, will ensure that new provision is focused in areas with the greatest need and co-ordinated across boundaries. Development of sports facilities in commercial schemes should be encouraged and made accessible to the local community where possible.

### 3 Visitors' London

*Policy 3D.6 Visitors accommodation and facilities*

The Mayor will work with strategic partners to implement London's Tourism Strategy and to achieve 36,000 additional hotel bedrooms by 2016 and to improve the quality, variety and distribution of visitor accommodation and facilities.

Boroughs should:

- identify capacity for new hotel provision in town centres and other locations beyond the Central London sub-region, such as Opportunity Areas, with good public transport access to central London and international and national transport termini

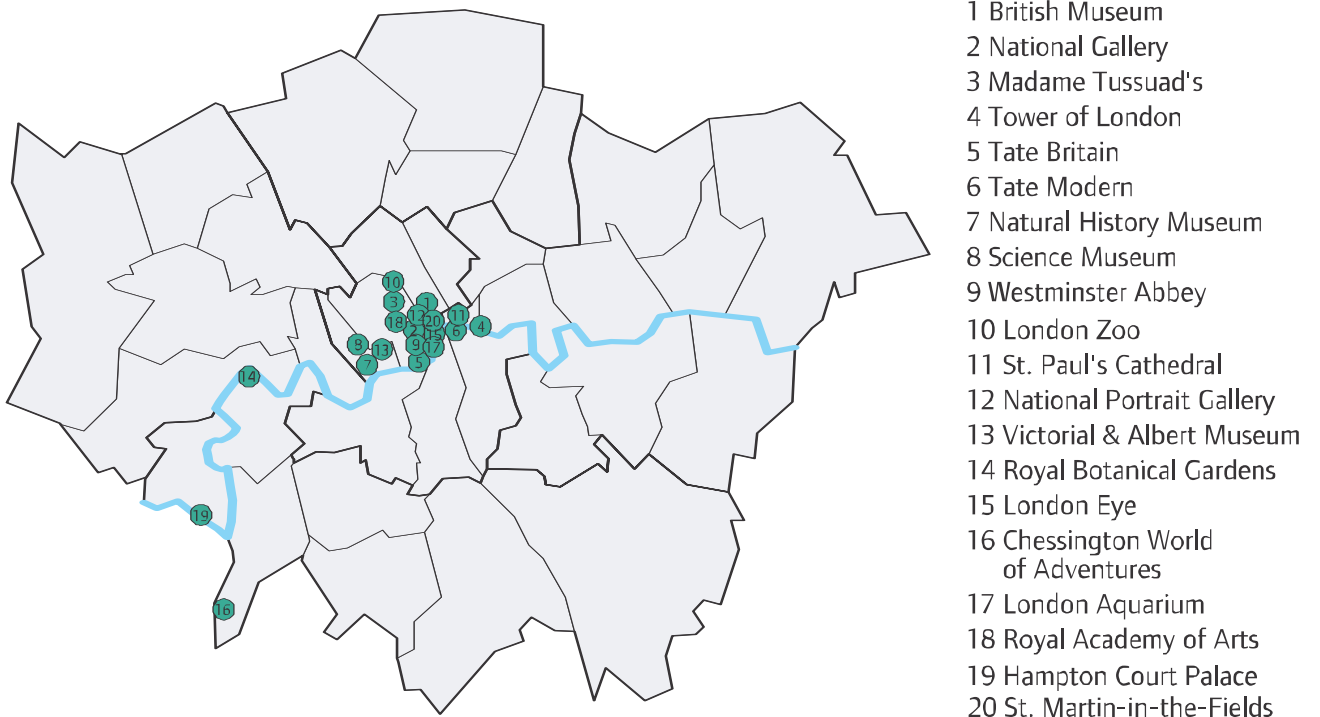
- focus strategically important new hotel and tourism provision within the central London sub-region on Opportunity Areas
- accommodate smaller scale provision in town centres elsewhere within central London and Central Activities Zone fringe locations with good public transport and resist further intensification of provision in areas of existing concentration, except where this will not compromise local amenity or the balance of local land uses
- support the provision of a wide range of tourist accommodation, such as aparthotels, bed and breakfast accommodation, self-catering facilities, youth hostels and camping and caravan sites
- support existing and encourage development of new tourist attractions which complement the wider policies of this plan, especially for regeneration and town centre renewal
- identify Tourism Action Zones and propose policies for their development and for the protection of local communities from adverse impacts.

The Mayor will work with strategic partners to consider the economic case for additional international convention centre capacity in London.



- 3.240 The Mayor's Tourism Strategy<sup>3</sup> seeks to ensure that London expands as a global tourism destination and also develops a broader visitor base. To accommodate potential growth a further 36,000 hotel bedrooms should be provided in the period up to 2016 in a range of suitable locations throughout London<sup>4</sup>.
- 3.241 Central London – particularly the West End – is the home of most tourist attractions and hotels, although major cultural attractions have recently spread to areas such as the South Bank. To reduce pressures on central London, provide more affordable hotel development capacity, increase London's tourism attractions and contribute to broader regeneration and sustainability objectives, other locations should in future play a much greater role in provision for visitors. Town centres and Opportunity Areas with good public transport access will be especially important most particularly in east London. Future provision in the Central London sub-region should focus on its town centres and Central Activities Zone fringe areas with good public transport and, in particular, its Opportunity Areas. Intensification of existing areas of hotel provision should be resisted, except where this will not compromise local amenities and mixes of land use.

### map 3D.2 Spatial distribution of London's top 20 tourist attractions



source Visit London

3.242 In view of the labour market constraints facing the hotel industry and the wider need for affordable housing in London, boroughs should seek agreements to provide staff accommodation as part of hotel development and re-development and encourage better training for staff to improve the attractiveness of employment in the sector. Borough tourism strategies and UDPs should seek to stimulate tourism provision in appropriate locations and provide a framework for Tourism Action Zones to manage pressures on high volume visitor areas and their environs. Support for sustainable rural tourism should be made in terms of national guidance.

3.243 London has a number of conference, exhibition and multiple event venues. However, there are no suitable purpose-built facilities for conventions of 3,500 or more delegates, which London would need to compete with other leading cities in the conference/convention market. The Mayor will work with the LDA and other partners to consider the economic case and best location for an international convention centre.

## 4 Improving London's open environment

### *Realising the value of open space*

#### *Policy 3D.7 Realising the value of open space*

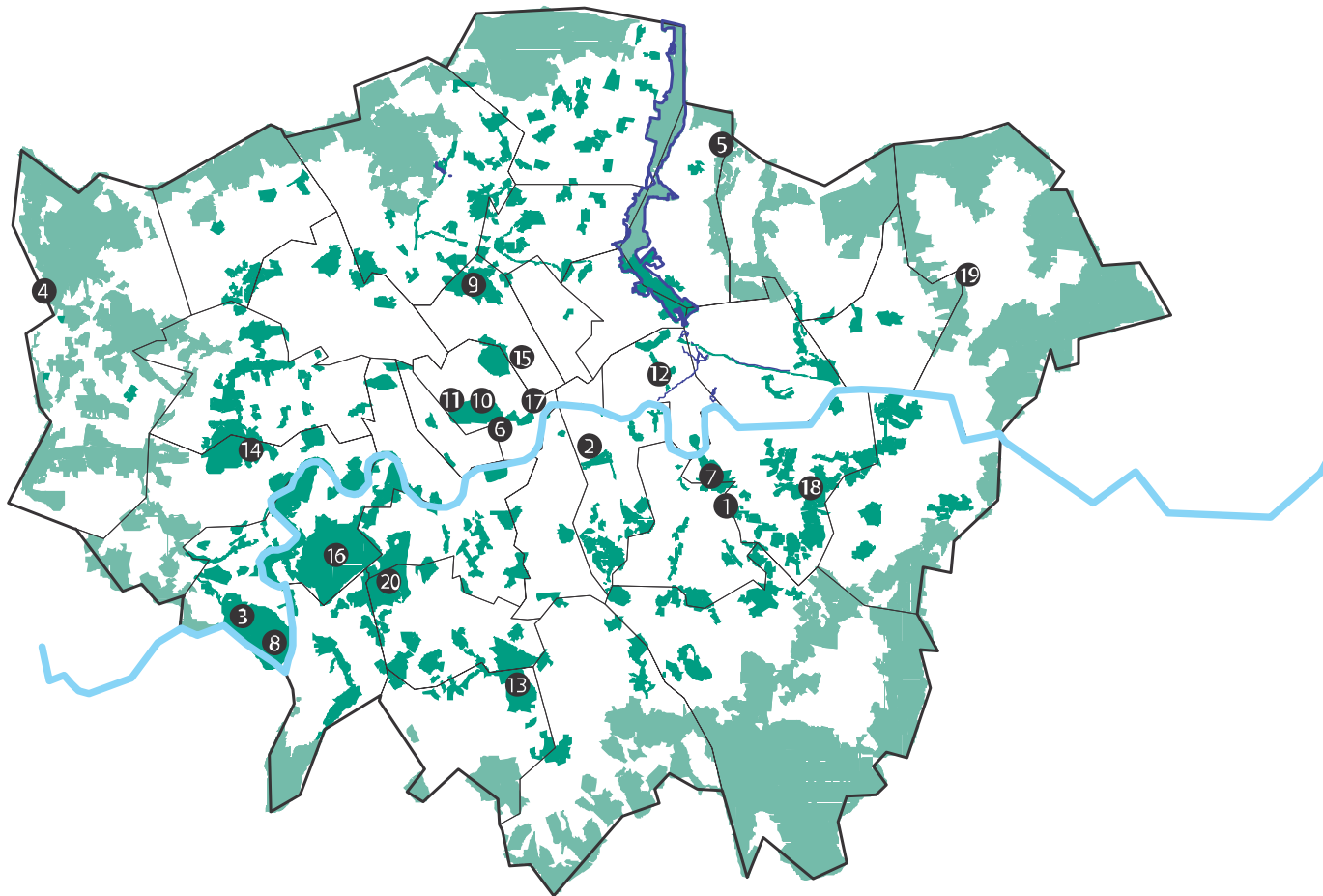
The Mayor will work with strategic partners to protect and promote London's network of open spaces, to realise the current and potential value of open space to communities, and to protect the many benefits of open space, including those associated with health, sport and recreation, children's play, regeneration, the economy, culture, biodiversity and the environment.

- 3.244 Open space is an integral part of the spatial character of the city. London's Green Belt and Metropolitan Open Land form the basic structure of London's strategic network of open spaces. Open spaces that are of local importance form part of the wider network of open spaces, which in turn is part of the vital and distinctive attraction of London. The Mayor will work with partners to identify any strategic deficiency in the provision of publicly accessible open space.
- 3.245 London's open spaces include green spaces, such as parks, allotments, commons, woodlands, natural habitats, recreation grounds, playing fields, agricultural land, burial grounds, amenity space, children's play areas, including hard surfaced playgrounds, and accessible countryside in the urban fringe. Civic spaces, such as squares, piazzas and market squares also form part of the open space network. The variety and richness of London's open spaces contribute hugely to its distinctive and relatively open character. Open spaces provide a valuable resource and focus for local communities, can have a positive effect on the image and vitality of areas and can encourage investment. They provide a respite from the built environment or an opportunity for recreation. They promote health, wellbeing and quality of life. They are also vital facilities for developing children's play, exercise and social skills. The Mayor's draft London Ambient Noise Strategy introduced the concept of Areas of Relative Tranquillity that could apply to areas within as well as at the edge of the urban area. Boroughs may choose to promote this in UDPs and the concept will be addressed in the first review of this plan, along with other issues of sound quality. The Mayor is working with the Forestry Commission and other strategic partners to prepare the London Tree and Woodland Framework. This Framework will also inform the first review.
- 3.246 As London becomes more compact and intensive in its built form, the value of these open spaces will increase. The Mayor will plan for a range of different types of open space to meet a variety of needs, and work with others to realise the full potential of those spaces that are currently



undervalued. Poor quality is not reason in itself to justify the loss of open space. This includes both spaces that are private and those that are accessible to the public.

**map 3D.3 London's strategic open space network**



- |                                    |  |
|------------------------------------|--|
| 1 Blackheath                       | 13 Mitcham Common  |
| 2 Burgess Park                     | 14 Osterley Park   |
| 3 Bushy Park (royal park)          | 15 Regents Park (royal park)   |
| 4 Colne Valley Regional Park       | 16 Richmond Park (royal park)  |
| 5 Epping Forest                    | 17 St. James's Park (royal park)   |
| 6 Green Park (royal park)          | 18 SE London Green Chain   |
| 7 Greenwich Park (royal park)      | 19 Thames Chase Community Forest   |
| 8 Hampton Court Park               | 20 Wimbledon Common  |
| 9 Hampstead Heath                  |  |
| 10 Hyde Park (royal park)          | <span style="display: inline-block; width: 15px; height: 15px; background-color: #008080; border: 1px solid black;"></span> Metropolitan Open Land |
| 11 Kensington Gardens (royal park) | <span style="display: inline-block; width: 15px; height: 15px; background-color: #66c2a1; border: 1px solid black;"></span> Green Belt             |
| 12 Mile End Park                   | <span style="display: inline-block; width: 15px; height: 15px; border: 1px solid blue;"></span> Lee Valley Regional Park Boundary (within London)  |

### *The network of open spaces*

#### *Policy 3D.8 Green Belt*

The Mayor will and boroughs should maintain the protection of London's Green Belt and proposals for alterations to Green Belt boundaries should be considered through the UDP process in accordance with government guidance in PPG2. There is a general presumption against inappropriate development in the Green Belt, and such development should not be approved except in very special circumstances.



- 3.247 The inclusion of land within the Green Belt performs a valuable role in preventing urban sprawl and promoting an urban renaissance. The Green Belt also protects the openness of the land in order to prevent towns merging, safeguards the countryside and preserves historic settlements. The use of Green Belt land should provide Londoners with access to the countryside, opportunities for outdoor recreation, protection and enhancement of attractive landscapes, the improvement of damaged and derelict land, protection and promotion of biodiversity and retention of agricultural land. The Green Belt is a permanent feature and its boundary should only be altered in exceptional circumstances. The quality of land within the Green Belt is not reason in itself for excluding land from the Green Belt or allowing development. Where Green Belt land is of poor quality, steps should be taken to improve it. This may include undertaking a review of a wide area and identifying actions to promote improvements.

#### *Policy 3D.9 Metropolitan Open Land*

The Mayor will and boroughs should maintain the protection of Metropolitan Open Land (MOL) from inappropriate development. Any alterations to the boundary of MOL should be undertaken by boroughs through the UDP process, in consultation with the Mayor and adjoining authorities. Land designated as MOL should satisfy one or more of the following criteria:

- land that contributes to the physical structure of London by being clearly distinguishable from the built-up area
- land that includes open air facilities, especially for leisure, recreation, sport, arts and cultural activities and tourism which serve the whole or significant parts of London
- land that contains features or landscapes of historic, recreational, nature conservation or habitat interest, of value at a metropolitan or national level
- land that forms part of a Green Chain and meets one of the above criteria.

Policies should include a presumption against inappropriate development of MOL and give the same level of protection as the Green Belt. Essential facilities for appropriate uses will only be acceptable where they do not have an adverse impact on the openness of MOL.

- 3.248 The Metropolitan Open Land (MOL) designation is unique to London, and protects strategically important open spaces within the built environment. Although MOL may vary in size and primary function in different parts of London, it should be of strategic significance, for example by serving a wide catchment area or drawing visitors from several boroughs. MOL is the same as the Green Belt in terms of protection from development and serves a similar purpose. It performs three valuable functions:
- protecting open space to provide a clear break in the urban fabric and contributing to the green character of London
  - protecting open space to serve the needs of Londoners outside their local area
  - protecting open space that contains a feature or landscape of national or regional significance.
- 3.249 MOL will be protected as a permanent feature, and afforded the same level of protection as the Green Belt. Appropriate development should minimise any adverse impact on the open character of MOL through sensitive design and siting and be limited to small scale structures to support outdoor open space uses. The boundary of MOL should only be altered in exceptional circumstances and should be undertaken through the UDP process in consultation with the Mayor. Development that involves the loss of MOL in return for the creation of new open space elsewhere will not be considered appropriate.
- 3.250 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. Because of their Londonwide significance, the open spaces and the links within a Green Chain should be designated as MOL.

*Policy 3D.10 Open space provision in UDPs*

UDP policies should:

- identify broad areas of public open space deficiency and priorities for addressing them on the basis of audits carried out as part of an open space strategy, and using the open space hierarchy set out in Table 3D.1 as a starting point



- ensure that future open space needs are considered in planning policies for Opportunity Areas and other areas of growth and change in their area
- encourage functional and physical linkages within the network of open spaces and to the wider public realm, improve accessibility for all throughout the network and create new links based on local and strategic need
- identify, promote and protect Green Corridors and Green Chains and include appropriate designations and policies for the protection of local open spaces that are of value, or have the potential to be of value, to local communities.

The Mayor will assist in co-ordinating this process across borough boundaries, and in identifying the need for new or improved Regional or Metropolitan Parks.

- 3.251 London's public open space hierarchy (see Table 3D.1) provides a benchmark for the provision of public open space across London. It categorises spaces according to their size and sets out a desirable distance which Londoners should travel in order to access each size of open space. Using these standards to map open space provision, the hierarchy provides an overview of the broad distribution of open space provision across London, highlights areas where there is a shortfall and facilitates cross-borough planning and management of open space. More detailed guidance on how to assess local needs is included in the Guide to Preparing Open Space Strategies<sup>5</sup>, published by the GLA.

**table 3D.1 London's public open space hierarchy**

Open space categorisation	Size guideline	Distances from homes to open spaces
Regional Parks	400 hectares	3.2 to 8 kilometres
Metropolitan Parks	60 hectares	3.2 kilometres
District Parks	20 hectares	1.2 kilometres
Local Parks and Open Spaces	2 hectares	400 metres
Small Open Spaces	Under 2 hectares	Less than 400 metres

source GLA

- 3.252 London also has a wealth of locally important open spaces. Development on local open spaces will not be acceptable where they have been designated for protection in a UDP or where there is a demonstrable need for that open space, unless that need can be met elsewhere within the

local catchment area, or a new or replacement open space can be created within the local catchment area. The provision of replacement open space will not be appropriate where English Heritage advises that the open space is of historic significance or where the open space is in (or its loss would create) an area of open space deficiency. The replacement of open spaces with nature conservation value is covered in Policy 3D.12. Replacement open space should be of equivalent or better size and quality. Unless an assessment of needs demonstrates otherwise, replacement open space should be for the same type of open space and facilities.

#### *Improving open space provision*

##### *Policy 3D.11 Open space strategies*

Boroughs should, in consultation with local communities, the Mayor and other partners, produce open space strategies to protect, create and enhance all types of open space in their area. Such strategies should include approaches for the positive management of open space where appropriate to prevent or remedy degradation or enhance the beneficial use of it for the community. To assist with such strategies the Mayor has produced a Guide to Preparing Open Space Strategies.

Boroughs should undertake audits of existing open space and assessments of need in their area, considering both the qualitative and the quantitative elements of open space, sports and recreational facilities, as part of an open space strategy and in accordance with the guidance given in PPG17. In doing so, they should have regard to the cross-borough nature and use of many open spaces in London.



- 3.253 Opportunities for creating new public open spaces should be promoted where possible, targeting areas of deficiency and Areas for Regeneration. Where appropriate this should include opening up public access to privately owned open spaces such as sports pitches and utilities land, including sites that are no longer required for their original purpose. Other innovative initiatives, such as roof terraces, play space created as a result of traffic calming measures, and better use of amenity space around housing estates, should be encouraged. The London Parks and Green Spaces Forum will provide a valuable mechanism for the sharing of experience and good practice.
- 3.254 The production of open space strategies should assist in providing a clear framework for investment priorities and action. Boroughs' open space strategies for creating and enhancing open space should include:
- a comprehensive audit of all open space

- assessments of local needs and the value of existing open space, including for cultural, educational, structural, amenity, health and biodiversity value
- protection by appropriate designation on UDP maps
- prioritisation of investment to address identified needs and deficiencies
- identification of opportunities for improving access to and the accessibility of open spaces, particularly by promoting public transport, cycling, walking and improving access and facilities for disabled people
- identification of opportunities for improving linkages between open spaces and the wider public realm.

### *Biodiversity, habitat and species*



#### *Policy 3D.12 Biodiversity and nature conservation*

The Mayor will work with partners to ensure a proactive approach to the protection, promotion and management of biodiversity in support of the Mayor's Biodiversity Strategy.

The planning of new development and regeneration should have regard to nature conservation and biodiversity, and opportunities should be taken to achieve positive gains for conservation through the form and design of development. Where appropriate, measures may include creating, enhancing and managing wildlife habitat and natural landscape. Priority for habitat creation should be given to sites which assist in achieving the targets in Biodiversity Action Plans (BAPs) and sites within or near to areas deficient in accessible wildlife sites.

Boroughs, in reviewing UDPs and in considering proposals for development should accord the highest protection to internationally designated and proposed sites (SACs, SPAs and Ramsar sites), and to nationally designated sites (SSSIs) in accordance with government guidance and the Habitat Regulations, 1994.

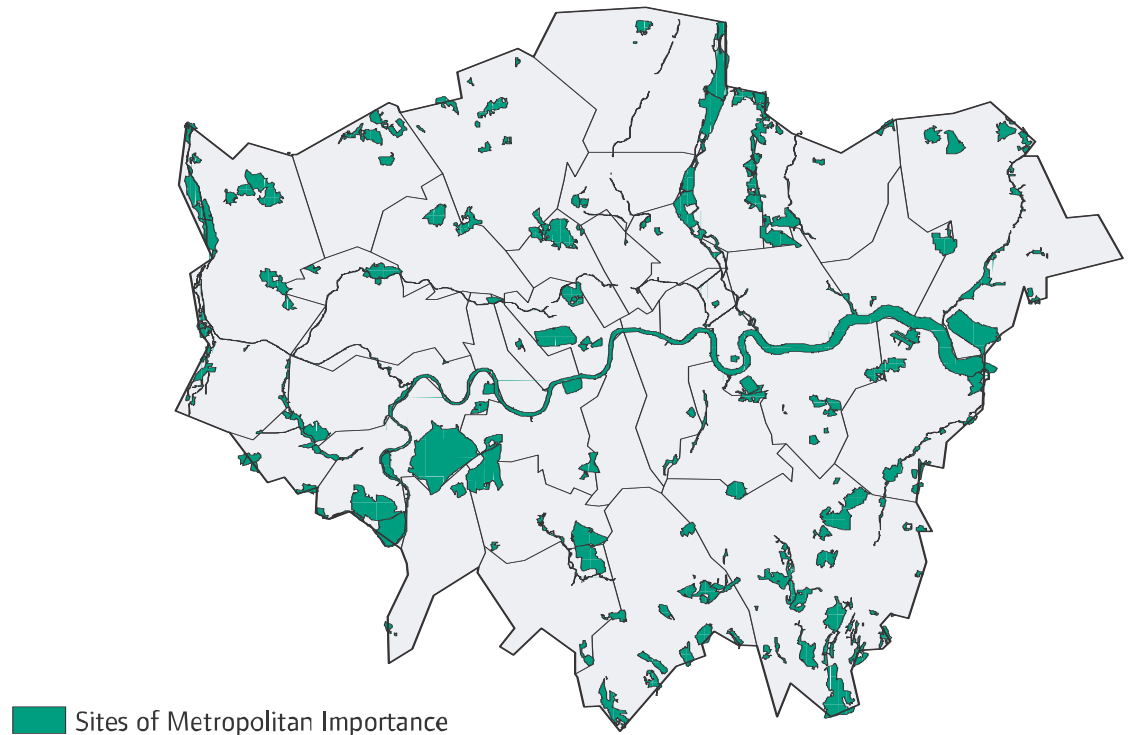
The Mayor will identify Sites of Metropolitan Importance for Nature Conservation (SMIs), which, in addition to internationally and nationally designated sites, includes land of strategic importance for nature conservation and biodiversity across London. Boroughs should give strong protection to these sites in their UDPs. Boroughs should use the procedures adopted by the Mayor in his Biodiversity Strategy to identify sites of Borough or Local Importance for nature conservation and should accord them a level of protection commensurate with their borough or local significance.

The Mayor will and boroughs should resist development that would have a significant adverse impact on the population or conservation status of protected species or priority species identified in the London Biodiversity Action Plan and borough BAPs. Appropriate policies for their protection and enhancement and to achieve the targets set out in BAPs, should be included in UDPs.

Where development is proposed which would affect a site of importance for nature conservation, the approach should be to seek to avoid adverse impact on the nature conservation value of the site, and if that is not possible, to minimise such impact and seek mitigation of any residual impacts. Where, exceptionally, development is to be permitted because the reasons for it are judged to outweigh significant harm to nature conservation, appropriate compensation should be sought.

- 3.255 Land of strategic importance for biodiversity is found across London with particular concentrations in some areas. London contains many sites of international and national biodiversity importance for which there is a statutory requirement to consult English Nature. The internationally important sites are wetlands identified under the Ramsar Convention and Natura 2000 sites, which include Special Protection Areas (SPA) and Special Areas for Conservation (SAC). These, and National Nature Reserves together with a number of other areas, are all included within the nationally important Sites of Special Scientific Interest (SSSIs).

**map 3D.4 Sites of Metropolitan Importance for nature conservation in London**



source GLA 2002

- 3.256 The Mayor's Biodiversity Strategy sets out the criteria and procedures for identifying land of importance for London's biodiversity for protection in UDPs. This includes Sites of Metropolitan Importance (which include all biological Sites of Special Scientific Interest and further areas of regional importance), sites of Borough and Local Importance, Green Corridors and other local designations. Protecting this framework of strategic importance for biodiversity serves to protect the significant areas of BAP priority habitat in London.
- 3.257 Green Corridors are relatively continuous areas of open space that run through built-up areas and provide an extension to the habitats of the sites they join. They may be the verges alongside road and rail routes or waterways or a series of linked open spaces. Green Corridors may not be accessible to the public, but may contribute to landscape quality as well as biodiversity.
- 3.258 The Mayor expects the biodiversity and natural heritage of London to be conserved and enhanced for the benefit of this and future generations. He will assist boroughs in doing this with advice on UDP policies for biodiversity. Planning applications should give full

consideration to the effects, both direct and indirect, of development upon biodiversity, wildlife habitat and geology. Indirect effects include increased use and disturbance, hydrological changes, level of noise, pollution, shading and lighting disturbance. In Policy 3D.12, compensation is used in the context of reducing and off-setting the harm caused by development and involves the provision of features to replace those lost as a result, preferably by like with like. Because most wildlife habitats are difficult to recreate, the replacement or relocation of species and habitat should be considered only as a last resort.

- 3.259 Priority species are identified in a Biodiversity Action Plan (BAP), for example the UK, London or a borough BAP.
- 3.260 One of the key objectives of the Mayor's Biodiversity Strategy is to ensure that all Londoners have ready access to wildlife and natural green spaces. This is particularly important where there is a shortage of green space and in Areas for Regeneration. Access can be improved by making places more attractive and safer, enhancing or creating new wildlife habitats and opening up access to existing habitats. Wherever appropriate, new development should include new or enhanced habitat, or design (such as green roofs) and landscaping that promotes biodiversity, and provision for their management.

### *Rural London*

#### *Policy 3D.13 London's countryside and the urban fringe*

The Mayor will work with strategic partners to improve access to the countryside and the quality of landscape in the urban fringe.

The Mayor will and boroughs should support sub-regional and cross-borough boundary urban fringe management and, in particular, explore the potential for taking forward the concept of Community Forests within London.



- 3.261 The proximity of London's countryside to high concentrations of people creates demand for recreational enjoyment. This must be carefully managed to address problems of litter, damage and dereliction and take into account the operational needs of farmers and nature conservation interests. In terms of countryside management and good environment the 'edge' between the urban fringe and the countryside should be clear and well designed.
- 3.262 Boroughs should address barriers to access in rural areas, including physical barriers, and introduce strategies and enhancement schemes that

ensure everyone has equal access to the recreational opportunities in London's countryside, having regard to government guidance and advice.

*Policy 3D.14 Agriculture in London*

The Mayor will and boroughs should seek to encourage and support a thriving agricultural sector in London. Policies in UDPs should provide for the protection of the best and most versatile agricultural land in accordance with national guidance, and allow for appropriate projects for farm diversification and other measures to meet the needs of farming and rural business development. Such policies should be consistent with the other policies of this plan, such as having regard to sustainable development and transport and the presumption against inappropriate development in the Green Belt.

- 3.263 The farming industry in London, as elsewhere, is suffering from decline. However 15 per cent of London's area is farmed and London's agricultural community plays an important part in managing and maintaining an attractive landscape, providing opportunities for recreation and education, contributing to a sustainable source of food and promoting sustainable urban development. The development of farmers' markets in London is one good example of this. In accordance with national guidance, appropriate farm diversification should be encouraged, particularly where wider community and environmental benefits would result. Examples include, protecting landscapes, the production of bio-fuels and promoting access and enjoyment. As the majority of farmland in London is designated as Green Belt or MOL, development associated with appropriate farm diversification should contribute to achieving these objectives. Land management schemes and environmental improvements should be promoted.

*Burial space*

*Policy 3D.15 Burial space*

UDP policies should ensure that provision is made for London's burial needs, including the special needs of certain religious or cultural groups for whom burial is the only option. Provision should be based on the principle of proximity to local communities.

The Mayor will promote the policies for sustainable cemeteries published by London Planning Advisory Committee (LPAC) in 1997<sup>6</sup>.

- 3.264 Several boroughs have run out of burial space, and reserves in other boroughs will run out over the next few years. For central and inner

London boroughs, this means that provision is often made in outer London, and this can cause serious problems of access and exceptional costs. This has a disproportionate effect on people in London's poorest boroughs and on some of London's poorest communities, such as the Bangladeshi community in east London. To ensure burial is retained as a choice for Londoners, and to meet the special needs of various communities, boroughs should continue to make provision for burial.

- 3.265 Once a burial ground or cemetery is full, its income stream dries up and maintenance is threatened. The Mayor believes that the government should revise burial law to allow the sustainable reuse of graves, in accordance with guidelines promoted by LPAC and endorsed by the Mayor, the Confederation of Burial Authorities (CBA), and Institute of Burial and Cremation Administration (IBCA). This would enable London to meet all of its future burials needs within existing burial grounds and, where appropriate, to restore old cemeteries.

#### *References*

- 1 European Spatial Development Strategy, European Commission, 1999
- 2 N Raynsford. Hansard columns 401- 402, 5 December 1997
- 3 Visit London, GLA, 2002
- 4 Demand & Capacity for hotels and conference centres in London, SDS Technical Report 13, GLA, 2002
- 5 Guide to preparing Open Space Strategies, GLA, to be published in 2004
- 6 Planning for Burial Space in London, LPAC, 1997





## 4 the crosscutting policies

This chapter contains policies that contribute to all the six objectives of this plan. Its particular focus is on Objective 6: to make London a more attractive, well-designed and green city and Objective 4: to promote social inclusion and tackle deprivation and discrimination.

### 4A London's metabolism: using and managing natural resources

- 4.1 To become an exemplary, sustainable world city, London must use natural resources more efficiently, increase its re-use of resources and reduce levels of waste and environmental degradation. As London grows, these objectives will become even more important. The shift towards a compact city will contribute towards these objectives. It will enable the efficient use of resources such as land and energy. It will also enable the 'proximity principle' – which states that resources and wastes should be collected, re-used or disposed of as close as possible to their source – to be applied. More intensive development will require strategies to minimise noise and air pollution.
- 4.2 Through the objectives and policies set out in his strategies on Municipal Waste Management, Air Quality, Energy, Biodiversity and Ambient Noise, the Mayor will work with partners to give a stronger emphasis to the prevention of environmental problems in London. This emphasis is carried forward in this plan. Policies relating to biodiversity can be found in Chapter 3, Part D of this plan. More details of the implementation of the Mayor's environmental policies can be found in the relevant strategy documents<sup>12345</sup>.
- 4.3 Implementing the Mayor's environmental policies will enable London to draw on the resources it needs to live, breathe and develop as a growing world city. London should become a more sustainable and self-sufficient city, healthier to live in and more efficient in its use of resources. It should also be a better neighbour to its surrounding regions by consuming more of its own waste and producing less pollution.
- 4.4 London also needs to take measures against the impacts of climate change, some of which are already being felt. Implementation of the Mayor's environmental policies, particularly in the Energy Strategy, will help to mitigate climate change by reducing carbon dioxide emissions.

## 1 Planning for waste



### *Policy 4A.1 Waste strategic policy and targets*

In order to meet the national policy aim that most waste should be treated or disposed of within the region in which it is produced (regional self-sufficiency) the Mayor will work in partnership with the London boroughs, the Environment Agency, statutory waste disposal authorities and operators to ensure that facilities with sufficient capacity to manage 75 per cent (16 million tonnes) of waste arising within London are provided by 2010, rising to 80 per cent (19 million tonnes) by 2015 and 85 per cent (22.5 million tonnes) by 2020. An early alteration to this plan will seek to bring forward regional self sufficiency targets for individual waste streams.

The Mayor will work in partnership with the government, boroughs, Environment Agency, statutory waste disposal authorities and operators to minimise the level of waste generated, increase re-use and recycling and composting of waste and reduce landfill disposal. Boroughs should ensure that land resources are available to implement the Mayor's Municipal Waste Management Strategy, Waste Strategy 2000, the Landfill directive and other EU directives on waste.

The Mayor will work in partnership with the waste authorities, Environment Agency and operators to exceed recycling or composting levels in household waste of:

- 25 per cent by 2005
- 30 per cent by 2010
- 33 per cent by 2015.

The minimum quantities represented by those targets are 1 million tonnes in 2005, 1.35 million tonnes in 2010 and 1.65 million tonnes in 2015. This would leave some 3.05 million tonnes in 2005, 3.1 million tonnes in 2010 and 3.25 million tonnes in 2015 to be dealt with by other means, with a declining reliance on landfill and an increasing use of new and emerging technologies.

Having regard to the existing incineration capacity in London and with a view to encouraging an increase in waste minimisation, recycling, composting and the development of new and emerging advanced conversion technologies for waste, the Mayor will consider these waste management methods in preference to any increase in mass burn incineration capacity. Each case however will be treated on its individual merits. The aim is that current incinerator capacity will, over the lifetime of this plan, become orientated towards non-recyclable residual waste.

*Policy 4A.2 Spatial policies for waste management*

In support of the Mayor's Municipal Waste Management Strategy, the proximity principle and the need to plan for all waste streams, UDP policies should:

- safeguard all existing waste management sites (unless appropriate compensatory provision is made)
- identify new sites in suitable locations for new facilities, such as Civic Amenity sites, construction and demolition waste recycling plants and closed vessel composting
- require the provision of suitable waste and recycling storage facilities in all new developments
- ensure that the principles of Best Practical Environmental Option are applied
- support appropriate developments for manufacturing related to recycled waste
- support treatment facilities to recover value from residual waste
- where waste cannot be dealt with locally, promote waste facilities that have good access to river or rail transport
- identify and forecast for the period covered by the UDP: total waste arisings, that is controlled wastes that include municipal waste and also commercial, industrial, hazardous and inert arisings, and the amount of waste that will be imported or exported.

The Mayor will promote the co-ordination of the boroughs' waste policies by bringing forward, as an early alteration to this plan, strategic guidance which will 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, and identify the number and type of new or enhanced facilities required to meet those needs and the opportunities for the broad location of such facilities. This guidance will provide sufficient sub-regional guidance, including the disposal of waste arisings from the central sub-region, to inform the preparation of SRDFs and UDPs. Until the alteration of this plan is brought forward, the Mayor will work with boroughs to identify strategically important sites and will expect boroughs to apply the provisions set out in this Policy and Policies 4A.1 and 4A.3 in bringing forward development plans and in considering development proposals. He will also work with the South East England and East of England regional authorities to co-ordinate strategic waste management across the three regions.

*Policy 4A.3 Criteria for the selection of sites for waste management and disposal*

UDP policies should incorporate the following criteria to identify sites and allocate sufficient land for waste management and disposal:

- proximity to source of waste
- the nature of activity proposed and its scale
- the environmental impact on surrounding areas, particularly noise, emissions, odour and visual impact
- the transport impact, particularly the use of rail and water transport
- primarily using sites that are located on Preferred Industrial Locations or existing waste management locations.

The Mayor will keep these criteria under review, and SRDFs should reflect the need for any sub-regional interpretation.



- 4.5 London currently produces 17 million tonnes of waste every year<sup>6</sup>. This is forecast to rise to 26.5 million tonnes in 2020<sup>7</sup>. Table 4A.1 shows that this is divided into municipal, commercial/industrial and construction/demolition waste. Overall London recycles less than half this waste, a performance that requires major improvement. Only eight per cent of municipal waste is currently recycled, while over 70 per cent of municipal waste goes into landfill sites that are located largely outside London. It is estimated that London currently manages 60 per cent of its own waste, taking account of total waste arisings.

**table 4A.1 Total waste produced and disposal method, London 2001**

Source of waste	Million tonnes per annum	% Disposed at landfill	% Recycled	% Incinerated	% Other
Municipal solid waste	4.4	73	8	19	0
Commercial / industrial	6.4	50	33	2	15
Construction / demolition	6.1	2	81	0	17
Special waste	0.4	66	7	1	26

source Based on Enviro 2003<sup>6</sup>

- 4.6 European and government policy and directives<sup>7</sup> require both substantial reductions in the use of landfill and increases in recycling and composting. The Mayor has had regard to and supports these policies and his Municipal Waste Management Strategy seeks to exceed the targets of those in the government's Waste Strategy 2000. Although it would not be appropriate to reflect it in the policies in this plan, the

Mayor believes higher targets could be achieved in the longer term and will lobby the government to develop the legislative changes and other measures necessary to achieve rates of recycling and composting of municipal waste of:

- 50 per cent by 2010
- 60 per cent by 2015.

4.7 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 in the sector of municipal waste collected by councils, largely from households. The Mayor's Municipal Waste Management Strategy (MMWMS) states that waste should be treated in the following priority order: to reduce, re-use, recover (recycling, composting, energy), dispose – on the basis that energy recovery is not considered before the opportunities for recycling and composting have been maximised. This plan sets out the spatial policies to support the MMWMS and includes its targets for recycling and reduction of landfill.

4.8 The facilities that support waste should be retained or replaced in a suitable way. As London grows and recycling performance improves, new facilities will be needed. These include materials recycling facilities and depots, inert waste recycling plants, composting facilities, waste treatment and energy recovery facilities, and reprocessing of recyclables. Energy recovery should be carried out through advanced conversion techniques, ie gasification, pyrolysis or anaerobic digestion or any combination of these as defined in the Renewables Obligation Order 2002<sup>9</sup>. Modern facilities should be well designed and demonstrate that they achieve the Best Practical Environmental Option. 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. The proximity principle requires that waste be treated as close to source as possible. However this will require a phased approach while new facilities are being developed. Where movement is required, priority should be given to facilities for movement by river or rail. Guidance on the number and type of new or enhanced strategically important waste management facilities needs to meet the targets of this plan and the identification of opportunities for the location of such facilities will be brought forward as an early alteration of this plan during 2004. The Mayor will work closely with the London RTAB and other key stakeholders in developing the guidance, which will then be subject to full public consultation and testing in accordance with the normal statutory requirements. This work and ultimately the strategic



guidance in the altered London Plan, will inform the preparation of SRDFs and UDPs. In the meantime, the Mayor will work with boroughs to ensure that existing and potential strategically important sites for waste management and disposal are not lost to other forms of development.

- 4.9 London has significant incineration capacity in the form of two mass burn incinerators, dealing with 20 per cent of municipal waste. The Mayor is concerned that opportunities to develop recycling and composting should not be crowded out by mass incinerator use. He therefore will consider other forms of new and emerging technology including mechanical and biological treatment before new mass burn capacity. It is also the intention that current incinerator capacity will be reoriented towards non-recyclable residual waste.
- 4.10 The London boroughs are the waste planning authorities for London. The achievement of ambitious targets for minimising and recycling waste requires collaborative working. The Mayor will work in partnership with boroughs and other bodies to assist the achievement of these targets. He is already working with the South East England regional authorities and East of England regional authorities to co-ordinate strategic waste management across the three regions and, in particular, to reduce London's dependence on landfill disposal in these regions. The supply of landfill sites around London is likely to be reduced severely during the plan period<sup>10</sup>. The neighbouring regions are also proposing to adopt stringent self-sufficiency policies on waste, limiting London's ability to landfill waste. Landfill of biodegradable untreated mixed waste is the least sustainable disposal option. London needs to become more self-sufficient in its treatment of waste. The reduction of landfill should be phased over the lifetime of this plan while facilities for municipal, commercial and industrial, and construction and demolition waste are developed. This planning for waste in London depends on accurate data and forecasts. The process of plan, monitor and manage will be vitally important to ensure that the planning system in London provides for the substantial change in waste management for all waste streams envisaged in this plan.

## 2 Planning for minerals

### *Policy 4A.4 Better use of aggregates*

To ensure an adequate supply of aggregates the Mayor will work with strategic partners to achieve targets of:

- 80 per cent re-use of construction and demolition waste
- 60 per cent re-use of that waste as aggregates in London by 2011.

*Policy 4A.5 Spatial policies to support the better use of aggregates*

UDP policies should:

- identify and safeguard aggregate resources suitable for extraction
- adopt the highest environmental standards for aggregates extraction in line with National Minerals Policy Guidance
- support the development of aggregate recycling facilities in appropriate and environmentally acceptable locations, with measures to reduce noise, dust and visual intrusion to a practical minimum
- safeguard wharves with an existing or future potential for aggregates handling and ensure adjacent development is designed accordingly to minimise the potential for conflicts of use and disturbance
- protect existing railhead capacity to handle and process aggregates
- minimise the movement of aggregates by road.

4.11 London needs a reliable supply of materials to support high levels of building and transport construction. These materials include land-won sand and gravel, crushed rock, marine sand and gravel and recycled and alternative materials. There are relatively small reserves of land-won sand and gravel in London. Most aggregates used in London come from outside including marine sand and gravel and land-won materials from other regions, including the South East and East. There are limited reserves of land-won sand and gravel to meet the new guidelines for London of 19 million tonnes of land-won sand and gravel in the period 2001-2016<sup>10</sup>. The ability to achieve the guideline, particularly for land-won aggregates is problematic, as it requires an increase over past performance. The ability to achieve the London element of the new guidelines will be tested with partners. Research indicates ‘that the targets in Policy 4A.4 could be higher increasing to 95 per cent re-use of construction and demolition waste by 2016 with 90 per cent of that re-use as aggregates’<sup>12</sup>. The establishment of the London Aggregates Working Party in October 2003 will enable the London implications of the guidelines to be tested alongside the potential higher re-use targets. The implications of any change will be for the review of this plan.

4.12 The principle of this plan is to support the government’s Minerals Planning Guidance and the objective of achieving an essential level of supply in the most sustainable fashion. Aggregates are bulky materials and policy should maximise their use and re-use and minimise their movement, especially by road. This plan’s Policy 4B.6 on sustainable design and construction will be important in helping to reduce the demand for natural materials. The proximity principle dictates the best and most local use of materials that can be extracted in London.





- 4.13 Boroughs should develop policies that support the protection and enhancement of recycling facilities and minimise their impacts on the environment. Boroughs should also balance the environmental concerns arising from some of the existing and proposed recycling facilities against the collective need for recycled aggregates in London identified in the new national guidelines<sup>11</sup>.
- 4.14 There are often pressures for the redevelopment of wharves along the Thames. However, existing and future wharf capacity is essential, especially for marine-dredged aggregates. Boroughs should therefore consider carefully any alternative developments and ensure that any development on adjacent sites is suitably designed (see also Chapter 4, Part C). Similarly, existing and new railhead capacity will be needed to support sustainable forms of movement. Sites for depots may be particularly appropriate in Preferred Industrial Locations and other employment areas.

### 3 Improving air quality

#### *Policy 4A.6 Improving air quality*

The Mayor will and boroughs should implement the Mayor's Air Quality Strategy and achieve reductions in pollutant emissions by:

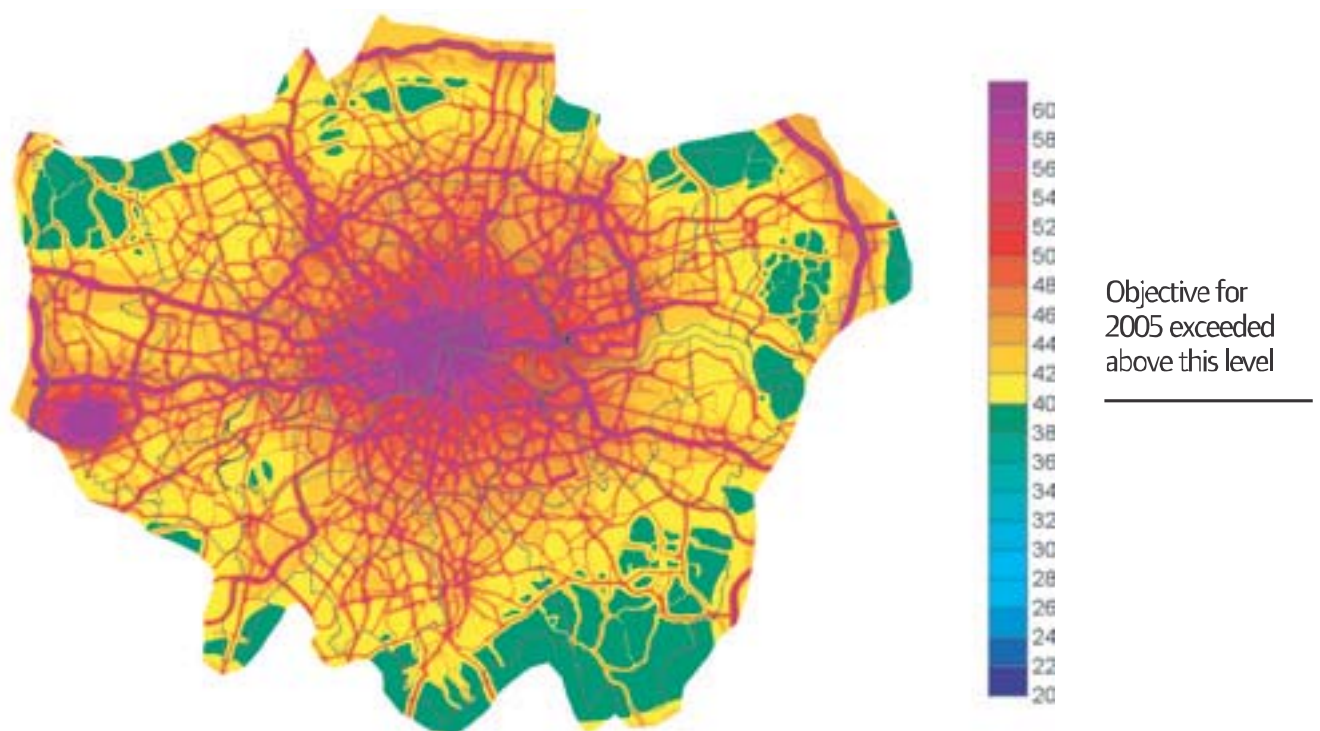
- improving the integration of land use and transport policy and reducing the need to travel especially by car (see Chapter 3, Part C)
- promoting sustainable design and construction (see Chapter 4, Part B)
- identifying environmental constraints on polluting activities to ensure protection of local air quality, setting out criteria in respect of different pollutants against which plans and policies can be appraised and proposals assessed
- ensuring at the planning application stage, that air quality is taken into account along with other material considerations and that formal air quality assessments are undertaken where appropriate, particularly in designated Air Quality Management Areas
- seeking to reduce the environmental impacts of transport activities by supporting the increased provision of cleaner transport fuels, particularly with respect to the refuelling infrastructure
- working in partnership with relevant organisations, taking appropriate steps to achieve an integrated approach to air quality management and to achieve emissions reductions through improved energy efficiency and energy use (see Policy 4A.7).

The Mayor will work with strategic partners to ensure that the spatial, transport and design policies of this plan support his Air Quality Strategy.

- 4.15 In accordance with the objectives of the National Air Quality Strategy<sup>13</sup>, the Mayor’s Air Quality Strategy seeks to minimise the emissions of key pollutants and to reduce concentrations to levels at which no, or minimal, effects on human health are likely to occur. The Mayor’s strategy provides guidelines on policies for UDPs and Supplementary Planning Guidance and refers to applicable documents. It also gives guidelines on air quality assessments and outlines steps local authorities can take to improve air quality.
  
- 4.16 Boroughs should ensure their UDPs include policies that seek to reduce levels of pollutants referred to in the government’s National Air Quality Strategy having regard to the Mayor’s Air Quality Strategy, and taking account of the findings of Air Quality Review and Assessments, in particular where Air Quality Management Areas (AQMAs) have been designated.
  
- 4.17 The Mayor, together with Transport for London, the ALG, boroughs, the government and other key bodies have recently completed a study into the feasibility of establishing a Low Emission Zone in London in order to deliver air quality improvements. Consideration is being given to the result of the study and what action should be taken.



**map 4A.1 Modelled 1999 annual mean NO<sub>2</sub> concentrations in mg/m**



source Mayor’s Air Quality Strategy, GLA 2002

note A ‘poor’ weather year is one where weather conditions give rise to elevated air pollution levels. These years may vary by pollutant.

## 4 Improving the use of energy

### *Policy 4A.7 Energy efficiency and renewable energy*

The Mayor will and boroughs should support the Mayor's Energy Strategy and its objectives of reducing carbon dioxide emissions, improving energy efficiency and increasing the proportion of energy used generated from renewable sources by:

- improving the integration of land use and transport policy and reducing the need to travel by car (see Chapter 3, Part C)
- requiring the inclusion of energy efficient and renewable energy technology and design, including passive solar design, natural ventilation, borehole cooling, combined heat and power, community heating, photovoltaics, solar water heating, wind, fuel cells, biomass fuelled electricity and heat generating plant in new developments wherever feasible
- facilitating and encouraging the use of all forms of renewable energy where appropriate including giving consideration to the impact of new development on existing renewable energy schemes
- minimising light lost to the sky, particularly from street lights.

The Mayor will work with strategic partners to ensure that the spatial, transport and design policies of this plan support the Mayor's Energy Strategy and contribute towards achieving CO<sub>2</sub> and renewable energy targets.



- 4.18 London should become more energy efficient and use more energy from renewable sources. In taking forward the spatial implications of the Mayor's Energy Strategy, this plan represents an opportunity to improve the sustainability and environmental performance of London's built environment. This applies to both new development and the existing built form. Energy efficient measures and renewable energy technology should not be precluded in areas of heritage, but should be designed sensitively. In order to clarify what is expected of developers in terms of the inclusion of renewable energy technology and design, working with London Renewables, a study will be commissioned to set about both the technical feasibility and to assess the extent to which the incorporation of renewable energy schemes affects the financial viability of development projects. Consideration will be given to the development of the tool kit to assist both planners and developers in carrying out assessments of what technologies are feasible. The Energy Strategy sets targets for the reduction of carbon dioxide emissions by 20 per cent relative to the 1990 level by 2010 as the crucial first step on a long-term path to a 60 per cent reduction from the 2000 level by 2050. It should be possible to reduce emissions to 23 per cent below 1990 levels by 2016. The Energy Strategy

also contains targets in relation to the installation of types of renewable energy schemes to increase London's generation of power and heat from renewable energy schemes up to 2020. The Energy Strategy contains the details of these targets, which will inform the first review of the London Plan. In support of these Londonwide targets the Energy Strategy includes policies requesting boroughs to set consistent targets for the generation of renewable energy in their areas, to install at least one zero carbon development and to identify Energy Action Areas. These concepts will be addressed in the SPG or development of SRDFs with a view to incorporating the outcomes into the first review of the London Plan.

*Policy 4A.8 Energy assessment*

The Mayor will and boroughs should request an assessment of the energy demand of proposed major developments, which should also demonstrate the steps taken to apply the Mayor's energy hierarchy (see Paragraph 4.19).

The Mayor will expect all strategic referrals of commercial and residential schemes to demonstrate that the proposed heating and cooling systems have been selected in accordance with the following order of preference: passive design; solar water heating; combined heat and power, for heating and cooling, preferably fuelled by renewables; community heating for heating and cooling; heat pumps; gas condensing boilers and gas central heating.

Boroughs should apply the same criteria to major developments.

- 4.19 The Energy Strategy sets out and explains how to apply a hierarchy to guide decision-making and the consideration of development proposals. The hierarchy states that essential energy needs should be met through applying in sequence the following factors: using less energy, using renewable energy and supplying energy efficiently.
- 4.20 Use of the hierarchy will ensure that carbon dioxide emissions from the development are minimised during operation. Appropriate design, orientation, layout and construction of buildings can avoid energy loss, minimise energy demand through natural lighting, heating and cooling and allow on-site generation of heat or electricity from renewable sources. Combined heat and power along with community heating schemes can optimise energy efficiency and should be included in new developments wherever feasible. High density mixes of residential and commercial properties can present opportunities to include the necessary energy infrastructure. These issues will be addressed through the Supplementary Planning Guidance on sustainable design and construction.



### *Renewable energy*

#### *Policy 4A.9 Providing for renewable energy*

The Mayor will and boroughs should require major developments to show how the development would generate a proportion of the site's electricity or heat needs from renewables, wherever feasible.

#### *Policy 4A.10 Supporting the provision of renewable energy*

The Mayor will support and encourage the development of at least one large wind power scheme in London together with building mounted schemes, where these do not adversely affect the character and amenity of the area. UDP policies should identify suitable sites for wind turbines and other renewable energy provision, such as non-building integrated solar technologies along transport routes, reflecting the broad criteria to be developed by the Mayor in partnership with the Environment Agency and boroughs.

- 4.21 Where land is needed for the provision of renewable energy technologies, such as anaerobic digesters and biomass plants, as part of appropriate developments, boroughs should encourage this provision through their inclusion in development briefs and area development frameworks. The Mayor, in partnership with the boroughs and the Environment Agency will produce Supplementary Planning Guidance on renewable energy. This will set out broad guidelines to define locations where stand-alone renewable energy schemes would be appropriate and set criteria for the assessment of such schemes. The Mayor will encourage use of the range of renewable energy technologies which should be incorporated wherever site conditions make them feasible. Development not initially incorporating photovoltaics should be of a suitable design and orientation to support them later. Work on feasibility will be attached to Supplementary Planning Guidance and so be subject to public consultation. The first review of this plan will consider issues around the proportion of renewable energy that a site will be expected to generate.

## **5 Efficient use of water**

#### *Policy 4A.11 Water supplies*

The Mayor will work in partnership with appropriate agencies within London and neighbouring regions to protect and conserve water supplies in order to secure London's long term needs by:

- ensuring that adequate sustainable water resources are available for major new development
- minimising the use of treated water
- maximising rainwater harvesting opportunities

- using grey water recycling systems
- reaching cost-effective minimum leakage levels
- keeping under review the need for additional sources of water supply.

In determining planning applications, the Mayor will and boroughs should have proper regard to the impact of those proposals on water demand and existing capacity.

- 4.22 The Mayor recognises that additional water infrastructure will be required to facilitate London's growth. A clean and reliable supply of water is a fundamental need of everyone. London has a high-quality reliable water supply much of which is supplied from outside London. The concentration of people and services within London can lead to pressure on supplies during periods of prolonged hot weather when water usage increases.
- 4.23 This pressure is likely to increase in the future with the predicted changes to our climate. Warmer temperatures are likely to increase the overall demand for water and stormier rainfall patterns are likely to make it more difficult to retain the water that does fall. When combined with the levels of growth forecast for London, it is vital that a precautionary approach is taken in order to ensure that London's future water resource needs are sustainable. The Mayor will produce Supplementary Planning Guidance on sustainable design and construction, which will contain further details of water efficiency measures.
- 4.24 The Mayor recognises that failure to make sufficient progress on leakage and demand reduction would lead to a water resource deficit for London towards the end of the plan period. The Mayor is also aware of the long lead in times required to implement any major new water supply infrastructure. The Mayor wishes to keep this situation under close review so that if it becomes clear that water shortages are likely, then suitable measures can be put in place in a timely and sustainable manner.
- 4.25 The amount of water that is lost through leakage in the supply network in the London area is currently estimated to be around 25 per cent<sup>14</sup> of the total amount of supplied water. It is a figure that should be reduced. Chapter 4, Part C contains policies on water as they relate to the Blue Ribbon Network.

*Policy 4A.12 Water quality*

The Mayor will and boroughs should seek to protect and improve water quality to ensure that the Blue Ribbon Network is healthy, attractive and offers a valuable series of habitats by:

- ensuring that adequate sewerage infrastructure capacity is available for major new development
- refusing, or directing refusal of proposals that are likely to lead to a reduction in water quality
- using sustainable urban drainage systems to reduce the amount and intensity of urban run-off and pollution (see also Policy 4C.8).

*Policy 4A.13 Water and sewerage infrastructure*

The Mayor expects developers and local planning authorities to work together with water supply and sewerage companies to enable the inspection, repair or replacement of water supply and sewerage infrastructure, if required, during the construction of development. The Mayor will work with Thames Water, the Environment Agency and other relevant organisations to ensure that London's drainage and sewerage infrastructure is sustainable.

- 4.26 Historically London's waterways have suffered from severe pollution. Changes to legislation and regulation of pollution, combined with significant shifts in the types of industry in London, have reduced pollution and led to subsequent improvements in the biodiversity and attractiveness of most waterways. The result is that the Thames is now one of the cleanest metropolitan rivers in the world and a major visitor attraction.
- 4.27 There are still problems. In some cases the returning wildlife is subject to the threat of periodic pollution from urban run-off following heavy rainfall. There are still a number of tributary streams that are highly polluted, often with domestic sewage, and there is the on-going problem of sewage overflow into the Thames during times of high rainfall. The Thames Tideway Strategic Study<sup>15</sup> is examining the issue of storm sewage discharges to the Thames Tideway. The Mayor is keen to support this work and also to work in partnership with appropriate agencies to ensure that there is sufficient sewerage capacity for the scale of development envisaged in this plan.

## 6 Reducing noise

### *Policy 4A.14 Reducing noise*

The Mayor will and boroughs should reduce noise by:

- minimising the existing and potential adverse impacts of noise on, from, within, or in the vicinity of, development proposals
- separating new noise sensitive development from major noise sources wherever practicable
- supporting new technologies and improved practices to reduce noise at source, especially in road, rail and air transport
- reducing the impact of traffic noise through highway management and transport policies (see Chapter 3, Part C)
- containing noise from late night entertainment and other 24-hour activities, and where appropriate promoting well-managed designated locations (see Chapter 3, Part D).

The Mayor will work with strategic partners to ensure that the transport, spatial and design policies of this plan support the objectives, policies and proposals set out in the London Ambient Noise Strategy.

- 4.28 Noise in terms of both abating adverse effects and maintaining or enhancing soundscape quality is expected to gain a higher profile in design and management during the life of this plan. The government has made a commitment to produce a National Ambient Noise Strategy and the Environmental Noise Directive 49/2002 will require action plans to be adopted. As it becomes a more compact, even busier city, London will need a more vigorous approach to noise reduction at the strategic and local level. At the strategic level, main roads, major rail corridors and aircraft are the principal sources of ambient noise. Reducing aircraft noise should be a priority for government, which is responsible for regulation at airports. This plan's transport policies, together with the impact of quieter technologies, will assist in tackling the main sources of noise. Many more local sources of noise can be addressed through sensitive design, management and operation. These issues will be considered in more detail in Supplementary Planning Guidance on sustainable design and construction. As policy and practice develops, noise and soundscape quality issues, such as the contribution of urban form to noise reduction and the application of Noise Action Statements, will need to be addressed in the first review of this plan.



## 7 Tackling climate change

### *Policy 4A.15 Climate change*

The Mayor will and boroughs should assess and develop policies for the likely impacts of climate change on London identified in the work of the London Climate Change Partnership. Policies will be developed in conjunction with the Partnership and addressed in the first review of the London Plan.

- 4.29 London is already feeling the effects of climate change. Sea-level rise relative to the land is now widely accepted as occurring at 6mm/year at high tide in the London area. A significant proportion of future development will be in east London, which could be increasingly at risk from tidal flooding. Preventative and adaptive measures will therefore be needed, including the construction of appropriate flood defences in new developments. Policies 4C.6-4C.8 address these issues.
- 4.30 The study by the London Climate Change Partnership identified a number of climate change impacts that could affect London in the future<sup>16</sup>. These include:
- higher temperatures – with increases in demand for summer cooling, yet less demand for winter heating so reducing incidences of fuel poverty
  - increased risk of flooding – rising sea levels and increased winter storminess could increase closures of the Thames Barrier
  - higher water demand – river flows are likely to be lower in summer and higher in winter, which could aggravate water quality problems
  - effects on health – both less winter mortality and yet higher summer mortality caused by stress
  - biodiversity – summer drought could stress wetlands; warmer weather could encourage spread of disease and pests
  - built environment – subsidence could worsen as clay dries out; but increased number of days when construction is possible
  - transport – disruption from flooding and from warmer temperatures; but decreased disruption from cold weather
  - business and finance – insurance industry could be exposed to increased volume of claims; potential reduced access to insurance in areas at flood risk
  - tourism – increased temperatures attract more tourists; but could also lead to residents leaving London for a more comfortable environment
  - lifestyle – green and open spaces will be used more intensively with more outdoor living.

## 8 Contaminated land

### *Policy 4A.16 Bringing contaminated land into beneficial use*

The Mayor will work with strategic partners to identify best practice mechanisms to enhance remediation of contaminated sites and bring the land into beneficial use.

- 4.31 The principle of sustainable development means that where practicable, brownfield sites including those affected by contamination should be recycled into new uses. Such recycling also provides an opportunity to deal with the threats posed by contamination to health and the environment. The re-use of brownfield sites is a key objective running throughout this plan. Any land which is affected by contamination, whether or not identified under the regulations, may require measures to prevent contamination being mobilised when building takes place.
- 4.32 The Mayor, with strategic partners, will work to identify ways in which the process of remediation of contaminated land can be enhanced whether in relation to remediation techniques or in other parts of the process as appropriate.



## 9 Hazardous substances

### *Policy 4A.17 Dealing with hazardous substances*

UDPs should include policies relating to the location of establishments, where hazardous substances are used or stored, and to the development of land within the vicinity of establishments where hazardous substances are present in order to limit the consequences of any potential accidents; the Mayor and boroughs should take into account the presence of hazardous substances in making policies and determining applications that relate to the development of land in the vicinity of establishments where hazardous substances are stored.

- 4.33 The EU Directive on the prevention of major accidents involving hazardous substances<sup>17</sup> requires land use policies to take prevention and minimisation of consequences into account and this is reflected in PPG 12. The Mayor has also had regard to Regulation 6(1)(c)(ii) of the Town and Country Planning (London Spatial Development Strategy ) Regulations 2000 in framing policy 4A.17. Where appropriate, advice should be sought from the Health and Safety Executive.

### *References*

- 1 Rethinking Rubbish in London, The Mayor's Municipal Waste Management Strategy, Greater London Authority, September 2003
- 2 Cleaning London's air, The Mayor's Air Quality Strategy, Greater London Authority, September 2002
- 3 Green Light to Clean Power, The Mayor's Energy Strategy, Greater London Authority, forthcoming February 2004
- 4 The Mayor's London Ambient Noise Strategy, Greater London Authority, forthcoming March 2004
- 5 Connecting with London's nature. The Mayor's Biodiversity Strategy, Greater London Authority, July 2002
- 6 Enviro Technical Assessment for Waste Management in London 2003
- 7 Environmental Protection Act 1990, section 44A and Regulation 6(1)(a) of the Town and Country Planning (London Spatial Development Strategy ) Regulations 2000
- 8 Waste Forecast Modelling Technical Report, Greater London Authority, 2004
- 9 Renewables Obligation Order 2002. S.I. No. 914
- 10 Strategic Waste Management Assessment 2000: East of England and South East, Environment Agency
- 11 National and Regional Guidelines for aggregate provision in England, 2001-2016 (a replacement annex to MPG6), ODPM 2003
- 12 Survey of Arisings and Use of Construction and Demolition Waste in England and Wales in 2001, ODPM, October 2002
- 13 Air Quality Strategy for England, Scotland, Wales and Northern Ireland, DETR, 2000
- 14 Leakage figures from Environment Agency
- 15 Thames Tideway Steering Group consists of Thames Water, Environment Agency, DEFRA and the Greater London Authority
- 16 London's Warming. The Impacts of Climate Change on London. London Climate Change Partnership 2002
- 17 Council Directive 96/92/EC which came into force on 3 February 1999

## 4B designs on London

- 4.34 Good design is central to all the objectives of this plan. It is a tool for helping to accommodate London's growth within its boundaries (Objective 1). Particularly given its strong growth, very high standards of design are needed to make London a better city to live in and one which is more attractive and green (Objectives 2 and 6). There is a strong link between good design and the attraction to economic investors to help create a prosperous city (Objective 3). Areas of social exclusion are usually associated with poor, hostile environments and far better, more inclusive design must form part of their regeneration (Objective 4). Excellence in design can also make higher densities a source of better, more varied and more sustainable environment in places of high accessibility and reduce the need to travel (Objective 5).
- 4.35 As London's population and economy grow, the existing fabric will need to be carefully maintained, and new spaces and buildings sensitively introduced. Good urban design gives order to space and beauty to buildings. Poor design results in inefficient and fragmented use of land and in buildings and spaces that make hostile and unattractive environments for citizens and communities.
- 4.36 This part is in two sections: first it looks at general design principles and then at specific design issues.

### 1 Principles of design for a compact city

#### *Policy 4B.1 Design principles for a compact city*

The Mayor will, and boroughs should, seek to ensure that developments:

- maximise the potential of sites
- create or enhance the public realm
- provide or enhance a mix of uses
- are accessible, usable and permeable for all users
- are sustainable, durable and adaptable
- are safe for occupants and passers-by
- respect local context, character and communities
- are practical and legible
- are attractive to look at and, where appropriate, inspire, excite and delight
- respect the natural environment
- respect London's built heritage.

These principles should be used in assessing planning applications and in drawing up area planning frameworks and UDP policies. Urban design



statements showing how they have been incorporated should be submitted with proposals to illustrate their design impacts.

*Policy 4B.2 Promoting world-class architecture and design*

The Mayor will seek to promote world-class design, by collaborating with partners to:

- promote improvements to London’s public realm, for example through the Mayor’s 100 Spaces for London programme
- promote community involvement and, through the involvement of the GLA Architecture and Urbanism Unit, competitive selection of designers and design-led change in key locations.

The Mayor will also work with partners to prepare and implement:

- design guidelines for London
- a public realm strategy for London to improve the look and feel of London’s streets and spaces.



- 4.37 A compact city must maximise the potential of its sites. In order to absorb growth in population and jobs, London must achieve more intensive development in the right places (see Policy 4B.3). It must be designed and managed to ensure long-term efficient use, and in forms that are safe and sensitive both to their own operational needs and to their surroundings. Design quality is central to this and poorly designed schemes will squander London’s valuable resources and can blight the lives of users and neighbours.
- 4.38 The public realm comprises spaces between, around and within buildings. It includes schemes such as the rejuvenation of Trafalgar Square and other projects in the Mayor’s 100 Spaces for London programme that will help to improve key public spaces for Londoners. But incremental improvements to all parts of the public realm are also vital and every opportunity should be taken to achieve this.
- 4.39 Mixed-use development encourages a reduction in the need to travel long distances, by including a balance of housing, employment, commercial and other community facilities in the same area. Mixing uses can also help achieve intensive development by using the same space for more than one purpose. It contributes to vitality and safety by preventing areas becoming deserted and hostile. New developments should create or enhance a mix of uses within large buildings, within the development and/or between the development and its surroundings. Use of open space as well as buildings should be taken into account. Where mixed

uses are problematic between housing and industrial areas, innovative design should be used to reduce noise and other nuisances. Chapter 3, Parts A and B encourage mixed use as part of predominantly housing or employment based developments. Chapter 5 indicates potential for mixes of use in many Opportunity Areas and other key development locations.

- 4.40 Developments should be safe and secure, taking into account the objectives of 'Secured by Design'<sup>1</sup>, 'Designing out Crime'<sup>2</sup> and DOE Circular 5/94 'Planning out Crime'. They should also incorporate specific security requirements such as those relating to high-profile buildings and spaces. At the same time, buildings should not ensure their own safety by turning inwards and presenting a blank wall or fenced-in enclosure to the street, but should provide an urban environment where outward looking buildings and natural surveillance contribute to, and benefit from, life at street level.
- 4.41 Good design is rooted firmly in an understanding and appreciation of the local social, historical and physical context, including urban form and movement patterns and historic character. London is highly diverse and constantly changing, but developments should show an understanding of, and respect for, existing character. The Mayor has already produced some guidance on best practice for well-designed higher density housing<sup>3</sup> and will produce Supplementary Planning Guidance on urban design.
- 4.42 Development proposals should show that developers have sought to provide buildings and spaces that are designed to be beautiful and enjoyable to visit, as well as being functional, safe, accessible, sustainable and inclusive for all. New building projects should ensure the highest possible space standards for users, in both public and private spaces inside and outside the building, creating spacious and usable private as well as public spaces. In particular, buildings should provide good storage and secondary space and maximise floor-ceiling heights where this is compatible with other urban design objectives.
- 4.43 London is a green city with rich biodiversity. Development proposals should respect and enhance the natural environment and incorporate greening and planting initiatives. They should identify new opportunities for creating private space for example, in roof gardens and terraces. They should ensure that opportunities to naturalise and green the urban environment, for example through tree planting, are maximised.



*Policy 4B.3 Maximising the potential of sites*

The Mayor will, and boroughs should, ensure that development proposals achieve the highest possible intensity of use compatible with local context, the design principles in Policy 4B.1 and with public transport capacity. Boroughs should develop residential and commercial density policies in their UDPs in line with this policy and adopt the residential density ranges set out in Table 4B.1. The Mayor will refuse permission for strategic referrals that, taking into account context and potential transport capacity, under-use the potential of the site.

- 4.44 For commercial developments to fulfil Policy 4B.3, plot ratios should be maximised. For example, average site densities of at least 3:1 generally should be achieved wherever there is, or will be, good public transport accessibility and capacity. In highly accessible areas within central London and some Opportunity Areas, especially in the Thames Gateway area, ratios nearer to 5:1 can be achieved. The ability for plot ratios to be maximised at any site or area will depend on local context, including built form, character, plot sizes and existing or potential public transport capacity. These should be assessed through area planning frameworks, or when individual proposals are submitted. The Mayor will provide further technical advice on appropriate plot ratios and their measurement and it should be noted that they are to be used as a tool to assess density consistently, not to provide specific numerical targets.
- 4.45 The Mayor will expect a maximum contribution towards housing provision to be achieved by checking that UDP reviews and planning applications referred to him are in conformity with the density matrix in Table 4B.1. The density matrix sets a strategic framework for appropriate densities at different locations. It aims to reflect and enhance existing local character by relating the accessibility of an area to appropriate development and the number of car parking spaces that should be provided.
- 4.46 The matrix is not static as it provides a tool for increasing density in situations where transport proposals will change the public transport accessibility ranking. Such changes allow a shift to a higher density range.

**table 4B.1 Density location and parking matrix (habitable rooms and dwellings per hectare)**

		<b>Car parking provision</b>	High 2 – 1.5 spaces per unit	Moderate 1.5 – 1 space per unit	Low Less than 1 space per unit
		<b>Predominant housing type</b>	Detached and linked houses	Terraced houses & flats	Mostly flats
<b>Location</b>	<b>Accessibility Index</b>	<b>Setting</b>			
Sites within 10 mins walking distance of a town centre	6 to 4	<b>Central</b>	<b>650 – 1100 hr/ha</b> <b>240 – 435 u/ha</b> Ave. 2.7hr/u		
		<b>Urban</b>	<b>200 – 450 hr/ha</b> <b>55 – 175 u/ha</b> Ave. 3.1hr/u	<b>450 – 700 hr/h</b> <b>165 – 275 u/ha</b> Ave. 3.0hr/u	
		<b>Suburban</b>	<b>200 – 300 hr/ha</b> <b>50 – 110 u/ha</b> Ave. 3.7hr/u	<b>250 – 350 hr/ha</b> <b>80 – 120 u/ha</b> Ave. 3.0hr/u	
Sites along transport corridors & sites close to a town centre	3 to 2	<b>Urban</b>	<b>200 – 300 hr/ha</b> <b>50 – 110 u/ha</b> Ave. 3.7hr/u	<b>300 – 450 hr/ha</b> <b>100 – 150 u/ha</b> Ave. 3.0hr/u	
		<b>Suburban</b>	<b>150 – 200 hr/ha</b> <b>30 – 65 u/ha</b> Ave. 4.4hr/u	<b>200 – 250hr/ha</b> <b>50 – 80 u/ha</b> Ave. 3.8hr/u	
Currently remote sites	2 to 1	<b>Suburban</b>	<b>150 – 200 hr/ha</b> <b>30 – 50 u/ha</b> Ave. 4.6hr/u		

source GLA

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

- Central – very dense development, large building footprints and buildings of four to six storeys and above, such as larger town centres all over London and much of central London.
- Urban – dense development, with a mix of different uses and buildings of three to four storeys, such as town centres, along main arterial routes and substantial parts of inner London.



- Suburban – lower density development, predominantly residential, of two to three storeys, as in some parts of inner London and much of outer London.

- 4.48 Residential density figures should be based on net residential area, which includes internal roads and ancillary open spaces (see also Annex C of PPG3).

*Policy 4B.4 Enhancing the quality of the public realm*

The Mayor will work with strategic partners to develop a coherent and strategic approach to the public realm. Boroughs should develop local objectives and implementation programmes for their public realm. In doing so they should involve stakeholders, including their local communities.

The Mayor will, and boroughs should, work to ensure the public realm is accessible, usable for all, meets the requirements of Policies 3A.14 and 4B.5, and that facilities such as public toilets are provided. Planning applications will be assessed in terms of their contribution to the enhancement of the public realm.



- 4.49 A strategic approach is needed to ensure consistency and high quality in the design and management of public spaces and also to help make sure they are seen both as individual and linked entities to form a coherent public realm. Public spaces can contribute to good access for pedestrians and should offer inclusive access and ease of use. The highest quality of design in London's public places is needed to achieve a city that is more attractive, safer and easier to get around for everyone. This means ensuring the buildings that surround or house public places are appropriate, that the design, layout, furnishing and management of the public spaces themselves are of the highest quality and that facilities such as public toilets are provided. Natural planting and trees can enhance the public realm. Boroughs' open space strategies should reflect the requirements of this policy.

*Policy 4B.5 Creating an inclusive environment*

The Mayor will require all future development to meet the highest standards of accessibility and inclusion.

UDP policies should integrate and adopt the following principles of inclusive design that will require that developments:

- can be used easily by as many people as possible without undue effort, separation, or special treatment

- offer the freedom to choose and the ability to participate equally in the development's mainstream activities
- value diversity and difference.

Boroughs should require development proposals to include an Access Statement showing 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.

These principles and the requirements of Policy 3A.14 should be adopted by all responsible for changing or managing the built environment.

- 4.50 A truly inclusive society demands an environment in which a diverse population can exist harmoniously and where everyone, regardless of disability, age or gender, can participate equally and independently, with choice and dignity<sup>4</sup>. The design, construction and management of the whole range of buildings, spaces, and places is a fundamental part of this.
- 4.51 Disabled people are not a homogenous group with identical needs. When the principles of inclusive design are applied from the beginning of the design process and the needs of disabled people are integrated with the needs of others<sup>5</sup>, the building will also become accessible to other users of the built environment who are excluded through poor design or discriminatory attitudes. This includes children, young people and older people. The Mayor has prepared draft Supplementary Planning Guidance on creating inclusive environments.

*Policy 4B.6 Sustainable design and construction*

The Mayor will, and boroughs should, ensure future developments meet the highest standards of sustainable design and construction and reflect this principle in UDP policies.

These will include measures to:

- re-use land and buildings
- conserve energy, materials, water and other resources
- ensure designs make the most of natural systems both within and around the building
- reduce the impacts of noise, pollution, flooding and micro-climatic effects
- ensure developments are comfortable and secure for users
- conserve and enhance the natural environment, particularly in relation to biodiversity



- promote sustainable waste behaviour in new and existing developments, including support for local integrated recycling schemes, CHP schemes and other treatment options (subject to Policy 4A.1 and 4A.2).

Applications for strategic developments should include a statement showing how sustainability principles will be met in terms of demolition, construction and long-term management.

Boroughs should ensure that, where appropriate, the same sustainability principles are used to assess planning applications.

- 4.52 Sustainable design and construction can reduce the consumption of resources, cut greenhouse gases and contribute to the good health of Londoners. Sustainable design is based on principles that are intended to ensure that buildings are efficient in resource use, recognise the uniqueness of locations, are healthy, adaptable and responsible in protecting the environment and make the most of natural systems including, for example the use of passive solar design or local ecosystems. Several of these issues are addressed through Building Regulation requirements and other procedures. This policy should sit alongside those requirements. The Mayor will work with partners to produce Supplementary Planning Guidance and to provide further information on relevant aspirational targets.

*Policy 4B.7 Respect local context and communities*

The Mayor will, and boroughs should, work with local communities to recognise and manage local distinctiveness ensuring proposed developments preserve or enhance local social, physical, cultural, historical, environmental and economic characteristics. In doing so, the requirements of Policy 3A.14 should be taken into account.

- 4.53 London has a great range of different types of places and spaces, as diverse and changeable as its cultural, ethnic and historical make-up. Those diverse places and spaces should be valued and enhanced. Engaging local communities in the development process will help to ensure that new buildings and spaces are welcomed and respected by local people, as well as integrated with local built form. A variety of environments should be protected and enhanced and boroughs should be sensitive to these local distinctions and work with local communities to ensure they are sustained and enhanced. Good modern design can respect and add to local distinctiveness through both sensitive change and preservation.

## 2 The specifics of design for a compact city

### *Policy 4B.8 Tall buildings – location*

The Mayor will promote the development of tall buildings where they create attractive landmarks enhancing London's character, help to provide a coherent location for economic clusters of related activities and/or act as a catalyst for regeneration and where they are also acceptable in terms of design and impact on their surroundings. The Mayor will, and boroughs should, consider all applications for tall buildings against the criteria set out in Policies 4B.1, 4B.3 and 4B.9. The Mayor will work with boroughs and the strategic partnerships to help identify suitable locations for tall buildings that should be included in UDPs and Sub-Regional Development Frameworks. These may include parts of the Central Activities Zone and some Opportunity Areas.

Boroughs should take into account the reasons why the Mayor may support tall buildings when assessing planning applications that are referable to the Mayor.

Boroughs may wish to identify defined areas of specific character that could be sensitive to tall buildings within their UDPs. In doing so, they should clearly explain what aspects of local character could be affected and why. They should not impose unsubstantiated borough-wide height restrictions.

In considering applications for tall buildings, the Mayor will take into account the potential benefit of public access to the upper floors and may require such access.



- 4.54 Policies 4B.8 and 4B.9 should apply to all buildings that are significantly taller than their surroundings and/or have a significant impact on the skyline and are larger than the threshold sizes set for the referral of planning applications to the Mayor. Boroughs may wish to set locally based thresholds for their tall building policies within their UDPs.
- 4.55 The compact city and intensive development does not necessarily imply high-rise buildings. London has achieved some of its highest residential densities in relatively low-rise areas, while isolated, poorly designed tower blocks have not necessarily delivered high density or usable public space.
- 4.56 However tall buildings can be a very efficient way of using land and can make an important contribution to creating an exemplary, sustainable world city. They can support the strategy of creating the highest levels of activity at locations with the greatest transport capacity. Well-designed

tall buildings can also be landmarks and can contribute to regeneration and improve London's skyline.

*Policy 4B.9 Large-scale buildings – design and impact*

All large-scale buildings including tall buildings should be of the highest quality design and in particular:

- meet the requirements of the View Protection Framework set out in Policy 4B.15 of this plan
- be suited to their wider context in terms of proportion and composition and in terms of their relationship to other buildings, streets, public and private open spaces, the waterways or other townscape elements
- be attractive city elements as viewed from all angles and where appropriate contribute to an interesting skyline, consolidating clusters within that skyline or providing key foci within views
- illustrate exemplary standards of sustainable construction and resource management and potential for renewable energy generation and recycling
- be sensitive to their impact on micro-climates in terms of wind, sun, reflection and overshadowing
- pay particular attention, in residential environments, to privacy, amenity and overshadowing
- be safe in terms of their own integrity and the safety of occupiers and have an acceptable relationship to aircraft, navigation and telecommunication networks
- be appropriate to the transport capacity of the area ensuring adequate, attractive, inclusive and safe pedestrian and public transport access
- provide high quality spaces, capitalise on opportunities to integrate green spaces and planting and support vibrant communities both around and within the building
- where appropriate, contain a mix of uses with public access, such as ground floor retail or cafes
- relate positively to water spaces taking into account the particular needs and characteristics of such spaces.

- 4.57 Large-scale, intensively used buildings, including tall buildings, are likely to have greater impact than other building types because they tend to be more visible and generate a lot of movement and activity. They therefore need to be flexible and adaptable, and of exemplary design, in line with the above policy, in addition to the requirements of Policy 4B.1. Where Environmental Impact Assessments are required, they must include accurate visual modelling of proposals.

- 4.58 Tall buildings make a significant impact, not just locally, but across large parts of London. They also create the opportunity for magnificent views across the capital. Many tall buildings around the world have popular and successful public spaces on their top floors and the Mayor wishes to see more of such opportunities in London.
- 4.59 Tall buildings can have particular impacts on waterways. Proposals for tall buildings near the Blue Ribbon Network should meet the design requirements set out above and address the specific impacts on the water spaces. These impacts include those on hydrology, on the biodiversity of the water space and on the public realm of the waterside, particularly in terms of wind turbulence effects and visual appearance of canyonisation along watercourses.

#### *Built heritage and views*

##### *Policy 4B.10 London's built heritage*

The Mayor will work with strategic partners to protect and enhance London's historic environment.

UDP policies should seek to maintain and increase the contribution of the built heritage to London's environmental quality, to the economy, both through tourism and the beneficial use of historic assets, and to the well-being of London's people while allowing for London to accommodate growth in a sustainable manner.

##### *Policy 4B.11 Heritage conservation*

Boroughs should:

- ensure that the protection and enhancement of historic assets in London are based on an understanding of their special character, and form part of the wider design and urban improvement agenda, and that policies recognise the multi-cultural nature of heritage issues
- identify areas, spaces and buildings of special quality or character and adopt policies for their protection and the identification of opportunities for their enhancement, taking into account the strategic London context
- encourage and facilitate inclusive solutions to providing access for all, to and within the historic environment.

##### *Policy 4B.12 Historic conservation-led regeneration*

The Mayor will, and boroughs should, support schemes that make use of historic assets and stimulate environmental, economic and community

regeneration where they:

- bring redundant or under-used buildings and spaces into appropriate use
- secure the repair and re-use of Buildings at Risk
- help to improve local economies and community cohesion
- fit in with wider regeneration objectives
- promote inclusiveness in their design.

#### *Policy 4B.13 World Heritage Sites*

The Mayor will work with the relevant boroughs, English Heritage and site owners and occupiers to prepare management plans for London's World Heritage Sites. UDPs and management plans should protect their historic significance and safeguard, and where appropriate enhance, their settings.

#### *Policy 4B.14 Archaeology*

The Mayor, in partnership with English Heritage, the Museum of London and boroughs, will support the identification, protection, interpretation and presentation of London's archaeological resources. Boroughs in consultation with English Heritage and other relevant statutory organisations should include appropriate policies in their UDPs for protecting scheduled ancient monuments and archaeological assets within their area<sup>6</sup>.

- 4.60 Two thousand years of building have left layers of history, illuminating London's social, political and economic heritage. Today London has a great wealth of fine historic buildings, spaces and archaeology, including four World Heritage Sites and many buildings and sites of national importance that add to the capital's identity, attractiveness and cultural richness. The historic environment also helps to attract tourists, and provides valuable leisure opportunities and commercial and residential space, and is an important part of London's economy. The Mayor wishes to see the sensitive management of London's extraordinary historic assets planned in tandem with the promotion of the very best modern architecture and urban design. Designation of historic buildings is not enough. Sensitive management requires clear details of what needs to be protected, how and why. The Mayor expects boroughs and others to use appropriate tools to manage the historic environment, including character appraisals and conservation plans.

- 4.61 Much of London's historic inheritance is inaccessible, badly maintained or not viewed as relevant to local communities. The sensitive and innovative use of historic assets within local regeneration should be encouraged. Schemes such as Townscape Heritage Initiatives, Heritage Economic Regenerations Schemes and Buildings at Risk Grants and their successors, can play an import role in fostering the regeneration of historic areas (see Policy 4B.12).
- 4.62 Part of the city's unique character is the juxtaposition of many different types of buildings and spaces and this should be reflected in the way the historic environment is managed. Buildings and places should not be seen in isolation, and the settings of historic assets are often important to their character and should be appropriately protected.

*Policy 4B.15 London View Protection Framework*

The Mayor designates the selected set of strategically important views listed in Table 4B.2 to be managed in accordance with Policies 4B.16 and 4B.17. These policies will become operational when Strategic View directions are withdrawn (see below).

The Mayor will keep the list of designated views under review. Views will only be considered for designation where:

- the viewing place is open, publicly accessible and well used, a place in its own right allowing for pause and enjoyment of the view
- significant parts of London, or significant buildings, would be visible
- the view is highly valued and allows for the appreciation and understanding of London as a whole, or of major elements within it, and does not replicate existing managed views without added benefit
- the view represents at least one of the following: a panorama across a substantial part of London, a broad prospect along the river or a view from an urban space, including urban parks, which may be a linear view to a defined object or group of objects, which offers a cohesive viewing experience.

Within designated views, the Mayor will identify strategically important landmarks where the landmark is easy to see and to recognise, provides a geographical or cultural orientation point, and is aesthetically attractive. Preference will be given to landmarks that are publicly accessible. The landmark should be a natural focus within the view although it does not have to be the only one.

Boroughs should base the designation and management of local views in their UDPs on Policies 4B.15-4B.17.





**table 4B.2 Views designated as part of the London View Protection Framework**

<b>London panoramas</b>	
I	From Alexandra Palace to central London
II	From Parliament Hill to central London
III	From Kenwood to central London
IV	From Primrose Hill to central London
V	From Greenwich Park to central London
VI	From Blackheath Point to central London
<b>River prospects</b>	
A	Tower Bridge prospect
B	London Bridge prospect
C	Southwark Bridge prospect
D	Millennium Bridge and Thames side at Tate Modern prospect
E	Blackfriars Bridge prospect
F	Waterloo Bridge prospect
G	South Bank prospect
H	Hungerford Footbridges prospect
I	Westminster Bridge prospect
J	Lambeth Bridge prospect
K	Victoria Embankment between Waterloo and Westminster prospect
L	Jubilee Gardens and Thames side in front of County Hall prospect
M	Albert Embankment between Westminster and Lambeth Bridges along Thames path by the side of St Thomas's Hospital prospect
<b>Townscape views</b>	
1	Bridge over the Serpentine, Hyde Park to Westminster
2	Island Gardens, Isle of Dogs to Royal Naval College
3	City Hall to Tower of London
4	St James's Park Bridge to Horse Guards Road
<b>Linear views</b>	
a	The Mall to Buckingham Palace
b	St Paul's Cathedral from Westminster Pier
c	St Paul's Cathedral from King Henry's Mound, Richmond

source GLA

### *Policy 4B.16 View management plans*

The Mayor will, in collaboration with strategic partners, prepare and review management plans for the views designated under Policy 4B.15. These plans should seek to:

- reflect the benefits of the view, helping to promote an appreciation of London at the strategic level and to identify landmark buildings and to recognise that it is not appropriate to protect every aspect of an existing view
- seek to enhance the view and viewing place in terms of access and the ability to understand the view
- prevent undue damage to the view either by blocking, or unacceptably imposing on, a landmark or by creating an intrusive element in the view's foreground or middle ground
- clarify appropriate development height thresholds
- protect backgrounds that give a context to landmarks. In some cases, the immediate background to landmarks will require safeguarding to ensure the structure can be appropriately appreciated
- be based on an understanding of its foreground, middle ground and background, landmark elements and the relative importance of each to the view in its entirety.

Management plans for different types of view will also be based on the following principles:

- River prospects. The management of these prospects should ensure that the juxtaposition between elements, including the river frontages and major landmarks, can be appreciated within their wider London context.
- Townscape and linear views. These 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, should be enhanced.
- Panoramas. Within these views, proposed developments, as seen from above or obliquely in the front and middle ground, should fit within the prevailing pattern of buildings and spaces and should not detract from the panorama as a whole. The management of landmarks should afford them an appropriate setting and prevent a canyon effect from new buildings crowding in too close to the landmark.



*Policy 4B.17 Assessing development impact on designated views*

The Mayor will, and boroughs should, assess development proposals where they fall within the assessment areas of designated views (listed below) against general principles of good design set down in this plan, local urban design policies, and the management principles in Policy 4B.16.

Assessment areas are:

- landmark viewing corridors
- front and middle ground assessment areas
- landmark lateral assessment areas
- landmark background assessment areas.

The Mayor will, and boroughs should, normally refuse or direct refusal of all development within the landmark viewing corridors above threshold heights (see Policy 4B.16), and development within landmark background and lateral assessment areas, which fails to preserve or enhance the ability to recognise and appreciate landmark buildings. The Mayor will, and boroughs should, normally refuse or direct refusal of developments in front and middle ground assessment areas that are overly intrusive, unsightly or prominent to the detriment of the view as a whole.



- 4.63 The Mayor values the importance of strategic views of London and its major landmarks. These views must be protected and managed in a way that enhances the selected number of genuinely important strategic views, but which also avoids creating unnecessary constraints over a broader area than that required to enjoy the view.
- 4.64 The Mayor proposes that the current views set down in Government Directions<sup>7</sup> should be replaced by this plan and forthcoming Supplementary Planning Guidance, which he will produce in collaboration with boroughs, English Heritage, the Royal Parks and other organisations represented at the EIP. The proposed view management plans will be an integral part of the proposed Supplementary Planning Guidance. The management of protected views as listed in Table 4B.2 will not become operational until the Supplementary Planning Guidance is published and the existing Strategic View directions are withdrawn by the First Secretary of State. However Policies 4B.15, 4B.16 and 4B.17 will take effect on publication of this plan, in so far as they will inform the development of the Supplementary Planning Guidance.
- 4.65 Applicants for planning permissions would be expected to provide visual representation of the effect of their proposals for new developments on views that may be affected once the Supplementary Planning Guidance

has been published and existing Strategic View directions withdrawn. Before that time they should provide visual information depicting the impact of their proposals on the existing Strategic Views.

- 4.66 Management plans should recognise the role of landmark buildings within the views and will set down appropriate development height thresholds, viewing corridors, assessment areas and townscape guidelines for each view. It may not be appropriate to apply all types of assessment areas to all views. View management plans will also encompass local control mechanisms where appropriate such as World Heritage Site Management Plans. In the case of River Prospects, design principles set down in Policy 4C.21 will be particularly important in terms of regulating the appearance of the river frontage that is vital to the success of River Prospects. Such design principles will be applicable within the Thames Policy Area. In general, the ability to see structures in the front, middle and back of the prospects allows for greater appreciation of the three-dimensional qualities of the views and the metropolitan setting of the river.
- 4.67 Mechanisms for the protection and enhancement of views are explained below. They are based on a number of different spatial areas within which development may affect the protected view. These are listed in Policy 4B.17 above. They cover sight lines, lateral spaces and backgrounds to landmarks and areas in the middle and front of the whole view width. Together they are referred to as view assessment areas. When boroughs receive proposals that could affect managed views they should consult other boroughs crossed by the same view. Further details on consultation mechanisms will be provided in Supplementary Planning Guidance. This will be complemented by the Mayor's referral powers that allow for a strategic overview to be taken on proposals that affect views in London. In all cases referable to the Mayor, accurate visual representations of changes to all views affected will be required. However, two-dimensional pictures tend to flatten views and the influence of distance on impact is often reduced. In addition to the effect of perspective on size, distance effects sharpness of focus, appearance of materials, colour and details. Applicants will be expected to make every effort to take these issues into account. The Mayor will investigate the development of a three-dimensional computer model to help the assessment of proposals.

#### *Landmark viewing corridors*

- 4.68 The proposed sight lines to the landmarks of St Paul's Cathedral and the Palace of Westminster within the London panoramas are indicated on Map 4B.2. These sight lines create viewing corridors encompassing the landmark but not their wider setting within the panorama. The objective of the viewing corridors is to preserve the ability to see the landmark

as a focus of the view but not to control their setting and they may be narrower than the existing Strategic Views.

*Landmark lateral assessment areas*

- 4.69 Map 4B.2 indicates the proposed position of landmark lateral assessment areas for London panoramas. These sit to the side of the landmark viewing corridor from the viewing place to St Paul's Cathedral. They are not indicated for the Palace of Westminster as existing buildings in the view make them impractical. The objective of these assessment areas is to manage the wider setting of the landmark. Issues such as design, massing and relative prominence in the view will be relevant. There is no automatic presumption against new visible buildings in these areas. In particular a canyon effect from new buildings around the landmark should be prevented and the use of progressively higher threshold heights away from the landmark will be considered within the Supplementary Planning Guidance. These assessment areas are in line with the EiP panel's recommendation to include Wider Setting Consultation Areas and fulfil the purposes the panel suggested as appropriate for such areas.



*Landmark background assessment areas*

- 4.70 Map 4B.2 also indicates the proposed position of backdrop assessment areas for London panoramas. These have been formed by extrapolating the landmark lateral assessment area behind the landmark to the distance of the existing Strategic View Background Consultation Areas. The objective is to ensure the landmarks are visible and can be appropriately appreciated as a focus in the panorama. Buildings that would be visible from the viewing place and would fall within the background assessment area should preserve or enhance the ability to recognise and appreciate the landmark. This does not mean that all visible buildings should be prohibited and in some cases new visible buildings behind landmarks may be appropriate. Accurate visual representation of the impact proposals would have on the ability to recognise and appreciate the landmark will be required.

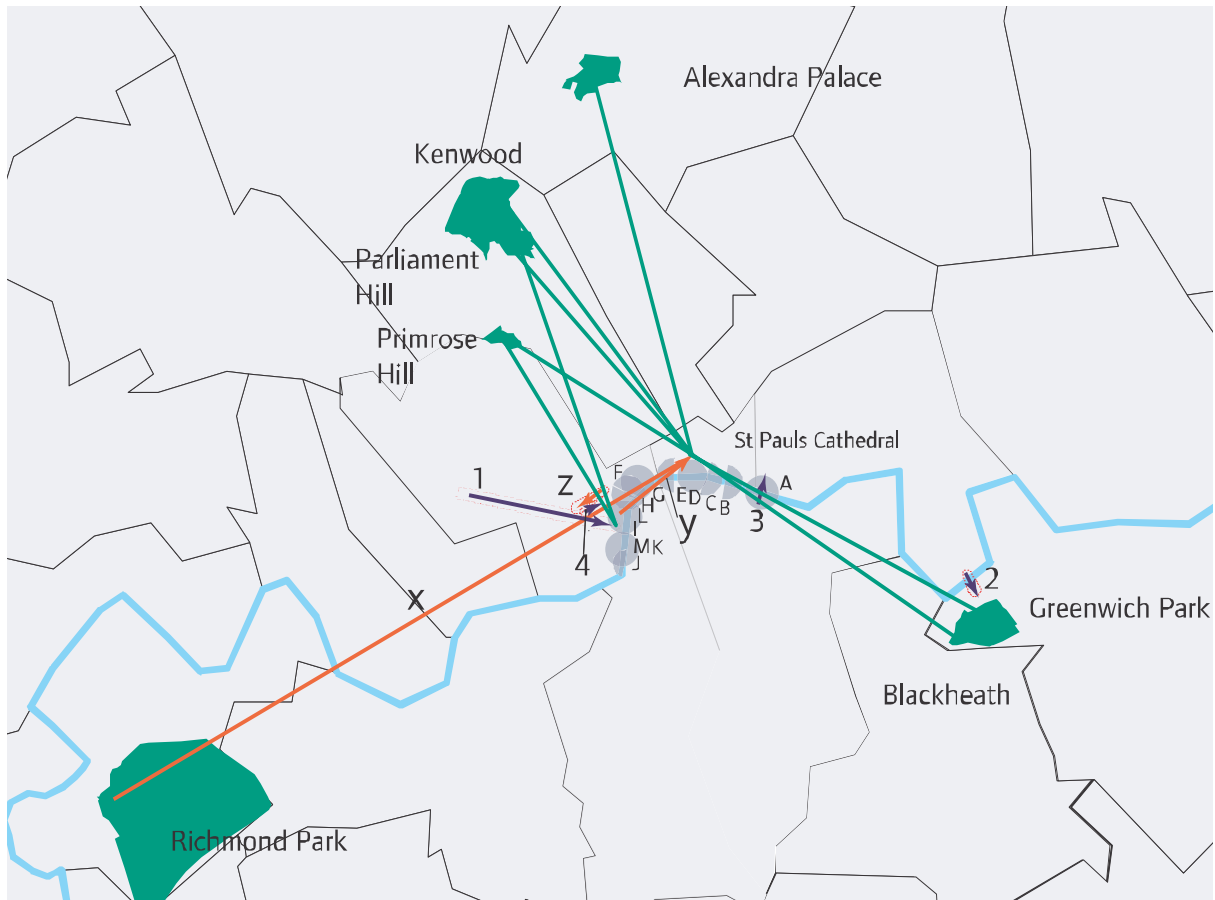
*Front and middle ground assessment areas*

- 4.71 These areas cover the whole width of the views, not just the width of any landmark viewing corridors within them as indicated on Map 4B.2 for the panoramas. For the river prospects they are likely to cover the spaces and buildings immediately fronting the river and the embankments. For linear and townscape views they should encompass the parkland or viewing place and its frame in the direction of the viewing object. The objective of management is to prevent unsightly and overly prominent elements affecting these areas, such as intrusive block sizes, building heights, roof design, materials and colour, as they could disrupt the viewing experience.

Not all such elements or alterations will need planning permission and the Mayor will work with those responsible for these areas to help ensure the appropriate management of the views.

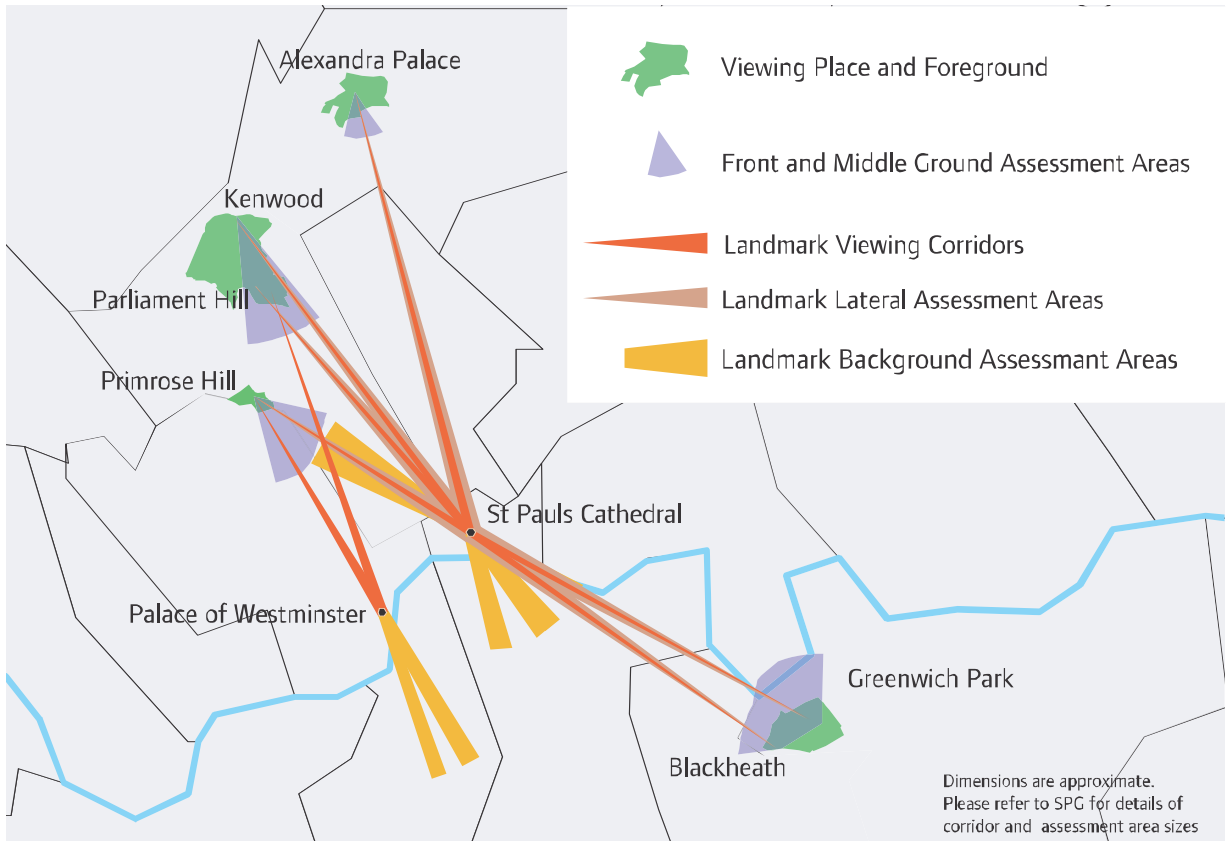
**map 4B.1 View Protection Framework**

source GLA



- London River Prospects
  - A Tower Bridge, City Hall
  - B London Bridge
  - C Southwark Bridge
  - D Millennium Bridge
  - E Blackfriars Bridge
  - F Waterloo Bridge
  - G South Bank
  - H Hungerford Bridge
  - I Westminster Bridge
  - J Lambeth Bridge
  - K Victoria Embankment
  - L Jubilee Gardens
  - M Albert Embankment
- Sightline to Landmark Building
- Public Place
- ← Townscape Views
  - 1 Palace of Westminster from Hyde Park
  - 2 Royal Naval College from Isle of Dogs
  - 3 City Hall to Tower of London
  - 4 St James's Park to Whitehall and Horse Guards
- ← Linear Views
  - x St Pauls from Richmond Park
  - y St Pauls from Westminster Pier
  - z Buckingham Palace from the Mall

**map 4B.2 Proposed London panoramas**



source GLA

**References**

- 1 Secured by Design, Association of Chief Police Officers Project and Design Group, 1994
- 2 Designing out Crime, RVG Clarke and P Mayhew, HMSO, 1980
- 3 Housing for a Compact City, GLA, February 2003
- 4 ODPM Planning and Access for Disabled People A Good Practice Guide 2003
- 5 Inclusive Projects: A guide to best practice on preparing and delivering project briefs to secure access. DPTAC 2003
- 6 Planning Policy Guidance Note 16: Archaeology and Planning
- 7 RPG3a, as amended by Annex 2 of Circular 1/2000

## 4C the Blue Ribbon Network

- 4.72 This part of the London Plan sets out policies for the Blue Ribbon Network. It replaces the London parts of RPG3b/9b (Strategic Planning Guidance for the River Thames). It also recognises the inter-relationships of all of London's waterways and water bodies by extending policy to cover the whole network rather than just the Thames.
- 4.73 This part is in seven sections:
- the first sets out the Blue Ribbon Network Principles
  - the second defines the Blue Ribbon Network
  - the third looks at natural resources, forces and human heritage
  - the fourth looks at sustainable growth principles
  - the fifth at enjoying the Blue Ribbon Network
  - the sixth examines design
  - the last looks at London's water spaces.
- 4.74 The Blue Ribbon Network has an essential role to play in delivering all the key elements of the Mayor's vision of an exemplary, sustainable world city. Water is a valuable and scarce asset within London and its use must be set within sustainable limits which prioritise those uses and activities that need a waterside location. The Mayor has a visionary approach to the Blue Ribbon Network, taking the water as the starting point for decision-making. This approach is encapsulated by the following Blue Ribbon Network Principles, which reflect the objectives set out in the Introduction, and which should structure relevant decision-making.



### 1 The Blue Ribbon Network Principles

- To accommodate London's growth within its boundaries without encroaching on green spaces, policies should make the most sustainable and efficient use of space in London, by protecting and enhancing the multi-functional nature of the Blue Ribbon Network so that it enables and supports those uses and activities that require a water or waterside location.
- To make London a better city for people to live in, policies should protect and enhance the Blue Ribbon Network as part of the public realm contributing to London's open space network. Opportunities for sport, leisure and education should be promoted. The Blue Ribbon Network should be safe and healthy and offer a mixture of vibrant and calm places.
- To make London a more prosperous city with strong and diverse economic growth, policies should exploit the potential for water-borne transport, leisure, tourism and waterway support industries. The attractiveness of the Blue Ribbon Network for investment should be



captured by appropriate waterside development and regeneration. This will include the restoration of the network and creation of new links.

- To promote social inclusion and tackle deprivation and discrimination, policies should ensure that the Blue Ribbon Network is accessible for everyone as part of London's public realm and that its cultural and environmental assets are used to stimulate appropriate development in areas of regeneration and need.
- To improve London's accessibility, use of the Blue Ribbon Network for water-borne transport of people and goods (including waste and aggregates) should be increased. Alongside the Blue Ribbon Network there also opportunities for pedestrian and cycling routes.
- To make London a more attractive, well-designed and green city, policies should protect and enhance the biodiversity and landscape value of the Blue Ribbon Network. The network should also be respected as the location of a rich variety of heritage that contributes to the vitality and distinctiveness of many parts of London. London must also have reliable and sustainable supplies of water and methods of sewage disposal and a precautionary approach must be taken to the risks created by global warming and the potential for flooding.

4.75 Successful implementation means balancing competing economic, social and environmental interests to contribute to achieving sustainable development. This requires co-ordination between the GLA and the GLA group organisations, local authorities and other public, private and voluntary organisations. Annex 5 sets out an action plan for implementation.

4.76 The Blue Ribbon Network Principles have been developed and refined from the five functions of the Thames and the objectives that were identified in RPG3b/9b. One fundamental change is that the water is not seen as merely a setting for development. Rather, this plan promotes the use of the water-related spaces. Types of sustainable use are many and varied but include water transport, water recreation, waterside open space, natural habitats and flood storage or protection.

## **2 Defining the Blue Ribbon Network**

4.77 The Blue Ribbon Network includes the Thames, the canal network, the other tributaries, rivers and streams within London and London's open water spaces such as docks, reservoirs and lakes. It includes culverted (or covered over) parts of rivers, canals or streams. A diagram illustrating some of the main elements of the Blue Ribbon Network is shown in

Map 4C.1. However this does not show every tributary or water body. Boroughs should include these when reviewing their UDPs.

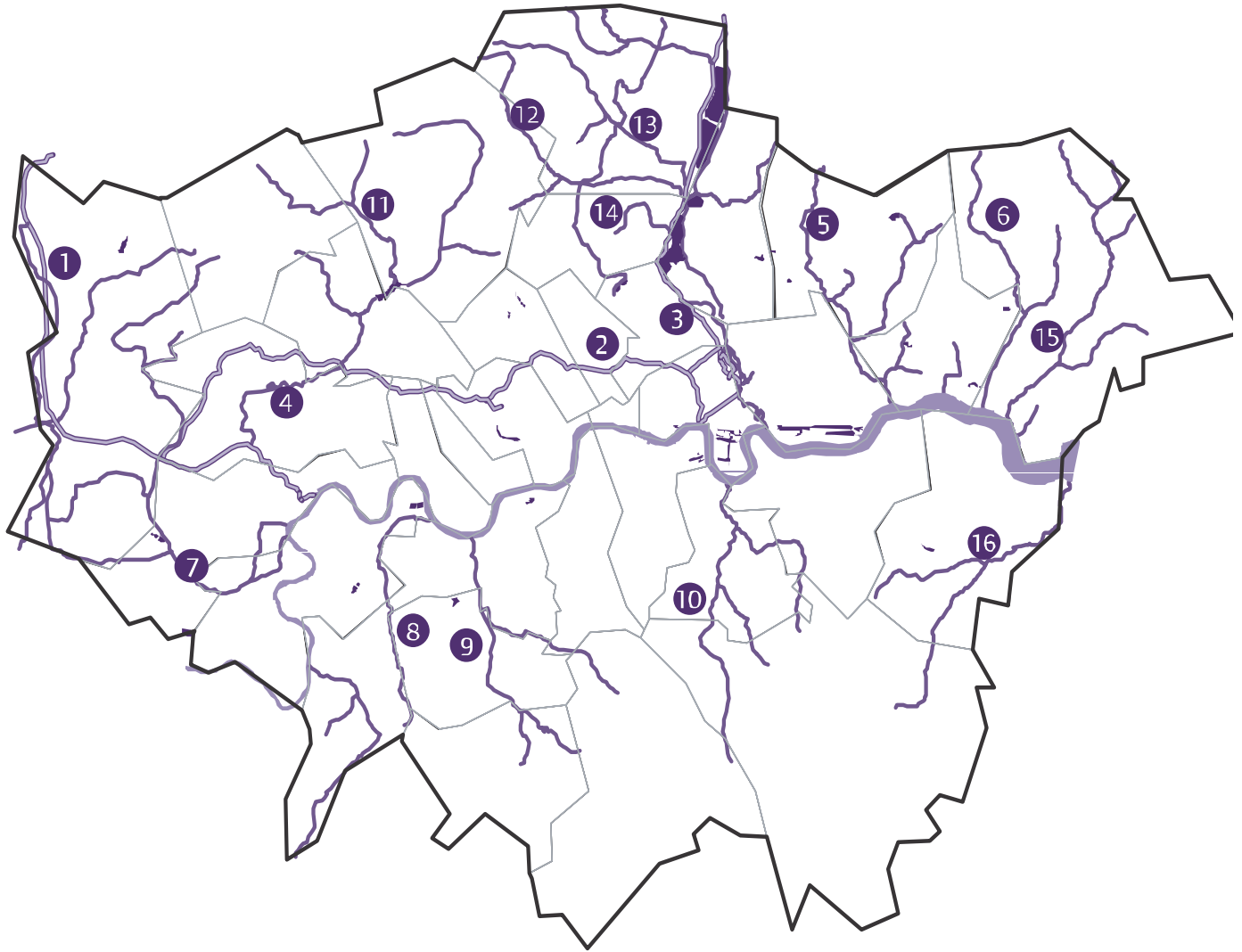
- 4.78 The water space is taken to include that area where water is normally present or is within expected variations in levels, such as within banks or tidal ranges. Flood plains are defined separately and may extend some distance from a watercourse. The Mayor expects proposals with the potential to affect waterways to have reference to the Blue Ribbon Network policies and principles. However, the Blue Ribbon Network concept does not attempt to define a set margin beside water spaces that is subject to these considerations, as this will vary with the differing character and landscape of water corridors.

*Policy 4C.1 The strategic importance of the Blue Ribbon Network*

The Mayor will, and boroughs should, recognise the strategic importance of the Blue Ribbon Network when making strategies and plans, when considering planning applications and when carrying out their other responsibilities. Other agencies involved in the management of the Blue Ribbon Network should recognise its strategic importance through their policies, decisions and other activities.

All agencies involved in the management of the Blue Ribbon Network should seek to work collaboratively to ensure a co-ordinated and cohesive approach to land use planning, other activities and the use of the Blue Ribbon Network. Decisions should be based upon the Blue Ribbon Network Principles.

map 4C.1 The Blue Ribbon Network



- 1 Grand Union Canal
- 2 Regents Canal
- 3 River Lee Navigation
- 4 River Brent
- 5 River Roding
- 6 River Rom
- 7 River Crane
- 8 Beverley Brook

- 9 River Wandle
- 10 Ravensbourne River
- 11 Silk Stream
- 12 Pymmes Brook
- 13 Salmons Brook
- 14 Moselle Brook
- 15 Ingrebourne River
- 16 River Cray

- Larger Tributary Rivers
- Canals and River Navigation
- Large Lakes and Docks
- River Thames

source Environment and Scientific Services, British Waterways

note Not all tributaries are shown

### 3 Natural resources, forces and human heritage

#### *Policy 4C.2 Context for sustainable growth*

Development and use of the water and waterside land along the Blue Ribbon Network should respect resource considerations and natural forces in order to ensure that future development and uses are sustainable and safe.

#### *Biodiversity and natural heritage*

#### *Policy 4C.3 The natural value of the Blue Ribbon Network*

The Mayor will, and boroughs should, protect and enhance the biodiversity of the Blue Ribbon Network by:

- resisting development that results in a net loss of biodiversity
- designing new waterside developments in ways that increase habitat value
- allowing development into the water space only where it serves a water-dependent purpose or is a truly exceptional case which adds to London's world city status
- taking opportunities to open culverts and naturalise river channels
- protecting the value of the foreshore of the River Thames.

Wider biodiversity issues are covered by Policy 3D.12.

- 4.79 The Blue Ribbon Network comprises semi-natural and man-made water systems. It is a resource for London and its use must ensure the future protection and enhancement of the network. The Blue Ribbon Network is also subject to natural forces such as tides, erosion and floods. It is a dynamic system and its use and development should respect these forces.
- 4.80 The Blue Ribbon Network serves as a valuable series of habitats for wildlife. Many parts of it are semi-natural systems and in such a heavily urbanised area, they often offer a sense of nature that has been lost across much of London. The biodiversity of the Blue Ribbon Network has generally improved over the past few decades from a position where many rivers and canals contained little life. However, the natural value is still under threat from sources of pollution (see Policies 4A.11-4A.13) and insensitive development and management.
- 4.81 Almost all of London's waterways have been physically altered from their natural state and this has usually led to a reduction in their habitat value. Development into the waterways, also known as encroachment, has a negative impact on biodiversity. This plan promotes the continued ecological recovery of the Blue Ribbon Network.



- 4.82 There are exceptional cases where development that is unsympathetic to biodiversity can be allowed, such as piers or wharves that enable river transport. In such cases development should be designed to minimise, and wherever possible mitigate, its impact on biodiversity.
- 4.83 Enclosed water bodies have fared differently. While many natural ponds have been lost, there is evidence to show that there are large numbers of ponds in Londoners' back gardens and that these make a valuable contribution to biodiversity<sup>1</sup>.
- 4.84 Large water bodies have been created as reservoirs to supply water, as docks, as lakes following mineral extraction or as ornamental features. These also make a positive contribution to biodiversity and opportunities to improve their biodiversity value through better management or sensitive planting should be taken. Several water bodies are designated as Sites of Special Scientific Interest (SSSIs).

*Policy 4C.4 Natural landscape*

The Mayor will, and boroughs should, recognise the Blue Ribbon Network as contributing to the open space network of London. Where appropriate natural landscapes should be protected and enhanced. As part of Open Space Strategies, boroughs should identify potential opportunities alongside waterways for the creation and enhancement of open spaces.

- 4.85 Rivers, canals and other open water spaces can contribute by their very nature to a feeling of openness. It would not be appropriate to protect all water spaces in the same way as open spaces on land. Open spaces adjacent to the river network can also provide areas for flood mitigation measures. The Mayor recognises that London's 'natural' landscapes are, in fact, mostly semi-natural.

*Policy 4C.5 Impounding of rivers*

The Mayor will, and boroughs should, resist proposals for the impounding or partial impounding of any rivers unless they are clearly in the wider interest of London. Proposals that include the removal of such impounding structures should generally be welcomed.

- 4.86 Impounding of rivers (that is, creating dams or barrages) disrupts natural systems and usually results in a significant maintenance burden in order to manage the flood risks and silt build-up that can occur.

*Policy 4C.6 Flood plains*

In reviewing their UDPs, boroughs should identify areas at risk from flooding (flood zones). Within these areas the assessment of development proposals should be carried out in line with PPG25. In particular, boroughs should avoid permitting built development in functional flood plains.

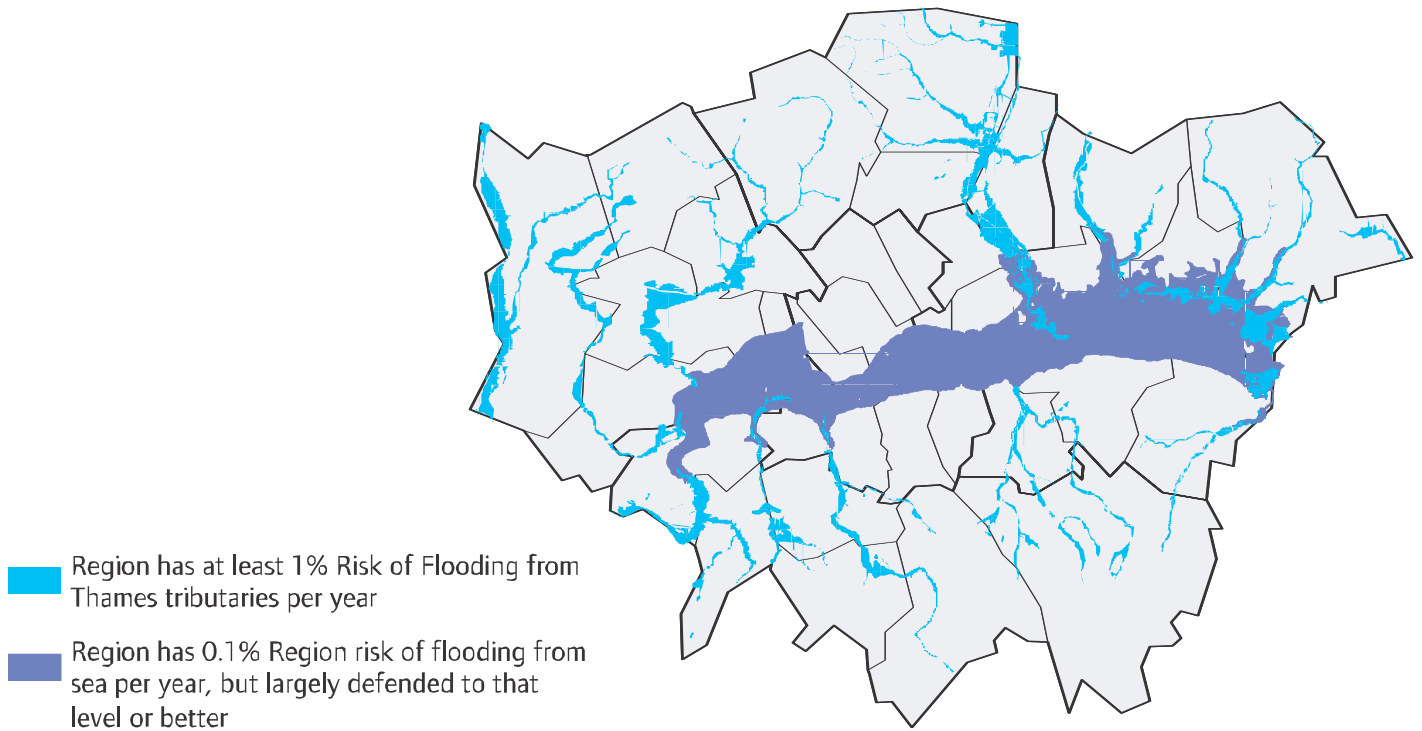
*Policy 4C.7 Flood defences*

For locations adjacent to flood defences, permanent built development should be set back from those defences to allow for the replacement/repair of the defences and any future raising to be done in a sustainable and cost-effective way. The Mayor will, and boroughs should, ensure that development does not undermine or breach flood defences in any way. Development associated with buildings and structures already within the statutory defence line should not increase the risk to occupiers of these buildings or inhibit the raising of future flood defences.

- 4.87 The management of flood risk is extremely pertinent to London. The twice daily fluctuations in the tidal Thames estuary are a major cause for concern, especially when the effect is exacerbated by weather conditions. The government now advises that the net sea level rise for the southeast is 6mm per year. This means that the future adequacy of tidal defences needs to be kept under review. The Environment Agency has embarked on a five-year investigation into the nature of the future flood risks to London. The Mayor will be involved in this work.
- 4.88 The main implications in London are for development within the Thames Gateway, where significant areas are shown to be within an area at risk from flooding, see Map 4C.2. The need to take a precautionary approach to flood risk will affect the form, layout and design of many sites and not just those adjacent to the river. Suitable measures will need to be identified on a site-by-site basis as the result of flood risk assessments. They may include flood warning systems, buildings that will remain structurally sound and could recover in the event of flooding and, for sites near flood defences, a suitable development-free margin that will allow for the sustainable and cost effective maintenance and improvement of flood defences. In some cases, flood defences can be incorporated into buildings. Given that built development is to be wholly exceptional on functional flood plains, there may be scope for some such areas to be used for renewable energy generation such as wind turbines. The Mayor

has carried out a Climate Change Impact Study and will keep this policy area under review (see also Policy 4A.10).

**map 4C.2 Indicative flood risk areas**



*source* Environment Agency  
*note* These areas are currently protected from this level of risk



4.89 Flooding is also an issue on many of London’s tributary rivers. Climate change is likely to mean that there will be up to 10 per cent more rainfall, which may occur in more unpredictable weather patterns. Given these trends, this plan sets out a framework based on a precautionary approach. This will ensure that development minimises future risks of flooding in a sustainable way by making reasonable allowances for possible future climate scenarios.

*Policy 4C.8 Sustainable drainage*

The Mayor will, and boroughs should, seek to ensure that surface water run-off is managed as close to its source as possible. The use of sustainable urban drainage systems should be promoted for development unless there are practical reasons for not doing so. Such reasons may include the local ground conditions or density of development. In such cases, the developer should seek to manage as much run-off as possible on site and explore sustainable methods of managing the remainder as close as possible to the site.

- 4.90 Sustainable drainage techniques will be one of the keys to ensuring that long-term flooding risk is managed, particularly given the extent of hard surfaced area in London. These techniques include permeable surfaces, storage on site, green roofs, infiltration techniques and even water butts. Further details will be provided in Supplementary Planning Guidance on Sustainable Design and Construction. Many of these techniques also have benefits for biodiversity by creating habitat and some can help to reduce the demand for supplied water.

*Policy 4C.9 Rising groundwater*

In considering major planning applications in areas where rising groundwater is an existing or potential problem, the Mayor will, and boroughs should, expect reasonable steps to be taken to abstract and use that groundwater. The water may be used for cooling or watering purposes or may be suitable for use within the development or by a water supply company.

- 4.91 Under central and inner London the level of groundwater has been rising over recent decades due to reduced commercial abstraction. This causes a problem because much of London's infrastructure including tube tunnels, underground services and building foundations has been built while the groundwater was suppressed.
- 4.92 The Mayor supports the GARDIT<sup>2</sup> project on utilising groundwater and will work to ensure that its recommendations are continued in the interests of London.
- 4.93 Water resources, quality, sewerage and water supply infrastructure are closely linked to the sustainability of the Blue Ribbon Network. These issues are covered by Policies 4A.11-4A.13.

*Built heritage*

*Policy 4C.10 Historic environment*

The Mayor will, and boroughs should, give careful consideration to the relationship between new development and the historic environment, including listed buildings and archaeological areas. The tidal foreshore is an area of particular importance. Development should also respect waterway heritage including important structures, such as cranes and other waterway infrastructure (see Policies 4B.10 and 4B.11).





*Policy 4C.11 Conservation areas*

Boroughs, in conjunction with the Mayor, English Heritage and neighbouring local planning authorities, should develop a consistent approach to the delineation of Conservation Areas and the relationship of boundaries to water spaces.

- 4.94 Many of London's best loved and historically important buildings and places are situated along the banks of the Thames and London's waterways. London's four World Heritage Sites are found adjacent to the Thames, and there are numerous Conservation Areas and listed buildings adjacent to all waterways. Historical infrastructure, such as cranes, can also add to our understanding of waterways.
- 4.95 At present the delineation of Conservation Areas is inconsistent with some boundaries extending into the water space and others not. It is not generally appropriate for Conservation Areas to extend across water spaces as they may not meet all the criteria and designation could be an inappropriate constraint on waterways achieving some of the Blue Ribbon Network Principles. Conservation Areas should relate to the quality of the waterside and how it relates either to the historical functions or appearance of the area. Where conservation areas do cover the water or waterside areas, their management plans should ensure that they do not prohibit water-dependent development. Policies 4B.10-4B.13 cover conservation and heritage issues. Archaeological issues are covered by Policy 4B.14.

*The Blue Ribbon Network in an exemplary sustainable world city*

- 4.96 Growth in the use and development of the Blue Ribbon Network is constrained by the capacity of a semi-natural system and existing human heritage. There must be enough space for vital services and facilities and for mixed use development wherever possible, to allow all Londoners the opportunity to use, enjoy, work and live on or near water spaces.
- 4.97 The Blue Ribbon Network is an important part of London's economy and experience in terms, for example of cargo-handling, port activities, transport and tourism.

**4 Sustainable growth priorities***Policy 4C.12 Sustainable growth priorities for the Blue Ribbon Network*

The uses of the Blue Ribbon Network and land alongside it should be prioritised in favour of those uses that specifically require a waterside



location. These uses include water transport, leisure, recreation, wharves and flood defences.

For sites that are not suitable or not needed for these priority uses, developments should capitalise on the water as an asset and enhance the Blue Ribbon Network in order to improve the quality of life for Londoners as a whole, as well as for the users of the development.

- 4.98 Waterside locations will continue to be important for regeneration and economic growth in London. Many of the waterside areas with developable land are in the Opportunity Areas defined in Chapter 5. The Mayor will work with boroughs and other development partners to ensure that development of these locations includes a mix of opportunities to use, enjoy and improve the Blue Ribbon Network.
- 4.99 The following locations, which are identified as Opportunity Areas or Areas for Intensification (see Chapter 5) include or adjoin parts of the Blue Ribbon Network.

<b>Opportunity Areas</b>	<b>Relevant water spaces</b>
Barking Reach	Thames and tributaries
London Riverside	Thames and tributaries
Belvedere/Erith	Thames
Cricklewood/Brent Cross	River Brent
Deptford Creek/Greenwich Riverside	Deptford Creek, Thames
Greenwich Peninsula	Thames
Hayes/West Drayton/Southall	Grand Union Canal, Yeading Brook
Heathrow/Feltham/Bedfont Lakes	River Crane
King's Cross	Regents Canal
Ilford	River Roding
Isle of Dogs	Docks, Thames
Lower Lea Valley	Bow Back Rivers, River Lea
Paddington	Grand Union Canal
Park Royal	Grand Union Canal
Royal Docks	Docks, Thames
Stratford	Bow Back Rivers, River Lea
Thamesmead	Thames
Tottenham Hale	River Lea, Pymmes Brook
Upper Lea Valley	River Lea and tributaries
Vauxhall/Nine Elms/Battersea	Thames
Waterloo	Thames
Wembley	Wealdstone Brook

### Areas for Intensification

Beckton	Thames, River Roding
South Wimbledon/Colliers Wood	River Wandle
Kidbrooke	Quaggy River
Haringey Heartlands/Wood Green	Moselle Brook
Woolwich Town Centre/ Royal Arsenal	Thames

source GLA

#### *Using the Blue Ribbon Network to support sustainable growth*

- 4.100 Government initiatives to encourage the sustainable distribution of goods and services have led to renewed interest in using the waterway network to move goods and people. This can contribute to reducing congestion and minimising the environmental effects of heavy goods movements.
- 4.101 The planning of facilities to support sustainable growth in water transport, tourism, leisure, sport, support facilities and safety provision and to redress deficiencies, should be undertaken through the Thames Policy Area appraisals (see Policy 4C.26) and through the UDP process.

#### *Policy 4C.13 Passenger and tourism uses on the Blue Ribbon Network*

The Mayor will, and boroughs should, protect existing facilities for passenger and tourist traffic on the Blue Ribbon Network. New development facilities that increase use of the Blue Ribbon Network for passenger and tourist traffic should be encouraged, especially in areas of deficiency. Proposals for Opportunity Areas and Areas for Intensification should provide such facilities, where they are appropriate and contribute towards improving the connections between different transport services.

- 4.102 Increasing use of the Blue Ribbon Network for passenger and tourist transport requires cruise liner facilities, new piers and on the canals dedicated stopping facilities (mooring sites/places/posts and inter-change points). These facilities can be co-located on piers and waterside sites. Where possible, new services should be integrated with other transport services and routes by well-designed inter-change points and signage. New facilities should not affect safe navigation nor have an adverse impact on important waterway biodiversity.

#### *Policy 4C.14 Freight uses on the Blue Ribbon Network*

The Mayor will, and boroughs should, support new development and facilities that increase the use of the Blue Ribbon Network to transport freight and general goods, especially in areas of deficiency.



- 4.103 Increasing the use of the Blue Ribbon Network for freight transport is a widely supported objective as this is a more sustainable method of transport and can help to reduce congestion and the impact of goods vehicles on London's roads. The Thames has many wharf facilities and there are a small number of discreet opportunities on the canal network. The use of water transport for freight is also encouraged in Policy 3C.24.



*Policy 4C.15 Safeguarded wharves on the Blue Ribbon Network*

The Mayor will, and boroughs should, protect safeguarded wharves for cargo-handling uses, such as inter-port or transshipment movements and freight-related purposes. The Mayor will, and boroughs should, encourage appropriate temporary uses of vacant safeguarded wharves. Temporary uses should only be allowed where they do not preclude the wharf being re-used for cargo-handling uses. Development next to or opposite safeguarded wharves should be designed to minimise the potential for conflicts of use and disturbance.

The redevelopment of safeguarded wharves should only be accepted if the wharf is no longer viable or capable of being made viable for cargo-handling. (The criteria for assessing the viability of wharves are set out in paragraph 4.105).

- 4.104 Working with boroughs and the Port of London Authority, the Mayor has identified and reviewed the appropriate location and size of sites along the Thames to be protected for freight-handling<sup>3</sup>. The safeguarding will be reviewed periodically in future.
- 4.105 The redevelopment of safeguarded wharves should only be accepted if the wharf is no longer viable or capable of being made viable for cargo-handling uses. The only exceptional circumstance to this would be for a strategic proposal of essential benefit for London, which cannot be planned for or delivered on any other site in Greater London. The viability of a wharf is dependant on:
- the wharf's size, shape, orientation, navigational access, road access, rail access (where possible), planning history, environmental impact and surrounding land use context
  - the geographical location of the wharf, in terms of proximity and connections to existing and potential market areas
  - the existing and potential contribution that the wharf can make towards reducing road-based freight movements
  - existing and potential relationships between the wharf and other cargo-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
  - in the case of non-operational sites, the likely timescale within which a viable cargo-handling operation can be attracted to the site, having regard to the short-term land-use policy, and long-term trade forecasts.
- 4.106 If a wharf is no longer viable, redevelopment proposals must incorporate water-based passenger transport, leisure and recreation facilities and water transport support facilities first, before non-river-related uses that do not require a riverside location.
- 4.107 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 cargo-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 as set out in Policy 4C.12.
- 4.108 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 5. The challenge is to minimise 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 the latest available technology, equipment and business practices. New development next to or opposite wharves should utilise the layout, use and environmental credentials of buildings to design away these potential conflicts. Boroughs should ensure that highway access to wharves for commercial vehicles is maintained when considering proposals for development of neighbouring sites.

## 5 Enjoying the Blue Ribbon Network



*Policy 4C.16 Increasing sport and leisure use on the Blue Ribbon Network*  
 The Mayor will, and boroughs should, protect existing facilities for sport and leisure on the Blue Ribbon Network. Other than in locations where there would be conflict with nature conservation interests, new development and facilities that increase the use of the Blue Ribbon Network for sport and leisure use should be encouraged, especially in areas of deficiency. Proposals for Opportunity Areas and Areas for Intensification should provide these facilities and improve access to different sport and leisure activities.

- 4.109 The Blue Ribbon Network should not continue to be developed as a private resource or backdrop, which only privileged people can afford to be near to or enjoy. It provides many different opportunities for enjoyment, some actively involving the water and others simply benefiting from the calm and reflective feeling of being near water. Both active and passive activities can contribute towards improving the health of Londoners.
- 4.110 Londoners can experience a great variety of watersport opportunities within a relatively short distance of their home or work. Policy 3D.5 relates to sports facilities in general.

*Policy 4C.17 Increasing access alongside and to the Blue Ribbon Network*  
The Mayor will, and boroughs should, protect and improve existing access points to, alongside and over the Blue Ribbon Network. New sections to extend existing or create new walking and cycling routes alongside the Blue Ribbon Network as well as new access points should be provided as part of development proposals for Opportunity Areas and Areas for Intensification, especially in areas of deficiency.

- 4.111 The Thames Path initiative continues to expand as gaps in the walking network are filled in, as part of redevelopment schemes. Opportunities should be examined to extend the Thames Path to London's eastern boundary. New sections of the network should be designed to be easily accessible and understood by all Londoners. Canals tend to have a path on one side only. In some busy areas it may be appropriate to have a towpath on both sides, but in most cases the existing access structure should be respected. New walkways should link to the surrounding walking network, be dedicated for public use and include appropriate signage and interpretation material.
- 4.112 Many parts of riverside footpaths and canal towpaths are suitable for cycling. Measures are sometimes needed to reduce potentially dangerous conflicts between cyclists and others.
- 4.113 The Mayor supports the work of a number of organisations and partnerships that work to clean up the Blue Ribbon Network and provide education, awareness and promotion of various parts of it. Parts of the Blue Ribbon Network are used as an educational resource both formally through organised events and school visits and informally through individual exploration. Opportunities to extend safely these experiences should be welcomed particularly as part of major development proposals.



*Support facilities for using and enjoying the Blue Ribbon Network*

*Policy 4C.18 Support facilities and activities in the Blue Ribbon Network*

The Mayor will, and boroughs should, protect waterway support facilities, infrastructure and activities. New support facilities, infrastructure and activities that support use and enjoyment of the Blue Ribbon Network should be encouraged, especially in areas of deficiency and as part of development in Opportunity Areas and Areas for Intensification.

The criteria set out below should be used to assess proposals for the redevelopment of existing facilities and sites for other uses.



- 4.114 Support activities and facilities are vital to delivering greater use and enjoyment. These include boat building, servicing and repair activities, mooring sites and posts, boat houses and boatyards, slipways, steps and stairs and other landing or stopping places. Support facilities and infrastructure should be identified and protected through UDPs and the Thames Policy Area appraisals. Proposals to remove or redevelop these for non-supporting uses should be refused unless it can be proven that:
- the site or facility is surplus to current or anticipated future requirements, and
  - appropriate methods have been used to market the premises for support facilities uses prior to proposals for redevelopment and that no realistic offer has been received, or
  - alternative facilities are to be provided at a newly established or improved facility capable of serving the same market sector.
- 4.115 If a site is found to be surplus to current or anticipated requirements, redevelopment proposals must incorporate other water-dependent uses first, including water-based passenger and freight transport and other water-based sport and leisure facilities, before non-river-related uses that do not require a riverside location.
- 4.116 The challenge to minimise conflict between the new and the old land uses must be met both through modifications and safeguards built into new and established developments. New support facilities and infrastructure should not affect safe navigation on the waterways or adversely impact on important waterway biodiversity.

*Policy 4C.19 Moorings facilities on the Blue Ribbon Network*

The Mayor will, and boroughs should, protect and improve existing mooring facilities on the Blue Ribbon Network. New mooring facilities should generally be in basins or docks but may be appropriate in areas

of deficiency or as an aid to regeneration, where the impact on navigation, biodiversity and character is not harmful.

- 4.117 Waterside moorings for visitors and residents are a key support facility currently in short supply. Moorings can add to the activity, diversity and safety of the canals and parts of the river network. New moorings should be designed to minimise their impact on waterway navigation and biodiversity and be managed in a way that respects the character of the waterway and the needs of waterway users. New residential and long-stay visitor moorings should have land-based support facilities, including power, water, sewage and rubbish disposal, secure storage and washing facilities.
- 4.118 Proposals to use moorings for other uses should only be permitted where they can be shown to be of wider benefit to the Blue Ribbon Network such as an education resource. The Blue Ribbon Network 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.



## 6 Design

### *Policy 4C.20 Design – starting from the water*

The Mayor will, and boroughs should, seek a high quality of design for all waterside development. All development, including intensive or tall buildings, should reflect local character, meet general principles of good urban design and improve the quality of the built environment.

In addition, development should integrate successfully with the water space in terms of use, appearance and physical impact and should in particular:

- include a mix of uses appropriate to the water space, including public uses and open spaces, to ensure an inclusive accessible and active waterside and ground level frontage
- integrate into the public realm, especially in relation to walking and cycling routes and borough open space strategies. Public art will often be appropriate in such locations as well as clear signage, information and lighting to promote the use of waterside spaces by all
- incorporate built form that has a human scale of interaction with the street, public spaces and waterside and integrates with existing communities and places
- recognise the opportunity to provide landmarks that are of cultural and social significance along the waterways, providing orientation points and pleasing views without causing undue harm to the cohesiveness of the water's edge



- relate successfully in terms of scale, materials, colour and richness of detail, not only to direct neighbours but also to buildings on the opposite bank and those seen in the same context with the River Prospects (see Policy 4B.15) or other locally identified views. Such juxtaposition of buildings should take into account river meanders and the impact these can have on how buildings may be seen together
- incorporate sustainable design and construction techniques, in particular a precautionary approach to flood risk.



- 4.119 The quality of the built environment alongside the rivers and waterways makes an important contribution to London's image and status as a world city. Every stretch of the waterways has its own character and this needs to be reflected in the design of new development.
- 4.120 Water space needs to be set at the heart of consideration of development along the waterside – the water must be the starting point. The emphasis on context does not mean that a uniform blandness for the areas around water spaces is sought or that new forms of development are not appropriate, but rather that the waterside should be regarded as a scarce resource and development should achieve a balance between the roles identified in the Blue Ribbon Network Principles.
- 4.121 Any proposals for developments along the Blue Ribbon Network should take account of the urban design guidelines for London set out in Chapter 4, Part B. The Mayor also intends to produce Supplementary Planning Guidance on design and specific issues relating to the waterways will be included.
- 4.122 The Blue Ribbon Network offers a diversity of water soundscapes. Some places are tranquil and quiet, while in others, the sounds of water-related activities such as boatyards and docks may contribute to distinctive local character. This diversity is to be valued as set out in the Mayor's London Ambient Noise Strategy.

*Policy 4C.21 Design statements*

For all major development proposals within the Thames Policy Area and adjacent to the rest of the Blue Ribbon Network, the Mayor will, and boroughs should, ensure that development is attractive and appropriate. Developers should prepare assessments to cover:

- impacts of scale, mass, height, silhouette, density, layout, materials and colour

- proposals for water edge, visual and physical permeability and links with hinterland, public access, including addressing safety provision, landscaping, open spaces, street furniture and lighting
- impacts of the proposal on the water space to demonstrate how the water space will be used and affected including impacts on biodiversity and hydrology
- impact on river prospects and any other locally designated views.



- 4.123 Views to and from the waterways are especially significant because the openness of water spaces allows for relatively long-distance views. The Mayor's policies for the new views framework for London recognise the special value of views from and across the Thames.
- 4.124 Boroughs may also wish to designate local views related to water spaces. The quality of the development along the edges of the water spaces will be of particular importance to these views. Policies for design are set out in Chapter 4, Part B.
- 4.125 The meandering course of the Thames, as well as other rivers, can give additional emphasis to the location of tall buildings adjacent to water spaces. There are a number of distinct adverse effects that tall buildings can have when located next to water. These include the impacts of overshadowing, wind turbulence and creating a visual canyon. The design of tall buildings along the Blue Ribbon Network needs to address these effects (see Policies 4B.8 and 4B.9).

#### *Structures over and into the Blue Ribbon Network*

##### *Policy 4C.22 Structures over and into the Blue Ribbon Network*

The Mayor will, and boroughs should, protect the unique character and openness of the Blue Ribbon Network. Proposals for new structures should be accompanied by a risk assessment detailing the extent of their impact on navigation, hydrology and biodiversity, and mitigation measures proposed to address the adverse impacts identified. Proposals for structures over or into the water space for uses that do not specifically require a waterside location should be resisted.

- 4.126 Structures across and into rivers and canals are vital for effective communications and service provision. Bridges are also monuments and tourist attractions. New structures should be restricted to structures that support activities that specifically require a waterside location or help Londoners to appreciate the Blue Ribbon Network. Where structures are

needed they should minimise their navigational, hydrological and biodiversity impacts.

#### *Safety on and near to the Blue Ribbon Network*

##### *Policy 4C.23 Safety on and near to the Blue Ribbon Network*

The Mayor will work with boroughs, the Port of London Authority, the Environment Agency, British Waterways and others, to ensure that existing safety provision on the Blue Ribbon Network is protected and regularly maintained. New safety provision should be provided as part of proposals for Opportunity Areas, Areas for Intensification, and in areas of deficiency. Proposals for major developments along the Blue Ribbon Network must be accompanied by a safety and risk assessment.

- 4.127 Safety on and near to the Blue Ribbon Network should be a key priority for all organisations involved in the management and stewardship of the water space. The principles of water safety should be observed in existing and new developments and in the safety procedures of all those using the Blue Ribbon Network.



## **7 London's water spaces**

### *The Thames and tidal tributaries*

##### *Policy 4C.24 Importance of the Thames*

The Mayor will, and boroughs should, recognise that the Thames plays an essential role in maintaining London as an exemplary, sustainable world city and should promote greater use of the river for transport and water-based leisure uses.

- 4.128 The Thames itself changes a great deal in its size and character as it flows through London. The Blue Ribbon Network Principles value this diversity, and the twice daily changes brought by the tidal nature of the river.
- 4.129 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.
- 4.130 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.

*Policy 4C.25 Thames Policy Area*

Relevant boroughs, in reviewing their UDPs, must designate a Thames Policy Area. Boroughs should identify the detailed boundaries based on the indicative diagrams in Annex 5. This should be done in consultation with neighbouring authorities, including those across the river. In defining the boundaries, boroughs should have regard to 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 and 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 of 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.

*Policy 4C.26 Appraisals of the Thames Policy Area*

In order to deliver policy and actions within the Thames Policy Area, relevant boroughs should prepare detailed appraisals of their stretches of the river and its environs. Boroughs are encouraged to carry out this work in collaboration with other boroughs, the Mayor and relevant stakeholders. These appraisals would be expected to consider:

- the local character of the river
- public and freight transport nodes (both land- and water-based, 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.

The appraisal should also identify areas of deficiency and the actions needed to address these deficiencies. These relate to 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.

- 4.131 Boroughs, in collaboration with the Mayor and other relevant stakeholders, should carry out appraisals of the river and its environs. The Thames Strategies, Hampton–Kew and Kew–Chelsea, fulfil this role but will need updating to take into account the London Plan. The Thames Strategy East is being developed in line with this plan. These appraisals should be adopted as Supplementary Planning Guidance by the relevant boroughs and kept under review and consistent with the Blue Ribbon Network Principles. They should also be used to determine some of the expectations for the development of riverside sites.
- 4.132 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 re-instatement 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. These may be dovetailed with the need to allow a margin of land for future flood defences (see Policy 4C.7).

*Policy 4C.27 Green industries along the Thames*

The Mayor will, and boroughs should, generally welcome the use of waterside sites, especially those within Strategic Employment Locations, for green industries, where the majority of materials transshipment is by water.

- 4.133 The need for increased rates of recycling and re-use of waste will require locations to be found for green industries. Locations along the Thames and tidal tributaries will offer the additional advantages of being able to move materials by sustainable means.

### *Canals and river navigations*

- 4.134 London's network of canals includes the Grand Union Canal, Regents Canal, Limehouse Cut, Hertford Union Canal and the River Lee Navigation as well as numerous basins and canal arms. Together they make up over 90km of waterway running through 15 boroughs. Canals are different from rivers, brooks and streams in that they are essentially man-made structures that usually have relatively little flow of water.

#### *Policy 4C.28 Development adjacent to canals*

The Mayor will, and relevant boroughs should, expect development adjacent to canals to respect the particular character of the canal. For strategic referrals the Mayor will require a design statement as set out in Policy 4C.21 to cover the site and its context. In particular, opportunities should be taken to improve the biodiversity value of canals.

- 4.135 Canals within London have a rich and vibrant history, are an asset to London and contribute to its world city role. They are also important to the quality and diversity of the local communities along the canals. Parts of the system have been improved and other parts are still to be improved. Any opportunities to increase their transport use should be encouraged. They are also significant assets for recreation, heritage and biodiversity. The increased role of recreation and any decrease in transport use offer more opportunity to increase biodiversity.
- 4.136 The historical aspects of canals lie in the infrastructure itself as well as the buildings that line them. Canals link many areas of open space. Their scale is smaller and more intimate than the Thames. This means that they offer greater potential for recreation.
- 4.137 British Waterways has developed the concepts of character assessments and water space strategies. Boroughs may find these tools useful to carry out throughout the length of their canal or for other types of development. The principles of these concepts are captured in the design statements set out in Policy 4C.21.

#### *Policy 4C.29 Open water space*

The permanent loss of open water space should be avoided along canals, as for the rest of the Blue Ribbon Network. The loss of open water to moored craft could be allowed provided there is no adverse detriment to navigation, recreation potential, the heritage or biodiversity value of the canal and that the proposals are in the overall interest of the canal system.



*Policy 4C.30 New canals and canal restoration*

The Mayor will, and relevant boroughs should, seek opportunities for the creation of new canals and the restoration of the network, including former canal links and basins, as part of major development proposals and regeneration projects. The Mayor will particularly seek the restoration of the Bow Back Rivers system.

- 4.138 Activity on canals adds to their vibrancy and attraction and the presence of boats can aid the feeling of security. However these aspects also need to be balanced against creating a cluttered canal environment and the need to preserve open and tranquil areas. New and reinstated canals should be designed to be navigable and connect to the wider navigation network.

*Rivers, brooks and streams**Policy 4C.31 Rivers, brooks and streams*

The Mayor will, and boroughs should, in discharging their development control and other duties, ensure that rivers, brooks and streams of all sizes are protected, improved and respected as part of the Blue Ribbon Network and as valuable entities in themselves. In particular, measures should be taken to improve the habitat and amenity value of such waterways.

- 4.139 The quality of the water in many of London's larger and more prominent rivers and canals is often dependent upon the quality of what flows into them from the tributary streams. Unfortunately many of London's rivers have been modified from their natural state and suffer pollution from many sources, including sewage from wrongly connected sewers. These factors clearly reduce their amenity and biodiversity value. This, in turn, can lead to pressure to culvert or divert such small streams, an approach which deals with the symptoms rather than the causes of these problems. The Mayor will work with others to investigate what courses of action are available to reduce the problem of wrongly connected sewers across London.

*Docks**Policy 4C.32 Docks*

The Mayor will, and boroughs should, protect and promote the vitality, attractiveness and historical interest of London's remaining dock areas by:

- preventing their partial or complete in-filling
- promoting their use for mooring visiting cruise ships and other vessels

- encouraging the sensitive use of natural landscaping and materials in and around dock areas.

#### *Policy 4C.33 Royal Docks*

The Mayor will, and the London Borough of Newham should, take a precautionary approach to any development proposals that would prohibit or make impractical the use of the Royal Docks as a navigational 'bypass' to the Thames Barrier.

- 4.140 London's docks were once the heart of the city's international trade. Building into the dock areas, thereby losing part of the water space goes against the Blue Ribbon Network Principles and the Mayor will generally oppose further such developments.
- 4.141 The docks do offer a greater degree of flexibility with regard to the mooring of vessels and the design of dockside buildings because they do not have to accommodate flowing water or natural habitats. There are few remaining historic buildings and they do not usually form part of strategic or local footpath or towpath links.
- 4.142 The presence of vessels in dock areas can add to the interest and vibrancy of the area and facilities for cruise ships add to the role of London as an international tourist destination. This should generally be encouraged, especially where such vessels can be shown to aid regeneration aims.
- 4.143 Many dock areas have very little natural landscaping in and around them. While this is clearly a reflection of their previous use, the sensitive addition of natural indigenous plants would improve the appearance of the built environment, as well as having benefits for biodiversity.
- 4.144 The possibility of using the Royal Docks as a bypass to the Thames Barrier should be explored and a cautious view should be taken of development that would prohibit this until the position is understood more clearly.

#### *London's lost rivers*

- 4.145 Historically the central part of London had a number of rivers, which were tributaries to the Thames. Many of these had important historical connections, for example the Rivers Fleet, Tyburn and Effra. They are not part of the Blue Ribbon Network.
- 4.146 Attempts to re-establish lost rivers are likely to be extremely expensive. Therefore the Mayor's approach is to welcome in principle any such





proposal but not to require the reinstatement in the same way that culverted parts of the Blue Ribbon Network should be opened. There may be merit in projects that mark the historic route of such rivers at street level as an educational or tourist facility.

#### *Links outside London*

##### *Policy 4C.34 Links outside London*

The Mayor will work with key organisations, regional government bodies, local authorities and others on strategic issues of planning and managing the Blue Ribbon Network. The Mayor recognises that solutions to some challenges may lie outside the London boundary and that choices within London may affect other areas.

- 4.147 Policies for the Blue Ribbon Network in London should be closely related to those for neighbouring regions, taking account of their differing needs. London derives much of its drinking water from sources outside its boundary and is reliant on receiving good quality water from areas upstream of the Thames and other river catchments. The opportunities for transport links are greatest in the Thames Estuary although there are also possibilities for the River Lea, the Grand Union Canal and the upstream Thames.
- 4.148 Areas close to the Thames to the east of the London boundary may find increasing pressure for development. The Mayor encourages local planning authorities in this area to consider adopting an approach similar to the Thames Policy Area as a useful tool for structuring land use, design and capturing the opportunities that may exist. The Mayor is keen to work on a partnership basis with neighbouring regions to investigate how policies can be co-ordinated.

#### *References*

- 1 Froglife London Garden Pond Project
- 2 General Aquifer Research Development and Investigation Team (GARDIT) consists of Thames Water, London Underground, the Environment Agency, the Corporation of London, British Property Federation, the Association of British Insurers and British Telecom
- 3 Technical research report, Safeguarded Wharves on the River Thames, GLA, 2003





## 5 the sub-regions

### 1 London's sub-regions and their strategic importance

- 5.1 Chapters 2, 3 and 4 set out the key spatial, thematic and cross-cutting policies of the London Plan. Chapter 6 deals with its implementation. The Mayor considers that there is an essential bridge between the two – that is the role of the sub-regions and development of Sub-Regional Development Frameworks as a powerful implementation tool.
- 5.2 Many boroughs already look wider than their own boundaries, plan with their neighbours and work with the many institutions now operating at a sub-regional level. The Mayor wishes to build on this and considers a flexible concept of sub-regions to be the best way to develop the strategic policies in the London Plan and to provide the focus for implementation. The boundaries of these sub-regions are shown on Map 5A.1. Several sub-regional partnerships have begun to operate within these boundaries, and are poised to become a critical resource in implementing this plan.

map 5A.1 London's sub-regions



source GLA 2002

- 5.3 As with any boundaries, some issues and institutions do not fit exactly within them. The sub-regions used in this plan have boundaries that should be regarded as permeable. The City of London has been included in the East London sub-region to support the strategy of creating strong

links between the City and the areas to its east, as part of the regeneration of Thames Gateway – but it does of course retain its traditional strong links to central London. This is recognised through the designation of a Central Activities Zone that spans across the Central and East London sub-regions and through the City’s membership of the partnerships for both East and Central London. Other important cross-boundary links are highlighted in the following sections, including those affecting Wandsworth and Richmond. The sub-regions reflect substantial structural linkages relevant to a spatial strategy, such as sectoral clustering, the economic power of the centre and the development opportunities of the east. Each also has a particular focus. The first part of this chapter outlines the overall policy approach to the sub-regions and later parts outline the spatial frameworks for these sub-regions, aiming to make the longer term development within each of them more coherent<sup>1</sup>.

## 5A overall approach to sub-regional development

### *Policy 5A.1 Sub-Regional Development Frameworks*

The Mayor will, in partnership with other stakeholders in each of the five sub-regions – Central, East, West, North and South London, bring forward Sub-Regional Development Frameworks for implementing and developing the policies set out in this plan. These Sub-Regional Development Frameworks will build upon existing partnership arrangements operating within the sub-regions, and will include arrangements for involving relevant boroughs, including those in neighbouring sub-regions and authorities in adjoining regions, statutory agencies including the NHS and Environment Agency, infrastructure providers, and representation from the private sector, voluntary sector and community groups.

- 5.4 The Mayor’s priority is to provide overall strategic guidance for London as quickly as possible after a long vacuum. Within the overall policies of this plan, the Mayor intends to develop more detailed Sub-Regional Development Frameworks (SRDFs) in collaboration with key stakeholders. These will include relevant authorities and agencies in the rest of the south-east, including the Regional Assemblies and Development Agencies for the South East and East of England, the Inter-regional Forum and neighbouring districts and counties. This wider partnership is needed to co-ordinate the London Plan with related Regional Spatial Strategies so that account is taken of inter-regional linkages and the potential benefits

of complementary, sustainable corridor-based development across the London boundary (see also Chapter 1). The Mayor wishes to build upon valuable work carried out by boroughs and others at the sub-regional level and will work closely with existing and new sub-regional partnerships. The Mayor will discuss with the sub-regional partnerships both the scope of each SRDF and a timetable for its preparation.

- 5.5 The focus of SRDFs will be to address issues of wider than borough significance that need to be addressed at a sub-regional level. The frameworks will provide guidance on development in each sub-region, including the Opportunity, Intensification and Regeneration Areas, town centres, suburbs and Strategic Employment Locations (SELs). The Sub-Regional Development Frameworks should be completed as soon as practicable, with the priority being given to East London, so as to offer further detail on matters such as implementation and phasing. Draft SRDFs will be consulted upon. The frameworks will be consistent with and provide further guidance on the policies and other content of this plan. SRDFs will inform the review of, or an alteration to, the London Plan. If they give rise to the need for new policy content, this will be addressed through an early alteration to or review of this plan, including all necessary consultation.

#### *Growth in the sub-regions*

- 5.6 One of the most important functions of the Sub-Regional Development Frameworks will be to set out, consistent with the contents of this plan, how the projected growth in population and jobs could be accommodated. The starting point for the development of Sub-Regional Development Frameworks is therefore an analysis of how the forecast population and economic growth will impact across London in the sub-regions, together with an assessment of the linkages necessary between land use, transportation and intensification to meet that growth.

#### *Population growth*

- 5.7 Provisional projections based on the government's latest population estimates and migration trends indicate that London's population could grow by some 800,000 by 2016 (see paragraphs 1.34-1.40). Capacity for an extra 23,000 homes per annum has so far been identified to meet the resultant housing need (see paragraphs 3.7-3.8). The provisional sub-regional distribution of population growth, not weighted for future housing provision, is set out in Table 5A.1, to be tested in the Sub-Regional Development Frameworks. The housing figures are minimum provision figures, and should be exceeded wherever possible. They will be revised in light of a new housing capacity study (see paragraphs 3.11-3.13).

5.8 In terms of future known capacity for new housing, there is a concentration of large sites in Central and East London (see Map 5A.2), and this is reflected in the allocations in Table 5A.1.

**table 5A.1 Indicative sub-regional population, housing, and employment growth, 2001 –2016**

Sub-region	Population <sup>2</sup>		Annual growth ('000)	Minimum annual housing target <sup>3</sup> ('000)	Employment <sup>4</sup>		
	2001 ('000)	2016 ('000)			2001 ('000)	2016 ('000)	Annual growth ('000)
Central	1,525	1,738	14.2	7.1	1,644	1,883	15.9
East	1,991	2,262	18.1	6.9	1,087	1,336	16.6
West	1,421	1,560	9.3	3.0	780	866	5.7
North	1,042	1,199	9.0	3.1	386	412	1.7
South	1,329	1,380	3.4	2.8	587	623	2.4
<b>London</b>	<b>7,308</b>	<b>8,117</b>	<b>53.9</b>	<b>23.0</b>	<b>4,484</b>	<b>5120</b>	<b>42.4</b>

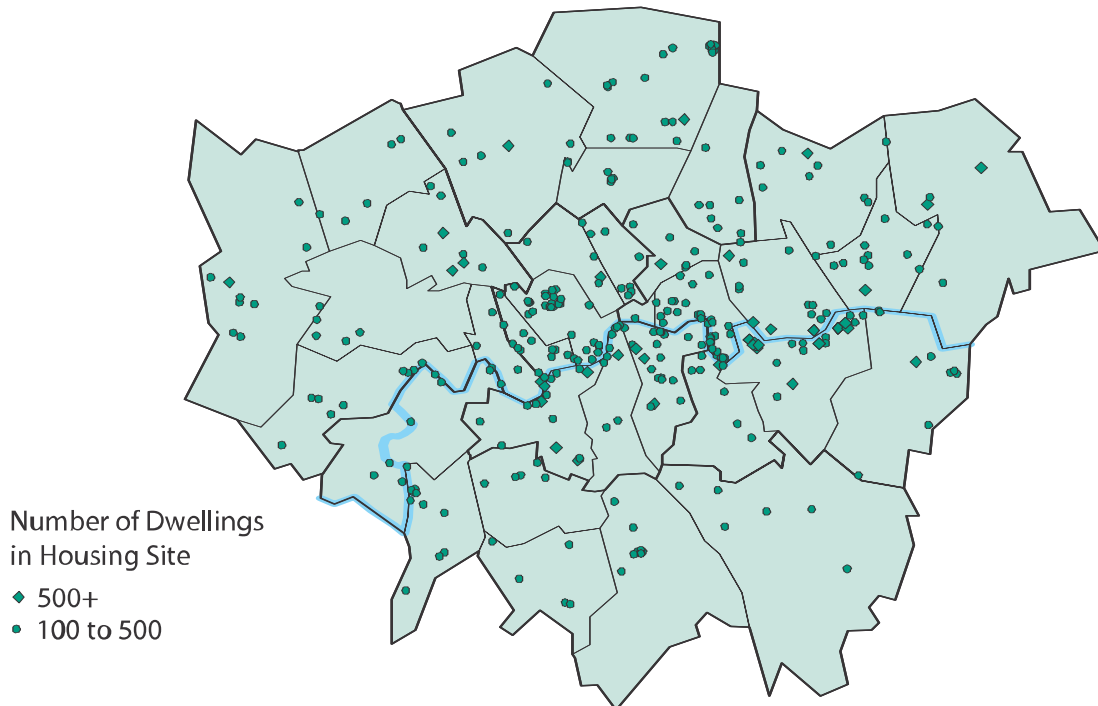
*note* Columns and rows may not total exactly because of rounding.

*source* (2) GLA Population and Household Forecasts: 2001 – 16, SDS Technical Report 5. GLA, 2003

(3) London's Housing Capacity, GLA, 2000. The table shows the housing capacity estimates over the last three phases of the study. The annual average figures differ from those in table 3A.1, which are based on four phases.

(4) The Future of Employment in Greater London. SDS Technical Report 8. GLA, Volterra Economic Consulting, 2002. Demand and Supply of Business Space in London, SDS Technical Report 21. GLA, Roger Tym & Partners, 2002

**map 5A.2 Spatial location of housing sites by gross capacity – (100 or more dwellings)**



source London's Housing Capacity Study (2000), GLA

### *Economic growth*

- 5.9 To meet the projected growth of 636,000 jobs across London, projections have been made for the likely distribution of economic growth, in total and by sector, across the sub-regions. The resulting sub-regional distribution is shown in Table 5A.1. The growth figures reflect economic structure and development capacity. The historic potential capacity for the sub-regions to cope with these levels of growth is set out in SDS Technical Report 21<sup>5</sup>. These projections, although the result of robust analysis, are only indicative. The sub-regional development frameworks and the ongoing process of 'plan, monitor and manage' will investigate potential further demand and seek to identify additional capacity.
- 5.10 249,000 jobs, nearly 40 per cent of London's total projected growth in jobs, are projected for the East London sub-region, including the City and the Isle of Dogs. Beyond the City and the Isle of Dogs, the sub-region of East London could accommodate a further 56,000 jobs. This reflects the Mayor's priority to see development in the east. Much of that growth, up to 30,000 jobs, could be in Stratford which could develop as a new European business quarter on the Channel Tunnel Rail Link (CTRL).



- 5.11 Very considerable growth is expected for the Central London sub-region - 239,000 or 38 per cent of the total increase. Most of Central London's growth can be accommodated in the Central Activities Zone and associated Opportunity Areas. Though in the East London sub-region, the City is likely to have a key role in accommodating the growth in financial and business services traditionally associated with central London.
- 5.12 The other three sub-regions should all experience employment growth. The West London sub-region is likely to see growth of 86,000 jobs (14 per cent of the total). The North and South London sub-regions are likely to see smaller but significant levels of growth, together accounting for 10 per cent of the total.

*Transport accessibility and capacity*

- 5.13 Accommodating the expected growth in population and jobs in London will hinge on the ability of the transport system to cope – in terms of location and phasing of increase in capacity. Future public transport improvements include those that support development of East London, growth in Central London and Opportunity Areas and better access to town centres and Areas for Regeneration.
- 5.14 The relationship between the scale and phasing of development and public transport accessibility is critical. This is detailed more fully in Chapter 3, Part C and Chapter 6.

**Planning For Waste**

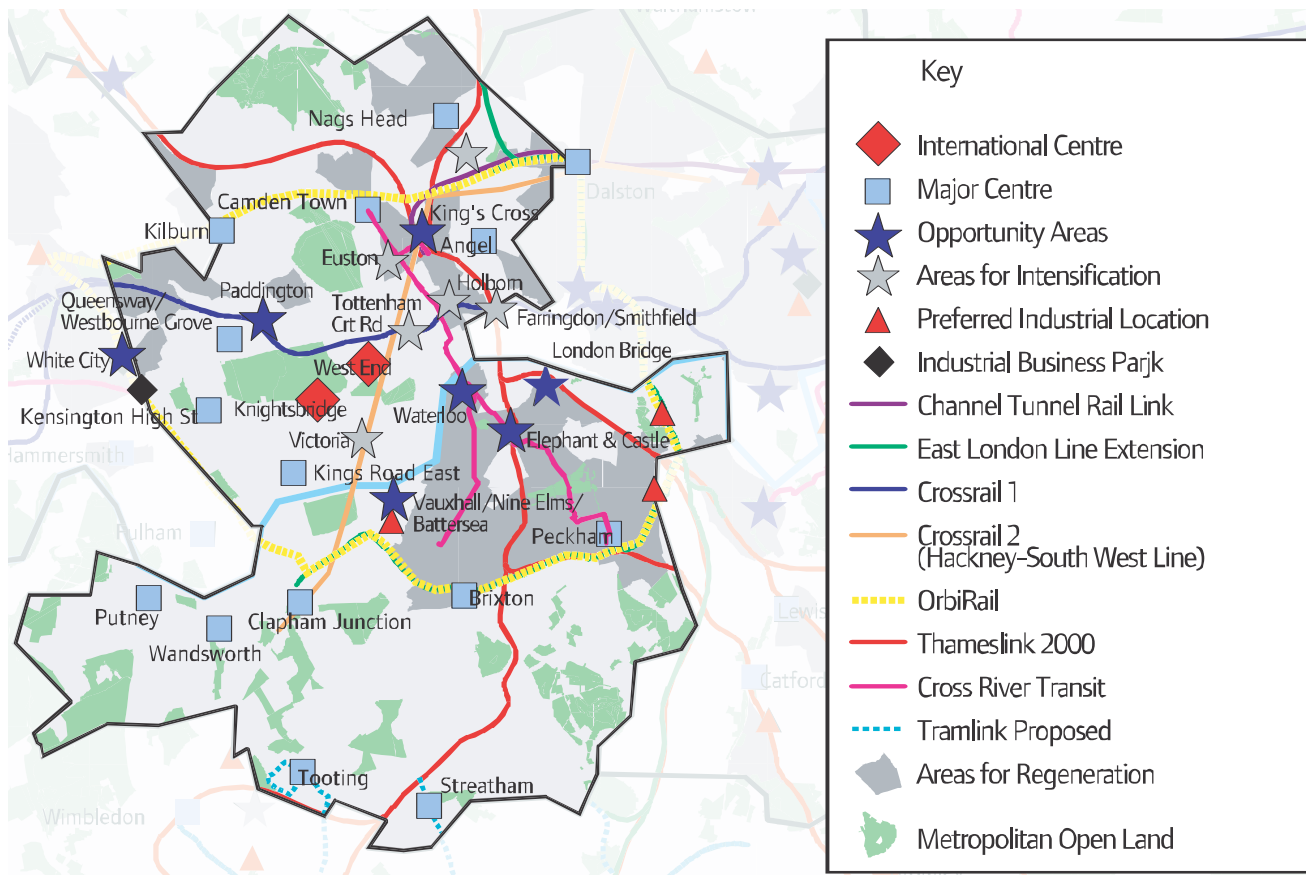
- 5.15 The role of the SRDfs in planning for waste is detailed more fully in Chapter 4A, particularly Policy 4A.2 and paragraph 4.8.

## 5B Central London

### Definition and strategy

5.16 The Central London sub-region comprises the boroughs of Kensington & Chelsea, Camden, Islington, Wandsworth, Lambeth, Southwark and the City of Westminster. Over 1.5 million people live in the sub-region (Map 5B.1).

map 5B.1 Central London sub-region



source GLA 2002

### Policy 5B.1 The strategic priorities for Central London

The strategic priorities for the Central London sub-region will be to:

- promote and protect the vital mix of culture, government, leisure and commerce together with its historic buildings, housing, open spaces and public realm that are central London's unique attraction for residents, visitors and business
- sustain, enhance and promote the unique scale and mix of activities and settings of the Central Activities Zone which form the core of London's wider offer as a world city and as a capital city
- identify capacity to accommodate new job and housing opportunities and appropriate mixed-use development. This is especially important in relation to the Central Activities Zone, Opportunity Areas and Areas

for Intensification, while recognising the overall strategic development priority to the east. It will include co-ordinating skills development, transport and planning to improve access to jobs for people from deprived communities in Central London and neighbouring parts of other sub-regions

- maximise the number of additional homes, including affordable housing, by exceeding housing provision targets set out in this plan and secure mixed and balanced communities
- promote and intensify retailing, services, employment, leisure and housing in town centres and opportunities for mixed-use development
- plan for and secure the necessary financial resources to deliver planned transport infrastructure for the sub-region including local schemes that improve public transport, walking and cycling connections to town centres and employment locations. Particular priorities for the sub-region are the CTRL, Crossrail 1, Crossrail 2, Thameslink 2000 and Cross River Tram, the Central London Congestion Charging scheme and upgrades at several major rail stations
- improve the variety, quality and access to available employment sites, especially within Strategic Employment Locations, to meet the identifiable demands for employment land
- ensure that social and community infrastructure is retained, enhanced and expanded where needed
- ensure that new development is sustainable, safe, secure and well designed, improves the environment, particularly air quality, and takes account of the sub-region's outstanding heritage. The open space and Blue Ribbon Networks are key features, particularly the Royal Parks and the Thames
- identify areas suitable for tall buildings
- plan for waste facilities, as far as possible in line with the principle of self sufficiency.

The Mayor will work with sub-regional partnerships to develop a coherent Sub-Regional Development Framework for Central London in which these priorities will be further developed.

- 5.17 Central London is an extraordinarily diverse, dynamic and innovative sub-region. This plan builds on and enhances these qualities, while being sensitive to the unique environment and the needs of Central London's many residents. The strategy is to increase its capacity to accommodate much of the economic and population growth, recognising the Mayor's overall strategy to promote development further to the east. Central London is home to many of London's world city activities, including international business and finance, government, culture and tourism.

Demand for these activities will continue to grow and much of it will require a Central London location. The sub-region could have 107,000 new homes and 239,000 new jobs by 2016. These can largely be accommodated by more intensive development in four types of locations:

- in the heart of London, known as the Central Activities Zone (Map 5B.2)
- in the Opportunity Areas, identified in Map 2A.1
- in the Areas for Intensification, also shown on Map 2A.1
- other parts of the sub-region that have good public transport access, especially the sub-region's 14 'Major' town centres.

5.18 Certain land uses and activities, including those associated with universities, legal and medical professions, culture and the arts, government and special industries, are concentrated in parts of Central London. These concentrations are of value to London as a whole, and in recognition of their strategic importance they should be protected and supported through UDPs.

5.19 The character of the sub-region is also strongly influenced by the heritage of its townscape and buildings. Some of these are of international importance and form a key contribution to London's tourism and cultural offer (see Chapter 3, Part D) as well as giving a strong national and more local sense of place and identity. Sustaining, enhancing and managing the environmental quality of Central London in the face of unique development and other pressures, especially in and around the Central Activities Zone, should be a major concern of the Sub-Regional Development Framework. The quality of new development should be worthy of one of the world's most interesting and attractive urban environments. Particular emphasis should be placed on investment in and management of the public realm. The Sub-Regional Development Framework should indicate where tall buildings may be appropriate in accordance with Policies 4B.8 and 4B.9. Chapter 3, Part C indicates the potential to reduce further congestion in and around central London.



5.20 There are also vulnerable neighbourhoods, largely just beyond the Central Activities Zone but some within it, which contain long-standing communities and valuable small businesses that could be displaced by outward growth from the zone. These should be protected and growth channelled into the areas designated for it. Despite its overall affluence, the sub-region contains some of the highest and most extensive concentrations of deprivation in the country. These must benefit from new opportunities flowing from major growth elsewhere in the sub-region.

- 5.21 The Sub-Regional Development Framework will build on existing partnerships to secure more effective transport, training and other linkages between these communities and the sub-region's main concentrations of economic activity. The Sub-Regional Development Framework must also ensure that Central London's town centres, especially its fourteen 'Major' town centres (as defined in Annex 1), identify sufficient capacity to address economic and regeneration needs and those which will be associated with a growing and ethnically diverse population.
- 5.22 Valuable work to forge linkages between the Central Activities Zone and its hinterland is already being done by a number of partnerships including the Central London and Cross River Partnerships. The Mayor will work closely with these and other bodies, including neighbouring boroughs, to implement this plan.
- 5.23 Central London is also the focus for London's transport network and at the hub of the national rail network. Improved public transport capacity is fundamental to accommodating growth within the sub-region. The Mayor's Transport Strategy<sup>6</sup> sets out proposals for major improvements to the existing Underground, rail and bus networks across the sub-region. Four major new schemes are proposed, which could provide additional capacity and accessibility to, from and within the Central London sub-region.
- Crossrail 1 (expected phased completion from 2012) has the Mayor's highest priority and would unite the Central Activities Zone, particularly the City, with the Isle of Dogs, to create a unified business core, and substantially increase capacity to transport workers into these areas.
  - Thameslink 2000 (completion expected by 2012) would further expand the capacity of the existing cross-London link between Farringdon and London Bridge.
  - Crossrail 2 (plans for which are yet to be fully developed, completion expected towards the end of the plan period) would relieve pressure on the Victoria and Northern lines.
  - Cross River Tram (completion expected post 2011) would also provide additional capacity and relieve congestion on the Underground.
- 5.24 These four new schemes are needed to provide new development opportunities and help support regeneration in parts of Central London.



### *The Central Activities Zone*

#### *Policy 5B.2 Development in the Central Activities Zone*

Within the Central Activities Zone, boroughs should accommodate commercial development associated with business, tourism and retail and provision for national and international agencies, institutes and services, subject to the protection of housing and identified special policy areas. Taking account of local amenity, land use mix and transport capacity, developments will be expected to maximise density. The Central Activities Zone is shown on Map 5B.2. Its boundaries should be refined through the Sub-Regional Development Framework for definition in UDPs.

#### *Policy 5B.3 Special policy areas*

Clusters of specialist activity in and around the Central Activities Zone must be defined in UDPs and their activities protected and supported.












- 5.25 The Central Activities Zone is the focus of London's wider linkages with the rest of the south-east, as well as the wider UK and world. Sustaining its role as the core location for international business and finance and as a national transport node is crucial for the wider south-east and for the country. The zone straddles two London sub-regions, extending into the City, which is included in East London. The need for 'permeable' sub-regional boundaries and policies, which take account of these linkages, is outlined in paragraph 5.3.

**map 5B.2 Central Activities Zone**



Spatial position of Central Activities Zone within London



-  Mixed uses with strong state character
-  Royal parks, palaces and environs
-  Office renewal areas (exc. town centres and retail)
-  Mixed use strategic opportunity areas
-  Mixed uses with a strong legal character
-  Mixed uses with a strong 'special uses' character
-  Mixed uses with a strong health services character
-  Mixed uses with a strong arts, cultural or entertainment character
-  Mixed uses with a strong academic character
-  Central Activities Zone (CAZ)
-  Mixed uses with strong retail character

source Central London UDP Co-ordination Guidelines Report, London Planning Advisory Committee, 1998.



5.26 The Central Activities Zone contains a range of activities such as central government offices, headquarters and embassies, which are unique to the centre of the capital and form distinct quarters. The largest part of London's financial and business services sector is based in the Zone, as are the offices of trade, professional bodies, institutions, associations, communications, publishing, advertising and the media. Other uses and activities, such as those associated with tourism, are more concentrated, or on a larger scale than elsewhere in the capital. There is particular concern to secure and enhance the breadth, depth and quality of the offer of London's two 'International' shopping centres (as defined in Annex 1), centred on Oxford Street and Knightsbridge, and to sustain and manage strategic clusters of entertainment activities in line with the broader objectives of this plan.

5.27 These activities are at the heart of London's world city role and should be protected and their appropriate expansion supported. In order to make the best use of land and existing infrastructure, developments should

maximise density. Subject to other policies in this plan, in locations with high public transport accessibility and capacity, broad area densities approximating to plot ratios of at least 4.5:1 may be appropriate, for example, in Opportunity Areas. More local site densities could be considerably higher, especially in areas where tall buildings will be encouraged. The Sub-Regional Development Framework will provide further detail on development densities.

- 5.28 Very often, mixed-use developments are especially valuable in the Central Activities Zone (see also Policy 3B.4). Large areas of housing or local businesses are less dominant in some parts of the Zone. These nevertheless play a vital part in sustaining the international, national and regional importance of central London. The intensification of commercial activities should be supported in ways that harmonise with the residential environment within the Zone.
- 5.29 The indicative boundary of the Central Activities Zone is shown on Map 5B.2 and should be refined through the Sub-Regional Development Framework for identification in the boroughs' UDPs. Any future changes that may be needed should be developed in association with the Mayor.

#### *Opportunity Areas in Central London*

##### *Policy 5B.4 Opportunity Areas in Central London*

The Central London Opportunity Areas are shown in Table 5B.1, with indicative estimates for homes and jobs growth. The Mayor will work with partners to draw up planning frameworks for these areas. These should inform UDP reviews and broader regeneration and community strategies and initiatives. Taking account of other policies, developments will be expected to maximise residential and non-residential densities and to contain mixed uses (see Chapter 3, Part B and Chapter 4, Part B). Given their scale, they are also likely to give rise to substantial planning obligations (see Policies 6A.4 and 6A.5). The general policy directions to be followed in the planning frameworks are indicated below.



**table 5B.1 Opportunity Areas in Central London - indicative estimates of growth**

<b>Opportunity Areas</b>	<b>Area (ha)</b>	<b>New jobs to 2016</b>	<b>New homes to 2016</b>
Waterloo	39	15,000	500
London Bridge	30	24,000	500
Elephant and Castle	23	4,200	4,200
Vauxhall/Nine Elms/Battersea	78	7,600	1,500
<hr/>			
King's Cross	53	11,400	1,250
Paddington	30	23,200	3,000

source GLA 2003

5.30 Central London's Opportunity Areas fall into two main geographical groups. One coherent group is known as the 'London South Central' zone of change. There is also a wider distribution of individual opportunities as well as others mostly offering scope for intensification rather than new development. In all these areas, planning frameworks should be sensitive to the needs of local residents. Account should also be taken of the particularly close relationship between the Central Activities Zone and the East London Opportunity Areas of the Eastern City Fringe (paragraph 5.64) and Isle of Dogs (paragraphs 5.65-5.67).

5.31 Where possible, the estimates in Table 5B.1 should be exceeded. Individual applications will be assessed against their contribution to meeting these overall estimates and other policies in this plan.

#### *London South Central*

5.32 This zone contains four distinct Opportunity Areas centred around transport interchanges, as well as smaller yet cumulatively significant opportunities spread across three boroughs. The zone should experience general intensification of development, together with significant environmental and accessibility improvements over time, if its potential is to be realised. This is necessary to redress the perception of the zone's relative isolation from the rest of central London. Sensitive intensification rather than brownfield renewal is the greatest source of development capacity across a number of relatively small sites. In the balance of uses, planning frameworks should reflect the entertainment and cultural roles played by areas along the South Bank. Secure and enhanced pedestrian access to the riverside should be a further priority.

- 5.33 London Bridge: Among the larger opportunities, and complementing the area's heritage and environmental character, the riverside between London Bridge station and Tower Bridge can accommodate a significant increase in office stock. Redevelopment and intensification of London Bridge station and its environs are proposed together with improved public transport and interchange facilities and better pedestrian integration with the surrounding area. This is a good location for a tall, landmark mixed-use development. The planning framework should draw visitors eastwards along the riverside.
- 5.34 Waterloo: The planning framework for the area around Waterloo should integrate opportunities for commercial, residential and cultural intensification associated with an international and national rail terminal, the improved access offered by the Jubilee Line and proposed Cross River Tram and the riverside Strategic Cultural Area. This should house a world class cultural facility, building on the existing facilities. Guidelines should extend the area's entertainment offer and capacity to support local regeneration and wider strategic objectives, carefully managed to take account of local residential and other needs. Particular attention should be paid to removing barriers to pedestrian movement, establishing links with the rest of central London and creating a more attractive and safe environment.
- 5.35 Vauxhall/Nine Elms/Battersea: At Vauxhall, good public transport coupled with strong traffic management, easier pedestrian movement, major environmental improvement and scope for intensification should create a stronger sense of local identity and increase housing and commercial capacity. Development further west should be related to existing and improved public transport capacity and be supported by effective pedestrian linkages, especially around Vauxhall Cross. Strategically important leisure and housing provision is anticipated at Battersea. A wider appraisal of Central London wholesale markets should inform the potential for comprehensive renewal and intensification on and around Nine Elms. All development should help improve the degraded environment of this area and strengthen perceptual and physical links with the rest of central London.
- 5.36 Elephant and Castle: The planning framework for the area around the Elephant and Castle should draw on its good public transport accessibility, closeness to the Central Activities Zone and relatively affordable land. This could be a suitable location to meet some of Central London's longer-term needs for extra office space and is generally suitable for tall buildings. Large scale, car-based retail development should not be encouraged. The framework should seek a significant increase in housing and integrate this with a more efficient transport interchange.



Environmental and traffic management improvements are crucial to the successful redevelopment of this southern gateway to central London.

*Other Central London Opportunity Areas*

- 5.37 King's Cross has the best public transport accessibility in London. This will improve further with the completion of the CTRL, Thameslink 2000 and the Cross River Tram. Construction of the CTRL will release 20 hectares of underused land. Its central location and unique public transport accessibility offer particular scope for high-density business development, as well as housing. Conference facilities could be appropriate, provided they can be integrated satisfactorily with other activities. In such a highly urbanised quarter, environmental quality is crucial. The development framework should draw upon the historic features of the site to create a truly sustainable business and residential community, reliant on minimal use of cars.
- 5.38 Paddington is a major national and commuter rail terminal, which has good links with Heathrow and London rail services. Crossrail 1 would extend links to the City and eastwards. The area has a distinct 'canal-side' character to build on. Existing developments have already begun to respond to the site's scope for high density, good quality, business and housing development. Proposals for the renewal of St Mary's Hospital and the relocation of the Royal Brompton and Harefield Hospitals should support the creation of the largest health campus in London. It is an area generally suitable for tall buildings. Future development should enhance environmental quality, support low car use and integrate with the surrounding neighbourhood.



*Areas for Intensification in Central London*

*Policy 5B.5 Areas for Intensification in Central London*

The Areas for Intensification in the Central London sub-region are shown in Table 5B.2, with indicative estimates of additional homes and jobs growth. To help accommodate growth, boroughs, in consultation with the Mayor, should promote development opportunities through higher density redevelopment at key transport nodes of good accessibility and capacity and in town centres and seek to achieve higher levels of provision wherever possible, especially for housing.

**table 5B.2 Areas for Intensification in Central London – indicative estimates of growth**

Areas for Intensification	Area (ha)	New jobs to 2016	New homes to 2016
Farringdon/Smithfield	10	2,000	100
Holborn	13	2,000	200
Euston	16	4,000	200
Tottenham Court Road	10	2,000	200
Victoria	41	2,000	200
Arsenal/Holloway	38	1,500	2,000

source GLA 2003

- 5.39 The general policy for Areas for Intensification is set out in Policy 2A.3. The existing Victoria, Euston and Farringdon Stations could provide varying levels of development. Land use development should not compromise long-term measures to improve public transport provision at these key locations. Development at Farringdon should be set in the context of the proposed review of London's wholesale markets to ensure integration with any potential increment to development capacity associated with nearby Smithfield.
- 5.40 A new Crossrail interchange could support increased development capacity, suitably phased, in the area around Tottenham Court Road Station. It is also close to the wider Holborn/Midtown area, which could respond to improved public transport accessibility and capacity through redevelopment at higher densities. There are already proposals for Holloway/Arsenal to secure a new 60,000 seater stadium entailing sequential mixed development across three sites, which is an example of the type of intensive development that should be sought in Areas for Intensification.

#### *Areas for Regeneration in Central London*

- 5.41 The general policy for Areas for Regeneration is set out in Policy 2A.4. While some parts of Central London are extremely affluent, there are significant concentrations of deprivation in the rest of the sub-region. In planning for these areas, boroughs should identify links that will enable their residents to benefit from the growth in nearby Opportunity Areas and the Central Activities Zone. These linkages extend to parts of Areas for Regeneration elsewhere in London, especially East London.
- 5.42 A combination of new transport links to these areas, training programmes, and capacity-building initiatives should ensure that development opportunities benefit and assist in regenerating local communities.

- 5.43 There is a general need to co-ordinate spatial, social and economic policies and action. In particular the area's residents need to be equipped with the skills, access and support facilities that will allow them to benefit from job opportunities, especially in their own sub-region.

*Town centres in the Central London sub-region*

- 5.44 The general policy for town centres is set out in Policy 2A.5. A strategy for the network of town centres in the sub-region will be developed in the Sub-Regional Development Framework. Strategically designated town centres in the sub-region (shown on Map 5B.1) should be considered as opportunities for more intensive development and boroughs should consider how their roles could be consolidated or enhanced to meet retail and other consumer needs and to increase capacity for mixed-use development, including housing. The expected strong growth in and increasing diversity of the Central London population mean that the roles of its centres are changing and some should develop specialist services to meet the needs of black and minority ethnic communities, including those for retail and leisure-related activities.
- 5.45 Many of the sub-region's 'Major' town centres (as defined in Annex 1) compete with the retail offer of the West End and larger centres beyond the sub-region. Boroughs should prioritise locations for retail investment to revitalise the 'Major' centres and improve the overall accessibility to town centre services, including the diversification of uses where appropriate.

*The suburbs of the Central London sub-region*

- 5.46 London's suburbs are one of its defining and most attractive features. However, as set out in Chapter 2, they also face a range of challenges to redress historic under-investment and to secure sustainable forms of renewal. There is particular variation in the way in which these challenges are expressed in Central London. The Sub-Regional Development Framework should draw on Policy 2A.6 and the proposed 'sustainable suburbs toolkit' to address local circumstances for implementation through UDPs, Community Strategies and other local strategies.

*Strategic Employment Locations in the Central London sub-region*

- 5.47 Central London contains only three of London's SELs. In managing the release of surplus industrial land outside the SEL in accordance with Policy 3B.5, boroughs should ensure that adequate provision is made for firms which serve the Central Activities Zone economy, need ready access to it but cannot afford a Central Activities Zone location. Such provision may be close to but not necessarily within the Zone's fringe. Account should also be taken of the need to reserve capacity

to manage Central London's waste, as far as possible, in line with the principle of self-sufficiency.

- 5.48 Outside the main growth areas, Central London is characterised by a mix of residential and other activities, which relate better to the local economy and communities than to the national, regional and international roles of activities prevalent in the Central Activities Zone. This plan contains policies to protect and manage these local, smaller scale land uses and activities, recognising the contribution they make to the character of Central London and the often acute development pressures they face. Accordingly, boroughs should resist large-scale redevelopment in the Central London sub-region outside the Central Activities Zone, Opportunity Areas, Areas for Intensification, SELs and town centres.

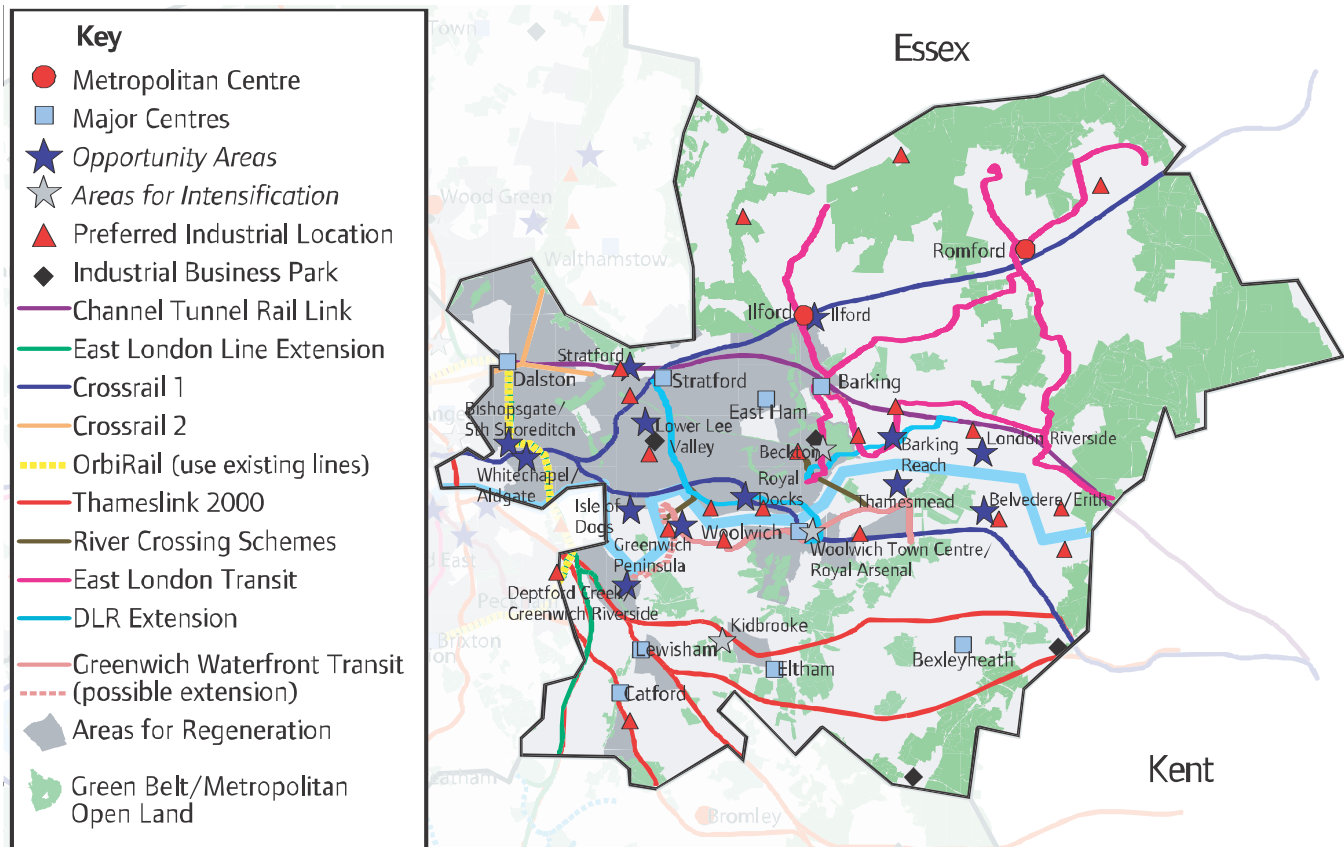


## 5C East London and the Thames Gateway

### Definition and strategy

5.49 The East London sub-region is the largest of London’s sub-regions, covering 10 boroughs on both sides of the Thames (the City of London, Hackney, Tower Hamlets, Newham, Barking & Dagenham, Havering, Redbridge, Lewisham, Greenwich and Bexley) and is home to two million people. It is shown on Map 5C.1. The London part of the Thames Gateway, a national priority area for regeneration, is contained in the East London sub-region.

map 5C.1 East London sub-region



source GLA 2002

### Policy 5C.1 The strategic priorities for East London

The strategic priorities for the East London sub-region will be to:

- deliver the London element of the government’s priority for the Thames Gateway for development, regeneration and transport improvement, while recognising the links with other parts of the Thames Gateway and the London-Stansed-Cambridge corridor
- promote the sub-region’s contribution to London’s world city role, especially in relation to the City and Isle of Dogs



- promote and plan for the Olympic bid and, if successful, enable the necessary development for a successful sustainable Olympics in 2012, enhancing London's facilities in a sustainable way in order to have maximum benefit for Londoners after 2012
- recognise that development in the sub-region will continue as a priority well beyond the plan period as major infrastructure improvements stimulate development and environmental improvements
- promote and enable the comprehensive development of Stratford as a new commercial, retail and residential area of London, making the most of its European links and its pivotal role connecting the London-Stansted-Cambridge corridor and Thames Gateway growth area
- work with sub-regional partnerships to develop a coherent Sub-Regional Development Framework for East London.
- identify capacity to accommodate new job and housing opportunities and appropriate mixed-use development. This is especially important in relation to the Opportunity Areas and Areas for Intensification. It will include co-ordinating skills development, transport and planning to improve access to jobs for people from deprived communities in the sub-region
- maximise the number of additional homes, including affordable housing, by exceeding housing provision targets set out in this plan, and secure mixed and balanced communities
- promote and intensify retailing, services, employment, leisure and housing in town centres and opportunities for mixed-use development
- plan for and secure the necessary financial resources to deliver planned transport infrastructure for the sub-region including local schemes that improve public transport, walking and cycling connections to town centres and employment locations. Particular priorities for the sub-region are CTRL, Crossrail 1, East London Line extension, DLR extensions, improved bus services, Greenwich Waterfront and East London Transit schemes, new river crossings and in the longer term, Crossrail 2
- improve the variety, quality and access to available employment sites, especially within Strategic Employment Locations, to meet the identifiable demands for employment land, including assessing the future scale of provision
- ensure that social and community infrastructure is retained, enhanced and expanded where needed
- ensure that new development is sustainable, safe, secure and well designed, secures much needed improvement to the sub-region's environment and takes account of the sub-region's heritage. The open space and Blue Ribbon Networks are key features, in particular the Thames and network of waterways in the Lower Lea/Stratford area.

Special attention should be paid to long-term flood risk

- identify areas suitable for tall buildings
- plan for waste facilities in line with the principle of self-sufficiency, including limited provision to meet part of central London's needs.

The Mayor will work with sub-regional partnerships to develop a coherent Sub-Regional Development Framework for East London in which these priorities will be further developed.

- 5.50 East London is the Mayor's priority area for development, regeneration and infrastructure improvement. It has many of the capital's largest development sites and a large number of areas suffering multiple deprivation. East London should plan for a minimum 104,000 additional homes and 249,000 jobs up to 2016. Development in this sub-region should continue well beyond the plan period as the impacts of major new transport infrastructure, such as Crossrail 1, and of programmes of land assembly stimulate a virtuous circle of development and environmental improvement.
- 5.51 Much of the forecast growth in jobs should be accommodated in the Opportunity Areas close to the City such as the City Fringe, Isle of Dogs and Stratford. The Mayor will encourage the extension of central London type activities outwards and the growth of Central and East London should be planned in a complementary way. This is partly why the City forms part of the East London sub-region. The Central Activities Zone already straddles both the Central and East sub-regions and forms a major driver for further jobs growth in the East, as does the new financial and business services hub at the Isle of Dogs.
- 5.52 A substantial proportion of London's Opportunity Areas are in east London. Several are found close together and form zones of change that need co-ordinated planning. Equally, there are large areas suffering from deprivation located close to these Opportunity Areas and developments should provide appropriate levels of access, skills and support necessary for them to benefit as fully as possible from the development that will take place close by.
- 5.53 Much of the East London sub-region demands major improvements in the quality of services and the environment. A concerted effort from all the agencies involved is needed to raise the standards of education, health services, public facilities and training opportunities. The Thames Gateway requires a huge environmental upgrade and improvement in image.



- 5.54 Development in East London must take account of flood risk (see Chapter 4, Part C). Concentration of the development on Opportunity Areas and Areas for Intensification within East London substantially reduces the requirement for extra flood defences, since such areas are already generally protected. In partnership with the Environment Agency, development should be planned to meet the required standard of flood defence.
- 5.55 East London should become London's gateway to mainland Europe, building particularly on the Stratford International Railway Station, but also on access to the City and Stansted airports, the Channel Tunnel and the Port of London. Economic development should be geared for the long-term opportunities these present.
- 5.56 East London has seen significant recent additions to public transport capacity, such as extensions to the DLR network south to Lewisham and the Jubilee Line extension from Stratford to Green Park.
- 5.57 To support the development opportunities necessary to underpin London's role in the global economy and to support local regeneration initiatives, East London needs further significant improvements in transport accessibility. Transport for London is working with other agencies to develop an area transport strategy for Thames Gateway.
- 5.58 The proposed transport schemes affecting East London are (see also Chapter 3, Part C):
- Crossrail 1, with two proposed corridors from Whitechapel – one to the Isle of Dogs, the Royal Docks and out to Ebbsfleet and a second leg to Stratford, scheduled for phased completion from 2012. This is being developed by Cross London Rail Links Ltd, a 50/50 joint venture between Transport for London and the Strategic Rail Authority.
  - Crossrail 2, which would significantly improve public transport access to Hackney in the inner part of the sub-region, and from Hackney into central London. The earliest completion date is towards the end of the plan period. This scheme is also being developed by Cross London Rail Links Ltd.
  - Phase II of the CTRL will deliver enhanced international accessibility to Stratford and also increase the capacity for commuting from outside London into the sub-region and central London. It is currently under construction and completion is due in 2007. It is the responsibility of Union Railway.

- Expanded capacity on the DLR, with three-car trains planned for introduction in 2007, completion of the City Airport extension and the planned Woolwich extension, and investigation of new routes, notably along the north bank of the Thames. DLR proposals are the responsibility of Transport for London.
- The East London Line northward extension to Dalston, scheduled for completion by 2009, will provide services to the inner part of the sub-region. It is the responsibility of the Strategic Rail Authority.
- Two local transport schemes: East London Transit, serving town centres and development sites north of the river and the Greenwich Waterfront Transit, proposed to run between Greenwich and Thamesmead. Transport for London is responsible for delivery.
- Three new river crossing schemes, to provide vital links between economic activity and residential areas north and south of the river; improve regional and local movements by road and rail and stimulate regeneration without encouraging long distance commuting by road (see Policy 3C.14). Transport for London is responsible for delivery.

5.59 The Isle of Dogs and Stratford will be key beneficiaries of the substantial planned increases in transport capacity and accessibility and would therefore be able to sustain significantly increased development levels.

5.60 Development of new jobs in existing town centres and towards the outer part of the sub-region would assist in creating a better balance between population and employment. The quality of housing and the environment in East London in areas accessible to central London and the Isle of Dogs should be improved to encourage access to employment from the east, rather than the west. This would also make more efficient use of transport infrastructure.

5.61 In accordance with the government's Sustainable Communities Action Plan, the strategic planning of the Thames Gateway as a whole (including the part outside London) is being led by the Thames Gateway Strategic Partnership (TGSP), including the government, the Mayor, local authorities in east London, Kent and Essex and the regional development agencies. The Mayor will work closely with this body and the Sub-Regional Development Framework will reflect its work within the context of the policies of this plan. The Mayor and the Minister for London jointly chair the Thames Gateway London Partnership Board. A draft Development and Delivery Strategy<sup>7</sup> has been presented to the Board and the Sub-Regional Development Framework will be informed by this. The Thames

Gateway London Partnership, which represents the London boroughs in the sub-region, has already begun to implement a programme of targeted local action and the Mayor will work closely with it.

- 5.62 One of the objectives of the TGSP is to co-ordinate development policies, priorities and progress across the boundary into north Kent and south Essex. The Mayor will support this process. A coherent programme of new infrastructure provision is needed. There should be complementary roles for Stratford and Ebbsfleet stations and their development lands. The development of river crossings throughout the Thames Gateway region should be planned coherently. The planning and context of development should be co-ordinated in a long-term phased strategy. The proposed Crossrail 1 route beyond the Isle of Dogs along the south bank of the Thames provides particular scope for higher density development in the town centres and Opportunity Areas there and around other interchanges. It would also support integrated planning and development with authorities outside London. The Opportunity Areas north of the Thames will depend on local feeder services to support intensification and existing communities.
- 5.63 Stronger linkages to the north and south are also needed if the Thames Gateway is to prosper fully. In particular, there are important relationships between the Thames Gateway and development of transport improvements through Stratford and up the Lee Valley towards Stansted, the area identified by government as the London-Stansted-Cambridge growth area.

#### *Opportunity Areas in East London*

##### *Policy 5C.2 Opportunity Areas in East London*

The East London Opportunity Areas are shown in Table 5C.1, with indicative estimates for homes and jobs growth. The Mayor will work with partners to draw up planning frameworks for these areas. These should inform UDP reviews and broader regeneration and community strategies and initiatives. Taking account of other policies, developments will be expected to maximise residential and non-residential densities and to contain mixed uses (see Chapter 3, Part B and Chapter 4, Part B). Given their scale, they are also likely to give rise to substantial planning obligations (see Policies 6A.4 and 6A.5). The general policy directions to be followed in the planning frameworks are indicated below.

**table 5C.1 Opportunity Areas in East London – indicative estimates of growth**

<b>Opportunity Areas</b>	<b>Area (ha)</b>	<b>New jobs to 2016</b>	<b>New homes to 2016</b>
Bishopsgate/South Shoreditch	35	16,000	800
Whitechapel/Aldgate	31	14,000	700
Isle of Dogs	100	100,000	3,500
Stratford	124	30,000	4,500
Lower Lea Valley	250	8,500	6,000
Royal Docks	368	11,000	5,500
Barking Reach	210	200	10,000
London Riverside	418	4,000	3,000
Deptford Creek/Greenwich Riverside	72	5,500	1,000
Greenwich Peninsula	104	15,000	7,500
Belvedere/Erith	242	5,000	1,400
Thamesmead	121	1,500	3,000
Ilford	56		5,500
<b>TOTAL</b>	<b>1,812</b>	<b>210,700</b>	<b>52,400</b>

source GLA 2003

- 5.64 Eastern City Fringe. The arc from Shoreditch round the eastern fringes of the City to Wapping contains a number of accessible, relatively central sites with significant development capacity. The area includes two Opportunity Areas – Bishopsgate/South Shoreditch and Whitechapel/Aldgate. Because of its proximity to the City, the area provides particular scope to support London’s critical mass of financial and business services in ways that can contribute to the Mayor’s sustainability objectives and underpin clustering of economic activity, such as creative industries. The Eastern City Fringe contains some of London’s most deprived inner city communities as well as affluent new quarters and London’s largest Bangladeshi neighbourhood. Interspersed with these are affordable business premises, some serving the local communities, others meeting the needs of national and international business and others which have developed into strategically important commercial and cultural attractions in their own right, such as Spitalfields, Shoreditch and Brick Lane. While some parts are environmentally degraded, others are good quality Conservation Areas or heritage neighbourhoods.
- 5.65 Isle of Dogs. Canary Wharf is already known globally as a prime focus for banking headquarters, as well as for financial and business services. The number of jobs in the area has risen from 19,000 in the early 1990s to 57,000 in 2001, mostly in financial and business services. Although not physically part of central London, many of the future activities on the Isle

of Dogs are interdependent with central London. Development densities should reflect this.

- 5.66 The planning framework for the area should consolidate and expand this role. It should aim to accommodate at least 150,000 jobs in total by 2016. This requires not just partnership working to bring forward adequate land but a significant enhancement to transport capacity. Development in the Isle of Dogs should complement the international offer of the Central Activities Zone and support a globally competitive business cluster.
- 5.67 The planning framework should also co-ordinate provision of at least 3,500 additional dwellings, increasing the population in the area by around 9,000. This would help meet London's strategic housing need and support a wider mix of services for both residents, workers and nearby communities.
- 5.68 Stratford. Stratford is already one of the best connected places in London in terms of public transport. This will be improved by the CTRL and Crossrail 1. The new A12 extension has greatly improved road access. As well as the rail lands, Stratford town centre offers considerable scope for intensification. Regeneration through a properly structured partnership could provide an opportunity to redress some of the greatest concentrations of deprivation in the country, which are found in nearby communities.
- 5.69 The planning framework for the area should build on existing proposals to harness transport, development and labour market capacity and create a major new commercial centre at Stratford, drawing on the CTRL links to establish a new mixed use European Business Quarter for London. This could accommodate some 600,000 square metres of office space over the next 10 to 15 years, generating over 30,000 jobs. It should be complemented by strategically significant new retail and leisure provision sufficient to ensure that Stratford develops as a new 'Metropolitan' town centre (as defined in Annex 1) for East London and at least 4,500 new homes to suit a range of requirements. Close integration of new development on the rail lands and rejuvenation of the existing town centre, including physical links, is crucial.
- 5.70 The Lower Lea Valley. This area, stretching from Hackney Wick in the north to Canning Town and beyond to the Thames in the south, is an industrial area based around a network of canals and watercourses. Many of the industrial premises are in low-grade uses and only partially occupied, which give parts of the area a poor appearance. The railway forms a barrier to development opportunities towards the west. The exact boundaries of the SELs in the Lower Lea will need to be defined through



the planning framework for this area to optimise the utility of the industrial offer and release surplus land for mixed-use development.

- 5.71 The area has been identified as the core location for a London Olympic bid for 2012. The planning framework must reflect this bid (see Policy 3D.5) and draw on the area's excellent public transport connections, particularly at West Ham and Canning Town, where there is the potential to create high-density development hubs. It should guide the extension of the cluster of creative industries at Three Mills to other parts of the area. The network of watercourses creates the potential for a much higher quality environment, able to attract modern business facilities, substantially more than 6,000 new housing units and leisure opportunities, and including enhanced public open space. Site assembly and land decontamination are needed to help enable the full potential of the area to be realised. The Sub-Regional Development Framework for this sub-region will be integrated with that for North London and provide the flexibility necessary to secure sustainable regeneration of the whole Lee Valley and Stratford.
- 5.72 The Royal Docks. The docks have already been transformed from a derelict expanse to a high quality development area with modern infrastructure and facilities. The planning framework should draw on existing initiatives to guide the provision of new housing and enhance the quality of the environment. It should also promote development of a new urban quarter at West Silvertown and promote a major new visitor attraction to provide the focus for facilities and community activity that the area currently lacks. The DLR City Airport extension will support further growth of the City Airport, providing a direct link between the airport and central London, with the extension to North Woolwich improving access from the south. In the longer term, Crossrail 1 or other improvements to public transport could help sustain further housing and economic development. The Thames Gateway Bridge will be important in opening up links to south-east London and so supporting development and intensification.
- 5.73 London Riverside. London Riverside includes extensive development opportunities at Dagenham Dock and within South Dagenham, South Hornchurch and Rainham and is adjoined by 500 hectares of open space including Rainham Marshes. The area has suffered from economic decline, a degraded environment, and poor accessibility, but recent developments have begun to reverse these trends with, for example, completion of the new A13, development of the Centre of Engineering and Manufacturing Excellence (CEME), and the establishment of a large RSPB nature reserve. The planning framework should reflect the vision of the Urban Strategy







for London Riverside (July 2002) adopted as Interim Planning Guidance by the two boroughs, Barking and Dagenham and Havering.

- 5.74 It should plan for compact, mixed urban communities at South Dagenham, along the A1306 East, and in Rainham. The core employment areas should be developed as a leading centre for innovation and high-tech manufacturing, for industries that serve London, and for the growth sector of environmental technology. The adjacent Rainham Marshes and riverside open space should be planned to provide a regionally important environmental and leisure asset for East London. Improved public transport will be needed, building on plans for a DLR extension and east London transit schemes to serve London Riverside, looking at the potential for improved services and additional stations along the current rail corridor, and extended bus services. Development can build around current already good public transport links at Barking town centre which is the major retail and transport node for London Riverside. The planned changes should enable the minimum figures for new homes and jobs to be substantially exceeded, the scale and timing will be determined through the Sub-Regional Development Framework.
- 5.75 Barking Reach is a 210 hectare riverside area of derelict and vacant land. It is London's single largest housing development opportunity, with capacity for as many as 10,000 new homes if transport and development constraints could be addressed. It has therefore been identified as an Opportunity Area in its own right, although it forms part of the wider London Riverside area. The planning framework should focus on creating a successful and attractive residential community. It should establish not just a high quality environment and a full range of community facilities but a whole new urban area with a distinct character of its own, which should change the image of the area as a place to live.
- 5.76 The development should be considered as a new urban settlement within the city, with strong links to Barking town centre, its nearby 'Major' centre (as defined in Annex 1). It should include a local centre with high-density, mixed-used development comprising leisure and other services, together with urban residential densities in the surrounding areas. Improvements to public transport such as an extension to the DLR and implementation of the East London Transit will be necessary to support this level of development. The planning framework should also contain proposals to deal with contamination, to provide new access roads and utilities, to deal with unsightly overhead power cables and to provide new public open spaces.

- 5.77 Deptford Creek/Greenwich Riverside. The waterside and heritage character of parts of this area coupled with recent public transport improvements give it considerable regeneration potential. This will be further enhanced through proposed additional Thames river crossings. Regeneration would benefit major concentrations of deprived communities across three boroughs (Greenwich, Lewisham and Southwark). The planning framework should build on these assets and historic regeneration investment to sustain the rejuvenation of the area. It should address large-scale regeneration opportunities, including parts of Convoys Wharf, as well as harnessing market potential for smaller scale leisure and tourism-related provision. It should explore potential for a cultural quarter to complement similar initiatives nearby and seek additional housing.
- 5.78 Greenwich Peninsula. The peninsula has the land capacity for substantial amounts of development, which could contribute to the wider regeneration of the Thames Gateway and east London. The main focus of development should be at the north of the peninsula around the Dome and the Jubilee Line station. Here, a dramatic new urban quarter could be created through high-density development with minimal parking provision, using innovative architecture to reinforce a high quality environment.
- 5.79 The Greenwich Peninsula can play two important strategic roles. First, the development of the Dome as a leisure attraction of international significance. Secondly, as a major contributor to meeting London's need for additional housing. Taking this into account, the planning framework should include plans for more than 7,500 new homes provided over a 10- to 15-year period. In addition to leisure facilities focused on the Dome, some commercial development to provide a sustainable community and support London's overall economic growth should be accommodated on the peninsula. This should be focused on the Jubilee Line station and should be phased to recognise the existing public transport constraints. Substantial commercial development should not be promoted until new public transport capacity is available.
- 5.80 Belvedere and Erith is a self-contained area of specialised industrial uses, including waste related operations and manufacture of building products. These activities tend to make the area unattractive, although recent development has achieved high standards of design. The large sites and location away from sensitive uses enable industrial uses to operate with maximum flexibility. There is substantial potential for employment-generating development through several large, vacant sites. Improved infrastructure and landscaping would make the area more attractive, as would the renewal of older plant. The existing businesses contribute to



the diversity of the London economy and employment opportunities, and the area should be protected as an industrial location to accommodate these uses. Improvements in accessibility through Crossrail 1 and the Thames Gateway bridge will support regeneration and intensification.



- 5.81 Thamesmead. A large potential development area with an attractive riverside setting lies to the west of Thamesmead centre and the central lake. The development of this area represents a strategic housing opportunity that should provide new community and recreation facilities together with improved open space and Metropolitan Open Land. Development should be phased to accommodate the Thames Gateway river crossing approach road which will open up access to employment opportunities north of the river. The proposed Greenwich Waterfront Transit will link the area effectively into the public transport system providing fast, direct links between Thamesmead, Woolwich and Greenwich.
- 5.82 Ilford. Ilford is both an Opportunity Area and a ‘Metropolitan’ town centre (as defined in Annex 1) serving outer east London. The opportunity exists to provide up to 5,500 additional homes on development sites surrounding the town centre. In addition, Ilford town centre should develop a new leisure-oriented role to complement the proposed development at Stratford. Initial phases of residential development are underway. Longer term development would be assisted by improved transport links, particularly Crossrail 1 and the East London Transit.

#### *Areas for Intensification in East London*

##### *Policy 5C.3 Areas for Intensification in East London*

The Areas for Intensification in the East London sub-region are shown in Table 5C.2, with indicative estimates of additional homes and jobs growth. To help accommodate growth, boroughs, in consultation with the Mayor, should promote development opportunities through higher density redevelopment at key transport nodes of good accessibility and capacity, and in town centres and seek to achieve higher levels of provision wherever possible, especially for housing.

**table 5C.2 Areas for Intensification in East London – indicative estimates of growth**

Areas for Intensification	Area (ha)	New jobs to 2016	New homes to 2016
Beckton	80	1,500	500
Woolwich Town Centre and Royal Arsenal	40	1,000	1,000
Kidbrooke	103	-	2,200

source GLA 2003

- 5.83 The general policy for Areas for Intensification is set out in Policy 2A.3.
- 5.84 Beckton contains up to 80 hectares of land available for development, in a potentially attractive location on the riverside and with good road access. However, there is currently insufficient road capacity to serve further major development. A planning framework for this area should guide the realisation of long-term opportunities for higher density development, taking advantage of riverside locations. This should be co-ordinated in line with greater public transport accessibility for example from the East London Transit scheme. Regeneration should be oriented towards the west to create synergy with the Royal Docks development, with opportunities for enhancing public open space around the River Roding.
- 5.85 The Kidbrooke Area centres on Kidbrooke rail station and could include the Ferrier housing estates together with adjoining recreation facilities. A masterplan for the redevelopment of the area is being prepared, with the aim of creating a sustainable mixed-use neighbourhood incorporating over 2,000 additional new homes. The development should focus on integrating the station, which will have improved links to north Greenwich, with the surrounding area and improving links within the area across existing roads and rail lines.
- 5.86 The Royal Arsenal is a 40 hectare development opportunity on the riverside that should raise the profile of Woolwich and encourage the wider regeneration of the town centre. Significant resources have already been invested in site clearance, new infrastructure, and upgrading the listed Arsenal buildings. The Royal Artillery Museum has opened and a mixture of uses should be accommodated on the rest of the site, including a cluster of creative industries. The A206 presents a barrier to movement between the site and the town centre. Attractive links between the two areas are required to ensure that the town centre benefits from visitors to the Arsenal and further investment is encouraged. The extension of the DLR to Woolwich will improve the accessibility of the



area and the Greenwich Waterfront Transit will improve links with Greenwich town centre and Thamesmead.

#### *Areas for Regeneration in East London*

- 5.87 The general policy for Areas for Regeneration is set out in Policy 2A.4. The East London sub-region contains London's largest concentration of deprivation, much of it in and around the Opportunity Areas. Many of the most deprived wards in London are concentrated in large areas of Tower Hamlets, Hackney and Newham with smaller areas in Greenwich, Barking, Dagenham and Havering (see Map 2A.2). In planning for these areas, boroughs should identify links that will enable their residents to benefit from the growth in nearby Opportunity Areas and in the Central Activities Zone. A combination of new transport links to these areas, training programmes, and capacity-building initiatives should ensure that development opportunities benefit and assist in regenerating local communities.
- 5.88 There is a general need throughout the sub-region to co-ordinate spatial, social and economic policies and action. In particular, its residents need to be equipped with the skills, access and support facilities that will allow them to benefit from job opportunities, especially in their own sub-region.

#### *Town centres in East London*

- 5.89 The general policy for town centres is set out in Policy 2A.5. A strategy for the network of town centres in the sub-region will be developed in the Sub-Regional Development Framework. Strategically designated town centres in the sub-region (shown on Map 5C.1) should be considered as opportunities for more intensive development and boroughs should consider how their roles could be consolidated or enhanced to meet retail and other consumer needs and to increase capacity for mixed-use development including housing. It is anticipated that Stratford, with a unique role in the regeneration of East London, will develop into a 'Metropolitan' centre (paragraph 5.69), Ilford, as a 'Metropolitan' centre, has particular opportunities for complementary mixed residential, leisure and other specialist development (paragraph 5.82). The Sub-Regional Development Framework should also explore the potential of centres like Bexleyheath, Barking, Dalston, Woolwich, Lewisham and Romford to provide accessible and more sustainable alternative attractions to regional shopping centres outside London and to increase housing and viable employment capacity.

#### *The suburbs of East London*

- 5.90 London's suburbs are one of its defining and most attractive features. However, as set out in Chapter 2, they also face a range of challenges

to redress historic under-investment and to secure sustainable forms of renewal. These challenges are particularly acute in parts of East London. The Sub-Regional Development Framework should draw on Policy 2A.6 and the proposed 'sustainable suburbs toolkit' to address local circumstances for implementation through UDPs, Community Strategies and other local strategies.

*Strategic Employment Locations in East London*

- 5.91 The East London sub-region contains over a third of London's SELs. However, substantial areas do not meet modern industrial requirements. Access, environmental and other factors also constrain their redevelopment. Partnership action, including the LDA in many cases, will be necessary to address these in accordance with Policy 3B.5. Declining industrial demand at the strategic level should inform development of criteria to manage the more local protection, release or enhancement of sites outside the SEL framework. In managing industrial land stocks, account should be taken of the need to make provision for waste management in line with the principle of self-sufficiency and taking account of some of central London's needs.

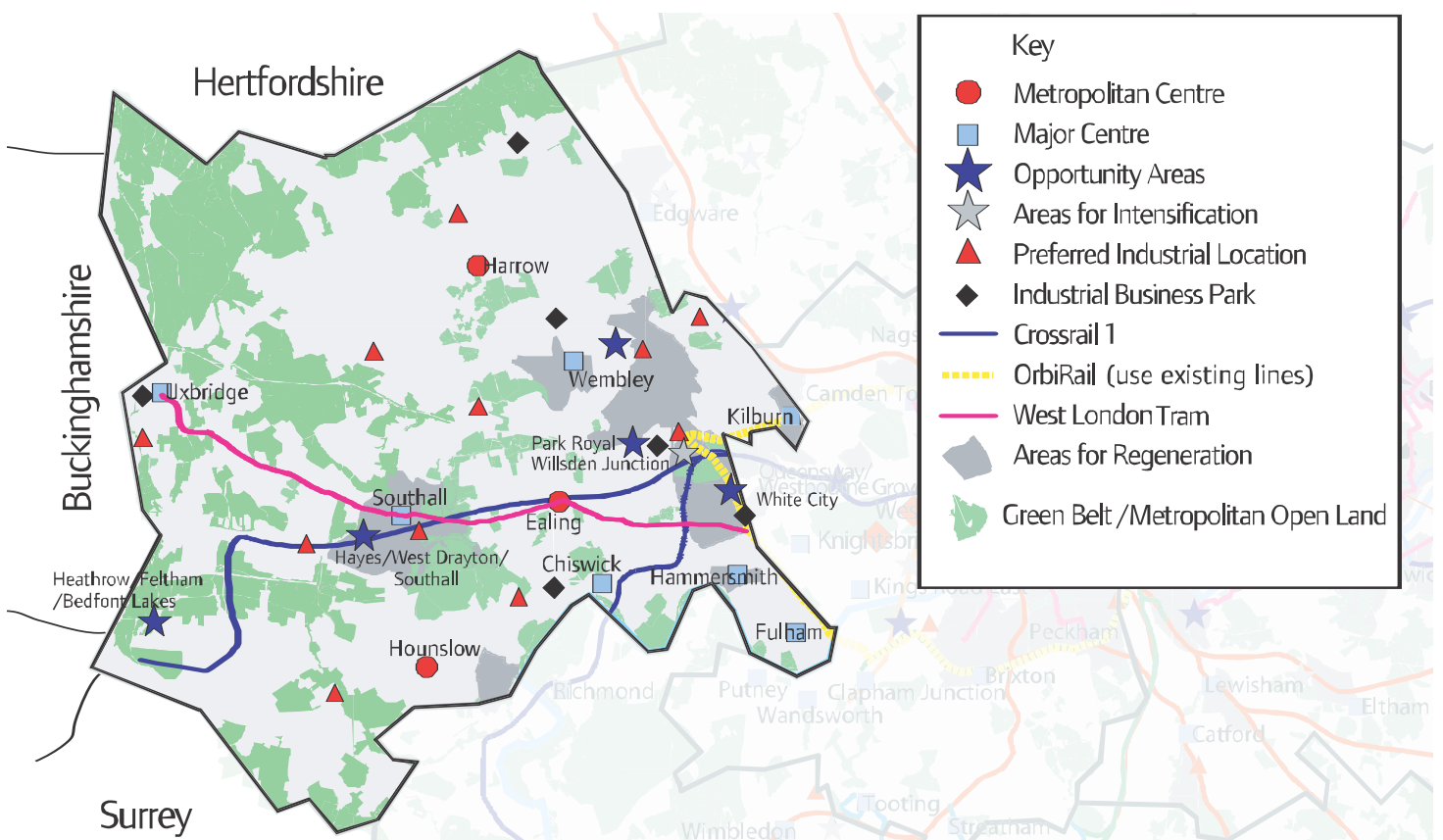


## 5D West London sub-region

### Definition and strategy

5.92 The West London sub-region comprises the six boroughs of Hammersmith & Fulham, Brent, Ealing, Harrow, Hillingdon and Hounslow. It has a population of almost 1.5 million and is shown on Map 5D.1

map 5D.1 West London sub-region



source GLA 2002

### Policy 5D.1 The strategic priorities for West London

The strategic priorities for the West London sub-region will be to:

- capture the benefits of the economic generators, including Heathrow, within the sub-region for residents, while ensuring that this development improves not degrades the environment
- realise the potential of Wembley as a nationally and internationally significant sports, leisure and business location, co-ordinated with town centre regeneration and new housing
- identify capacity to accommodate new job and housing opportunities and appropriate mixed-use development. This is especially important in relation to the Western Wedge, Heathrow Airport, Opportunity Areas and Areas for Intensification. It will include co-ordinating skills development, transport and planning to improve access to jobs for people from deprived communities in the sub-region





- maximise the number of additional homes, including affordable housing, by exceeding housing provision targets set out in this plan and secure mixed and balanced communities
- promote and intensify retailing, services, employment, leisure and housing in town centres and opportunities for mixed-use development
- plan for and secure the necessary financial resources to deliver planned transport infrastructure for the sub-region including local schemes that improve public transport, walking and cycling connections to town centres and employment locations. Particular priorities for the sub-region are Crossrail 1, the West London Tram, improved bus services and enabling more sustainable access to Heathrow Airport
- improve the variety, quality and access to available employment sites, especially within Strategic Employment Locations, to meet the identifiable demands for employment land
- ensure that social and community infrastructure is retained, enhanced and expanded where needed
- ensure that new development is sustainable, safe, secure and well designed, improves the environment, and takes account of the sub-region's heritage. The open space and Blue Ribbon Networks are key features. Air quality and noise in the Heathrow area are particular issues
- identify areas suitable for tall buildings
- plan for waste facilities in line with the principle of self-sufficiency, including limited provision to meet part of central London's needs.

The Mayor will work with sub-regional partnerships to develop a coherent Sub-Regional Development Framework for West London in which these priorities will be further developed.

- 5.93 Overall, West London is a thriving part of the city with a diverse economy including clusters of international businesses, a growing knowledge economy and some concentrations of manufacturing. This role should continue, with new development aimed at exploiting West London's dynamism and potential and addressing the needs of some significant pockets of deprivation, especially in inner parts such as Acton and Park Royal and more local pockets such as those around Hayes and Feltham.
- 5.94 West London could accommodate 45,000 additional homes and 86,000 new jobs. Much of this should be located in the 'Western Wedge', the London part of which extends from Paddington in central London through Park Royal and Wembley to Heathrow and its environs.

- 5.95 West London should derive greater benefit from the enormous growth potential around Heathrow airport. There is a relatively limited amount of brownfield development land and therefore much of the planned growth should be realised through higher density development, exploiting locations with good existing or potential access by public transport. There is a risk that valuable industrial sites may be lost through pressures from competing uses and sites with real long-term potential should be protected.
- 5.96 Existing transport capacity and planned additional transport investment should enable West London to accommodate the forecast level of growth. Improvements to local transport including buses, cycling and walking will be very important in facilitating local access especially in the earlier phases of the plan when major schemes have yet to come to fruition. Three schemes are proposed in the Mayor's Transport Strategy:
- an improved West London Line (Willesden Junction to Clapham Junction) passenger service, and the building of two new stations to serve developments in the West London Line corridor (at Shepherd's Bush and Chelsea Harbour), which would improve an important part of the core orbital rail network.
  - the proposed West London Tram would relieve congestion and create extra public transport capacity along a 20km corridor connecting Uxbridge, Southall, Hanwell, Ealing, Acton and Shepherd's Bush
  - the Crossrail 1 branch to the west is currently planned to serve Paddington, Heathrow and Kingston.
- 5.97 Improved access to Heathrow by more sustainable modes would contribute to its development and also make a major contribution to more sustainable development and especially to improving air quality.
- 5.98 The wider area of West London and the Thames Valley has experienced high rates of economic growth during the past decade. Much of this, in particular the international business element of growth, has located beyond the London boundaries. A coherent Sub-Regional Development Framework would help improve the economic performance in West London, and both address its social and economic needs and relieve some of the problems (such as skills shortages) associated with the population of the Thames Valley area. The Mayor is working in collaboration with SEERA, SEEDA and the LDA on a joint study and towards a collaboration strategy that will address these issues. Authorities on the other side of the West London boundary will be involved in the production of the Sub-Regional Development Framework.
- 5.99 West London's planning should also be co-ordinated with those of the other four London sub-regions. Access to Heathrow is important to the

western parts of the North and South sub-regions. It is especially important to achieve a compatible development programme with that of East London. A competitive approach between the two sub-regions would not be in London's best interest.

### *Opportunity Areas in West London*

#### *Policy 5D.2 Opportunity Areas in West London*

The West London Opportunity Areas are shown in Table 5D.1, with indicative estimates for homes and jobs growth. The Mayor will work with partners to draw up planning frameworks for these areas. These should inform UDP reviews and broader regeneration and community strategies and initiatives. Taking account of other policies, developments will be expected to maximise residential and non-residential densities and to contain mixed uses (see Chapter 3, Part B and Chapter 4, Part B). Given their scale, they are also likely to give rise to substantial planning obligations (see Policies 6A.4 and 6A.5). The general policy directions to be followed in the planning frameworks are indicated below.

**table 5D.1 Opportunity Areas in West London – indicative estimates of growth**

<b>Opportunity Areas</b>	<b>Area (ha)</b>	<b>New jobs to 2016</b>	<b>New homes to 2016</b>
Wembley	238	5,000	400
White City	30	11,000	1,200
Park Royal	470	10,000	-
Heathrow/Feltham/Bedfont Lakes/ Hounslow Town Centre	91	5,500	930
Hayes/West Drayton/Southall/ Stockley Business Park	371	35,000	5,800

source GLA 2003

- 5.100 Heathrow and environs. Heathrow is the country's largest passenger and freight airport. Terminal 5 will sustain it as one of London's main economic drivers in West London. Directly and indirectly, the airport exerts a significant influence on surrounding local economies throughout the 'Western Wedge' and outside London. This in turn helps to make outer West London one of the few suburban parts of the capital currently attractive for office development.
- 5.101 The planning framework should establish the scale of opportunities and mix of development and seek to harness more of the benefits of wider cross-boundary growth for Londoners. Objectives should include securing

local and sub-regionally important public transport improvements, reducing pressures for car use and parking, facilitating commercial site assembly, decontamination and intensification of use and bringing forward further housing capacity. The planning framework should also seek better access to the area's opportunities for local excluded communities, build on current strengths, such as Southall's ethnic identity and links with the Indian sub-continent, and enhance and protect the environment. The LDA and Heathrow Area Alliance should play central roles in developing and implementing the framework. It should focus on sites within two distinct Opportunity Areas:

- to the north of the airport, Hayes, Stockley Business Park, West Drayton and Southall
- to the south of the airport, Feltham, Bedfont Business Park and Hounslow town centre.

5.102 Park Royal. This Opportunity Area is closely associated with the longer term development potential at Willesden Junction and the brownfield railway lands, old industrial and vacant land south to Old Oak Common. The planning framework should build on the sheer scale of Park Royal and address the need for site assembly and decontamination and improvements to local access and the environment. A longer term, strategic perspective should take account of London's future rail freight requirements and their land use implications and the scope for improvements in strategic rail accessibility.



5.103 Wembley represents a nationally important Opportunity Area for leisure-related development. The planning framework should recognise its historic sporting and assembly associations and integrate the proposed new world-class stadium and other facilities, including the Arena and Conference Centre, with new leisure-related development. It should take account of the key role of public transport in sustaining such generators of heavy demand for mass movement, including upgrading the three stations (Central, Stadium and Park) and improving links between them and the strategic leisure facilities. This will contribute to the regeneration of Wembley as a town centre and to meeting sub-regional housing needs with new homes expected to be substantially greater than the minimum 400 in table 5D.1.

5.104 White City already has permission for significant new retail provision. It abuts a wider 30 hectare area where there is pressure and scope to intensify activity. This is of more than local importance. It should be co-ordinated strategically to support the viability of other West and Central London centres and to ensure that development is based on public transport rather than more intensive use of parking provision,

which is already excessive and damaging and which ideally should be reduced over time. The planning framework should resist further extension of retail and parking provision, build on the area's existing strengths as a centre of broadcasting excellence, increase affordable housing provision and develop the area's potential to contribute to rejuvenation of the office market beyond central London. It should also relate to the intensification of development at Shepherd's Bush.

#### *Areas for Intensification in West London*

##### *Policy 5D.3 Area for Intensification in West London*

The Area for Intensification in the West London sub-region are shown in Table 5D.2, with indicative estimates of additional homes and jobs growth. To help accommodate growth, boroughs, in consultation with the Mayor, should promote development opportunities through higher density redevelopment at key transport nodes of good accessibility and capacity, and in town centres and seek to achieve higher levels of provision wherever possible, especially for housing.

**table 5D.2 Area for Intensification in West London – indicative estimates of growth**

<b>Area for Intensification</b>	<b>Area (ha)</b>	<b>New jobs to 2016</b>	<b>New homes to 2016</b>
Willesden Junction	96	3,600	500

*source* GLA 2003

- 5.105 The general policy for Areas for Intensification is set out in Policy 2A.3.
- 5.106 Willesden Junction has potential for substantial employment growth and some housing. It should be planned in co-ordination with Park Royal and the development potential to the south of Old Oak Common.

#### *Areas for Regeneration in West London*

- 5.107 The general policy for Areas for Regeneration is set out in Policy 2A.4. Despite being a relatively affluent sub-region, there are significant areas of acute deprivation within the West London sub-region, concentrated around Acton and Park Royal. A combination of new transport links to these areas, training programmes, and capacity-building initiatives is needed to ensure that development within and beyond the sub-region benefits and assists in regenerating local communities. In planning for these areas, boroughs should identify links that will enable their residents to benefit from the growth in nearby Opportunity Areas and in the Central Activities Zone.



- 5.108 There is a general need throughout the sub-region to co-ordinate spatial, social and economic policies and action. In particular its residents need to be equipped with the skills, access and support facilities that will allow them to benefit from job opportunities, especially in their own sub-region.

*Town centres in West London*

- 5.109 The general policy for town centres is set out in Policy 2A.5. A strategy for the network of town centres in the sub-region will be developed in the Sub-Regional Development Framework. Strategically designated town centres in the sub-region (shown on Map 5D.1) should be considered as opportunities for more intensive development and boroughs should consider how their roles could be consolidated or enhanced to meet retail and other consumer needs and to increase capacity for mixed-use development including housing. The Sub-Regional Development Framework should, in particular, explore the implications of developing a wider role for Uxbridge, of better integrating of Ealing Broadway / West Ealing and Shepherd's Bush/White City and of regenerating Wembley. The implications for Hounslow's Western International Market of the proposed review of London's wholesale markets should be taken into account.



- 5.110 The planned West London Tram between Uxbridge and Shepherd's Bush would generate capacity and support the growth of these town centres. Ealing would benefit from the scheme as well as from the substantial growth in capacity gained through Crossrail 1. Opportunities for intensification at other town centres in West London, including Harrow, should be exploited.

*The suburbs of West London*

- 5.111 London's suburbs are one of its defining and most attractive features. However, as set out in Chapter 2, they also face a range of challenges to redress historic under-investment and to secure sustainable forms of renewal. These challenges vary from place to place within the sub-region. The Sub-Regional Development Framework should draw on Policy 2A.6 and the proposed 'sustainable suburbs toolkit' to address local circumstances for implementation through UDPs, Community Strategies and other local strategies.

*Strategic Employment Locations in West London*

- 5.112 West London contains a quarter of London's SELs. Though parts require remediation to meet modern industrial needs, relatively buoyant demand provides particular potential to support renewal in accordance with Policy 3B.5. This general level of demand should also inform the development of criteria to guide the management of smaller sites outside the SEL

framework. In managing the stock of industrial land, account should also be taken of provision for waste management in line with the principle of self-sufficiency and taking account of some of central London's needs.

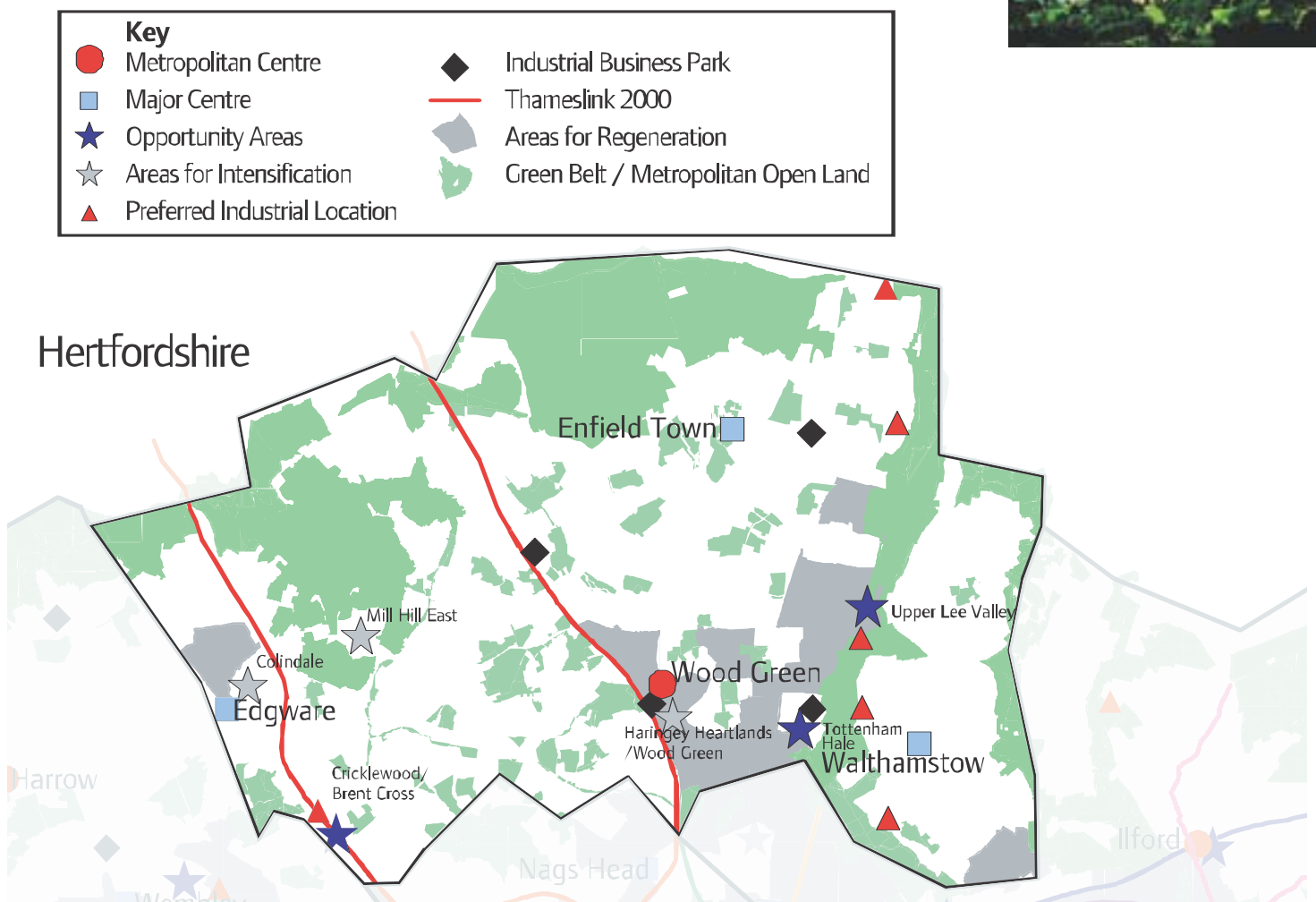
## 5E North London sub-region

### Definition and strategy

5.113 North London comprises the boroughs of Barnet, Enfield, Haringey and Waltham Forest and has a population of 1.1 million. It is shown on Map 5E.1.



map 5E.1 North London sub-region



source GLA 2002

### Policy 5E.1 The strategic priorities for North London

The strategic priorities for the North London sub-region will be to:

- deliver the London element of the government’s priority for the London-Stansted-Cambridge corridor for development, regeneration and transport improvement, while recognising the links with other parts of the corridor
- identify capacity to accommodate new job and housing opportunities and appropriate mixed-use development. This is especially important in relation to the Upper Lee Valley and other Opportunity Areas and



Areas for Intensification. It will include co-ordinating skills development, transport and planning to improve access to jobs for people from deprived communities in the sub-region

- maximise the number of additional homes, including affordable housing, by exceeding housing provision targets set out in this plan and secure mixed and balanced communities
- promote and intensify retailing, services, employment, leisure and housing in town centres and opportunities for mixed-use development
- plan for and secure the necessary financial resources to deliver planned transport infrastructure for the sub-region, including local schemes that improve public transport, walking and cycling connections to town centres and employment locations. Particular priorities for the sub-region are Thameslink 2000, improved bus services and improved links with Stansted and Stratford and potentially, in the longer term, Crossrail 2
- improve the variety, quality and access to available employment sites, especially within Strategic Employment Locations, to meet the identifiable demands for employment land
- ensure that social and community infrastructure is retained, enhanced and expanded where needed
- ensure that new development is sustainable, safe and secure and well designed, improves the environment and takes account of the sub-region's heritage. The open space and Blue Ribbon Networks are key features, in particular the Lee Valley Park
- identify areas suitable for tall buildings
- plan for waste facilities in line with the principle of self sufficiency including limited provision to meet part of central London's needs.

The Mayor will work with sub-regional partnerships to develop a coherent Sub-Regional Development Framework for North London in which these priorities will be further developed.

- 5.114 Economic performance in the sub-region has been varied in recent years with some strong employment growth, notably in Barnet, but with other areas of continuing deprivation and stagnation, for example, in parts of the Upper Lee Valley and the industrial areas around the North Circular Road.
- 5.115 This plan proposes that North London should accommodate some 47,000 additional homes and 26,000 new jobs by 2016. Development should be focused upon Opportunity Areas with particular emphasis upon the Upper Lee Valley and the town centres.

- 5.116 An extremely important stimulus to the regeneration of the Lee Valley, and to the economy of London and the UK, will come from the development of the bid for London to host the 2012 Olympic Games. The proposals in that bid will follow the policies of this plan and will seek to maximise the benefits that will accrue to the Lee Valley and the sub-region as a whole. The Sub-Regional Development Framework will set a fuller spatial planning context for the formulation of the bid.
- 5.117 The Mayor is working with the Government Office for London, the LDA and others to investigate the potential for more growth in the London part of the London-Stansted-Cambridge growth area, in accordance with the government's Sustainable Communities Plan. This will seek to maximise development and regeneration opportunities, particularly for the Upper Lee Valley, exploiting the potential of Stratford, Stansted and other strategic transport links. The corridor and transport links between North London and Luton Airport also require strategic co-ordination. There are especially strong links into the Thames Gateway and sub-regional strategies should therefore be co-ordinated. Similarly, there should be co-ordination with the Opportunity Areas near the West London boundary.
- 5.118 The Sub-Regional Development Framework should reflect and review the availability of land for industry and should take into account the attractiveness of the sub-region's relatively good access to the M25 and other major links.
- 5.119 Regeneration of the Lee Valley, and associated development in the London-Stansted-Cambridge corridor, will require substantial enhancements to the rail network.
- The West Anglia Route Modernisation programme would enhance services on the Lee Valley line to Stansted and link Stratford to Stansted airport. Although this is not a current priority for the Strategic Rail Authority, it is essential that work progresses on this during the plan period.
  - Crossrail 2 is yet to be fully planned, but could open up rail access to key regeneration areas in north-east London, through Hackney and potentially into the Lee Valley. It could provide new journey opportunities and relief to the Victoria Line corridor. This scheme is unlikely to be implemented until towards the end of the plan period but it is essential that it remains a priority and its relationship with West Anglia Route Modernisation is clear.



- 5.120 Improvements in local transport, including the planned increase in bus capacity of 40 per cent by the end of the plan period across London, better cycling and walking facilities are also important for the development of the North London sub-region. These should particularly strengthen connections to town centres and employment locations.

### *Opportunity Areas in North London*

#### *Policy 5E.2 Opportunity Areas in North London*

The North London Opportunity Areas are shown in Table 5E.1, with indicative estimates for homes and jobs growth. The Mayor will work with partners to draw up planning frameworks for these areas. These should inform UDP reviews and broader regeneration and community strategies and initiatives. Taking account of other policies, developments will be expected to maximise residential and non-residential densities and contain mixed use (see Chapter 3, Part B and Chapter 4, Part B). Given their scale, they are also likely to give rise to substantial planning obligations (see Policies 6A.4 and 6A.5). The general policy directions to be followed in the planning frameworks are indicated below.

**table 5E.1 Opportunity Areas in North London – indicative estimates for growth**

<b>Opportunity Areas</b>	<b>Area (ha)</b>	<b>New jobs to 2016</b>	<b>New homes to 2016</b>
Upper Lee Valley	416	10,000	700
Tottenham Hale	26	5,000	200
Cricklewood / Brent Cross	107	5,000	5,000

*source* GLA 2003

- 5.121 The Upper Lee Valley is a six-mile corridor extending north from Tottenham Hale to the M25, focused around a regional park. Together with the Blackhorse Lane and Leyton ‘industrial villages’ in Waltham Forest, it comprises one of the largest clusters of manufacturing and technology-led industrial estates in London (with leisure and sports-based activities at Picketts Lock). These help broaden London’s economic base and provide employment for nearby, often deprived, communities. The corridor is linked to the M25 by the A1055 road and to Stansted Airport by the West Anglia railway.
- 5.122 There are several development sites within the area, and the main requirement is for high quality renewal, including modernising estates and improving transport. This will enable retention of key anchor firms and encourage new business growth. Innova Park at the northern end of the

corridor should provide a focus for growth of new knowledge-based industry, including new media and ICT. The Lee Valley Regional Park Authority and water utilities should collaborate with the boroughs in relating industrial renewal to the environmental assets of the Lee Valley Park and the green belt.

- 5.123 Tottenham Hale, a well-established manufacturing area, offers significant redevelopment opportunity. Areas north and east of the station contain mixed industrial uses (e.g. waste, storage) in new and old buildings. The area has good public transport accessibility with mainline rail services to central London, Stansted Airport and the Upper Lee Valley, and Underground services. However, the local road network requires reorganisation to enable more efficient use of the land.
- 5.124 The area could accommodate higher density development, particularly close to the station and become the main service area focus for the sub-region. Plans for a new 10,000 student teaching campus for Middlesex University should provide an opportunity to establish a stronger identity to the area, and site assembly may be key to enable more comprehensive higher density development.
- 5.125 Cricklewood/Brent Cross. This area combines the expanse of former railway land to the north, and the industrial land to the east of Cricklewood Station, together with Brent Cross regional shopping centre across the A406 North Circular Road. Subject to its development as an integrated entity, the planning framework should seek the redevelopment of Brent Cross as a town centre complementing the roles of other centres nearby. This should be informed by an independent assessment of the need for and impact of further retail development. Redevelopment as a town centre would entail an extension of town centre activities beyond retail including housing with no increase in current parking levels. The planning framework should make provision for at least 5,000 additional homes together with local ancillary services and a rail station on the Cricklewood site. Any new development should be contingent upon provision of improved public transport and accessibility across the area. The future use of the railway lands will be influenced by Policy 3C.4 – Land for Transport Functions.



#### *Areas for Intensification in North London*

##### *Policy 5E.3 Areas for Intensification in North London*

The Areas for Intensification in the North London sub-region are shown in Table 5E.2, with indicative estimates of additional homes and jobs growth. To help accommodate growth, boroughs, in consultation with

the Mayor, should promote development opportunities through higher density redevelopment at key transport nodes of good accessibility and capacity and in town centres and seek to achieve higher levels of provisions wherever possible, especially for housing.

**table 5E.2 Areas for Intensification in North London – indicative estimates of growth**

Areas for Intensification	Area (ha)	New jobs to 2016	New homes to 2016
Mill Hill East	38	500	2,000
Colindale	42	500	2,000
Haringey Heartlands/Wood Green	30	1,500	1,000

source GLA 2003

- 5.126 The general policy for the Areas for Intensification is set out in Policy 2A.3.
- 5.127 Opportunities for redevelopment exist around the Underground station at Mill Hill East, principally at the MOD Inglis Barracks, Mill Hill gas works, and council depot sites. Development would be primarily new housing at higher densities, with a mix of uses to provide local employment and servicing.
- 5.128 In Colindale, the regeneration of the Grahame Park estate and the availability of land at the former RAF East Camp and other adjoining sites, represent an opportunity to provide at least an additional 2,000 homes together with a range of leisure and other uses in recognition of the tourism focus associated with Hendon RAF Museum. There are emerging areas for redevelopment, such as the hospital site, which could add significantly to the capacity of this area.
- 5.129 A planning framework for Haringey Heartlands/Wood Green should co-ordinate the range of development opportunities on the railway and industrial lands to the south-west of Wood Green town centre. These sites include the Clarendon Road gas works, adjacent Coburg Road industrial area and Hornsey waterworks on the north side of Hornsey High Street. There is significant scope for enhancement of these areas, building on the area's industrial heritage. Site assembly and provision of better links with the town centre will be key to a comprehensive development. The provision of sustainable high density mixed-use development for housing, leisure, retail, employment and open space should be included in any



redevelopment plans. Opportunities should be taken to redevelop parts of Wood Green town centre for high-density, mixed-use schemes.

#### *Areas for Regeneration in North London*

- 5.130 The general policy for Areas for Regeneration is set out in Policy 2A.4. Some of London's 20 per cent most-deprived wards extend up the Lee Valley into North London and include eastern Haringey (particularly Tottenham), south-east Enfield (Edmonton) and Waltham Forest (Leyton). The relationship of these areas to the defined Opportunity Areas of the Upper Lee Valley, Tottenham Hale and Stratford is important as well as links with development opportunities within and beyond the sub-region, particularly those associated with Stansted Airport. A combination of new transport links to these areas, training programmes, and capacity-building initiatives is needed to ensure that development within and beyond the sub-region benefits and assists in regenerating local communities.
- 5.131 There is a general need throughout the sub-region to co-ordinate spatial, social and economic policies and action. In particular, its residents need to be equipped with the skills, access and support facilities that will allow them to benefit from job opportunities, especially in their own sub-region.

#### *Town centres in North London*

- 5.132 The general policy for town centres is set out in Policy 2A.5. A strategy for the network of town centres in the sub-region will be developed in the Sub-Regional Development Framework. Strategically designated town centres in the sub-region (shown on Map 5E.1) should be considered as opportunities for more intensive development and boroughs should consider how their roles could be consolidated or enhanced to meet retail and other consumer needs and to increase capacity for mixed-use development including housing. The Sub-Regional Development Framework will guide the evolution of Brent Cross regional shopping centre into an integrated town centre. This should not compromise the potential of Wood Green, Wembley, Harrow and other centres to provide sustainable access to higher quality goods and services.

#### *The suburbs of North London*

- 5.133 London's suburbs are one of its defining and most attractive features. However, as set out in Chapter 2, they also face a range of challenges to redress historic under-investment and to secure sustainable forms of renewal. Some of these challenges are particularly acute in parts of North London. The Sub-Regional Development Framework should draw on Policy 2A.6 and the proposed 'sustainable suburbs toolkit' to address local circumstances for implementation through UDPs, Community Strategies and other local strategies.

*Strategic Employment Locations in North London*

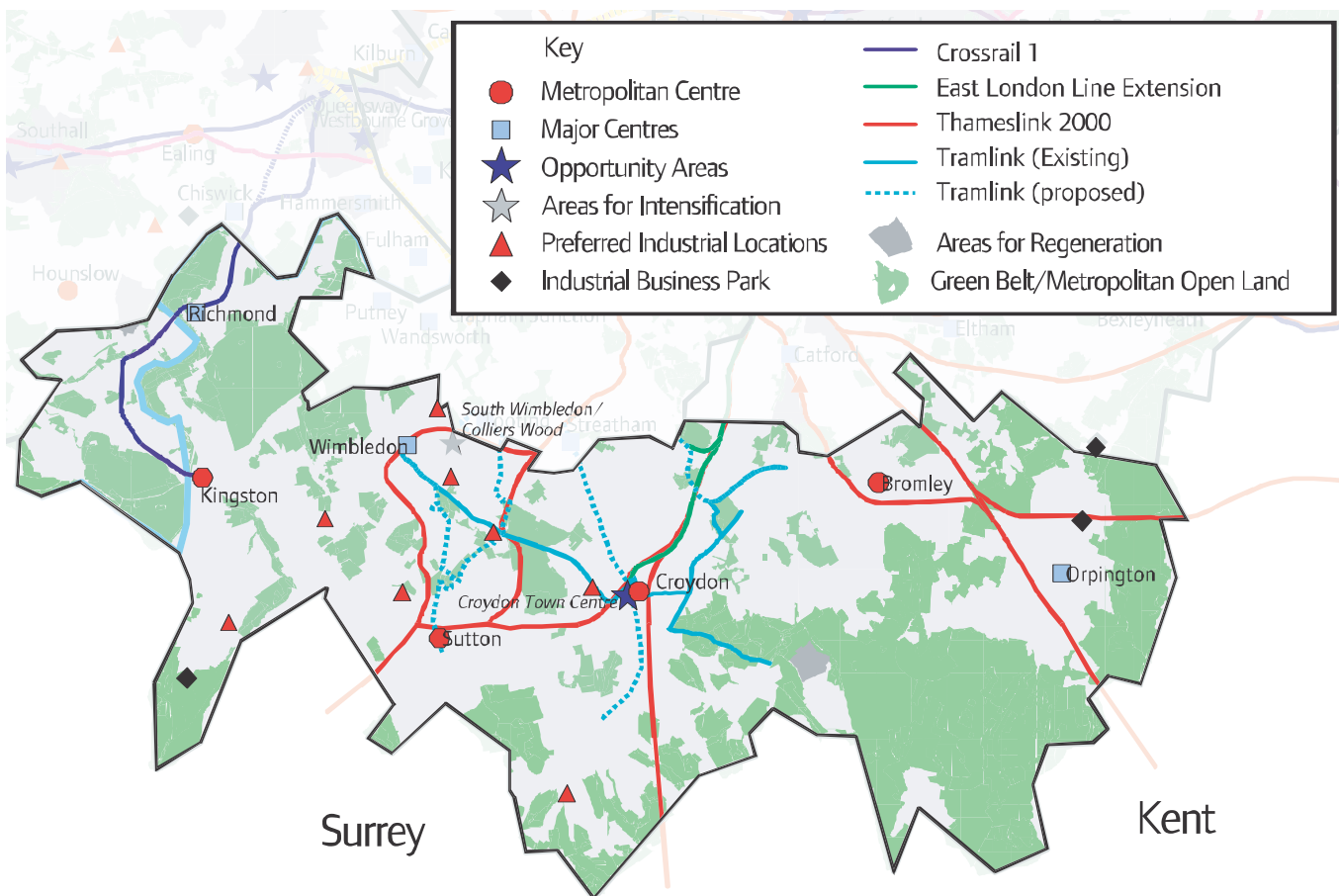
- 5.134 North London contains 10 SELs. Historically some of these have been subject to particular pressures for changes to retailing and other inappropriately located uses. The Sub-Regional Development Framework should ensure that their capacity to meet future industrial need is sustained in accordance with Policy 3B.5. In developing criteria to manage any release of surplus sites outside the SEL framework, boroughs should take account of the need to maximise housing provision, especially affordable housing and to resist proposals for inappropriately located retail and leisure development. In managing the stock of industrial land, account should be taken of the need to make provision for waste management facilities in line with the principle of self-sufficiency and taking account of some of central London's needs.

## 5F South London sub-region

### Definition and strategy

5.135 The South London sub-region comprises the boroughs of Bromley, Croydon, Merton, Sutton, Kingston and Richmond. It has a population of 1.3 million and is shown on Map 5F.1

map 5F.1 South London sub-region



source GLA 2002

### Policy 5F.1 The strategic priorities for South London

The strategic priorities of the South London sub-region will be to:

- promote opportunities to increase employment and housing within the sub-region to secure increased self-sufficiency
- identify capacity to accommodate new job and housing opportunities and appropriate mixed-use development. This is especially important in relation to the Croydon town centre Opportunity Area and securing regeneration in the Wandle Valley. It will include co-ordinating skills development, transport and planning to improve access to jobs for people from deprived communities in the sub-region



- maximise the number of additional homes, including affordable housing, by exceeding housing provision targets set out in this plan and secure mixed and balanced communities
- promote and intensify retailing, services, employment, leisure and housing in town centres and opportunities for mixed-use development
- plan for and secure the necessary financial resources to deliver planned transport infrastructure for the sub-region including local schemes that improve public transport, walking and cycling connections to town centres and employment locations. Particular priorities for the sub-region are securing Crossrail 1 to Kingston, Thameslink 2000, improvements to National Rail services, development of orbital public transport including Croydon Tramlink extensions and local improvements to bus, cycle and pedestrian links
- improve the variety, quality and access to available employment sites, especially within Strategic Employment Locations, to meet the identifiable demands for employment land
- ensure that social and community infrastructure is retained, enhanced and expanded where needed
- ensure that new development is sustainable, safe and secure and well designed, improves the environment and takes account of the sub-region's heritage. The open space and Blue Ribbon Networks are key features, in particular the Wandle Valley and the Thames
- identify areas suitable for tall buildings
- plan for waste facilities in line with the principle of self-sufficiency, including limited provision to meet part of central London's needs.

The Mayor will work with sub-regional partnerships to develop a coherent Sub-Regional Development Framework for South London in which these priorities will be further developed.

- 5.136 South London is a relatively prosperous sub-region, noted for its high environmental quality, with a diverse economy, a major office location in Croydon town centre and the economic benefits of proximity to Gatwick Airport. Many businesses, particularly in the Wandle Valley, are in a supply-chain relationship with the central London economy. There are also important local economies in services such as retail, leisure and logistics and in new industrial sectors.
- 5.137 The sub-region has strong radial as well as orbital linkages to the other sub-regions. These should be recognised in the Sub-Regional Development Framework. Though Wandsworth is part of Central London it also has strong links with South London, especially through the Wandle

Valley. Richmond and Kingston have close associations with West London and Bromley with parts of East London

- 5.138 South London's development opportunities are mostly small scale, compared with other London sub-regions, and are concentrated in the town centres and along the Wandle Valley corridor, the part of South London most in need of renewal. Nevertheless South London can make a considerable contribution to accommodating further economic development, particularly where transport infrastructure improvements are proposed.
- 5.139 South London has been characterised by strong residential development in recent years. The plan proposes that the sub-region should accommodate 42,000 new homes by 2016. On the basis of historic trends and development capacity so far identified, the sub-region could accommodate around 36,000 new jobs by 2016. The Sub-Regional Development Framework should investigate the potential to increase this in light of a realistic, strategic appraisal of demand.
- 5.140 There are important linkages with the areas to the south of the London boundary and especially to Gatwick airport and its surrounds. The Mayor will work with SEERA and others to co-ordinate strategy. There are also important links to the east and west, where improved public transport connections to Heathrow will be beneficial for places to the west of South London. The production of the Sub-Regional Development Framework will involve authorities on the other side of the South London boundary.
- 5.141 Existing transport capacity and planned transport investment will enable the South London sub-region to accommodate the level of economic growth so far anticipated. Local transport improvements will help to improve local access, especially to town centres and employment locations and to encourage demand for further economic investment. Four large schemes are proposed:
- Potential extensions to Croydon Tramlink could be developed where this is beneficial and there is demand from existing and new developments.
  - Thameslink 2000 would significantly reduce journey times to central London and benefit Wimbledon, Croydon, Sutton, Mitcham and Bromley.
  - One of the western arms of Crossrail 1 is proposed to terminate at Kingston.

- The southern extension of the East London Line will see services running through to West Croydon, Crystal Palace and Clapham Junction, providing improved orbital access.

5.142 In the longer term, Wimbledon would benefit from being the southern focus of Crossrail 2. This would improve accessibility significantly and enhance the prospects for more intensive development.

*Opportunity Area in South London*

*Policy 5F.2 Opportunity Area in South London*

The South London Opportunity Area is shown in Table 5F.1, with its indicative estimates for homes and jobs growth. The Mayor will work with partners to draw up a planning framework for this area. This should inform UDPs and broader regeneration and community strategies and initiatives. Taking account of other policies, developments will be expected to maximise residential and non-residential densities and to contain mixed uses (see Chapter 3, Part B and Chapter 4, Part B). Given their scale, they are also likely to give rise to substantial planning obligations (see Policies 6A.4 and 6A.5). The general policy directions to be followed in the planning frameworks are indicated below.

**table 5F.1 Opportunity Area in South London – indicative estimates of growth**

<b>Opportunity Area</b>	<b>Area (ha)</b>	<b>New jobs to 2016</b>	<b>New homes to 2016</b>
Croydon town centre	78	5,500	2,000

source GLA 2003



5.143 Most of the sources of development capacity in South London are relatively small scale. It has only one of a size that can be classified as an Opportunity Area.

5.144 Croydon town centre is already recognised as London’s largest ‘Metropolitan’ centre (as defined in Annex 1) and one of the capital’s two strategic office centres outside central London. Because of the scale of the opportunities it offers and the need for integrated action it is also recognised as an Opportunity Area. The planning framework should take an integrated approach to a number of sites which even individually are of strategic importance – those covering the station, Fairfield Halls, Croydon College, Park Place and the Whitgift extension.

- 5.145 The framework should build on the council’s strategy to re-brand the offer of Croydon to meet modern commercial needs, developing its ability to provide a major London presence with ready access to central London but at considerably less cost. This will require realism in the balance to be struck between new office development and encouraging the conversion of redundant buildings to other uses. A rejuvenation of the mix and vitality of supporting uses and enhancement of the environment will help support redevelopment, as well as exploration of new opportunities that may arise through Croydon’s proximity to Gatwick airport. The planning framework should explore the scope for encouraging tall buildings in Croydon.

*Policy 5F.3 Area for Intensification in South London*

The Area for Intensification in the South London sub-region is shown in Table 5F.2, with indicative estimates of additional homes and jobs growth. To help accommodate growth, boroughs, in consultation with the Mayor, should promote development opportunities through higher density redevelopment at key transport nodes of good accessibility and capacity and in town centres and seek to achieve higher levels of provision wherever possible, especially for housing.

**table 5F.2 Area for Intensification in South London – indicative estimate of growth**

Area for Intensification	Area (ha)	New jobs to 2016	New homes to 2016
South Wimbledon / Collier’s Wood	120	2,000	1,300

source GLA 2003

- 5.146 The general policy for Areas for Intensification is set out in Policy 2A.3.
- 5.147 The strategic importance of the Wandle Valley is highlighted in the Key Diagram. It is characterised by a discontinuous chain of older industrial areas and relatively small industrial sites. Taken as a whole it represents a strategic opportunity for the whole sub-region and a co-ordinated approach to its future should form a key part of the Sub-Regional Development Framework. Traditional manufacturing remains important but newer activities are emerging including some related to the media and aviation. Improved sub-regional and local transport links could help to rejuvenate the Wandle Valley. The opportunities that this could provide would be accessible to deprived inner London communities as well as residents within the sub-region.
- 5.148 The Colliers Wood/South Wimbledon area is particularly important as an Area for Intensification within the Wandle Valley. This contains four major

opportunities for intensification and brownfield redevelopment – Wandle Valley Sewage Works, Wimbledon football club and dog track sites, Durnsford Road industrial estate and Colliers Wood itself. A planning framework for this area should explore how improvements in public transport could enhance local accessibility to these relatively remote locations. Linkages with communities in areas for regeneration should be considered. The framework should provide incentives for intensification of use, encouraging changes from current inappropriately located retail provision to more sustainable business activities. Site assembly and decontamination are also important. In preparing the Sub-Regional Development Framework, partners should explore potential for intensification around Mitcham/Willow Lane – an area covering up to 60 hectares, which would offer considerable redevelopment potential as a key node in the Wandle Valley, if public transport could be improved.

#### *Areas for Regeneration in South London*

- 5.149 The general policies for Areas for Regeneration are set out in Policy 2A.4. Only one of London’s worst 20 per cent of deprived wards lies within the six boroughs of South London. Nevertheless, parts of northern Croydon and Merton show particular problems and some large social housing estates (such as St Helier and Roundshaw in Sutton, New Addington in Croydon) feature in estate renewal programmes. A combination of new transport links to these areas, training programmes, and capacity-building initiatives is needed to ensure that development within and beyond the sub-region benefits and assists in regenerating local communities.

- 5.150 There is a general need throughout the sub-region to co-ordinate spatial, social and economic policies and action. In particular, its residents need to be equipped with the skills, access and support facilities that will allow them to benefit from job opportunities, especially in their own sub-region.

#### *Town centres in South London*

- 5.151 The general policy for town centres is set out in Policy 2A.5. A strategy for the network of town centres in the sub-region will be developed in the Sub-Regional Development Framework. All designated town centres in the sub-region (shown on Map 5F.1) should be considered as opportunities for more intensive development and boroughs should consider how their roles could be consolidated or enhanced to meet retail and other consumer needs and to increase capacity for mixed-use development including housing. The importance of Croydon in the town centre network is highlighted in Policy 5F.2. The Sub-Regional Development Framework should also recognise the roles of Kingston, Bromley and Sutton as ‘Metropolitan’ centres and of Orpington, Wimbledon and Richmond as ‘Major’ centres serving large suburban



populations (as defined in Annex 1). Co-ordination of their development with that of centres outside London so that they can serve their catchments more sustainably will be important.

#### *The suburbs of South London*

- 5.152 London's suburbs are one of its defining and most attractive features. However, as set out in Chapter 2, they also face a range of challenges to redress historic under-investment and to secure sustainable forms of renewal. South London contains some of the wealthiest suburbs as well as relatively deprived neighbourhoods. The Sub-Regional Development Framework should draw on Policy 2A.6 and the proposed 'sustainable suburbs toolkit' to address local circumstances for implementation through UDPs, Community Strategies and other local strategies.

#### *Strategic Employment Locations in South London*

- 5.153 The sub-region contains a fifth of London's SELs, as well as numerous smaller sites. They should be promoted, protected and managed in line with Policy 3B.5. The Sub-Regional Development Framework should support the definition of SELs in UDPs. It should take into account strategic and local circumstances and competing land use needs to address industrial demand, support the emergence of new growth sectors and sustain lower value added businesses which are important to the local economy. In managing the stock of industrial land, account should be taken of the need to make provision for waste management facilities in line with the principle of self-sufficiency and to meet some of central London's needs.

#### *References*

- 1 Paragraph 2.13, Circular 1/2000
- 2 GLA Population and Household Forecasts: 2001 – 16, SDS Technical Report 5. GLA, 2003
- 3 London's Housing Capacity, GLA, 2000
- 4 The Future of Employment in Greater London. SDS Technical Report 8. GLA, Volterra Economic Consulting, 2002. Demand and Supply of Business Space in London, SDS Technical Report 21. GLA, Roger Tym & Partners, 2002
- 5 Demand and Supply of Business Space in London, SDS Technical Report 21. GLA, Roger Tym & Partners, 2002
- 6 Mayor of London. The Mayor's Transport Strategy. GLA, 2001
- 7 London Thames Gateway, Draft Development and Delivery Strategy, GLA, July 2003



## 6 implementing the London Plan

- 6.1 This chapter outlines how the Mayor will translate his vision for London's future into reality. Achieving the vision will be challenging. The Mayor cannot implement the London Plan alone. He will work with Londoners and a range of stakeholders including the GLA group, boroughs, the government and statutory agencies, the private sector, the voluntary and community sectors and others to ensure that the objectives and policies in this plan are implemented.
- 6.2 The Mayor's implementation strategy is one of co-ordination of the policies, resources and decisions of the key stakeholders so that these are in line with this plan's policies, are mutually compatible and are as effective as possible. This chapter is in three parts. The first looks at delivering the vision, the second at monitoring and review and the third at long-term future strategic planning in London.
- 6.3 The Mayor must have regard to the resources available to implement this plan. This chapter looks at the relevant resources in all forms: people, institutions, funding, policy vehicles, information and natural resources. It shows how they will be used and co-ordinated to support the implementation of the plan.



### 6A delivering the vision

- 6.4 This part sets out:
- the plan's sphere of influence: *where* the plan will impact
  - the main implementation processes: *how and when* it will take effect
  - the main stakeholders involved in the implementation of the plan and their contributions: *who* will help to implement it
  - the strategies that will contribute to implementation: *what* will be used to do it.

#### 1 The plan's sphere of influence

- 6.5 The London Plan itself is a statutory document. It is the main vehicle for strategic decision-making on London's development. Figure 6.1 shows the main areas of spatial development that the plan will directly influence. These are:

- Development decisions: These include, for example, proposals to develop new housing or to regenerate town centres. Most of these decisions will be taken by the private sector and will have to be taken in the context of the plan's policies.
- Investment decisions with a spatial impact: These include, for example,



decisions on funding of transport or utilities infrastructure or on major land acquisitions. Both public and private sectors will make these decisions, which will be strongly influenced by the plan's policies.

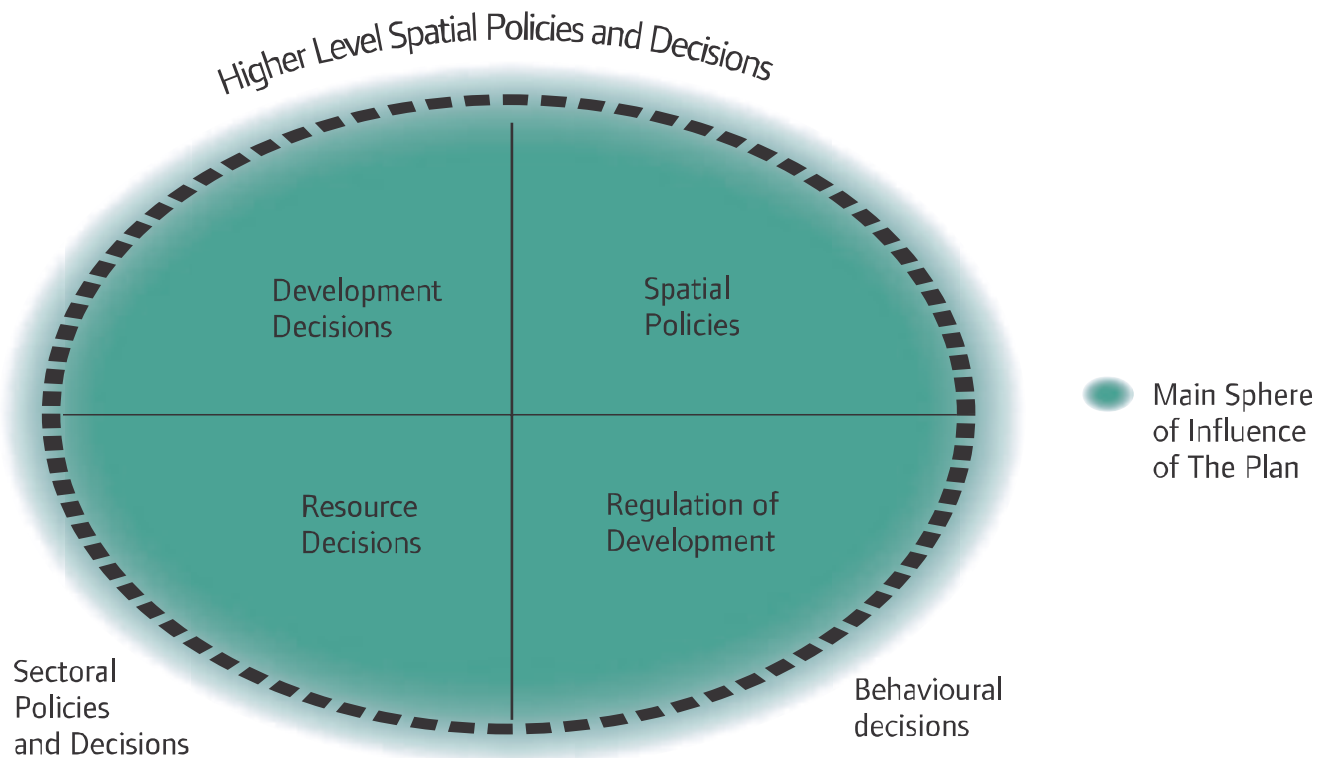
- Other spatial policy vehicles: These will have to be formulated within the policies of the plan and may be at sub-regional level, such as Sub-Regional Development Frameworks, or at local level, such as UDPs, which must be in general conformity with the London Plan.
- Decisions that regulate proposals for development and especially development control, which is exercised by the boroughs and, in specified cases, the Mayor. These decisions must reflect the policies of this plan.

6.6 In addition there are policies and decisions that will be influenced by (and will influence) the London Plan in a less direct way. These are:

- Policies, investment and other decisions made at a higher level by, for example, the EU and government.
- Policies, investments and other decisions made in other sectors such as health, education and housing, but with important spatial dimensions such as the location of schools and hospitals.
- A multitude of individual decisions and behaviours about, for example, which form of transport to use or what form of waste disposal to select. Accumulatively, these will be of immense importance in achieving the plan's objectives.

6.7 This plan is realistic about the extent of its capacity to influence activities outside its main sphere of influence. Chapter 1 sets out some of the main forces driving change and the ways in which the Mayor will seek to work with and manage their spatial development impacts.

**figure 6A.1 Main sphere of influence of the London Plan**



source GLA

## 2 The main implementation processes

6.8 The Mayor's powers in the field of spatial development are substantial, but effective implementation will require the use of a range of implementation processes to ensure the most effective co-ordination of the contributions of the various stakeholders. There are six main processes:

- the Mayor's powers and resources
- working in partnership
- promoting development
- negotiation on development proposals
- generation and use of resources
- phasing and co-ordination of development.

Policies for each of these processes are set out below. Annex 9 summarises some of the many important mechanisms available to support the implementation of this plan.



### *The Mayor's powers and resources*

#### *Policy 6A.1 The Mayor's own powers and resources*

The Mayor will ensure that the policies and resources of the GLA group promote the implementation of this plan.

- 6.9 The Mayor controls major elements of the policy and resources needed for the implementation of the London Plan. These include the full range of statutory strategies and the budgets of the GLA group. The GLA group comprises the GLA, Transport for London, the London Development Agency, the Metropolitan Police Authority and the London Fire & Emergency Planning Authority. The group works together to achieve the Mayor's vision for London. This means strategic planning, transport, economic development and public safety decisions and expenditures can be made in an integrated way. The impact of this combination of powers and resources can be magnified by using them to create high levels of leverage from other sources of funding, especially from the private sector.
- 6.10 Transport for London (TfL) has key responsibilities for major roads and much of the public transport network.
- 6.11 The London Development Agency (LDA) has a vital role to play in economic development and regeneration.
- 6.12 The Metropolitan Police Authority (MPA) and London Fire & Emergency Planning Authority (LFEPA) have a critical role in delivery and can influence safety and security throughout London. Making London a safer city is a key objective for both these organisations.
- 6.13 The Mayor and other London partners have established a London Office in Brussels, which will spearhead efforts to increase London's influence upon and benefits from the EU.
- 6.14 The Mayor has responsibility for a range of other strategies: these are identified later in this chapter and in other appropriate chapters of this plan. The London Plan provides the spatial framework for all these strategies and they will contribute to its implementation.



### *Working in partnership*

#### *Policy 6A.2 Working in partnership*

The Mayor will work with strategic partners and where appropriate, initiate new partnerships, to secure the implementation of the policies in this plan.

- 6.15 Outside the GLA group, the principal London stakeholders are the London boroughs, central government and public sector agencies, the private sector, the voluntary and community sectors and individual Londoners. Their roles are set out in below. They will work most effectively together through partnerships.
- 6.16 Key institutions must work together on a common agenda and use their respective resources in ways that avoid conflict or duplication and maximise joint working and pooling of resources. Important cross-cutting partnerships include, among many others, the sub-regional partnerships and Local Strategic Partnerships. Public and private sector partnerships can offer an invaluable mechanism for both policy development and funding. Some partnerships can provide impetus for the implementation of specific programmes and may be valuable in some Opportunity Areas. The engagement of the relevant communities will often be essential to the success of partnership working. Annex 8 lists some of the partnerships that will be key to the implementation of this plan.



### *Promoting development*

#### *Policy 6A.3 Promoting development*

The Mayor will work with strategic partners, including those in the development industry, to ensure that comprehensive arrangements are in place for the implementation of this plan. In particular, he will:

- promote locations for strategic development and seek to bring them forward for development in line with this plan's policies, especially those on transport capacity and phasing
- assist in preparing planning frameworks or action plans for strategic areas and where necessary, initiate management bodies (for example Urban Regeneration Companies or teams under existing partnerships) to deliver them
- work with boroughs, the LDA, and TfL to identify the appropriate use of Compulsory Purchase Order (CPO) powers where this is necessary to secure development
- promote the use of Business Improvement Districts and other mechanisms, such as Urban Regeneration Companies, to generate revenue funding to provide community facilities and services for deprived communities for the long term
- encourage public/private/community partnerships to manage these effectively.

- 6.17 The Mayor's approach to delivery of the London Plan will be mainly proactive. The LDA and boroughs and other key stakeholders should form partnerships with the Mayor to promote development in key locations,

town centres and Opportunity Areas. Where possible, these partnerships should work in an open book approach with the local communities and those who share the vision of creating lively, vital, economically active, well designed, sustainable, mixed-use neighbourhoods.

- 6.18 The private sector should be involved proactively and the Mayor recognises that a major implementation role of the public sector is to support the private investment that helps achieve the objectives of this plan. The task is firstly to support that investment through the supply of key services and infrastructure, secondly to steer appropriate types of investment into areas of need and opportunity and thirdly to use the investment itself to support the plan's priorities.
- 6.19 This plan includes a number of additional requirements for assessments to be made of the impacts of development proposals, several of which reflect government guidance or well-established practice. These are listed as Annex 7. The intention is not to over-burden developers, but rather to ensure that the impacts of development are understood and appropriately dealt with. If handled constructively, these should make the development process clearer and simpler by establishing an overall approach at an early stage in the development process.
- 6.20 The overall approach is to create long-term value through good design, a high quality public realm and environmental sustainability, and to retain a share in long-term growth in value for reinvestment in the community.
- 6.21 Mechanisms for the promotion of development include new Business Improvement Districts and Urban Regeneration Companies. In a city as large and complex as London, all these mechanisms have their place and the Mayor will work with partners to encourage their appropriate use in individual and local circumstances. Annex 9 sets out some available mechanisms.



#### *Negotiation on development proposals*

##### *Policy 6A.4 Priorities in planning obligations*

The Mayor will, and boroughs should, reflect the policies of this plan and include appropriate strategic as well as local needs in their policies for planning obligations. The Mayor wishes to develop with boroughs a voluntary system of pooling for the provision of facilities related to proposed developments. Affordable housing and public transport improvements should generally be given the highest importance with priority also given to learning and skills and health facilities and services and childcare provisions.

The Mayor when considering planning applications of potential strategic importance will take into account, among other issues, the content and existence of planning obligations.

*Policy 6A.5 Planning obligations*

Boroughs should set out a clear framework for negotiations on planning obligations in UDPs having regard to central government policy and guidance and local and strategic considerations (see Policy 6A.4) to the effect that:

- it will be a material consideration whether a development makes appropriate provision for, or contribution towards requirements that are made necessary by and are related to, the proposed development
- negotiations should seek a contribution towards the full cost of all such provision that is fairly and reasonably related in scale and in kind to the proposed development and its impact on the wider area
- boroughs should refer to planning obligations that will be sought in the relevant parts of the UDP (such as transport and housing policies).

- 6.22 Strategic priorities, such as increasing the supply of affordable housing and funding public transport, rely on a substantial contribution being made through the negotiation of planning obligations on a consistent basis throughout London.
- 6.23 Many developments have impacts beyond borough boundaries, such as those involving public transport improvements and new school and health facilities. The acute shortage of homes and the constraints on the public transport system mean that all developments make an incremental impact upon the overall needs of the city. A strategic approach is needed in respect of the wider impacts of an application, in addition to the assessment of more local needs, in accordance with national guidance. The Mayor wants to reconcile strategic with more local impacts. There is also need for pooling of contributions in cases where partial contributions towards a larger objective may be appropriate: for example towards secondary schools, open space provision or strategic public transport investment.

### *Generation and use of resources*

#### *Policy 6A.6 Generation and use of resources*

The Mayor will work with partners from all sectors to generate and use resources to implement this plan in the most sustainable and effective way.

- 6.24 The Mayor has identified the overall scale of London’s funding needs<sup>1</sup>. The government’s policy and funding decisions are pivotal for London to meet those needs in areas such as transport, housing, neighbourhood renewal and the environment and in supporting social services, health, safety, education and skills. Over four million jobs in the rest of the UK depend on London’s demand for goods and services<sup>2</sup>. London needs a share of public expenditure over the period of the London Plan that properly reflects its needs and its role in the national economy.
- 6.25 The potential contribution from public sector agencies is spelt out below. The Mayor aims to steer the formidable investment and purchasing power of the private sector and consumers in line with his priorities, for example, into town centres and into east London. This plan has indications of the location, type and quantity of development anticipated. This provides the kind of clear investment framework that the private sector seeks. The Mayor expects that planning benefits will be generated from this huge increase in value both through the planning system granting development permissions and by the betterment gained from public expenditure (see also Policies 6A.7 and 6A.8). The Mayor will work with public sector funders, such as government departments and the LDA, to use their resources in ways that stimulate and support effective private sector investment in realising the policies in this plan.
- 6.26 The London Plan lays heavy emphasis on the sustainable use and re-use of natural resources, including land, water and energy, and upon minimisation of waste of all forms (see Chapter 4, Part A). Time is another resource rarely considered in planning documents. However, a compact city with improved accessibility and a mix of uses will be one in which people and businesses are able to make far better use of the finite resource of time. For example, the plan lays emphasis upon spatial development that seeks to reduce the need to travel.



#### *Policy 6A.7 Increasing the capacity of London*

The Mayor will work with all stakeholders to make best use of the huge potential capacities of Londoners, of communities, of other institutions and of professional skills. In particular, he will:

- work with partners to help equip Londoners with the skills they need to compete successfully for London's jobs
- develop a strategic approach to childcare provision
- support the development of local community strategies
- work with key institutions in London to ensure that their objectives and programmes are aligned to the policies of this plan
- support a centre of excellence in urban regeneration and award annual prizes for planning achievement.

- 6.27 The full realisation of London's capacity, not least the capacity of its people, is key to the success of the London Plan. London's Learning and Skills Councils and the higher education institutions in London have very substantial budgets. The Mayor and the LDA will work closely with these and other key bodies to address labour supply issues in support of this plan's objectives. In particular, the Mayor is determined to create new opportunities for Londoners, many of whom are excluded from the labour market because they lack the necessary skills or other constraints to achieve secure access to high quality, well paid jobs (see Chapter 3, Parts A and B).
- 6.28 London's communities need the capacity to have a greater say in the future of their areas and to benefit from full participation in community life (see Chapter 3, Part A). The Mayor will support the development of Community Strategies to this end and would welcome a neighbourhood response to the strategic goals of this plan. The Mayor's Annual Monitoring Report (see Policy 6B.2) will seek to reflect local community responses to the implementation of this London Plan.
- 6.29 The Mayor supports the government's desire to increase the capacity of the planning system.
- 6.30 The Mayor is looking for excellence in the delivery of this plan. He wants to see the fullest co-ordination of the work of professional sectors so that the spatial integration strategy at the heart of the plan is fulfilled. The Mayor will support the Centre of Excellence in Urban Regeneration, proposed by the Urban Task Force and now being set up by the LDA. The Mayor, in association with other partners, has instituted the award of annual prizes for planning achievement with categories that include best community initiative and best professional practice.





*Phasing and co-ordination of development**Policy 6A.8 Phasing of development and transport provision*

The Mayor will keep the supply of land, premises and transport under regular review to ensure that development proceeds in a well-phased and co-ordinated fashion. Boroughs should seek to manage development so that it is phased around the broad indicative targets in Table 6A.1.

- 6.31 The implementation of this plan requires phasing to achieve a consistent supply of infrastructure, land, premises and labour throughout the plan period. Bunching of development would put a strain on infrastructure and could create unhelpful competition for resources such as transport links. Periods of lag in supply will push up prices and dent confidence and momentum.
- 6.32 There should be a regular and sufficient supply of land and premises. The research undertaken for this plan suggests that, as a broad rule, there is sufficient land to accommodate projected growth. Some Opportunity Areas, especially around the Central Activities Zone, are already being developed to help meet the targets set out in this plan. Several of these are located at major rail termini, which already have high levels of accessibility, although capacity also needs to be considered. Others, especially some of the Opportunity Areas in the Thames Gateway, will require land assembly, transport and/or other infrastructure before they are available for development. The Mayor will work closely with the LDA, boroughs, private sector and other bodies, such as the Thames Gateway Strategic Partnership, to secure the phased supply of key sites. Development in east London and in the Thames Gateway area is the highest priority, but its scale and complexity are such that it will be phased throughout the period of this plan and beyond. Chapter 5 provides policy directions for each of the main areas of development. These will be carried forward in the Sub-Regional Development Frameworks.
- 6.33 Table 6A.1 shows an indicative outline of how growth in jobs, homes and population should be phased over the first three five-year periods of this plan.

table 6A.1 Indicative average annual phasing of growth in jobs and homes

Sub-Region	New jobs Average per year to 2016	New homes Average per year to 2016	Phasing of development (jobs/homes)		
			Period 2002–06 – average each year	Period 2007–11 – average each year	Period 2012–16 average each year
Central	15,900	7,100	15,000 jobs	16,200 jobs	16,200 jobs
			8,100 homes	6,700 homes	6,600 homes
East	16,600	6,900	19,000 jobs	16,200 jobs	14,600 jobs
			8,300 homes	6,400 homes	6,100 homes
West	5,700	3,000	5,800 jobs	6,200 jobs	5,400 jobs
			3,600 homes	2,800 homes	2,600 homes
North	1,700	3,100	1,600 jobs	2,000 jobs	1,800 jobs
			3,100 homes	3,100 homes	3,200 homes
South	2,400	2,800	2,600 jobs	2,600 jobs	2,000 jobs
			3,200 homes	2,700 homes	2,600 homes
<b>Total for London</b>	<b>42,400</b>	<b>23,000</b>	<b>44,000 jobs 26,300 homes</b>	<b>40,000 jobs 21,700 homes</b>	<b>43,200 jobs 21,100 homes</b>

*source* London's Housing Capacity, GLA, 2000. The table shows the housing capacity estimates over the last three phases of the study the annual average figures differ from those in table 3A.1, which are based on four phases.

*note* Column and rows may not total exactly because of rounding.

- 6.34 The Housing Capacity Study provides an indication of the phasing of development up to 2016. Not surprisingly, there is more housing capacity identified in the earlier phases. There will be an increasing reliance on windfall sites in the later phases, which is a normal and realistic approach in a long-range plan. The Housing Capacity Study will be updated to inform an early review of this plan (see Chapter 3, Part A).
- 6.35 Many developments will depend in part upon the provision of suitable public transport or in some cases road infrastructure. Most of the major new infrastructure schemes will not be operational until after the first five years of this plan.
- 6.36 The role of bus services and of cars is important in ensuring continuing transport capacity because they are much more flexible than large infrastructure projects such as fixed rail. TfL's focus for the first part of its business plan<sup>4</sup> period is the continued operation, maintenance and improvement of its core network, including bringing its assets to a state of good repair, tackling road traffic congestion through the central London congestion charging scheme and complementary measures, and increasing capacity on the buses and on the DLR network. The Mayor's

current programme of improvement in bus services is particularly important in improving public transport accessibility in the first few years of the plan before the major rail and transit schemes are completed.

- 6.37 Table 6A.2 shows how the capacity of the public transport system is expected to increase in periods up to 2006, to 2011, to 2016 and post 2016. It includes local schemes in the form of bus services; Underground; bus and tram transit schemes; DLR extensions; heavy rail and the new capacity created by completion of major new infrastructure schemes. In drawing up the proposals for transport schemes, TfL has had regard to resource availability and has identified the associated funding requirements. In the shorter term, the figures for bus, Underground, DLR, and transit capacity increases reflect priorities identified through TfL business planning process, which currently covers the period up to 2009/10. There is a greater degree of certainty in the figures in the earlier years. Figures for later periods are inevitably more indicative and reflect an assessment of resources required for London in the longer term. New sources of funding should also be explored to meet the requirements of a growing city.
- 6.38 Table 6A.2 confirms that much of the overall increase in capacity should occur in the period after 2011 when several larger schemes will be due for completion. Nevertheless, there will be a 14 per cent increase in overall capacity in the period 2001- 2011. This capacity will be available to meet the projected increases in jobs and population over this period that are indicated in Table 6A.1. Capacity will increase in all sub-regions and increases will occur in bus, Underground, rail, DLR and transit services. Between 2001 and 2011, capacity on the Underground will increase by 2.3 million passenger kilometres (measured by Planning Guideline Capacity, PGC) over all sub-regions. Bus capacity will increase by 2.6 million PGC kms over all sub-regions. National Rail capacity will increase by 1.6 million PGC kms over all regions. Extensions to DLR will serve new destinations and increase capacity in east London. There are a variety of other smaller schemes which increase capacity elsewhere in London. Completion of CTRL will add 1.4 million PGC kms, mainly in east London. Table 3C.1 in Chapter 3, Part C gives further information on the cost and status of each main category of improvement in public transport capacity and the lead agency responsible for it.
- 6.39 TfL has undertaken a more detailed strategic analysis of the relationship between increased transport capacity and the increased demand generated by this jobs and population growth<sup>5</sup>. This analysis suggests that provided current transport plans are implemented, there should be sufficient capacity to meet anticipated demand, assisted by the spatial

policies to reduce the need to travel and to encourage walking and cycling trips. However, impacts of development proposals will clearly need to be examined on a case by case basis. This analysis will be updated on a regular basis and included in the Annual Monitoring Report. As part of the 'plan, monitor and manage' approach, variation in the supply of and demand for public transport capacity will be monitored and, where appropriate, adjustments will be made to transport and development phasing through the mechanisms of the Transport Strategy review, the Sub-Regional Development Frameworks, future TfL business plans, the first review of the London Plan and major planning decisions.

- 6.40 There is a good correlation between increases in public transport capacity shown in Table 6A.2 and the increases in employment and homes shown for each sub-region in Table 6A.1. The highest increases in public transport capacity will occur in East and Central London, which will have the highest employment and housing increases, followed by West London, which will have rather higher increases than North and South London.

table 6A.2 Phasing of public transport capacity increases

Indicative Public Transport Capacity Provision (absolute change in each 5 year period). Planning Guideline Capacity Km's (Millions) – within Greater London – Morning peak							
Year	Mode	Sub Region					Total
		North	East	South	West	Central	
2001 (base case)	London Underground	1.8	5.0	0.3	5.1	8.8	21.0
	DLR	0.0	0.4	0.0	0.0	0.0	0.4
	Tramlink	0.0	0.0	0.1	0.0	0.0	0.1
	Transit Schemes	0.0	0.0	0.0	0.0	0.0	0.0
	Crossrail 1&2	0.0	0.0	0.0	0.0	0.0	0.0
	Thameslink	0.4	0.1	0.3	0.0	0.5	1.2
	East London Line	0.0	0.1	0.0	0.0	0.1	0.1
	CTRL	0.0	0.0	0.1	0.0	0.1	0.1
	Rest of National Rail	1.9	8.0	7.1	2.9	6.8	26.8
	London Buses	1.2	2.6	1.6	1.3	2.8	9.4
	<b>Total</b>	<b>5.2</b>	<b>16.3</b>	<b>9.5</b>	<b>9.3</b>	<b>18.9</b>	<b>59.2</b>
2002 - 2006	London Underground	0.003	-0.2	0.03	-0.1	-0.02	-0.3
	DLR		0.2				0.2
	Tramlink			0.0			0.0
	Transit Schemes						0.0
	Crossrail 1&2						0.0
	Thameslink	0.0	0.0	0.0	0.0	0.0	0.0
	East London Line		0.0			0.0	0.0
	CTRL			0.0		0.0	0.0
	Rest of National Rail	0.1	0.1	0.3	0.2	0.2	0.9
	London Buses	0.3	0.6	0.4	0.3	0.6	2.2
	<b>Total</b>	<b>0.3</b>	<b>0.7</b>	<b>0.7</b>	<b>0.4</b>	<b>0.8</b>	<b>3.0</b>
2007 - 2011	London Underground	0.03	0.7	0.0	0.9	1.0	2.6
	DLR		0.4				0.4
	Tramlink			0.0			0.0
	Transit Schemes		0.3		0.3		0.6
	Crossrail 1&2						
	Thameslink	0.0	0.0	0.0	0.0	0.0	0.0
	East London Line		0.3	0.05		0.1	0.5
	CTRL		1.2	-0.06		0.1	1.4
	Rest of National Rail	0.1	0.2	0.0	0.3	0.1	0.7
	London Buses	0.1	0.0	0.1	-0.1	0.2	0.4
	<b>Total</b>	<b>0.3</b>	<b>3.2</b>	<b>0.2</b>	<b>1.4</b>	<b>1.6</b>	<b>6.6</b>

Year	Mode	Sub Region					Total
		North	East	South	West	Central	
2012 - 2016	London Underground	0.2	0.3	0.0	0.7	1.0	2.2
	DLR		0.0				0.0
	Tramlink			0.1		0.03	0.1
	Transit Schemes		0.1		0.0		0.1
	Crossrail 1		3.9	0.3	0.7	1.7	6.6
	Thameslink	0.4	0.4	0.5	0.0	0.4	1.5
	East London Line		0.0	0.0		0.0	0.0
	CTRL		0.0	0.0		0.0	0.0
	Rest of National Rail	0.7	-0.2	0.0	-0.2	0.3	0.5
	London Buses	0.1	0.2	0.0	0.1	0.1	0.5
	<b>Total</b>	<b>1.3</b>	<b>4.6</b>	<b>0.9</b>	<b>1.3</b>	<b>3.4</b>	<b>11.6</b>
	Post 2016	London Underground	0.0	-0.2	-0.10	0.0	0.0
DLR			0.0				0.0
Tramlink				0.0		0.0	0.0
Transit Schemes			0.0		0.0	0.3	0.3
Crossrail 2			1.3	0.1	0.2	1.4	3.0
Thameslink		0.0	0.0	0.0		0.0	0.0
East London Line			0.0	0.0		0.0	0.0
CTRL			0.0	0.0		0.0	0.0
Rest of National Rail		0.0	0.0	0.0	0.0	0.0	0.0
London Buses		0.0	0.0	0.0	0.0	-0.2	-0.3
<b>Total</b>		<b>0.0</b>	<b>1.1</b>	<b>0.0</b>	<b>0.2</b>	<b>1.6</b>	<b>2.8</b>
<b>Total increase</b>		<b>1.9</b>	<b>9.6</b>	<b>1.9</b>	<b>3.2</b>	<b>7.4</b>	<b>24.0</b>

*notes* Future capacity on London Underground, Rest of National Rail and London Buses is net of individual schemes on capacity.

Figures for the London area for the AM peak period (7am-10am)

Reductions on LUL in 2006 are due to reductions in scheduled trains in the AM peak to improve reliability on Piccadilly and District Lines

Reliability improvements are not included in these calculations, but are expected to add to effective capacity growth

Totals may not exactly match due to rounding

*source* Transport for London September 2003

### 3 The main stakeholders and their contribution

6.41 Beyond the GLA group, the principal London stakeholders are the London boroughs, central government and public sector agencies, the private sector, the voluntary and community sectors and individual Londoners. Figure 6A.2 shows some of the main stakeholders and indicates the key powers and resources they will bring to the implementation process. These are further discussed below.



- establish strategic technical assistance to boroughs on matters such as valuation advice on Section 106 agreements and will support the case for greater resources for pro-active planning by boroughs
- establish close working relationships with the private sector where it is able and willing to deliver this plan's priorities (see also Policy 6A.3)
- work with the EU to secure a higher profile for urban affairs and more funding to promote sustainable urban development
- work with the Housing Corporation to align their policies with this plan, in particular, their subsidies for affordable housing
- work with the government, the SRA and TfL on transport integration and to align strategic priorities
- work with the LDA, LSCs and higher education sector to deliver the skilled workforce needed by London's employers and to help tackle unemployment and disadvantage, especially in Areas for Regeneration
- work with the NHS and Strategic Health Authorities to identify and meet the needs for new health facilities and to improve the health of Londoners
- work with the voluntary and community sectors both locally and at the sub-regional level to develop their role in the delivery of skills, training and services and community empowerment
- work with the Environment Agency, water companies and others to promote sustainable development
- work as appropriate with other stakeholders.



6.43 TfL has identified in its business plan the resources needed to deliver the Transport Strategy. Increased investment in transport is particularly important for the success of this plan. The Minister for Transport and the Mayor have established regular meetings to examine transport in London and prioritise investment. In addition to resources that may be generated through planning obligations, the Mayor will continue to argue for and discuss with the government, additional and innovative ways of financing new transport projects.

6.44 The LDA's Corporate Plan<sup>6</sup> provides more operational detail on its priorities and programmes. The LDA's land and property investment programme is particularly focused on the Thames Gateway in the Royal Docks, Dagenham and Woolwich. A series of priority areas for investment has been identified. It will be kept under review and does not exclude intervention in other areas, subject to the scale of potential economic impact and resources available. Initial priority areas for investment are:

- Barking/Dagenham
- Wembley/Park Royal
- City fringe



- London south central
- Upper Lee Valley
- Stratford/Lower Lea/Royal Docks.

- 6.45 The boroughs, as local planning authorities, have a prime role in delivering the London Plan. They have two major responsibilities. First, they are responsible for the delivery of a range of services and strategies that are vital to the achievement of economic, social, transport and environmental policy. These include housing, education, social and community, environmental and local transport infrastructure.
- 6.46 Secondly, the boroughs will implement this plan through their UDPs, which must be in general conformity with it, through the development control function and as key partners in sub-regional partnerships, which offer the vehicle to link the strategic and the local level. The Mayor will work in partnership with boroughs in reviewing their UDPs and in developing sub-regional development frameworks and planning frameworks for key sites. The Mayor is aware of the demands the London Plan will make upon borough planning resources. He supports the case for greater resources for local planning authorities.
- 6.47 The Mayor meets regularly with the Chair of the Association of London Government (ALG). The GLA has a borough liaison programme in which high level meetings take place with every borough on an individual basis. In addition, there are regular meetings with the Association of London Borough Planning Officers (ALBPO).
- 6.48 The government is a key partner both at national and London level. Its policy and funding decisions are pivotal in areas such as transport, housing, employment, neighbourhood renewal and the environment, and in supporting social, health, safety, educational and skills agendas. The government also sets overarching planning policy. The London Plan has taken account of government regional spatial policy. Its successful implementation will make a substantial contribution to the achievement of government policies, for example on urban renaissance and sustainable communities.
- 6.49 The Mayor meets regularly with the Minister for London and has meetings with ministers from the Office of the Deputy Prime Minister and other relevant public departments. There are regular meetings with the Government Office for London at officer level.
- 6.50 The Mayor will continue to collaborate with neighbouring regions, notably through the Inter-Regional Forum. This helps to facilitate the best use of

joint resources, for example through the co-ordination of strategic transport infrastructure (see Chapter 1 and Chapter 3, Part C, paragraphs 3C.14-19). The Inter-Regional Forum provides a regular mechanism for the co-ordination of policy with the South East and East of England Regional Assemblies and a joint programme of planning studies is emerging. There have also been discussions with the Core Cities group with a view to carrying out joint research on the needs of UK's cities. In addition, the Mayor is a member of the government's Thames Gateway Strategic Partnership and established with the Minister for London a London Thames Gateway Partnership Board to strengthen delivery arrangements in the London part of the Thames Gateway. Lastly, there are mechanisms emerging to support work on the London-Stansted-Cambridge growth area.



- 6.51 The single regional housing pot includes substantial funding for investment in new supply of affordable housing. Effective use of this funding is vital to achieve the Mayor's priority of securing higher levels of affordable housing (see Chapter 3A). The Mayor will work with the London Housing board to ensure that the London Housing strategy aligns with the London Plan and that funding from the single regional housing pot is used to maximise the number of affordable homes, appropriate to meeting identified housing need, being delivered through the planning process.
- 6.52 The new Strategic Health Authorities, together with Primary Care Trusts and NHS Trusts have primary responsibility for achieving the service improvement and modernisation contained in the NHS Plan and to improve the health of Londoners. Policies in this plan support the NHS in meeting these objectives, and particularly in meeting the spatial needs for new NHS facilities. The Mayor will work with NHS organisations and other partners, especially through the London Health Commission, to promote health improvement in London.
- 6.53 In addition to the LDA's regeneration budgets, the Government Office for London administers the Neighbourhood Renewal Fund for the 20 London boroughs currently eligible, as well as the Regional Selective Assistance and Enterprise Grants. These streams of economic and social regeneration funding should also be used to support this plan's priorities.
- 6.54 The Strategic Rail Authority should lead a renaissance in the level of rail funding and quality of services serving London and the wider metropolitan region. TfL and SRA have established jointly a London Programme Office to co-ordinate national rail improvements across London.

- 6.55 The Environment Agency is responsible for a very wide range of services and regulation in key areas such as flood prevention and waste disposal. There are frequent meetings with the agency at officer level.
- 6.56 The private sector will provide much of the impetus needed to implement this plan. Many of the resources will come from private sector investment in homes, offices, shops and leisure facilities. The scale of private investments in London is enormous, reflecting confidence in the city's future. This plan is realistic in working with the grain of investment and development demand (see Chapter 1). The private sector should be appropriately engaged at an early stage in work that will structure investment, such as Sub-Regional Development Frameworks and planning frameworks.
- 6.57 The Mayor meets with business representatives regularly at the London Business Board, in addition to a series of meetings with individual organisations. Most discussions with private developers who are seeking to implement large-scale schemes in London are handled by the Mayor's Planning Decisions Unit.
- 6.58 The voluntary and community sectors have a major role to play, especially in tackling social inclusion and supporting deprived communities. They will also be key partners at the sub-regional level. The sectors have a growing role in the delivery of skills and training and services at the local level in a way that empowers the local community. The Mayor will work with the sectors to expand this role and has signed a compact with them to this end. There are regular meetings at mayoral and officer level with a range of community groups, including the Civic Forum and major London stakeholder groups.
- 6.59 Londoners comprise the largest and in many ways the most important group of stakeholders. They need to be aware of this plan and to own its priorities. The Mayor will use his Annual Monitoring Report (see Policy 6B.2) to report on progress. The Mayor will seek a positive approach to community engagement generally and will work with local communities and boroughs to promote effective means of public participation in planning.

## 4 Strategies that will contribute to implementation

### *Policy 6A.10 Complementary strategies*

The Mayor will work with other stakeholders to ensure that, wherever appropriate, other relevant policy documents are compatible with the London Plan.

- 6.60 As a statutory spatial development strategy this plan will have a powerful influence over a range of other strategies and policy tools, which will contribute towards its implementation.
- 6.61 Some of the key strategies and policy vehicles are categorised and identified below.

### *The statutory core*

- 6.62 The statutory basis of planning in London is formed by:
- the London Plan as the Spatial Development Strategy for Greater London
  - UDPs, which are statutory documents and will be of primary importance in taking forward the London Plan policy at local level and in particular, in land use policy. Where a policy in this plan relies on UDPs for some or all of its implementation, this is clearly stated. The government is proposing changes in the development plan system that would replace UDPs with Local Development Documents. Such a change would not adversely affect the delivery of the London Plan: indeed its potential for flexibility would enhance delivery.
  - Planning Policy Guidance, which provides a national framework and which this plan follows, develops and interprets at a London level.

### *Contextual strategies*

- 6.63 There are strategies at national and international level that the Mayor will work within and seek to influence so that they support this plan's strategies. These include:
- the Sustainable Communities programme<sup>7</sup>, which sets out many policies, tools and resources for strategic planning and in particular contains policy on the Thames Gateway and the London-Stansted-Cambridge corridor
  - other government policies, such as the ten-year Transport Plan. These are referred to in this plan where especially significant
  - national and regional policy for key sectors, such as the NHS Plan
  - European policy: the plan follows the policy directions of the European Spatial Development Strategy
  - inter-regional strategies: the Mayor will participate in the development of the Regional Spatial Strategies for the East and South East regions

through the Inter-Regional Forum as a consultee and will work with the regional bodies to ensure maximum compatibility across the three regions.

#### *Sub-regional strategies*

- 6.64 Sub-Regional Development Frameworks will have a major role in helping to implement this plan by supplementing policy and aiding delivery between the strategic and the local dimensions (see Policy 5A.1).

#### *Thematic strategies*

- 6.65 The Mayor has responsibility for the production of a number of strategies and will use these to develop and implement the policies in this plan. The GLA group has a co-ordination mechanism to ensure consistency between its various strategies. Other important strategies are produced by other bodies. Some of the most significant thematic strategies are listed below, some of which are the responsibility of the Mayor and GLA group.

#### 6.66 Living in London

- Community Strategies are the main mechanism for ensuring the co-ordination of local services and local plans. They should be produced within the spatial framework of the London Plan (see Policy 3A.23).
- The London Housing Board produces the London Housing strategy; the boroughs produce local housing strategies, and groups of boroughs are developing sub-regional housing statements and strategies.
- Local Delivery Plans are developed by Primary Care Trusts and agreed with Strategic Health Authorities and their spatial dimensions should be aligned with this plan (Policy 3A.17).
- Education Strategies are produced at a regional level by the Higher Education Funding Council and locally by the boroughs and their spatial dimensions should be aligned with this plan (Policy 3A.21-22).
- Access Statements should accompany planning applications (Policy 4B.5).

#### 6.67 Working in London

- Many boroughs produce Neighbourhood Renewal Strategies, linked to government funding programmes and focused on the Areas for Regeneration.

- The Learning and Skills Councils (LSCs) produce LSC strategies that will be central to the development of skills in the workforce (Policy 3B.12).
- The LDA's Framework for Regional Employment and Skills Action will be delivered through the London Skills Commission (Policy 3B.12).
- An Innovation and Knowledge Transfer Strategy is produced by the LDA.

#### 6.68 Connecting London

- The Mayor's Transport Strategy sets out a ten-year transport plan, which will be updated to reflect this plan (see Chapter 3, Part C). This is prepared in the context of the government's ten-year Transport Plan.
- The government also intends to finalise an Airports Strategy, whose outcomes will be reflected in the first review of this plan (Policy 3C.6).
- The Strategic Rail Authority has produced its annual Strategic Plan and is also producing a Freight Strategy (Policies 3C.24-3C.25).
- Transport Local Implementation Plans are produced by boroughs and will contain proposals to implement the Transport Strategy at the local level and parking and enforcement plans that will operate within the parking policies of this plan (Policies 3C.22-3C.23).
- Transport Assessments and Travel Plans will be required to support new development and employers and others may produce Travel Plans on a voluntary basis.

#### 6.69 Enjoying London

- The Mayor is producing a Culture Strategy and its spatial policies are reflected in this plan (Policy 3D.4).
- The Mayor has produced a tourism strategy and boroughs will produce local tourism strategies and identify Tourism Action Zones (Policy 3B.10).
- Boroughs produce open space strategies. The Mayor has published a Best Practice Guide to assist and ensure these strategies develop the policies in this plan (Policy 3D.11).

- The London Tree and Woodland Framework is being produced by the Mayor with the Forestry Commission and other partners.

#### *London's metabolism*

6.70 The Mayor produces a range of strategies, whose key spatial policies are reflected in this plan:

- The Mayor's Municipal Waste Management Strategy published in 2003 (Policy 4A.1-3)
- The Mayor's Air Quality Strategy published in 2002 (Policy 4A.6)
- The Mayor's London Ambient Noise Strategy published in 2004 (Policy 4A.14)
- The Mayor's Biodiversity Strategy published in 2002 (Policy 3D.12); boroughs produce biodiversity action plans that should reflect this strategy.
- The Mayor's Energy Strategy published in 2004 (Policies 4A.7-4A.10).

#### *Designs on London*

- Boroughs produce Conservation Area Management Plans and local urban design policies.
- The Mayor will work with partners to produce View Management Plans (Policy 4B.16).

#### *Water*

- Catchment Flood Management Plans are produced by the Environment Agency.
- Thames Policy Area Appraisals will be produced by boroughs (Policy 4C.26).

#### *Spatial policies*

- Boroughs produce town centre strategies that should follow the strategic policies of this plan (Policies 3D.1-3D.3).
- Boroughs should work with the Mayor and other partners to produce planning Frameworks for Opportunity Areas (Policy 2A.2) and Areas for Intensification (Policy 2A.3). They will also make use of planning briefs in areas of potential change.

- Neighbourhood plans may be produced where appropriate with the full engagement of the local community (Policy 3A.26).
- The Mayor intends to put into practice a toolkit on sustainable suburbs (Policy 2A.6).

#### *Supporting documents*

- 6.71 The Mayor will produce Supplementary Planning Guidance where appropriate to elaborate the policies in this plan. A list of Supplementary Planning Guidances is included in Annex 6.

#### *Legal requirements SDS*

- 6.72 Regulation 6(3) of the Town and Country Planning (London Spatial Development Strategy) Regulations 2000 ('the 2000 Regulations') requires the London Plan to contain a statement, within the reasoned justification, of the regard the Mayor has had to matters specified in sections 41 and 342(1)(a) of the GLA Act 1999 and Regulation 6(1) of the 2000 Regulations.
- 6.73 Section 41 refers to the requirement for the Mayor to have regard to the principal purposes of the Authority (as set out in section 30 of the GLA Act) in promoting economic development and wealth creation, social development and the improvement of the environment in Greater London. These form the basis of the Mayor's Vision as set out in the Mayor's introduction and the Objectives in the Introduction. They then structure the whole document. Section 41 then refers to the need to include policies that are calculated to promote the health of persons in Greater London and that contribute to the achievement of sustainable development in the United Kingdom. Health issues are considered specifically in Chapter 3, Part A and a detailed review of the policies which are particularly relevant to health issues are set out in Annex 3. A Health Impact Assessment has also been carried out. Similarly, various Sustainability Assessments have been carried out at each stage of the preparation of the plan and Policy 2A.1, together with paragraphs 2.6 and 2.7, make clear that the promotion of sustainability runs throughout all the policies in the plan.
- 6.74 Section 41 also refers to the requirement to have regard to consistency with national policies and international obligations – which is covered as a matter of fact and by extensive referencing and footnotes, as well as consultations with and representations from the Government Office for London. As to the other requirements of Section 41, consistency with other statutory strategies is covered in the Preamble and the relevant Chapters, particularly Chapter 6, and cross references; resources available



for implementation are covered in Chapter 6 and in Chapter 3, Parts A and C; and encouraging the use of the River Thames in Chapter 4, Part C in particular.

- 6.75 Section 33 of the Act requires the Mayor to have regard to the principle of equality for all people and Section 404 is more specific in regard to equality of opportunity, the elimination of unlawful discrimination and the promotion of good relations. This also is a theme which runs through the Mayor's Vision, the objectives, the various Chapters, especially Part A of Chapter 3, and is detailed in Annex 3.
- 6.76 Under Section 342 (1) (a) of the Act, the Mayor must have regard to any regional planning guidance that affects London or adjoining regions. This is done principally in Chapter 1 'Positioning London', but there are extensive references and footnotes throughout and an overall statement on this issue in the Preamble.
- 6.77 Finally, the Mayor must have regard to four specific matters set out in Regulation 6(1) of the 2000 Regulations, namely, the recovery and disposal of waste, the prevention of major accidents and limiting their consequences, the need to maintain appropriate distances between certain types of development and the control of major-accident hazards involving dangerous substances. The Mayor has given careful consideration to these matters and to the role which this spatial plan can properly play in addressing the issues they raise. In the Mayor's view, the policies contained throughout the plan, when read as a whole, but particularly Chapters 2 and 4, seek to address Regulation 6(1) matters in an appropriate way. In taking this view, he has had regard to the powers and responsibilities of other statutory and non-statutory bodies.

## 6B monitoring and review of this plan

### *Policy 6B.1 Monitoring and review*

Boroughs should update their UDPs following the adoption of the London Plan so as to be in general conformity with it. The Mayor will monitor change and prepare a formal review of this plan in the next Mayoral term.

### *Policy 6B.2 Measuring progress*

The Mayor will publish an Annual Monitoring Report that measures progress on the London Plan against a set of specific targets. He will involve key stakeholders in this review process and consider any policy adjustments needed to keep the plan on track. Boroughs should include borough-wide targets that reflect the plan's strategic targets at a local level in their Community Strategies and UDPs.

- 6.78 The Mayor's vision, objectives and policies set out in this plan are based on strong evidence and it seems unlikely that the context in which they have been made will alter significantly in the near future. Even in the improbable event that economic or population growth were to fall below the levels envisaged, there would still be a need to tackle the backlog in the supply of housing, business premises, public transport and education and health services.
- 6.79 The Mayor's policies are strategic in nature and capable of interpretation in their detailed implementation to suit particular circumstances. Boroughs should update their UDPs following adoption of the London Plan. This will give an opportunity for detailed specification of policy in a more local context.
- 6.80 A number of key performance measures are identified in Table 6B.1. These are both quantifiable and central to the achievement of the objectives set out in the Introduction. They have been selected because together they measure progress across all six objectives. Many other policies in this plan will also be monitored, but the Mayor agrees with government advice<sup>8</sup> that a core set of measures can give an overall indication of how effectively the central strategy is being implemented.
- 6.81 The plan as a whole, and the targets in Table 6B.1 in particular, will be monitored in an Annual Monitoring Report that will analyse the state of strategic planning in London and set priorities for the coming year. The report will be made public and discussed with stakeholders. The results could lead to changes in the way the plan is being implemented if this is necessary. For example, there may be a need to adjust phasing of some elements as a result of changing market conditions or levels of government funding. It can be used as a key input into future Supplementary Planning

Guidance, as material for the consideration of Sub-Regional Development Frameworks, Community Strategies and UDPs and as inputs to the first review of the London Plan and of other mayoral strategies.

- 6.82 The Annual Monitoring Report will include changes in contextual, output and process indicators and will report on the government's Core National Indicators. A draft framework of the report is set out below in paragraphs 6.86–6.88. This will be developed in consultation with stakeholders. The report will draw upon indicators from a range of sources, such as the Mayor's State of the Environment Report and the Sustainable Development Indicators put forward by the London Sustainable Development Commission. The report will also address the indicators identified for the sustainability appraisal objectives.
- 6.83 The Mayor will establish mechanisms to support the Annual Monitoring Report. He will set up a regional planning monitoring group in order to co-ordinate the work of all the agencies dealing with planning data. He will develop regional databases and information systems, such as the London Development Database (LDD). An annual report monitoring group will be established in early 2004 to assist in the preparation of the first Annual Report to be published in December 2004 and annually thereafter covering the previous financial year. This group will include representatives from GOL, LDA, TfL, ALG and representatives of the private, voluntary and community, education and black and minority ethnic sectors.
- 6.84 The Mayor also wants to hear Londoners' views on the issues and will create a network that can be used to gather stakeholder opinion and feedback.

### **1 London Plan Performance Indicators**

- 6.85 These measures will be used to monitor the key elements of each of the six objectives set out in the Introduction. In each case, an indicator of performance is listed and a specific, measurable target is identified. The measures follow the government's Good Practice Guide but also reflect the specific circumstances of London. The information on the matters to be monitored is either available or can be made available. The Annual Monitoring Report will also cover contextual indicators which are outside the direct influence of the London Plan but which will impact on the implementation of its policies and monitoring of the government's Core National Indicators. The Annual Monitoring Report will also give an update on progress with other London Plan related outputs, such as Supplementary Planning Guidance and Sub-Regional Development Frameworks.

**table 6B.1 London Plan Performance Indicators****objective 1 to accommodate London's growth within its boundaries without encroaching on open spaces (see Chapter 2, Chapter 3, Part D and Chapter 4, Part B).**

<b>Performance measure</b>	<b>No</b>	<b>Target</b>	<b>Policy ref</b>
Increasing the proportion of development taking place on previously developed land	1	A minimum five per cent improvement over each five-year period.	2A.1
Increasing the density of residential development	2	Over 95 per cent of development to comply with the housing density location and SRQ matrix (Table 4B.1).	4B.1 4B.3
Protection of open space	3	No net loss of open space designated for protection in UDPs due to new development.	3D.7-10

**objective 2 to make London a better city for people to live in (see Chapter 3, Part A).**

<b>Performance measure</b>	<b>No</b>	<b>Target</b>	<b>Policy ref</b>
An increased supply of new homes	4	Completion of at least 23,000 new homes a year between 2004–2016. Target to be reviewed by 2006. (The Annual Monitoring Report will also monitor individual borough targets as set out in Table 3A.1.)	3A.1 3A.2
An increased supply of affordable homes	5	Completion of 50 per cent of new homes as affordable homes each year between 2004–2016. (The Annual Monitoring Report will also monitor individual borough percentage targets set out within framework of Policy 3A.7).	3A.6-9

**objective 3 to make London a more prosperous city (see Chapter 2 and Chapter 3, Part B and Chapter 5)**

<b>Performance measure</b>	<b>No</b>	<b>Target</b>	<b>Policy ref</b>
Increasing sustainability and social inclusion by increasing the proportion of London residents working in London	6	Net increase in the proportion of London residents working in jobs in London over the plan period.	3B.12
Ensure that there is sufficient development capacity in the office market	7	Stock of office planning permissions to be at least three times the average rate of starts over the previous three years.	3B.2
Direction of economic and population growth to follow the indicative sub-regional allocations and fulfil the priority to east London	8	Development in Opportunity Areas and Areas for Intensification for each sub-region measured against the indicative figures in this plan.	2A.2 2A.3 Chapter 5

**objective 4 to promote social inclusion and tackle deprivation and discrimination (see Chapter 3, Parts A and B).**

<b>Performance measure</b>	<b>No</b>	<b>Target</b>	<b>Policy ref</b>
Increased employment opportunities for those suffering from disadvantage in the employment market	9	Age specific unemployment rates for black and minority ethnic groups to be no higher than for the white population by 2016, 50 per cent reduction of the difference by 2011.	3B.12
Increased employment opportunities for those suffering from disadvantage in the employment market	10	Percentage of lone parents dependant on income support to be no higher than the UK average by 2016, 50 per cent reduction of the difference by 2011.	3B.12
Improving performance against Neighbourhood Renewal floor targets as a co-ordinated approach to tackling deprivation	11	Improvements in performance against all agreed floor targets.	3A.24

**objective 5 to improve London’s accessibility (see Chapter 2, Chapter 3, Part C and Chapter 4, Part B).**

<b>Performance measure</b>	<b>No</b>	<b>Target</b>	<b>Policy ref</b>
Achieve a reduced reliance on the private car and a more sustainable modal split for journeys	12	Use of public transport per head grows faster than use of the private car per head.	2A.1 3C.1-3
	13	From 2001-2011, 15 per cent reduction in traffic in the congestion charging zone, zero traffic growth in inner London, and traffic growth in outer London reduced to no more than 5 per cent.	3C.16
	14	A five per cent increase in passengers and freight transported on the Blue Ribbon Network from 2001-2011.	4C.12-14
Increase in public transport capacity	15	50 per cent increase in public transport capacity between 2001 – 2021, with interim increases to reflect Table 6A.2.	Chapter 3C
	16	Regular assessment of the adequacy of transport capacity to support development in opportunity and intensification areas.	Chapter 3C Chapter 5
Increase in the number of jobs located in areas with high PTAL values	17	GLA and TfL will investigate the practicality of monitoring growth of jobs in high PTAL areas compared to low PTAL areas by the time of publication of the first Annual Monitoring Report.	3C. 21

**objective 6 to make London a more attractive, well-designed and green city (see Chapter 3, Part D and Chapter 4, Parts A, B and C).**

Performance measure	No	Target	Policy ref
Protection of biodiversity habitat	18	No net loss of designated Sites of Importance for Nature Conservation over the plan period.	3D.12
Increase in household waste recycled or composted	19	At least 25 per cent by 2005.	4A.1
		At least 30 per cent by 2010.	4A.2
		At least 33 per cent by 2015.	
	20	Achievement of quantified requirement for waste treatment facilities (once established in SRDFs).	4A.1 4A.2
Increased regional self-sufficiency for waste	21	75% (16 million tonnes) of London's waste treated or disposed of within London by 2010	4A.1
Reduce carbon dioxide emissions	22	Reduce emissions to 23 per cent below 1990 levels by 2016.	4A.6 4A.7
Increase in energy generated from renewable sources	23	Production of 945GWh of energy from renewable sources by 2010 including at least six large wind turbines. (See Mayor's Energy Strategy GWh = Gigawatt hours)	4A.9 4A.10
Ensure a sustainable approach to flood management.	24	No net loss of functional flood plain.	4C.6
Protecting and improving London heritage and public realm	25	Reduction in the proportion of buildings at risk as a percentage of the total number of listed buildings in London.	4B.10-12

## 2 Draft framework of Annual Monitoring Report

6.86 In addition to the indicators on Table 6B.1, the Annual Monitoring Report will also include monitoring on the government's Core National Indicators and a range of contextual indicators which this plan influences but does not directly control.

### *Contextual indicators*

- population change - broken down by sub-region, borough, and age brackets, ethnic mix, gender
- household change - broken down by sub-region, borough
- average house price trends by type of dwelling, sub-region and borough
- migration trends between London and surrounding regions
- commuting trends into and within London

- new open spaces as identified in borough open space strategies
- health evidence, life expectancy, infant mortality rates, illness rates, especially in Regeneration Areas
- age, gender, disability and race specific unemployment rates in London to be no higher than the UK average by 2016 especially in Regeneration areas
- number of workers below the minimum wage
- economic performance by sector and area
- learning performance as measured, for example, by NVQ levels
- air and water quality and energy sources, levels of carbon emissions from State of Environment report
- number of tourists and their levels of spend
- demand for and supply of town centre premises
- employment levels in town centres
- office floorspace availability and price in the main market areas
- industrial and office demand and supply relationships in the main market areas
- household, commercial and industrial waste arisings, levels of import and export of waste, distribution between means of disposal and levels of recycling
- measurement of GVA growth and overall employment levels in London.

6.87 The Annual Monitoring Report will also report on progress with the actions that the plan sets out. These process indicators are set out below.

*Process Indicators:*

- Progress on development plans in London, number that are in general conformity with the London Plan and numbers with full Sustainability Appraisal and up-to-date capacity studies.
- Numbers of boroughs producing open space strategies.
- Production of Sub-Regional Development Frameworks, Supplementary Planning Guidance, Best Practice Guidance and planning frameworks for Opportunity Areas and Areas for Intensification.
- Progress on the programme of improving 100 Public Spaces in London.

6.88 The Annual Monitoring Report will cover the following themes:

- 1 Changes in London's circumstances
- 2 Performance against the key indicators in Table 6B.1
- 3 Performance on a wider range of contextual indicators
- 4 Performance against the government's Core National Indicators
- 5 Performance against indicators of sustainability appraisal objectives



- 6 Progress on Sub-Regional Development Frameworks
- 7 Progress on Supplementary Planning Guidance and Mayoral strategies
  
- 8 Delivery of increased transport capacity and progress on major transport projects, in the context of transport demand trends
- 9 Progress on major developments
- 10 Summary of Mayoral planning activity including number of referred planning applications and appearances at public inquiries
- 11 Progress on UDP's conformity with the London Plan
- 12 Report on the Mayor's Annual Planning Awards
- 13 Update on inter-regional liaison
- 14 Setting priorities for the coming year and identifying possible areas of London Plan policy to be reviewed in the next London Plan review.

## 6C looking to the future

6.89 This part briefly sets out some of the longer term issues affecting this plan including the next plan period (London after 2020), and the likely process and timetable for review of this plan.

### 1 London after 2020

- 6.90 Some of the major decisions that will affect London in the decades beyond 2020 need to be taken during the timespan of this plan. This reflects, for example, the fact that major new transport infrastructure schemes take many years from conception to implementation.
- 6.91 Although there is less certainty about the longer term, the changes discussed above seem likely to continue and to be mutually re-inforcing. Globalisation will continue to stimulate growth in global cities that will attract high levels of investment, the leading edge of technological innovation and in-migration of people attracted by growth and quality of life. The imperative of sustainable development will grow ever stronger as problems such as climate change become more inescapable. The best use of the land and infrastructure that already exists in major cities will be the obvious policy response.
- 6.92 There will remain significant continuing potential to absorb growth in a sustainable manner in the decade after 2020. For example, the Thames Gateway's complete regeneration will take longer than two decades. Beyond 2020, the infrastructure and fabric of several suburban areas will be in increasing need of renovation and thereby create opportunities for sensitive intensification. In a city as vast and old as London there will always be potential for renovation and change that cumulatively will make a big contribution to accommodating future growth.
- 6.93 Major infrastructure decisions will be taken in coming years on, for example, increased airport and port capacity, the orbital road system around London and lower Thames crossings. These should promote the spatial priorities of this plan and especially the regeneration of the Thames Gateway. This will also inevitably be re-inforced by the growing strength of the linkages between London and mainland Europe that will, over a period of decades, underpin both London's global and European role, provide a major counter-balance to the growth drivers in the west and result in a more balanced and cohesive city.
- 6.94 There will be continuing need to replace infrastructure that dates from London's expansion in the Victorian period. This plan envisages a substantial programme of public transport infrastructure improvements during the plan period. However, in a growing city further improvements will need to be planned for implementation after 2020. Before the first

review of the London Plan, the Mayor will consider what new proposals may be needed, including schemes to service metropolitan and other town centres whose role will continue to grow.

- 6.95 The Mayor will draw upon expert advice to consider policy issues beyond the timescale of the current plan. He will consider setting up a long term strategy study group to consider these issues, such a group would include some participants from the Examination in Public.

## **2 First review of or alteration to the London Plan**

- 6.96 The London Plan will be reviewed in the next Mayoral term. That review should reflect upon the impacts of change identified in the Annual Monitoring Reports and take on board progress made in more detailed specification of phasing and implementation through the Sub-Regional Development Frameworks. It may lead to proposed alterations to this plan. It will need to address issues beyond 2020 mentioned above. It is most likely that it will focus on revision to specific parts of this plan rather than on the whole strategy.
- 6.97 An indicative programme for the first review or alteration is:
- completion of draft Sub-Regional Development Frameworks by end 2004
  - completion of the new Housing Capacity Study by end 2004
  - consultation on alteration to waste planning policies during 2004, publication by mid 2005
  - consultation on first review early 2005
  - draft plan by late 2005
  - EiP in mid 2006
  - publication in early 2007.

Matters for the first review or alteration may include:

- government decisions on the scale and pace of development in the Thames Gateway
- any further policy content arising from the Sub-Regional Development Framework process
- planning strategies and proposals to support the 2012 Olympic Games bid
- government decisions on new runway capacity for airports in London and the south-east
- implications for the town centre network and policy of retail need and capacity assessments
- results of the new housing capacity study and implications for housing provision target figures

- policy impacts of the Regional Spatial Strategies to be produced for the South East and East of England regions
- policy impacts of Supplementary Planning Guidances needing to be incorporated into the plan
- new and revised Mayoral strategies
- outcomes of work on climate change
- any policy implications of emerging census data
- the potential of Business Planning Zones
- further proposals to increase public transport capacity.

6.98 Not surprisingly the preparation of this plan has suggested a number of areas – legislative, fiscal and financial – where in the Mayor’s opinion, change is needed. The key changes, which the Mayor will discuss further with the government as part of the lead into the first review of or alteration to this plan include:

- an increase in London’s resources. This plan sets out London’s needs for additional resources after decades of under-investment in infrastructure
- a review of arrangements for allocating and co-ordinating strategic funds
- legislative changes to meet higher targets for municipal waste recycling and composting, to achieve 50 per cent by 2010 and 60 per cent by 2015
- secondary legislation to enable the Mayor to be a party to Section 106 agreements
- a mechanism partially to recoup large increases in land value attributable to the planning system or public investment, and especially public transport improvements
- changes to government guidance, in particular Circular 1/97 and Circular 6/98 on planning obligations and affordable housing.

### *References*

- 1 Investing in London: the Case for the Capital, GLA, 2001 and Public Services for a Growing City, GLA, 2001
- 2 London’s Contribution to the UK Economy, Corporation of London, 2001
- 3 London’s Housing Capacity, GLA, 2000
- 4 Transport for London Business Plan: 2003/4 – 2008/9, TfL, 2003
- 5 Analysis of the Transport Programme to Support the London Plan, TfL, January 2003
- 6 London Development Agency Corporate Plan, LDA, 2002
- 7 Sustainable Communities: Building for the Future, ODPM, 2003
- 8 Draft Good Practice Guide on RPG Targets and Indicators, DTLR, 2001



## annex 1 London's strategic town centre network

- 1 Policy 2A.5, Policies 3D.1-3 and statements on town centres in Chapter 5 of the London Plan set out the strategic policies that will support the development of London's town centres over the lifetime of this plan and guide the location of retail and leisure activity.
- 2 Town centres' current functions are set out in the London Town Centre Network below. This network shows how town centres of different types relate to each other in terms of the different levels of services they provide. It acts as a framework to ensure that London's residents, visitors and workers have ready and sustainable access to a full range of services. Further work on categorisation will be provided through the Sub-Regional Development Frameworks and will inform the first review of this plan. There will also be Supplementary Planning Guidance on retail needs and assessment. This will provide guidance on the amount of future development that centres could accommodate sustainably to meet the wider objectives of this plan and PPG6.

### **The London Town Centre Network**

- 3 London has a complex pattern of town centres. While each centre performs a different function according to the community and area it serves, five broad types of town centre can be identified within London. Each town centre type is described below. The categorisations of centres in the first four categories are set out in Table A1.1 below.
  - International centres (2) are major concentrations of a wide range of globally attractive, specialist or comparison shopping.
  - Metropolitan centres (10) mainly in the suburbs, serve wide catchment areas covering several boroughs and offer a high level and range of comparison shopping. They typically have over 100,000 square metres of retail floorspace, including multiple retailers and department stores. They also have significant employment, service and leisure functions.
  - Major centres (35) characteristic of inner London, such as Brixton, Putney or Camden, are also important shopping and service centres, often with a borough-wide catchment. They are typically smaller in scale and closer together than those in the metropolitan category. Their attractiveness for retailing is derived from a mix of both comparison and convenience shopping. Some major centres, which have developed sizeable catchment areas, also have some leisure and entertainment functions. Major centres normally have over 50,000 square metres of retail floorspace.

- District centres (156) have traditionally provided convenience goods and services for more local communities and are distributed across London. Some district centres have developed specialist shopping functions, often as a result of their lower rents. Developing the capacity of district centres for convenience shopping is critical to ensure access to goods and services at the local level, particularly for people without access to cars. Many have a linear nature, which may need to be consolidated to make more efficient use of land and transport capacity.
  - Neighbourhood and more local centres (over 1,200) provide services for local communities and are of cumulative strategic significance. A number of recent initiatives, including the NHS Plan 2000, highlight the importance of access to local and affordable fresh fruit and vegetables for the improvement of health. The report of the Social Exclusion Unit's Policy Action Team 13 'Access to Shops in Deprived Neighbourhoods' emphasised the role of local shopping facilities in fostering social inclusion. Neighbourhood shopping centres have a key role to play in addressing the problems of areas lacking accessible retail and other services.
- 4 Map 3D.1 shows the location of London's international, metropolitan major and district centres.
- 5 In addition to, but in policy terms separate from, these town centres, London contains a Regional Shopping Centre – Brent Cross, which serves a regional role and is not currently a town centre. The separate policy approach to Brent Cross is set out in Chapter 5.

### **Developing town centre categorisations**

- 6 The GLA will work in partnership with boroughs and other relevant agencies to identify the capacity of different centres to meet Londoners' likely future needs in the light of the broader objectives of this plan. Capacity will be identified through 'health checks', which will be co-ordinated by the GLA. The current borough-level assessment of need<sup>1</sup> will be refined to assess pressures arising from consumer expenditure growth and other needs which may be placed on individual centres, such as the need for community facilities. These assessments of capacity and need will be reconciled through partnership working on the Sub-Regional Development Frameworks and area planning frameworks.
- 7 Town centres will be broadly classified according to their capacity to meet expected needs in light of their current and future roles in the town centre network and in relation to the roles of other centres including

those outside London. This will require inter-regional working. This broad classification of centres should be refined in the light of local circumstances through Unitary Development Plans. The Sub-Regional Development Frameworks will provide an opportunity to provide more specific policy direction for some individual centres, where this is necessary to support local and strategic objectives (for example, to identify likely future changes in a centre's functional classification or development of a strategically significant specialist role, so that these can be taken into account when this plan is reviewed).

**table A1.1 Town centre classifications**

<b>International centres</b>		<b>Major centres</b>	
<b>Borough</b>	<b>Centre</b>	<b>Borough</b>	<b>Centre</b>
Kensington & Chelsea/ Westminster	Knightsbridge	Greenwich	Woolwich
Westminster	West End	Greenwich	Eltham
		Hackney	Dalston
		Hammersmith & Fulham	Hammersmith
		Hammersmith & Fulham	Fulham
		Hillingdon	Uxbridge
		Hounslow	Chiswick
		Islington	Nags Head
		Islington	Angel
		Kensington & Chelsea	Kensington High Street
		Kensington & Chelsea	King's Road East
		Lambeth	Streatham
		Lambeth	Brixton
		Lewisham	Lewisham
		Lewisham	Catford
		Merton	Wimbledon
		Newham	East Ham
		Newham	Stratford
		Richmond	Richmond
		Southwark	Peckham
		Waltham Forest	Walthamstow
		Wandsworth	Clapham Junction
		Wandsworth	Putney
		Wandsworth	Tooting
		Wandsworth	Wandsworth
		Westminster	Queensway/ Westbourne Grove
<b>Metropolitan centres</b>			
<b>Borough</b>	<b>Centre</b>		
Bromley	Bromley		
Croydon	Croydon		
Ealing	Ealing		
Haringey	Wood Green		
Harrow	Harrow		
Havering	Romford		
Hounslow	Hounslow		
Kingston	Kingston		
Redbridge	Ilford		
Sutton	Sutton		
<b>Major centres</b>			
<b>Borough</b>	<b>Centre</b>		
Barking	Barking & Dagenham		
Barnet	Edgware		
Bexley	Bexleyheath		
Brent	Wembley		
Brent/Camden	Kilburn		
Bromley	Orpington		
Camden	Camden Town		
Ealing	Southall		
Enfield	Enfield Town		



**District centres**

<b>Borough</b>	<b>Centre</b>
Barking	Dagenham & Heathway Chadwell Heath
Barnet	North Finchley Chipping Barnet Church End, Finchley East Finchley Temple Fortune Golders Green Whetstone Hendon central New Barnet Brent Street Mill Hill
Barnet/Brent	Cricklewood Colindale/The Hyde
Barnet/Brent/Harrow	Burnt Oak
Bexley	Welling Sidcup Crayford
Brent	Harlesden Willesden Green Wembley Park Preston Road Neasden Ealing Road
Brent/Harrow	Kingsbury
Bromley	West Wickham Beckenham Petts Wood Penge
Bromley/Croydon/Lambeth	Crystal Palace
Camden	Swiss Cottage/ Finchley Road Kentish Town Hampstead West Hampstead
City of London	Fleet Street Cheapside Leadenhall Market Moorgate Liverpool Street

**District centres**

<b>Borough</b>	<b>Centre</b>
Croydon	Purley Thornton Heath Upper Norwood Norbury South Norwood Coulsdon Addiscombe
Ealing	Acton Greenford Hanwell
Enfield	Angel Edmonton Edmonton Green Palmers Green Southgate
Greenwich	Greenwich West Thamesmead Plumstead
Hackney	Mare Street Stoke Newington
Hackney/Haringey/Islington	Finsbury Park
Hammersmith & Fulham	Shepherds Bush
Haringey	Muswell Hill Crouch End Tottenham Green Lanes West Green Road
Harrow	Pinner Wealdstone Rayners Lane South Harrow Stanmore North Harrow
Harrow/Brent	Kenton
Havering	Hornchurch Upminster Collier Row Elm Park Harold Hill Rainham

**District centres**

<b>Borough</b>	<b>Centre</b>
Hillingdon	Yiewsley/West Drayton Ruislip Hayes Eastcote Northwood Ickenham
Hounslow	Feltham High Street Brentford
Islington	Archway
Kensington and Chelsea	Portobello Road Notting Hill Gate Fulham Road (east) South Kensington Earls Court Road King's Road (west) Fulham Road (west)
Kingston	New Malden Surbiton Tolworth
Lambeth	Clapham High Street West Norwood Stockwell Lower Marsh Tulse Hill
Lewisham	Deptford Sydenham Forest Hill New Cross Lee Green Downham Blackheath
Merton	Morden Mitcham
Newham	Upton Park Forest Gate East Beckton Canning Town
Redbridge	Barkingside South Woodford Gants Hill Wanstead

**District centres**

<b>Borough</b>	<b>Centre</b>
Richmond	East Sheen Teddington Whitton Twickenham
Southwark	Walworth Road Surrey Quays/ Canada Water Dulwich – Lordship Lane Borough High Street Elephant & Castle
Southwark/Lambeth	Camberwell
Sutton	Wallington Worcester Park North Cheam Cheam Rosehill
Tower Hamlets	Bethnal Green Crisp Street Poplar Whitechapel Roman Road (east) Watney Market Isle of Dogs/ Canary Wharf
Waltham Forest	Bakers Arms Leytonstone South Chingford Wood Street North Chingford
Wandsworth	Balham
Westminster	Edgware Road South Marylebone High Street Edgware Road/ Church Street NT Praed Street/Paddington Warwick Way/ Tachbrook Street Harrow Road St John's Wood

*References*

- 1 CACI. Consumer Expenditure in London 2001 – 2016, GLA, 2003



## annex 2 Strategic Employment Locations

### Introduction

The Strategic Employment Locations framework is intended to reconcile the demand for, and supply of, productive industrial land in London. Strategic Employment Locations in the London Plan involve two types of areas: Industrial Business Parks for businesses requiring a high quality environment, and Preferred Industrial Locations for businesses with less demanding requirements. These two types of location are intended to take account of the needs of different types of industry in terms of capacity, environment, servicing and accessibility.

Chapter 2 and Chapter 3, Part B of the London Plan address Strategic Employment Locations, requiring that they should be identified in UDPs. Draft Supplementary Planning Guidance has been prepared to set out criteria to assist with the management, protection and enhancement of these designated strategic employment opportunities.

Tables 1 and 2 below identify Preferred Industrial Locations and Industrial Business Parks by borough.

**table A2.1 Preferred Industrial Locations**

Number	Borough	Preferred Industrial Location name
1	Barking & Dagenham	River Road Employment Area
2	Barking & Dagenham	Rippleside
3	Barking & Dagenham Havering	Dagenham Dock (part)
4	Bexley	Belvedere Industrial Area (part)
5	Bexley	Erith Riverside (part)
6	Brent, Ealing Hammersmith & Fulham	Park Royal (part)
7	Brent	Wembley Stadium (part)
8	Brent, Barnet	Staples Corner
9	Croydon	Marlpit Lane
10	Croydon, Sutton	Purley Way Area
11	Ealing	Great Western Road (part)
12	Ealing	Northolt, Greenford, Perivale (parts)
13	Enfield	Brimsgate
14	Enfield, Haringey	Central Leaside Business Area
15	Enfield	Freezywater
16	Greenwich	North Charlton Employment Area
17	Greenwich	Greenwich Peninsula West
18	Greenwich	Plumstead Industrial Area
19	Hackney	Hackney Wick (part)

20	Harrow	Wealdstone Industrial Area
21	Havering	Harold Hill Industrial Estate
22	Havering	Coldharbour Lane Employment Area
23	Hillingdon	Uxbridge Industrial Estate
24	Hillingdon	Stonefield Way/Victoria Road
25	Hillingdon	Hayes Industrial Area
26	Hounslow	North Feltham Trading Estate
27	Hounslow	Brentford (part), including Transport Avenue Industrial Area, Commerce Road
28	Kingston	Chessington Industrial Estate
29	Lewisham, Southwark	Surrey Canal Area (part)
30	Lewisham	Bromley Road
31	Merton	Willow Lane, Beddington
32	Merton	Morden Road Factory Estate
33	Merton	North Wimbledon (part)
34	Merton	Beverley Way Industrial Area
35	Newham, Tower Hamlets	Lower Lea Valley (part)
36	Newham	London Industrial Park
37	Newham	Marshgate Lane Area
38	Newham	Thameside West
39	Newham	Thameside East
40	Redbridge	Southend Road Business Area
41	Redbridge	Hainault Industrial Estate
42	Southwark	Bermondsey South East
43	Sutton	Kimpton Industrial Area
44	Waltham Forest	Lea Bridge Gateway
45	Waltham Forest	Blackhorse Lane
46	Wandsworth	Nine Elms

table A2.2 Industrial Business Parks

Number	Borough	Industrial Business Park name
1	Barnet	Northern Telecom, Brunswick Park
2	Bexley	Thames Road, including Crayford Industrial Area
3	Bexley, Bromley	Foots Cray Business Area
4	Brent, Ealing	Hammersmith & Fulham Park Royal (part)
5	Brent	East Lane
6	Bromley	St Marys Cray
7	Enfield	Great Cambridge Road (part)
8	Hammersmith & Fulham	Kensington & Chelsea Wood Lane (part), including Freston Road
9	Haringey	Tottenham Hale

10	Haringey	Wood Green (part)
11	Harrow	Stanmore (part)
12	Hillingdon	North Uxbridge Industrial Estate
13	Hounslow	Great Western Road (part)
14	Kingston	Barwell Business Park
15	Newham	British Gas Site
16	Newham	Beckton Gateway



## annex 3 reconciliation tables

- 1 As set out in the Introduction, the Greater London Authority (GLA) Act 1999 requires that the London Plan take into account three crosscutting themes:
  - the contribution to sustainable development in the UK
  - the health of Londoners
  - equality of opportunity.
- 2 These themes have been integral to the research and development of the London Plan. The purpose of this reconciliation check is to focus attention on the crosscutting themes, highlighting those parts of this plan that are particularly relevant to them. For each of the three themes, the check covers the key functional linkages between the theme and spatial development and the process by which each theme has been integrated. It also provides a signpost to particular sections or policies of the plan that closely relate to them and introduces further work and Supplementary Planning Guidance to follow publication of this plan.

### *Sustainable development*

- 3 Process: Consultants were commissioned to undertake an independent sustainability appraisal. Building on the work in the GLA to establish a set of sustainable development principles together with objectives from the UK strategy on sustainable development, a draft set of objectives was drawn up by the consultants and verified with an external review group.
- 4 Thirty-three objectives were identified. These objectives were used to carry out a scoping exercise of 'Towards the London Plan' and an appraisal of emerging policies for the draft London Plan. The appraisal process was validated by the external review group. Reports on working drafts were fed into the production of the draft plan. The consultants produced an independent report on the policies in the draft plan and this was considered at the Examination in Public. A further iteration of the sustainability appraisal was carried out on the working draft following receipt of the Report of the Panel and the output from this fed into this plan. A final appraisal has been carried out and the results published alongside this plan. The report starts to address some of the issues that will be required in Strategic Environmental Assessments that will come into force from July 2004.
- 5 Signpost: The 33 objectives selected to appraise each policy cover all elements of sustainable development. These include aspects of making better use of natural resources, reducing the need to travel, the value of open space, the health of Londoners, crime, housing, air quality, inward investment, waste, noise, freight transport, poverty and social exclusion, cultural and historic environment, high quality design and urban form



using sustainable techniques, use of the rivers and waterways, opportunities for employment and valuing Londoners. No attempt has been made to identify single specific policies that impact on sustainability in particular. As written in Chapter 2, section 2.7, the theme of sustainability runs throughout all the policies in this plan.

- 6 Further work: The report of the sustainability appraisal into this plan sets out an environmental baseline of information relating to the appraisal objectives and identifies indicators and targets. These will be monitored alongside the indicators in the London Plan.

#### *The health of Londoners*

- 7 Functional linkages: Health is a critical determinant of the quality of all our lives. A range of factors affect the health of Londoners and these are outlined in Table 4C.1. Factors such as access to leisure facilities, fresh food or decent living conditions can all lead to healthier, longer lives. Planning decisions have the potential to influence these factors.
- 8 Process: The starting position was that promoting public health is far more than ensuring access to a high quality health care service. This has influenced the process by which matters of public health fed into the development of the London Plan. Two pieces of work were key to understanding this relationship. The first was of a 'health evidence base' for the London Plan<sup>1</sup>. This evidence draws together existing research and evidence that has sought to quantify some of the links between key policy areas of the draft London Plan and public health. It has been used to cross-check and reference the health benefits of policies. The second piece of work was to determine the role of the London Plan in influencing locational decisions around health care provision. This was undertaken through a series of meetings with the NHS London Regional Office and NHS Estates. Following the publication of the draft plan, London's Health Commission undertook an independent Health Impact Assessment (HIA). A panel of health experts reviewed all available evidence, to explore the following questions: which determinants of health are likely to be affected by the strategy? How may health determinants change as a result of the strategy? What outcomes for health might result from these changes? What might be the impact on health inequalities of these changes? The full report of the HIA and its recommendations was presented to the Mayor and to the panel at the Examination in Public. The HIA found that many important health considerations were already incorporated in the draft plan. It outlined those policies that will make a significant contribution to improving health and reducing health inequalities and outlined some areas of concern. The latter have been considered in producing this plan.

- 9 Signposting: The health evidence base has enabled the identification of broad areas of the plan that are particularly relevant to determinants of good health. The latter have been defined as falling into five main categories: social and economic factors; environmental factors; lifestyle factors; access to services and equality<sup>2</sup>. This work has been reinforced by the outputs from the HIA. Some policies and objectives of this plan are directly designed to maintain and enhance public health, such as the promotion of walking and cycling. Other policies have indirect public health benefits, such as opportunities to shop locally. Table 4C.1 provides a signpost to those key sections of the plan that have particular health benefits. Many other policies will also impact on health and wellbeing, but to a lesser extent.
- 10 Further work: The Mayor believes that there are important links between spatial development and public health. Chapter 3, Part 3 includes a proposal for the GLA to work in partnership with London's Health Commission and the providers of health care, to publish a set of guidelines on the role of the development planning process in securing public health benefits.

*Equality of opportunity for all Londoners*

- 11 Functional linkages: The promotion of equality of opportunity is a theme underlining the majority of policies in this plan, whether it is access to facilities and services, enhancing employment opportunities, the protection of open spaces, or a broad range of policies concerned with the quality of life. The Mayor recognises that there are groups of Londoners for whom equality of opportunity is of particular concern. These are groups who suffer discrimination, or have particular needs, as a result of their race, gender, disability, age, sexual orientation or religion. This plan attempts to address the strategic land use, transport and development aspects of these needs.
- 12 Process: In Towards the London Plan, the Mayor emphasised the importance of seeking to address the spatial needs of particular groups of Londoners. This prompted responses from a wide range of organisations highlighting the particular priorities of their interest group. This helped greatly in understanding the ways in which a strategic plan could address such issues. A number of events and consultation meetings have taken place during the preparation of this plan to identify those strategic issues and priorities relating to groups who are marginalised or discriminated against. This plan seeks to address those issues and also draws on the expertise contributing towards the preparation of other strategies, such as the Children and Young People's Strategy, the Domestic Violence Strategy and the Rough Sleepers Strategy.

- 13 The Race Relations Amendment Act 2000 requires public authorities to comply with specific duties to eliminate unlawful discrimination, to promote equality of opportunity and good relations between people of different racial groups. Following this act, together with its duties set out in the GLA Act, the GLA has devised and published its own race equality scheme. The assessment and consultation on proposed policies for their impact on promoting race equality and the monitoring of their impact are particularly pertinent to the London Plan. As part of this work Equalities Impact Assessments were carried out of the draft and final plan's policies. The output from these assessments are addressed in this plan.
- 14 Signpost: Chapter 3, Part A, outlines the importance of assessing the spatial needs of London's communities of identity and interest and identifying ways of addressing deficiencies through the planning system. Table A3.1 highlights policies in this plan that are particularly relevant to different communities. Other policies also impact on equality and equity, but to a lesser extent.
- 15 Further work: The Mayor is committed to ensuring that the planning system is used to its full potential to deliver benefits to all communities. As proposed in Chapter 3, Part A, the Mayor intends to prepare Supplementary Planning Guidance on the particular additional needs of each of London's marginalised communities of identity and interest.

**table A3.1 Signposting to show how policies relate to health and equalities crosscutting themes**

Health	Equalities				
	<b>Social and economic factors (for example: poverty, employment, social exclusion)</b>	<b>Environmental factors (for example: air quality, housing, water quality)</b>	<b>Lifestyle factors (for example: diet, physical activity)</b>	<b>Access to services (for example: education, NHS, leisure, transport)</b>	
Policy 1.1 The Mayor's objectives	✓	✓	✓	✓	✓
Policy 2A.1 Sustainability criteria	✓	✓	✓	✓	✓
Policy 2A.2 Opportunity Areas	✓	✓		✓	✓
Policy 2A.3 Areas for Intensification	✓	✓		✓	✓
Policy 2A.4 Areas for Regeneration	✓	✓		✓	✓
Policy 2A.5 Town centres	✓	✓	✓	✓	✓
Policy 2A.6 Spatial strategy for suburbs	✓	✓	✓	✓	✓
Policy 3A.1 Increasing London's supply of housing	✓	✓			✓

<b>Health</b>					<b>Equalities</b>
	<b>Social and economic factors (for example: poverty, employment, social exclusion)</b>	<b>Environmental factors (for example: air quality, housing, water quality)</b>	<b>Lifestyle factors (for example: diet, physical activity)</b>	<b>Access to services (for example: education, NHS, leisure, transport)</b>	
Policy 3A.4 Housing choice	✓	✓			✓
Policy 3A.7 Affordable housing targets	✓	✓			✓
Policy 3A.9 Partnership approach and Sub-Regional Development Frameworks	✓	✓			✓
Policy 3A.10 Special needs and specialist housing	✓	✓			✓
Policy 3A.11 London's travellers and gypsies	✓			✓	✓
Policy 3A.13 Loss of hostels, staff accommodation and shared accommodation	✓			✓	✓
Policy 3A.14 Addressing the needs of London's diverse population	✓	✓	✓	✓	✓
Policy 3A.15 Protection and enhancement of social infrastructure and community facilities	✓	✓	✓	✓	✓
Policy 3A.16 The voluntary and community sector	✓	✓	✓	✓	✓
Policy 3A.17 Health objectives	✓	✓	✓	✓	✓
Policy 3A.18 Locations for health care			✓	✓	✓
Policy 3A.19 Medical excellence			✓	✓	
Policy 3A.20 Health impacts	✓	✓	✓	✓	✓
Policy 3A.23 Community strategies	✓		✓	✓	✓
Policy 3A.24 Meeting floor targets	✓		✓	✓	✓
Policy 3A.25 Social and economic impact assessments	✓				✓
Policy 3A.26 Supporting neighbourhood plans	✓			✓	✓
Policy 3B.1 Developing London's economy	✓				✓
Policy 3B.4 Mixed-use development	✓			✓	✓
Policy 3B.9 Creative industries	✓				✓
Policy 3B.10 Tourism industry	✓			✓	✓

<b>Health</b>					<b>Equalities</b>
	<b>Social and economic factors (for example: poverty, employment, social exclusion)</b>	<b>Environmental factors (for example: air quality, housing, water quality)</b>	<b>Lifestyle factors (for example: diet, physical activity)</b>	<b>Access to services (for example: education, NHS, leisure, transport)</b>	
Policy 3B.12 Improving the skills and employment opportunities for Londoners	✓			✓	✓
Policy 3C.1 Integrating transport and development	✓	✓		✓	✓
Policy 3C.2 Matching development to transport capacity	✓	✓			✓
Policy 3C.3 Sustainable transport in London	✓	✓			✓
Policy 3C.9 Increasing the capacity, quality and integration of public transport to meet London's needs	✓	✓	✓	✓	✓
Policy 3C.12 Improved Underground and DLR services				✓	✓
Policy 3C.13 Enhanced bus priority, tram and bus transit schemes				✓	✓
Policy 3C.16 Tackling congestion and reducing traffic		✓		✓	✓
Policy 3C.17 Allocation of street space		✓			✓
Policy 3C.18 Local area transport treatments				✓	✓
Policy 3C.19 Improving conditions for buses				✓	✓
Policy 3C.20 Improving conditions for walking	✓	✓	✓	✓	✓
Policy 3C.21 Improving conditions for cycling			✓		✓
Policy 3C.22 Parking strategy		✓			✓
Policy 3D.1 Supporting town centres	✓	✓		✓	✓
Policy 3D.2 Town centre development	✓	✓		✓	✓
Policy 3D.3 Maintaining and improving retail facilities	✓			✓	✓
Policy 3D.4 Development and promotion of arts and culture			✓	✓	✓

<b>Health</b>	<b>Equalities</b>				
	<b>Social and economic factors (for example: poverty, employment, social exclusion)</b>	<b>Environmental factors (for example: air quality, housing, water quality)</b>	<b>Lifestyle factors (for example: diet, physical activity)</b>	<b>Access to services (for example: education, NHS, leisure, transport)</b>	
Policy 3D.5 Sports facilities			✓	✓	✓
Policy 3D.6 Visitors' accommodation and facilities				✓	✓
Policy 3D.7 Realising the value of open space	✓				✓
Policy 3D.10 Open space provision in UDPs		✓	✓	✓	✓
Policy 3D.11 Open space strategies and audits		✓	✓	✓	✓
Policy 3D.15 Burial space				✓	✓
Policy 4A.6 Improving air quality		✓	✓		✓
Policy 4A.12 Water quality		✓			
Policy 4A.14 Reducing noise		✓			✓
Policy 4A.15 Climate change		✓			✓
Policy 4A.17 Dealing with hazardous substances		✓			✓
Policy 4B.1 Design principles for a compact city	✓	✓			✓
Policy 4B.4 Enhancing the quality of the public realm	✓	✓		✓	✓
Policy 4B.5 Creating an inclusive environment	✓		✓	✓	✓
Policy 4B.6 Sustainable design and construction	✓	✓	✓	✓	
Policy 4B.7 Respecting local context and communities	✓		✓	✓	✓
Policy 4B.10 London's built heritage		✓			✓
Policy 4B.11 Heritage conservation		✓			✓
Policy 4C.1 The strategic importance of the Blue Ribbon Network	✓	✓			✓
Policy 4C.16 Increasing sport and leisure use on the Blue Ribbon Network			✓	✓	✓
Policy 4C.17 Increasing access alongside and to the Blue Ribbon Network	✓	✓		✓	✓
Policy 4C.18 Supporting facilities and activities in the Blue Ribbon Network				✓	✓

<b>Health</b>					<b>Equalities</b>
	<b>Social and economic factors (for example: poverty, employment, social exclusion)</b>	<b>Environmental factors (for example: air quality, housing, water quality)</b>	<b>Lifestyle factors (for example: diet, physical activity)</b>	<b>Access to services (for example: education, NHS, leisure, transport)</b>	
Policy 5A.1 Sub-Regional Development Frameworks	✓	✓	✓	✓	✓
Policy 5B.1 The strategic priorities for Central London	✓	✓	✓	✓	✓
Policy 5B.2 Development in the Central Activities Zone	✓	✓		✓	✓
Policy 5B.3 Special Policy Areas	✓	✓		✓	✓
Policy 5C.1 The strategic priorities for East London	✓	✓	✓	✓	✓
Policy 5D.1 The strategic priorities for West London	✓	✓	✓	✓	✓
Policy 5E.1 The strategic priorities for North London	✓	✓	✓	✓	✓
Policy 5F.1 The strategic priorities for South London	✓	✓	✓	✓	✓
Policy 6A.1 The Mayor's own powers and resources	✓	✓			✓
Policy 6A.2 Working in partnership	✓	✓		✓	✓
Policy 6A.4 Priorities in planning obligations	✓	✓		✓	✓
Policy 6A.6 Generation and use of resources	✓	✓			✓
Policy 6A.7 Increasing the capacity of London	✓	✓			✓
Policy 6A.9 Working with stakeholders	✓	✓	✓	✓	✓
Policy 6A.10 Complementary strategies	✓	✓	✓	✓	✓
Policy 6B.1 Monitoring and review	✓	✓	✓	✓	✓
Policy 6B.2 Measuring progress	✓	✓	✓	✓	✓

### References

- 1 A health evidence base for the draft London Plan. Ben Cave. GLA, 2002
- 2 Health Impact Assessment Screening Tool. Draft for Piloting. GLA, 2001

## annex 4 parking standards

- 1 This annex sets out the approach to determining appropriate maximum parking standards within the policy context established by Policies 3C.22 and 3C.23.
- 2 Boroughs should interpret these standards with appropriate flexibility and have regard to them in developing policies for their UDPs and in exercising their development control functions. The approach set out in this annex will be used by the Mayor in considering applications for strategic developments.
- 3 The approach set out in Policy 3C.22 seeks to regulate parking in order to minimise additional car travel, reduce trip lengths and encourage use of other, more sustainable means of travel. Policy 3C.23 also recognises the need to support the economic development and regeneration of London's town centres. The approach provides for flexibility to enable boroughs to take account of local circumstances in balancing the desirability of reducing car use with the need to provide for attractive viable development. The approach has been developed in line with PPG 13. It supercedes the interim parking standards in the Mayor's Transport Strategy.
- 4 Managing the level of on-site parking provision is seen as a key reinforcing measure to promote alternative means of transport. It is also important that boroughs manage on-street and off-street parking as a whole and prepare a local integrated parking strategy, which can form part of the transport Local Implementation Plan.

### **Parking Standards, Transport Assessments and Public Transport Accessibility Levels (PTALs)**

- 5 PPG 13 (March 2001) introduced the concept of Transport Assessments. They should give details of proposed measures to improve access by public transport, walking and cycling, to reduce associated parking and mitigate adverse transport impacts. Transport Assessments will be a key factor in assisting boroughs in their assessments of development proposals and ensuring that parking levels sought for new developments are not excessive.
- 6 The Transport Assessment will provide an estimate of car parking demand. However the proposed development should not exceed the borough's standards, unless there is a very good justification for doing so. Account also needs to be taken of transport capacity constraints. Transport Assessments for major trip generating developments will need to demonstrate that sufficient capacity exists or can be provided on the significantly affected parts of the transport network. Major commercial



developments will also need to assess catchment areas in order to demonstrate that the intended customer/commuter catchment can access the site by public transport or on foot or by cycle. Account should also be taken of the level of public car parking already available, including on-street parking, particularly within town centres.

- 7 Public Transport Accessibility Levels (PTALs) have been adopted by TfL to produce a consistent Londonwide public transport access mapping facility to assist boroughs with locational planning and assessment of appropriate parking provision by measuring broad public transport accessibility levels. This method provides a consistent framework, which allows differences in public transport accessibility in different parts of London to be taken into account. The PTAL method is a useful tool, but does not preclude the use of additional assessment methods to assess a particular development or location.
- 8 There is evidence that car use reduces as access to public transport, as measured by PTALs, increases. Therefore, given the need to avoid over-provision, car parking provision should also reduce as public transport accessibility increases.
- 9 The use of PTALs in assisting the determination of appropriate development locations and parking standards requires TfL to maintain and periodically update such information. Map 2A.3 in the main body of this plan is illustrative only. TfL will provide borough level PTALs maps to each borough and will provide site specific information on request, free of charge, to boroughs for planning and development control purposes. TfL will provide updated maps generally on a bi-annual basis, with interim updates for areas affected by significant schemes. A technical working group will be maintained with the boroughs and technical guidance will be issued and updated as required.

#### **Employment car parking standards**

- 10 The standards for employment uses are set out in Table A4.1 below. They are consistent with those in RPG9 and the Mayor's Transport Strategy. PTALs and a Transport Assessment should be used to inform the level of parking within the range specified in Table A4.1. Normally they should not be used to increase the level of parking beyond the range indicated unless there is an identified regeneration need. Locations with higher PTALs should have a lower level of parking provision within or below the range specified. It is expected that the GLA and boroughs will gradually move to a PTAL and Transport Assessment based approach to determining employee parking standards over time.

- 11 Further work is being undertaken with adjoining regions to bring parking standards in neighbouring areas outside London closer to those appropriate in outer London over time. This will be reflected in the Sub-Regional Development Frameworks. However, in the interim, account can be taken of standards in adjoining areas outside London where this can be demonstrated to have an impact upon the viability of the development.

**table A4.1 Non-operational employment car parking standard**

Location	Maximum of one parking space per x square metres of gross floor area, where x is
	(Value of x)
Central London (CAZ)	1,000 – 1,500
Inner London	600 – 1,000
Outer London	100 – 600

*source* GLA, derived from RPG9

*notes* Central London is defined as the Central Activities Zone (CAZ), as shown in Map 5B.2. Inner London consists of Camden, Greenwich, Hackney, Hammersmith & Fulham, Haringey, Islington, Kensington and Chelsea, Lambeth, Lewisham, Newham, Southwark, Tower Hamlets, Wandsworth and Westminster excluding those parts in the CAZ. Outer London consists of Barking & Dagenham, Barnet, Bexley, Brent, Bromley, Croydon, Ealing, Enfield, Harrow, Havering, Hillingdon, Hounslow, Kingston-upon-Thames, Merton, Richmond-upon-Thames, Redbridge, Sutton and Waltham Forest. Boroughs can continue to use these categories as a basis for setting standards, although some flexibility in defining boundaries may be appropriate. Where boroughs use different definitions these should be explained.

### Residential car parking standards

- 12 Public transport accessibility should be used to assist in determining the appropriate residential density and the appropriate level of car parking provision, particularly for major developments. Maximum residential parking standards are set out in Table 4B.1 and summarised in Table A4.2.

**table A4.2 Maximum Residential Car Parking Standards**

Predominant housing type	Detached and semi-detached houses	Terraced houses & flats	Mostly flats
Car parking provision	2 – 1.5 spaces per unit	1.5 – 1 space per unit	1 to less than 1 space per unit*

- \* Flat developments in areas of good public transport accessibility and/or town centres should aim for less than 1 space per unit. The needs of disabled residents will need to be taken into account in developments with low car parking provision, so that adequate spaces, either on site or convenient dedicated on-street spaces, are identified for occupants.

- 13 Overall residential standards are consistent with PPG 3, which requires that on average car parking should not exceed 1.5 off-street spaces per dwelling, particularly in urban areas. Detached and semi-detached houses will form a small part of the overall growth in housing, and the maximum standard for these larger properties of up to two spaces recognises the impracticality of imposing a lower standard for houses with garages and for large detached houses. The substantial majority of new housing development will be higher density houses and flats which have a maximum standard of 1.5 or below, so on average car parking is not expected to exceed 1.5 off-street spaces per dwelling.
- 14 Residential development at higher densities and with lower car parking provision is encouraged in areas with high PTAL scores and/or close to town centres. An element of car-free housing should be included where accessibility and type of housing allows.

#### **Town centre and retail car parking standards**

- 15 A new framework set out in Policy 3C.23 for setting car parking standards for retail developments links car parking provision to public transport accessibility and encourages more restrictive car parking where public transport accessibility (PTALs) is high, to prevent over-provision of car parking. This takes account of the trend for shopping centres with better public transport provision, to have a higher public transport modal share and lower car use for shopping trips.
- 16 PTAL-based car parking standards should be used flexibly and avoid a perverse incentive to develop in out-of-centre locations, where public transport is poor, rather than in town centres. It is therefore vital that parking policy is applied in conjunction with PPG6, which requires parking to reinforce the attractiveness and competitiveness of town centres and the locational policies in PPG 13.
- 17 PTALs can vary across town/local centres and their immediate catchment area. In order to avoid different standards within a centre, boroughs should identify the appropriate maximum parking standards that should apply across a whole town centre including its edges. These standards should be informed by Policy 3C.23 and the indicative maximum standards given in Table A4.3. By concentrating development in town centres, access is improved for those without a car and access by public transport and other modes is encouraged.
- 18 The car parking standards given in Table A4.3 start from an assessment of car parking demand, which is reflected in the PTAL 1 standards. These standards are tighter than the indicative national standards set out in PPG

13 as they reflect the above average propensity to use public transport in London, even in many suburban locations. Maximum parking standards should not exceed those given for PTAL 1.

- 19 Boroughs, in developing their UDP policies, are advised to consult with appropriate bodies such as the town centre forum or partnership.
- 20 There is a difference between PTAL 6 scores in central London and outer London, due to the large size and density of the network serving central London. Outside central London, PTAL 6 is banded with PTAL 5. In central London (PTAL 6), no non-operational parking should be provided, except for disabled people. In some PTAL 5/6 locations outside central London, car park-free developments may also be appropriate.

**table A4.3 Indicative maximum car parking guidelines for retail uses in town and local centres**

	PTAL		
	6 central London	6 inner/outer London & 5	4 to 2
Retail land use	1 space per x square metres of gross floor area		
Smaller food store (up to 500m <sup>2</sup> gfa)	75	50 - 35	30
Food supermarket (up to 2500m <sup>2</sup> rfa/c4000m <sup>2</sup> gfa)	45 - 30	30 - 20	18
Food superstore (over 2500m <sup>2</sup> rfa/c4000m <sup>2</sup> gfa)	38 - 25	25 - 18	15
Non-food warehouse	60 - 40	50 - 30	30
Garden centre	65 - 45	45 - 30	25
Town centre/shopping mall	75 - 50	50 - 35	30

source GLA 2003

note For PTAL 6 central no non-operational parking should be provided except for disabled people.  
The food retail size thresholds are illustrative and should not be used to avoid appropriate parking reductions.

Department stores and other non-food and non-warehouse stores should be based on the town centre/shopping mall standards, although a retail impact study may be required to assess linked trips.

- 21 There is a difference between non-bulk and bulk (trolley-based) shopping. At non-bulk shopping developments, the starting point for meeting parking demand is the existing public off-street parking supply. The parking requirements should be assessed and take 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 co-ordinated approach with neighbouring authorities, including, where appropriate, those outside London, to prevent competition between centres based on parking availability and charges.

- 22 For bulk shopping, the preferred location is also in or on the edge of the town centre to facilitate linked trips. It is recognised that the use of trolleys to carry purchases means that some on-site car parking may be appropriate. Where new on-site car parking is required, this should be made available to the general public to ensure that the town centre benefits as a whole, and can also benefit in the evenings. Where possible, adjacent sites should have a linked parking layout to facilitate linked trips.
- 23 It is important that the quality, attractiveness and safety/security of car parks is improved and maintained to support and enhance the attractiveness of town centres. Car parks should provide a high quality of service and security to facilitate town centre improvement and renewal. The principles of good design promoted in this plan should apply to the design of car parks.

#### **Leisure uses**

- 24 Social/cultural activity generally does not normally involve carrying heavy loads or equipment. Peak usage of these facilities often takes place during evenings and weekends. While it is recognised that public transport services often reduce late in the evening, especially in suburban areas, existing public car parking supply is normally under-used in the evenings.
- 25 The starting point for determining car parking provision for leisure developments appropriate for town centre/edge of town centre locations is to make use of the existing public car park supply. This is particularly true for any developments within the central activities zone. However improvements to car park security, especially at night may be required.
- 26 In assessing the requirement for car parking for leisure uses, it is recognised that some edge-of-town sites will need on-site parking. Any provision should reflect the availability of public transport and, where appropriate, pedestrian/cycle accessibility. For sites with good public transport provision, car parking provision should be reduced. Information on possible car parking standards for a variety of leisure uses is given in the report on Parking Standards<sup>1</sup> which was commissioned by the GLA to inform parking standards. These can serve as a starting point when considering relevant standards. In locations with poor accessibility the scale

and mix of development should reflect the reliance on the car. A Transport Assessment should be used to assess the parking requirements. The variety and scale of leisure developments means that many larger developments must be assessed on an individual basis rather than by reference to standards. Where a large-scale development is of national and/or regional importance, a nearby rail connection of adequate capacity will generally be an important consideration.

- 27 Provision may need to be made for coach parking where substantial numbers of participants and spectators are expected. Stadia and other large-scale schemes which attract a lot of people should be located where PTAL 3 or above is achieved. Public transport access should be encouraged and parking provision should be minimised.

#### **Mixed use and large multi unit developments**

- 28 It is not possible to prescribe parking standards for mixed/multi-use developments as these differ widely. The key to identifying parking provision lies in a Transport Assessment supported by impact studies of large mixed use developments. The Transport Assessment will need to take appropriate account of public transport accessibility and highway network capacity.
- 29 The time profiles of car parking demand vary according to use. If the estimated peak parking demands for each element are simply added together, the total will generally exceed the actual peak parking demand for the development as a whole. Such over-provision should be avoided through appropriate analysis. The total parking provision will therefore be less than the sum of each individual element.
- 30 Trip rates for retail parks are significantly lower than for most of the individual elements in isolation. Parking provision should be reduced correspondingly. Linked trip-making can reduce parking demand by up to 50 per cent, and 25 per cent appears readily attainable. Account should also be taken of improvements in public transport. Developers should demonstrate such effects in their Transport Assessment.

#### **Other uses (A2, A3, B8, C1, C2 and D1)**

- 31 The following standards provide a starting point for determining maximum parking standards, taking account of local circumstances. Lower provision is likely to be appropriate in many cases, particularly where public transport provision and/or pedestrian/cycle access is good.

**table 4A.4 Indicative carparking standards for other uses (A2, A3, B8, C1, C2, D1)**

USE	Maximum Standard
A2 Financial and professional services, including banks, building societies, estate agencies, employment agencies, betting offices and professional and financial services.	<ul style="list-style-type: none"> <li>• Headquarters-style buildings of financial institutions and high street banks, building societies etc., should be treated as B1 offices.</li> <li>• For branches of banks, building societies etc, no site-specific parking should be provided. The presumption is that such uses are ancillary to retailing and should be located in a town/district centre.</li> </ul>
A3 Food and drink, including pubs, bars, cafes, restaurants and hot food takeaway shops.	<ul style="list-style-type: none"> <li>• In central town centre locations, no parking provision should be made. The public parking supply should be used.</li> <li>• On mixed-use sites (ie retail/leisure parks), food and drink should be treated as ancillary to other uses, unless significant restaurant facilities are provided and are likely to be a main attraction.</li> <li>• For outer London, at edge of centres or in smaller centres, 1 space per 10 m<sup>2</sup> gfa.</li> <li>• For drive-through or take-away restaurants where no seating is provided, no parking provision other than for operational requirements is likely to be appropriate</li> </ul>
B8 Storage or distribution, including wholesale warehousing, distribution centres and repositories.	<ul style="list-style-type: none"> <li>• 1 lorry space per 200 m<sup>2</sup> gfa (minimum 1 lorry space), to 1 lorry space minimum plus 1 lorry space per 500 m<sup>2</sup> gfa.</li> </ul>
Any associated office accommodation should be treated as offices for parking purposes.	<ul style="list-style-type: none"> <li>• Car parking as B1 (see Table A4.1)</li> </ul>
C1 Hotels, including boarding houses and guest houses	<ul style="list-style-type: none"> <li>• Car parking should generally be assessed on an individual basis using a transport assessment.</li> <li>• Small hotels, particularly those in central London, should have no on-site parking provision.</li> <li>• Hotels in town centres should generally not have on-site parking provision or coach parking beyond operational requirements. Outside town centres, relevant factors to consider in determining standards include public transport accessibility, target markets, the mix of domestic and international clients and the implications of any conference and sports facilities.</li> <li>• Hotels on key arterial roads outside central locations tend to rely on car-borne trade and may require relatively unfettered parking provision. A benchmark maximum is up to 1 space per bedroom, though where there is good public transport, lower provision will be appropriate.</li> </ul>

C2 Residential institutions, including residential schools/colleges and hospitals and convalescent/nursing homes.	<ul style="list-style-type: none"> <li>Residential schools/colleges and hospitals should be assessed on an individual basis using a transport assessment. Travel Plans will have a role to play.</li> <li>For hospitals it is likely that many patients and visitors will be car-dependent, as the very young and elderly form a large proportion of the patients' profile.</li> <li>New nursing homes centrally located should rely largely or entirely on public parking, whilst outside central locations a benchmark maximum standard (catering for both resident staff and visitors) is in the order of 1 space per 2-4 beds.</li> </ul>
D1 Non-residential institutions This use class includes a wide variety of institutions including places of worship and religious halls; crèches, day nurseries and non-residential education and training centres.	<ul style="list-style-type: none"> <li>Car parking requirements should be assessed on an individual basis using a transport assessment. Important considerations include catchments/target markets, location, public transport accessibility and maximising use of the public parking supply (particularly relevant for health and cultural facilities). Travel Plans should be used to minimise the use of less sustainable transport options.</li> <li>Parking needs should take account of the nature of the institution eg <ul style="list-style-type: none"> <li>places of worship/religious halls are likely to require some parking to cater for large gatherings drawn from a wide catchment eg in the case of weddings and funerals, although public parking should be used where possible.</li> <li>crèches/day nurseries may require a dropping-off/collection area rather than parking provision</li> <li>non-residential education and training centres may require some parking for staff and operational requirements, but the focus of attention should be on child safety, including segregation of vehicle and pedestrian movements on site. Safe Routes to School programmes should be promoted. Safe and convenient dropping-off/collection areas should be provided for parents' cars and coaches/school buses.</li> </ul> </li> </ul>

### Provision for taxis, coaches and buses

- 32 All large developments should provide for appropriate taxi ranks and coach/bus parking/stands. Consideration of these will form part of the development's Transport Assessment. More details of these facilities will be provided in the Land for Transport Functions SPG.



### **Operational parking**

- 33 Operational parking is that which is required to enable the development to function. It includes arrangements for maintenance, servicing and deliveries, but excludes employee and visitor parking. Some operational parking is likely to be required on site, to cater for servicing, which should occur off-road, even if there is no car parking provided for employees/visitors.
- 34 It should be up to the developer to present a convincing case for operational car parking above this level. It is important to remember that planning permissions are attached to the land in question, not usually to a particular occupier. Any exceptional provision of operational space to meet the needs of a specific occupier may be surplus to requirements at a later date. Genuine need for operational parking (such as a workforce with a high proportion of travelling salespeople) should be minimised through the use of a travel plan.

### **Parking for disabled people**

- 35 Policy 3C.22 recognises that developments should always include provision for car parking/car-based access for disabled people. Despite improvements to public transport, some disabled people still require the use of private cars. Suitable designated car parking and/or drop-offs are therefore required.
- 36 Boroughs should take a flexible approach, but developments should have a least one accessible car parking bay designated for use by disabled people, even if no general parking is provided. All developments with associated car parking should have at least two parking bays for use by disabled people. The appropriate number of bays will depend on the size and nature of the development and boroughs should take into account local issues and estimates of local demand in setting appropriate standards. Where no off-street parking is proposed, applicants must demonstrate where disabled drivers can park in order to easily use the development. The Mayor has published draft Supplementary Planning Guidance - Accessible London, which provides detailed guidance on accessibility for disabled people.

### **Cycle parking**

- 37 Developments should provide for sufficient secure cycle parking and supporting facilities in accordance with PPG 13 and the Transport Strategy. TfL has indicative guidance on cycle parking standards.

**Motor cycle parking**

- 38 Developments should provide for appropriate secure motorcycle parking in accordance with PPG 13 and the Transport Strategy (Proposal 4G.1 and Paragraphs 4G.25-27). The London Motorcycle Working Group has been set up to improve safety and reduce the environmental nuisance of motorcycles and mopeds.

**Park and ride**

- 39 Park and ride for town centres can have a role in serving catchment areas which are less easily served by public transport. It can also provide additional capacity at peak seasonal times. Park and ride also has a role to play at railway stations, particularly in outer London, in cases where the catchment is not always easily served by walking, cycling or bus. Boroughs need to ensure that proposals are compatible with overall transport objectives and in line with TfL's Policies and Assessment Framework, due to be published by early 2004 and future Land for Transport Functions SPG.

*References*

- 1 Parking Standards for retail and leisure and mixed use development in London. SDS Technical Report 12. GLA August 2002



## annex 5 implementation of the Blue Ribbon Network

This annex sets out a series of strategic actions for the Mayor to undertake in partnership with others, in pursuance of the Blue Ribbon Network principles and policies set out in Chapter 4, Part C. The Thames Policy Area indicative maps are included at the end of this annex.

No	Action	Time	Resources	Partners
1	The Mayor will work with the London Development Agency (LDA), boroughs and regeneration partnerships to promote and encourage the use of the Blue Ribbon Network in regeneration projects.	ongoing	staff time possible LDA funds	LDA boroughs partnerships
2	The Mayor will work with the LDA, Port of London Authority (PLA) and boroughs to examine opportunities for using waterside sites for green industries in conjunction with the priorities in the Mayor's Municipal Waste Management Strategy for London.	ongoing	staff time	PLA LDA boroughs partnerships
3	The Mayor, together with Transport for London (TfL), the LDA, and others will investigate the feasibility of passenger ferry schemes from east London to Docklands and central London.	within 3 years	staff time consultant	TfL LDA river service operators
4	The Mayor will continue to support work commenced in 2001 by Thames21 and London Rivers Association (LRA) to re-open access points to the Thames foreshore	ongoing	staff time	Thames21 LRA others
5	The Mayor will work with others and particularly the Environment Agency to establish a restoration strategy for the tributary river network.	3-5 years	staff time/ consultant boroughs	Environment Agency
6	The Mayor will work with planning authorities and the Environment Agency to increase the use of Sustainable Drainage Techniques including identifying areas where surface water could be sustainably managed at a strategic level.	within 5 years	staff time consultants others	Environment Agency boroughs
7	The Mayor will continue to play a role in co-ordinating the work of boroughs and other partnerships particularly in pursuing the preparation of appraisals of the Thames Policy Area. In particular, the Mayor will continue his involvement in the Thames Strategy – East.	ongoing	staff time	boroughs others

<b>No</b>	<b>Action</b>	<b>Time</b>	<b>Resources</b>	<b>Partners</b>
8	The Mayor will seek to work with the Environment Agency, local authorities and others on strategic issues of flood defence and water resources. The Mayor recognises that solutions to some challenges may lie outside the London boundary.	ongoing	staff time	Environment Agency water companies others
9	The Mayor has set up three advisory groups on issues connected with the Blue Ribbon Network. A Steering Group, a Stakeholders Forum and the London Canals Committee. The Mayor will look to these groups to advise him and to ensure that the various agencies working with the Blue Ribbon Network are jointly considering the challenges that face London and ensuring that London's interests as a whole are at the forefront of decision-making.	ongoing	staff time	stakeholders members of groups
10	The Mayor will work with the LDA, TfL, boroughs and the PLA to investigate measures to ensure that wharves that are essential to meet capacity and policy requirements are made available. This may include the use of Compulsory Purchase Order (CPO) powers, duties assigned in the GLA Act and applying for Freight Facilities Grants.	ongoing	staff time TfL, LDA, DTLR funds	TfL, LDA boroughs PLA
11	The Mayor will continue to work with Thames Tideway Strategy Steering Group, sewerage undertakers, the Environment Agency and boroughs to ensure that London's sewerage system is safe, reliable and minimises environmental damage, sewer flooding and mis-connections.	ongoing	staff time	Thames Water Environment Agency boroughs others
12	The Mayor will establish a Thames Policy Area UDP co-ordination group to ensure a consistent approach to the Thames Policy Area.	from 2004	staff time	boroughs key agencies
13	London Canals Committee (LCC) guidelines –the Mayor will look to review the guidelines that were published by the LCC in December 2000.	within 3 years	staff time	LCC

**maps BR.1-4 Thames Policy Area – indicative**

**map BR.1 Hampton to Wandsworth**



**map BR.2 Wandsworth to Bermondsey**



**map BR.3 Bermondsey to Woolwich**



**map BR.4 Woolwich to Crayford Ness**



*source* RPG3b/9b Strategic Planning Guidance for the River Thames, Government Office for London, February 1997



## annex 6 list of Supplementary Planning Guidance

- 1 The Mayor will prepare the Supplementary Planning Guidance (SPG) listed below in consultation with the Association of London Government, boroughs and other stakeholders.
- 2 SPGs will benefit from robust and consistent public consultation. Although each SPG may need specific consultation depending on its subject, scope or how it has been prepared, a basic process for all SPGs will be followed. The following groups will be included in public consultation:
  - relevant voluntary sector organisations and representatives from the target Londonwide stakeholder groups identified in Chapter 3, Part A (such as the Black Londoners' Forum, the LVSC, Age Concern, the London Access Forum, Greater London Action on Disability)
  - heads of Planning in 33 London boroughs and the ALG
  - relevant statutory bodies, including Government Office for London, English Heritage and CABE (Commission for Architecture and the Built Environment)
  - relevant statutory undertakers and neighbouring authorities
  - relevant business organisations such as London First and the CBI (Confederation of British Industry)
  - GLA group organisations, including the London Development Agency and Transport for London
  - London Assembly members
  - organisations which responded to the relevant parts of the draft London Plan consultation or appeared at the EiP.
- 3 The timetable for consultation should be at least 12 weeks. This is to allow boroughs and others sufficient time to seek agreement to their response.
- 4 After considering the comments received, the Mayor will decide when to publish the final SPG.

### List of London Plan Supplementary Planning Guidance

- 1 Accessible London (draft published July 2003)
- 2 Industrial Capacity (draft published September 2003)
- 3 Housing provision (draft to be published March 2004)
- 4 Urban design principles (draft to be published March 2004)
- 5 Affordable housing (draft to be published March 2004)
- 6 Sustainable construction and design (draft to be published April 2004)
- 7 View framework management (draft to be published April 2004)
- 8 Land for transport functions (draft to be published April 2004)



- 9 Renewable energy (draft to be published May 2004)
- 10 Meeting the spatial needs of London's diverse communities  
(draft to be published May 2004)
- 11 Retail need assessments (draft to be published July 2004)

## annex 7 main requirements for additional assessments as a result of the London Plan

The London Plan requires developers to carry out a number of assessments additional to those already required by other national or local planning policy. These have been kept to the minimum necessary to assess the impacts of development on London. Many of the assessments will only apply to specific types or scale of development or specific locations. ‘Major developments’ are defined in the Glossary and more local interpretations should be included in UDPs.

<b>Policy no</b>	<b>Requirement</b>
3A.25 Social and economic impact assessments	Major developments in, or with the potential to impact on, Areas for Regeneration should be subject to social and economic impact assessments.
4A.8 Energy assessment	Major developments should require an assessment of energy demand including demonstrating the steps taken to apply the Mayor’s energy hierarchy.
4A.9 Providing for renewable energy	Major developments should show how the development would generate a proportion of the site’s electricity or heat needs from renewables, wherever feasible.
4B.1 Design statements	Development proposals should include urban design statements showing how design principles have been incorporated which illustrate their design impacts. The detailed requirements will be defined in UDPs and for proposals referred to the Mayor, further advice will be given in the urban design SPG.

<b>Policy no</b>	<b>Requirement</b>
4B.5 Creating an inclusive environment	Development proposals should include an Access Statement showing 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. The detailed requirements will be defined in UDPs. All proposals referred to the Mayor should include an Access Statement.
4B.6 Sustainable design and construction	Major developments should include a statement showing how sustainability principles will be met in terms of demolition, construction and long-term management.
4C.9 Rising groundwater	Major developments within areas of rising groundwater should take reasonable steps toward using the water.
4C.21 Design statements	Major development proposals within the Thames Policy Area and adjacent to the rest of the Blue Ribbon Network should include design statements setting out the relationship with the waterspace.
4C.22 Structures over and into the Blue Ribbon Network	Proposals for new structures over and into the Blue Ribbon Network should include assessments to cover impacts on navigation, hydrology and biodiversity, and proposed mitigation measures.
4C.23 Safety on and near to the Blue Ribbon Network	Major developments along the Blue Ribbon Network should be accompanied by an assessment of existing and proposed safety provision.

## annex 8 partnerships that can help to deliver the London Plan

### **Introduction**

This annex sets out key partnerships that are important to help deliver the London Plan. Some already exist, others are proposed.

### **Access Association (existing)**

The Access Association brings together the GLA, boroughs and consultants to share experiences of promoting and securing inclusive and accessible environments in London.

### **Access Steering Group (existing)**

Set up by the GLA, this group helps formulate and implement the strategy on inclusive and accessible environments. Members are experts in the access needs of disabled people and include representatives from the London Access Forum, Greater London Action on Disability (GLAD), the Access Association and the ALG.

### **Community Development Trusts (existing)**

Development trusts are a particular type of partnership organisation – one that offers benefits to the local community and has advantages for many public bodies, non-profit agencies and funders. There is no single model for development trusts, but they do have common characteristics, including being concerned with the regeneration of an area, not for private gain, aiming for long-term sustainability, and community-based and accountable. Many develop a land or property base, which can earn them income. All aim to provide local solutions to local need. Finsbury and Paddington are two large trusts in London.

### **Community Empowerment Networks (existing)**

These networks operate in the 20 boroughs in receipt of neighbourhood renewal funds. The networks facilitate and support community involvement and participation in neighbourhood renewal and act as a forum through which the community could express its needs, concerns and aspirations.

### **Cross London Rail Links (existing)**

Consisting of representatives of the Strategic Rail Authority and Transport for London, this body's remit is to plan, gain approval and develop Crossrail 1 and Crossrail 2, the proposed new cross-London rail links.

**Cultural Strategy Group (CSG) (existing)**

Bringing together the GLA and representatives of the cultural sector, this group acts as a reference group for the Mayor's Cultural Strategy. It has also provided a policy input into the draft London Plan.

**Freight Quality Partnerships (existing)**

These are partnerships between business and local authorities. They exist to develop an understanding of distribution issues and problems at the sub-regional level.

**Health Partnerships (proposed)**

These partnerships would involve strategic health authorities, primary care trusts, Local Strategic Partnerships and the GLA. They would produce guidelines on how boroughs can best use the development process to promote public health.

**Late night entertainment forum (existing)**

This forum of the key agencies involved in late-night entertainment includes the GLA, the boroughs, the police, the government, local partnerships and other agencies. The forum discusses issues, shares best practice and develops better co-ordinated management of areas with high levels of late-night activities. The forum assists in policy development and will lobby for any additional resources for extra policing, late night transport and other contingent costs.

**Learning and Skills Councils (LSC) (existing)**

They are responsible for the funding and commissioning of post-16 training (excluding higher education and New Deal adult training). They are also responsible for adult and community learning, workforce development, adult guidance on training and business links with education. There are five LSCs in London whose boundaries are the same as the London Plan sub-regions.

**Local Strategic Partnerships (LSPs) (existing)**

These are cross-sectoral, cross-agency partnerships, which bring together, at a local level, different parts of the public sector with private business, and the community and voluntary sectors, so that different initiatives and services support each other and work together. They aim to ensure that services and decisions reflect the aspirations of and meet the needs of local communities and neighbourhoods. Their core tasks are to:

- improve the delivery of services to local people, especially those living in the most deprived neighbourhoods
- prepare and implement a community strategy

- develop and deliver neighbourhood renewal strategies
- work with local authorities developing Public Service Agreements.

In preparing of the community strategies, the LSPs in London should ensure that community strategies refer to the strategic direction of the London Plan.

#### **London Access Forum (existing)**

RADAR (the Royal Association for Disability and Rehabilitation), GLAD and representatives from Local Access Groups sit on the forum, which aims to promote and secure inclusive and accessible environments in London.

#### **London Biodiversity Partnership (existing)**

Involving the GLA, statutory and voluntary organisations, boroughs, academics and business partners, this partnership is to prepare and implement London's Biodiversity Action Plan.

#### **London Climate Change Partnership (existing)**

The GLA is leading the London Climate Change Partnership, which comprises many interested public, private and voluntary sector organisations. The partnership looks at various scenarios of climate change and the adaptations that would be needed.

#### **London Health Commission (existing)**

The London Health Commission (LHC) has approximately 40 members, drawn from across the health sector in London. The LHC informs and supports efforts to improve health and reduce inequalities across London. It is responsible for overseeing the development and implementation of the London Health Strategy and ensuring that health considerations are integrated into all key Londonwide strategies.

#### **London Regional Technical Advisory Body on Waste (existing)**

This body includes representatives from the Environment Agency, the GLA, the ALG, the waste industry, environment groups and neighbouring Regional Technical Advisory Bodies. It exists to fulfil the purposes of PPG 10 in relation to information requirements and as a forum for discussion of waste issues.

#### **Local Retail Fora (proposed)**

These groups would provide fora for communities, boroughs, local traders and landlords to work in partnership to:

- audit the current local retail provision, identify local assets, including long-term vacant properties, overlaps and gaps

- assess demand and develop and agree a local strategy for improving access to shops and services, in the context of district and regional plans
- work together to implement, monitor and review the strategy.

Strategies developed by local retail fora could help to encourage the retention and enhancement of local retail facilities. Other complementary measures could be required.

### **London Housing Board (existing)**

The London Housing Board was established in 2003. It is chaired by the Regional Director, GOL and comprises representatives of GOL, the Housing Corporation, GLA, ALG, LDA and English Partnerships. The Board is responsible for preparing the London Housing Strategy and advising ministers on the allocation of funding from the single regional pot for housing purposes.

### **London Housing Forum (existing)**

This forum includes representatives from the GLA, GOL, the Housing Corporation, the LDA, sub-regional partnerships, boroughs, developers and landowners. Its purpose is to bring forward housing provision, by identifying and quantifying capacity, securing necessary resources and prioritising sites for assistance with funding and land assembly.

### **London Parks and Green Spaces Forum (existing)**

The boroughs, the GLA, and other key stakeholders meet in this forum. The primary role of the forum is to develop a network for the exchange of expertise, experience, information and best practice in the planning, design, and management of London's open spaces. It is envisaged that the forum will undertake work complementary to the London Plan and advise GLA policy research and initiatives.

### **London Sustainable Distribution Partnership (existing)**

This partnership brings together TfL with those involved in the distribution business to assist in the development and implementation of proposals for effective distribution of goods in London.

### **London Thames Gateway Partnership Board (existing)**

The London Thames Gateway Partnership was established in 2003 and is chaired jointly by the Mayor and the Minister for London. It exists to optimise the delivery of sustainable communities in the London part of the Thames Gateway region.

**London Views Framework Focus Group (existing)**

This group includes representatives of the GLA, the boroughs, English Heritage, the Royal Parks and other organisations represented at the Examination in Public, and will advise on the production of Supplementary Planning Guidance on the London Views Framework.

**London Walking Forum (existing)**

Through this forum, the GLA, TfL, the Countryside Agency, the Lee Valley Park Authority, Greenwich Council and other boroughs aim to establish six strategic walking routes in London.

**London Waste Action (existing)**

This cross-sector, delivery agency for waste brings together London First, waste industry representatives, the ALG, Waste Watch, the Environment Agency and the GLA.

**Small area-based partnerships (existing)**

There are many small area-based partnerships which will have a role in contributing to planning at the neighbourhood level, including Sure Start, Health Action Zones, Employment Zones, Education Action Zones, Single Regeneration Budget partnerships, New Deal partnerships and other informal neighbourhood-based networks and forums. They may have a role in identifying neighbourhood needs that could then be addressed through development and planning obligations or other mechanisms.

**Sub-regional partnerships (existing)**

These are partnerships that promote development opportunities within the sub-regions. They encourage linkages between the various regeneration initiatives, and seek to maximise benefits associated with regeneration for local communities. The sub-regional partnerships will assist with the delivery of the London Plan objectives to accommodate growth and will help develop Sub-regional Planning Frameworks.

**Sustainable design and construction advisory group (existing)**

This GLA-led group exists to advise on development of information about sustainable design and construction.

**Thames Access Project (existing)**

The GLA is working with Thames21 and the London Rivers Association to protect and improve access to the Thames foreshore in this project.



**Thames Gateway Strategic Partnership (existing)**

This is a government body that aims to co-ordinate development in Thames Gateway across three regions and act to identify resources and mechanisms needed to deliver change.

**Thames Policy Area strategy partnerships (existing and proposed)**

These are public, private and community sector partnerships to prepare and implement policies and actions for the Thames Policy Area.

**Town centre partnerships (existing)**

These partnerships bring together the public, private and voluntary sectors to enhance and sustain the vitality and viability of town centres.

Core areas of activity for town centre partnerships include:

- development: creating a positive environment that enhances the town centre and secures investment to ensure the town centres' long term future
- management: ensuring the maintenance functions operate effectively and efficiently, and a safe and clean environment is available for all town centre users
- promotion: promoting and publicise the town centre.

Specific actions vary between individual town centres.

**Other partnerships**

Other partnerships will be developed to take the work of the plan forward as appropriate. The Mayor is committed to the concept of partnership working and welcomes proposals which will facilitate his vision for London set out in the plan.

## annex 9 implementation tools

This annex contains a list of some of the tools that can be used to deliver the London Plan, including some that already exist and some that are proposed.

### **100 Public Spaces in London (existing)**

This programme is identifying projects to improve and create new open spaces in London. It is led by the Mayor's Architecture and Urbanism Unit, working with Transport for London and the London Development Agency. Ten pilot projects were launched July 2002.

### **Access adaptation programmes (existing)**

These are to improve access for disabled people to public buildings and streets in their areas. Some boroughs fund charitable and voluntary organisations to undertake access improvements.

### **Access Statements (existing)**

These are statements to accompany planning applications which provide evidence that development proposals have been designed to meet the highest standards of accessibility and inclusion.

### **Area Action Plans (proposed – Planning Green Paper)**

The government's proposals for Area Action Plans are contained in draft PPS12.

### **Charitable trusts, such as Bridge House Estates Trust, the Adapt Trust (existing)**

Charitable trusts working in London, such as the Bridge House Estates Trust, can make a contribution to the accessibility of existing buildings in London by incorporating the principles of inclusive design into their funding criteria.

### **Business Improvement Districts (BIDs) (existing)**

Legislation was passed in 2003 to create a model for BIDs to be funded by an agreed additional levy on rates paid by local businesses, where they have voted in favour of the scheme. The starting point of a scheme is the identification of a source of concern for local businesses which could be addressed by revenue raised by a BID. Businesses located within town centres, for example, may wish to fund crime prevention measures, remedial measures such as street wardens, or invest in the town centre's visual appearance.

Importantly, BIDs are a partnership between the public and private sector, designed to supplement, not substitute, services provided by the public sector. Five BIDs under the Circle Initiative are being implemented,

supported by £4.6 million SRB funds. BID type partnerships between TFL, the MPA, the LDA, boroughs and businesses could be used for areas with a vibrant evening and night-time economy. Business Improvement Districts should promote an inclusive and accessible environment.

### **Car clubs (existing)**

Car clubs provide access to private car usage, without the drawbacks of car ownership. People sign up to a club, receive an electronic key fob and can book up a car within 15 minutes of needing it. Cars are usually within a short walk. It has been estimated that a car in a car club replaces six private cars. Car clubs are particularly useful to help implement the Sustainable Residential Quality approach to housing density and parking. In more accessible locations, particularly town centres and public transport interchanges, car parking can be reduced, in some areas to nil parking. Car clubs ensure that low car parking provision can be made, without denying people access to the benefits of a private car. This includes city car clubs and car pools, which facilitate vehicle sharing. They assist the provision of housing development with low car parking provision.

### **Community development trusts (existing)**

Development trusts are a particular type of partnership organisation – one that offers benefits to the local community and has advantages for many public bodies, non-profit agencies and funders. There is no single model for development trusts, but they do have common characteristics of being concerned with the regeneration of an area, not for private gain, aiming for long-term sustainability, and community-based and accountable. Many develop a land or property base, which can earn them income. All aim to provide local solutions to local need. The Paddington Development Trust, for example, is one of the largest trusts in London.

### **Community Empowerment Fund (existing)**

The fund is available to support voluntary and community sector groups, and the wider community, to participate in Local Strategic Partnerships (LSPs), so that all community interests are able to engage on an equal basis with other sectors in the local neighbourhood renewal and LSP process. Over £8 million is available for London for the period 2001-04.

### **The Community Fund (existing)**

The Community Fund (formally the National Lotteries Charities Board) awards grants to groups that help meet the needs of those at greatest disadvantage in society. There are a number of national priorities, and also specific priorities for London, which currently include projects focusing on older people, refugees and asylum seekers, capacity building

for small groups and infrastructure development within the black and minority ethnic sector.

### **Community Strategies (existing)**

These are plans for promoting and improving economic, social and environmental well being, that co-ordinate the actions of public, private, voluntary and community organisations operating locally. In London, the community strategy provides the overarching strategy for each borough, providing the context from which all other major strategies should flow. They are prepared by boroughs or Local Strategic Partnerships and involve a wide range of stakeholders.

### **Cultural quarters (proposed)**

Cultural quarters are designed to encourage cultural activities in defined geographical areas and they are supported through partnership working. No specific funds are available, unless partnerships have funding.

### **Education Action Zones (existing)**

Areas in which schools, local authorities, businesses, parents and communities are brought together to try and find innovative solutions to raise educational attainment and standards. There are several Education Action Zones in London, each of which could receive up to £1 million per year.

### **Empty property strategies (existing)**

These are borough strategies for reducing the number of empty properties and bringing them into residential use.

### **Energy Action Areas (proposed)**

An Energy Action Area is a defined geographical area that acts as a showcase low-carbon community, successfully demonstrating a range of sustainable energy technologies and techniques across a number of applications throughout the area.

### **Enterprise Grants (existing)**

Launched by the Department of Trade and Industry on 1 January 2000, the scheme provides a direct discretionary grant aimed at high growth small and medium sized businesses in 24 of the London boroughs. The Enterprise Grant may enable investment within London's town centres if applications are made by small firms either already located, or proposing to locate, within town centres.

### **Environmental Impact Assessment (EIA)**

EIA refers to the whole process by which environmental effects of a project are collected, assessed, publicised and taken into account

in reaching a decision on whether the project should go ahead or not. EIA is a means of drawing together, in a systematic way, an assessment of a project's likely significant environmental effects. This helps to ensure that the importance of the predicted effects, and the scope for reducing them, are properly understood by the public and the relevant competent authority before it makes its decision.

### **European Structural Funds Objective 2 (existing)**

Objective 2 of the European Structural Fund aims to support the regeneration of areas affected by industrial decline and urban deprivation. This EU fund prioritises community economic development, business development and competitiveness, infrastructure, premises, the environment and technical assistance. There are four partnerships in London: Outer Thames Gateway, West London, Upper Lea Valley and Inner East London. Further bidding rounds in 2002 and 2003 are possible.

### **Freight Facilities Grant (existing)**

The Freight Facilities Grant (FFG) is a capital grant scheme to help companies offset the costs of providing new rail or water freight facilities, improve existing facilities or re-open dormant facilities. It is designed to encourage a shift of freight currently travelling by road to water or rail and also to ensure that freight currently using these modes does not transfer to road. The grant is administered by the Department of Transport.

### **GIS resource on historic assets (proposed)**

To use existing Geographical Information Systems and information to increase information available to boroughs, developers etc showing cross boundary assets.

### **Health Action Zones (existing)**

Health Action Zones are established in areas of deprivation and poor health to tackle health inequalities and modernise services through local innovation. They aim to achieve measurable improvement in public health and health outcomes. There are four of them in London. There are no existing proposals for any additional zones.

### **Health Improvement and Modernisation Programmes (HIMPs) (existing)**

HIMPs are a partnership approach between the NHS and boroughs, private business, voluntary organisations, patients and the public, to help plan for the modernisation of services to tackle ill health, as well as the root causes of ill health.

**Healthy Walking Programme (existing)**

A joint initiative of the Countryside Agency and the British Heart Foundation providing support for a programme of 'led walks', of two miles or less. This scheme assists in providing health benefits and encouraging more people to walk.

**Heritage funding (existing)**

Improvements to strategic cultural areas and their settings are funded by English Heritage. Funds for regeneration, renewal and repair work are available through Heritage Economic Regeneration Schemes and other Heritage Lottery Funds. English Heritage also distributes the Heritage Lottery Fund to museums and galleries. Environmental improvements may need to be met from other sources.

**Heritage Lottery Fund (existing)**

This is National Lottery funding, available for a number of purposes. HLF grants are designed to open up the nation's heritage for everyone to enjoy, covering everything from museums and historic buildings to local parks and beauty spots, or recording and celebrating traditions, customs and history.

**Home Zones (existing)**

Home Zones are a government initiative to strike a balance between vehicular traffic and everyone else who uses the street: the pedestrians, cyclists, business people and residents. In areas identified as Home Zones, drivers have to give way to pedestrians and cyclists, and are responsible for any injuries they cause to them. Very low speed limits are imposed (top speeds of 10 mph or less). The emphasis is on the change in status of areas, through signing, traffic calming, seating and other street furniture and plants. In some streets, parking is re-arranged to make better use of space, including the provision of small pocket parks and other opportunities for children's play. Two of the nine pilots are in London. The 10-year Transport Plan has identified funding for Home Zones in residential areas. Seven new London schemes received funding in January 2002.

**Local Impact Assessments (proposed)**

An assessment of the social, economic, transport and/or environmental impact of a proposal on the local area.

**Local Implementation Plans (existing)**

These are statutory transport plans, produced by London boroughs, to implement the Mayor's Transport Strategy at a local level.

**Location/residential density/car parking matrix (existing)**

This is a GLA tool for controlling density and estimating residential capacity on development sites.

**The London Recycling Fund (existing)**

The London Recycling Fund is a partnership between the Mayor, the Association of London Government and London Waste Action and is managed by London Waste Action. It received £24.9 million in 2003/04 and DEFRA has announced a further £20.5 million for 2005/06. It is designed to significantly boost recycling of household waste across London and to do this through encouraging partnerships and private sector investment in the new systems needed if high levels of recycling are to be achieved by 2005 and beyond.

**London Remade (existing)**

London Remade is a strategic partnership between the business sector, London boroughs and regional government, waste management companies and the not-for-profit sector. Its principal objective is to develop and promote new markets and secondary industries based on the reprocessing and reuse of London's recycled materials.

**The London Thames Gateway Partnership Board (existing)**

This is a non-executive working group, jointly chaired by the Mayor of London and the Minister for London. Its role is to oversee and co-ordinate the planning and accelerated delivery of regeneration projects and programmes, including the sustainable communities programme, in the London Thames Gateway area.

**Master plans (existing)**

Master plans are an approach to planning the co-ordinated redevelopment of an area or major site. The approach sets out the vision to be achieved together with strategy and detailed mechanisms to implement it. Master plans are normally initiated by local authorities and related landowners, and involve local communities in their development. The clarity of expression as to what an area will look like and how it will work, the extent of public support and subsequent investment by the public and private sectors are key aspects for the success of master plans.

**Minerals levy (existing)**

This is a new environmental tax on aggregate (usually sand, gravel or rock) extraction. The money raised will go towards promoting environmentally beneficial practices that have the potential to increase secondary recycling.

**Neighbourhood Management Pathfinder Programmes (existing)**

These programmes work with Local Strategic Partnerships to join up policy at the local level. They aim to improve quality of life through better co-ordination and use of resources. They are aimed at areas of about 2,000–5,000 households, large enough to co-ordinate service delivery and small enough to respond to the needs and priorities of the community. There are two Round I Neighbourhood Management Pathfinders in London – Gospel Oak in Camden and Woolwich Common in Greenwich and three Round II – South Bermondsey in Southwark, Leyton in Waltham Forest and Church Street in Westminster.

**Neighbourhood Renewal Community Chests (existing)**

Neighbourhood Renewal Community Chest funds are available in the 20 most-deprived boroughs, as a way to encourage local community activities which contribute to the regeneration of an area and tackle issues of social exclusion. They are distributed as small grants of £50 to £5,000. There is a total of £50 million for the UK in the period 2001- 04.

**Neighbourhood Renewal Fund (existing)**

Targeted at 20 boroughs which have two or more wards in the 10 per cent most deprived across the country, the Neighbourhood Renewal Fund (NRF) provides additional funding to these areas to help narrow the gap between the most deprived areas and the rest of the country. Local Strategic Partnerships, with boroughs, are responsible for disbursing NRF and it can be spent in any way that will tackle deprivation. This includes improving the delivery of mainstream public sector services to deprived areas and improving performance against the government's floor targets in health, housing, education, crime and employment.

**New Deal for Communities (existing)**

This is a Government Programme to set up partnerships in deprived areas, working at a small area level to improve educational attainment and tackle local environmental issues, while reducing crime, the fear of crime, health inequalities and worklessness. Programmes are delivered through partnerships of local people, local authorities, other public agencies and the voluntary and community sector. There are ten New Deal for Communities areas in London, each of which is funded for ten years.

**New Opportunities Fund (existing)**

The fund is a distributor of National Lottery funds, created to award grants to health, education and environmental projects. Many of the programmes focus on those in disadvantaged areas. Lottery funding is available for green space improvements and creation, through the Green Spaces and Sustainable Communities Fund, under various award partners.



**Open space strategies (existing)**

These are borough strategies to protect, create and enhance open space, including approaches for positive management, identification of priorities for investment and an action plan for delivery.

**Placecheck (existing)**

Placecheck is a method of assessing the qualities of a place, developed by the Urban Design Alliance, which aims to help understand, evaluate and describe local character in a way that can guide regeneration and improvement plans. It is based on all aspects of local character, not just built character, and it links into community strategies. It complements London Plan policy and is a tool for areas with scope for major change, although it is applicable to all areas.

**Planning agreements or Section 106 (existing)**

Planning agreements or planning obligations as authorised by Section 106 of the Town and Country Planning Act 1990 are contractual agreements between local planning authorities and applicants for planning consent. They are negotiated as part of the process of considering and approving planning applications. They have to relate to the proposed development and to take account of the commercial viability of each scheme and strike a balance between obtaining a reasonable level of community benefit and not undermining the commercial rationale for the development.

**Planning frameworks (existing)**

These frameworks provide a sustainable development programme for Opportunity Areas, in line with Policy 2A.2. 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.

**Public Service Agreements (existing)**

These are agreements between local authorities and the government, building on the Best Value programme for ensuring public authorities continuously work to achieve the best possible value in their spending. The Public Service Agreements provide local authorities with the opportunity to sign up to targets that deliver key national and local priorities in return for operational flexibility and incentives. Financial rewards will be available for those that achieve the targets.

**Regional Arts Lottery Programme/Grants for the Arts (existing)**

The Regional Arts Lottery Programme is one of a number of lottery funding schemes for the arts. It makes awards from £2,000 to £100,000

to projects that improve access to the arts, among other criteria, and projects can include refurbishing arts buildings, public art and buying property and leases. It is being superseded by a new funding programme, Grants for the Arts, established in April 2003.

### **Register of accessible housing (proposed)**

A register of accessible housing would provide information on accessible housing in London. This would assist disabled people in finding accessible accommodation. Research is currently underway to assess the feasibility of a Londonwide register by the GLA.

### **Residual valuation model (existing)**

The GLA and the Housing Corporation have developed a residual valuation model to assist themselves and the boroughs in assessing the economic viability of affordable housing provision.

### **Site assembly (existing)**

By amalgamating sites which are under a variety of different ownerships, viable development sites can be obtained. This could be through Compulsory Purchase Order powers, but other partnership arrangements could be introduced to facilitate site assembly.

### **Sport Action Zones (SAZs) (existing)**

Funded by the Sport England Lottery Fund, SAZs are an initiative to increase participation in areas of recreational deprivation. For each SAZ, a recreational needs assessment is produced and an action plan developed from it. The latter forms the basis for bids to Sport England for funding. The initiative is primarily about people not buildings but investment in facilities can occur where it can be demonstrated that such funding is essential to provide sporting opportunities. SAZs currently exist in Southwark and Lambeth.

### **Sport England Lottery Fund (existing)**

Sport England's lottery funding is divided into community projects and a World Class Fund. The community projects fund includes capital awards for increasing participation in sport. Priority is given to areas of recreational deprivation through the Priority Areas and Sport Action Zones. The World Class Fund includes assisting the UK Sports Institute (UKSI) and English Institute of Sport and providing capital support for specialist national facilities other than on UKSI sites.

### **Strategic Cultural Areas**

These are areas with internationally important cultural institutions, which are also major tourist attractions, and include Greenwich Riverside, Wembley, the South Kensington museum complex, the Barbican, the South Bank and West End/Soho/Covent Garden.

### **Strategic Rail Authority (existing)**

The Strategic Rail Authority (SRA) has a duty to promote and secure the development of an integrated rail network. In January 2003, the SRA published 'The Strategic Plan'. The government identified £33 billion of public funding support over the 10-year plan period from 2001, in its 10-year plan for transport. This is to be completed by private finance.

### **Streets for People (existing)**

A Transport for London initiative, in which TfL works with boroughs to improve liveability of local areas through better designed streets. It is included in the Mayor's Transport Strategy under Policy 4G.10. This initiative is being taken forward through TfL's Borough Spending Plan for funding local borough initiatives.

### **Sustainable Communities Fund (existing)**

The government has allocated additional funding for the Thames Gateway and other growth areas to assist their sustainable development through the Sustainable Communities Fund. Most of this funding was allocated by the end of February 2003 to cover a three-year period.

### **Sustainable suburbs toolkit (proposed)**

This toolkit of policies aims to promote the social, economic and environmental sustainability of suburban areas. It will cover measures to improve the suburban centres, to promote intensification, to improve the public realm and to upgrade public transport for different types of suburbs. It will also include improvement strategies for different housing typologies and cover improved energy efficiency for the housing stock.

### **Tax relief measures in the Urban White Paper (proposed)**

An initiative is proposed in the Urban White Paper whereby a property owner can claim tax relief on the cost of converting redundant space over shops and other commercial premises into flats for letting. It would be part of a range of measures for improving the vitality of town centres.

### **Thames Policy Area appraisals (existing)**

Detailed appraisals of the Thames Policy Area are required by RPG3b and they are continued in the London Plan (see Chapter 4C: The Blue Ribbon Network). Some are already in place, while other areas, especially

East Thames, are not yet funded. The Mayor and others will consider mechanisms needed to take the recommendations forward.

### **Tourism Action Zones (proposed)**

The aim of this programme is to manage the impact of tourism through the identification of Tourism Action Zones, where there would be a co-ordination of visitor management plans, initiatives and funding to manage the impact of tourism on popular locations. They would be proposed by GLA Group in partnership with boroughs. No specific fund is available.

### **Town centre health checks (existing)**

Town centre health checks are a means of monitoring the health of town centres where local authorities collect information on key indicators such as diversity of uses, accessibility and capacity to accommodate new development. They are a useful tool for assessing the vitality and viability of town centres, particularly where threats to town centre vitality emanate from out-of-centre development.

### **Town centre management (existing)**

Town Centre Management schemes are a means to ensure the proper coordination and development of services to a town centre. They are delivered through a partnership of key stakeholders, sharing expertise and resources and aim to:

- improve management of the public realm
- help centres to develop competitive edge
- create a shared vision of purpose for a centre
- develop projects that focus on for eg environmental improvement, access, car parking, marketing, inward investment
- create a business plan and a programme of achievable actions
- promote improved access for disabled people including the provision of Shop Mobility schemes.

**Transport Assessments (existing)**

Transport Assessments (TAs) replace Traffic Impact Assessments. They will be submitted alongside a planning application, where a development has significant transport implications. The TA should reflect the scale of the development. For major proposals, the TA should illustrate accessibility by all modes and likely modal split of journeys to and from the site. It should also give details of proposed measures to improve access by public transport, walking and cycling, reducing the need for associated parking.

**Transport development area (existing)**

These define areas which involve an integrated land use/transport planning approach around public transport interchanges in which a more specific relationship between development density and public transport service levels is sought.

**Travel Plans (existing)**

These plans present a comprehensive and integrated package of measures designed to reduce journeys by car, especially single occupancy, and encourage greater use of alternatives to a specific site. Travel Plans are developed either on a voluntary basis by employers and other organisations or they form an integral part of Transport Assessments with new developments.

**Urban Design Statements (existing)**

These statements, drawn up by developers, are to provide evidence that development proposals have taken account of all relevant design considerations.

**Urban Development Corporation in east London (proposed)**

The government has announced its intention to establish an Urban Development Corporation in east London to assist the delivery of its Sustainable Communities action plan in the Thames Gateway area. It is currently considering the boundaries and remit of this body.

**Urban Regeneration Companies (existing)**

Urban Regeneration Companies (URC) are a mechanism by which the public and private sector are brought together to tackle the regeneration of a defined area of urban decline. Pilot URCs have been operating in locations across the country, and have included local authorities, Regional Development Associations, English Partnerships, private sector representatives and in some cases, community groups. They operate within a limited-company structure that enables partners to act at 'arms length' to co-ordinate the channelling of resources for the delivery of area-based regeneration. The government has indicated that there should

be no more than two URCs in each region, yet there is no constraint on more being formed.

**Waterway restoration strategy (proposed)**

The Mayor will work the Environment Agency and others to establish a restoration strategy for the Blue Ribbon Network. This will aim to identify options for re-instating natural features of the network and how these could be achieved. It will also look for opportunities for developments that could complement the policies in this plan and it could include identifying opportunities to re-establish parts of the Blue Ribbon Network.



## 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.

**Access Statement** A statement which accompanies a planning application, which demonstrates 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.

**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.

**Affordable housing** This is defined in Chapter 3, Part A.

**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.

**Ambient noise** This is 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** An amenity is an element of a location or neighbourhood that helps to make it attractive or enjoyable for residents and visitors.



**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.

**Areas for Regeneration** These areas are the wards in greatest socio-economic need, defined on the basis of the 20 per cent most deprived wards in the London Index.

**Assisted Areas** The DTI designates Assisted Areas, on the basis of unemployment and other economic criteria, for regional aid to industry.

**Best Practicable Environmental Option (BPEO)** The BPEO procedure establishes, for a given set of objectives, the option that provides the most benefits or the least damage to the environment as a whole, at acceptable cost, in the long term as well as in the short term.

**Bioclimatic design** These designs aim to create buildings that take account of local climatic conditions to ensure minimum reliance on non-renewable energy sources.

**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** Biomass is the total dry organic matter or stored energy of plant matter. As a fuel it includes energy crops and sewage as well as forestry and agricultural residues.

**Blue Ribbon Network** A spatial policy covering London's waterways and water spaces and land alongside them. Detailed strategic policies are contained within Chapter 4, Part C.

**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.

**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. This is achieved through changes to local taxation, based on a supplementary rate levied on businesses within that defined area.

**Carbon dioxide (CO<sub>2</sub>)** 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.

**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 in central and east London where planning policy promotes finance, specialist retail, tourist and cultural uses and activities.

**Central London Partnership** This partnership brings together some of the key private and public sector organisations operating in, or responsible for, central London. Members include local authorities and public sector service providers with a range of responsibilities. It works together to identify common priorities and resolve them through partner organisations.

**Centres of ACE Excellence** These are concentrations of arts, culture and entertainment (ACE) activities of national or international importance, to be maintained and enhanced by integrating planning action.

**Co-housing** These are resident-developed projects where mixed tenure homes are clustered around a common space, with a range of shared facilities.

**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.

**Community heating** Community heating is 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 to be prepared allowing for local communities (based upon geography and/or interest) to articulate their aspirations, needs and priorities.

**Compact city** This concept uses a model for city development akin to traditional high-density European cities such as Paris and Barcelona. It offers a sustainable form of development, enabling reduced travel demand through high density mixed-used development, creating vibrant culturally rich places.

**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.

**Conventional business park** This style of business park is generally large, car-based and located beyond the urban area.

**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.

**Crossrail 2** (formerly known as the Hackney–Southwest Line) This line is to link Hackney and south-west London. The precise route, the character and the role of the link have not yet been assessed.

**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.

**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 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 1.

### **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.

**Ecological footprint** The ecological footprint of a city is an area, scattered throughout the world (and usually vastly greater than the physical boundary of the city itself) on which a city depends, in terms of its resource demands and disposal of waste and pollution.

**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.

**EEDA** East of England Development Agency

**EERA** East of England Regional Assembly

**Eastern Region** The Eastern Region covers Bedfordshire, Cambridgeshire, Essex, Hertfordshire, Norfolk and Suffolk.

**Education Action Zones** In these zones, schools, local authorities, businesses, parents and community groups are brought together to try and find innovative solutions to raise educational attainment and standards.

**Employment Zones** In these areas, local partnerships work within existing frameworks of benefits and other funding to develop flexible ways to support individuals aged 25 and over who have been out of work for one year or more.

**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 recovery** To recover energy is to gain useful energy, in the form of heat and/or electric power, from waste. It can include combined heat and power, combustion of landfill gas and gas produced during anaerobic digestion.

**Entertainment Management Zones** These zones are being established as geographically defined areas where a forum of agencies works together to tackle issues associated with the evening and night-time economy. An EMZ can be designated in areas where there is a concentration of entertainment activities or in locations where growth of entertainment uses is planned.

**Environmental Impact Assessment** 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 (DETR Nov 2000). See also Environmental Statement.

**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.

**Equality** This is the vision or aim of creating a society free from discrimination where equality of opportunity is available to individuals and groups, enabling them to live their lives free from discrimination and oppression.

**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 EU.

**Facilities Planning Model (FPM)** A Sport England tool to assist in making decisions on the need for community sports facilities. The model relates supply to demand, uses research-based catchment areas and applies to a wide range of facilities. It can be used to help determine the most appropriate location for a new sports facility or to estimate how changes in population structure and distribution will impact on the demand for sports facilities.

**Floor Targets** See Neighbourhood Renewal Targets

**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.

**Green Belt** Green Belts are a national policy designation that helps 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.

**Greening** The improvement of the appearance, function and wildlife value of the urban environment through soft landscaping.

**Home Zones** Residential streets designed and managed to allow people to share former carriageways and pavements. Vehicles should only be able to travel a little faster than walking pace (less than 10 mph). This means that the street can be modified to include children's play areas, larger gardens or planting such as street trees, cycle parking and facilities such as seats at which residents can meet. Home Zones should therefore make residential areas safer for pedestrians and cyclists, and improve the quality of the street environment.

**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 wastes, drop-off and bring systems, clearance of fly-tipped wastes, weekend skip services and any other household waste collected by the waste authorities. Household waste accounts for approximately four-fifths of London's municipal waste.

**Housing Corporation** A statutory public body, which reports to the Office of the Deputy Prime Minister, and whose role is to fund and regulate Registered Social Landlords in England.

**Housing in multiple occupation** Housing occupied by members of more than one household, such as student accommodation or bedsits.

**Housing Strategy and Investment Statement** An annual statement of a local authority's housing objectives and financial bid to central government.

**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 (CO<sub>2</sub>), 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 employment location designed to accommodate general industrial, light industrial and research and development uses that require a higher quality environment and less heavy goods access than a PIL. 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.

**INTERREG** An initiative funded through the European Regional Development Fund to support transnational co-operation on spatial planning matters.

**Lea 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 Homes** Ordinary homes designed to provide accessible and convenient homes for a large segment of the population from young children to frail older people and those with temporary or permanent physical or sensory impairments. Lifetime Homes have 16 design features that ensure that the home will be flexible enough to meet the existing and changing needs of most households, as set out in the Joseph Rowntree Foundation report 'Meeting Part M and Designing Lifetime Homes'.

**Live-work space** The flexible use of buildings and spaces to allow both functions within them.

**Local Centres** These are defined in Annex 1

**Local Development Frameworks** A government proposal to replace UDPs, these frameworks will comprise a portfolio of development documents including a core strategy, proposals and a series of action 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 Bus Initiative (LBI)** A package of measures to improve bus services, including bus priority and service improvements, which seeks to improve total journey quality, and is delivered by a partnership of agencies.

**London Bus Priority Network (LBPN)** An 860km bus network covering the main bus routes, in which bus priority and other traffic management measures are introduced to improve reliability and reduce overall journey times.

**London Cycle Network (LCN)** An initiative aimed at improving cycle access to key destinations and increasing cycle safety, including a network of designated cycle routes (currently 2,900 km in length).

**London Development Agency (LDA)** One of the GLA group organisations, acting on behalf of the Mayor, whose aim is to further the economic development and regeneration of London.

**London Development Database** See London Development Monitoring System.

**London Development Monitoring System (LDMS)** This provides current and historic information about development progress across all London boroughs. It is operated by the GLA. This system will be superseded by the London Development Database.

**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 Index** This is the GLA's index of deprivation.

**London Metro** A proposal to develop National Rail services in London to provide an all-round standard of service more akin to, and better integrated with, London Underground services. The Mayor's Transport Strategy puts forward specific criteria, notably 'turn up and go' frequencies, that should be met by London Metro.

**London Panoramas** These are defined in Chapter 4, Part B.

**London-Stansted-Cambridge Corridor** A development corridor to the east and west of the Lee Valley through north London and Harlow and north to Stansted and Cambridge.

**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 Zones** A 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** All development that is referable to the Mayor (under the Town and Country Planning [Mayor of London] Order 2000, or any development which the local planning authority deems to be significant due to its scale, location, impact or divergence from existing land use designation.

**Major town centres** These are defined in Annex 1.

**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 1.

**Mixed-use development** Development for a variety of activities on single sites or across wider areas such as town centres.

**Municipal solid waste (MSW)** This includes all waste 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.

**National Strategy for Neighbourhood Renewal** An action plan setting out a range of governmental initiatives aiming to narrow the gap between deprived areas and the rest of the country.

**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 1.

**Neighbourhood Renewal Targets (Floor Targets)** The government has set its Departments minimum targets to meet, which means they will be judged on the areas where they are doing worst, and not just on averages. Floor targets will ensure that a certain standard of service delivery is available to all and so no longer will the poorest areas and groups go unnoticed. Targets have been set for health, private and social housing, education, employment, crime, enterprise, transport and the environment. These floor targets are listed at <http://www.neighbourhood.gov.uk/targets2002/targets-overview.asp>.

**New Deal for Communities** An initiative that supports the intensive regeneration schemes that deal with problems such as poor educational attainment and poor job prospects in a small number of deprived local authorities.

**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.

**ODPM** This is the Office of the Deputy Prime Minister, the government department responsible for planning, local government, housing and regional development.

**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 a 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 few 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 Proposed** orbital rail services, being developed in conjunction with the Strategic Rail Authority, 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.

**People-orientated services** These are service-based jobs, particularly those in leisure, hospitality, retail and catering. They have grown rapidly in London in line with rapid population growth.

**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, in line with Policy 2A.2. 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. See also Policy 2A.2.

**Polychlorinated Biphenyl (PCB)** A derivative of biphenyl that is highly poisonous and carcinogenic. It can accumulate in the food chain.

**Precautionary Principle** This principle states that where there are threats of serious or irreversible damage, lack of full scientific certainty shall not be used as a reason for postponing cost-effective measures to prevent environmental degradation.

**Preferred Industrial Location (PIL)** Strategic employment site normally suitable for general industrial, light industrial and warehousing uses.

**Proximity Principle** This advises dealing with waste as near as practicable to its place of production.

**Public realm** This is the space between and within buildings that are publicly accessible, including streets, squares, forecourts, parks and open spaces.

**Public Transport Accessibility (PTAL)** The extent and ease of access by public transport, or, where it can reasonably be used as a proxy, as the degree of access to the public transport network.

**Recycling** 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.

**River prospects** These are defined in Chapter 4, Part B.

**Road hierarchy** A categorisation of the road network into different categories determined by the functions they perform.

**Road pricing** See Congestion Charging.

**Safeguarded wharves** These are sites that have been safeguarded for cargo handling uses such as intraport or transshipment 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, 2003.

**Science parks** This refers to primarily office-based developments, strongly branded and managed in association with academic and research institutions, ranging from incubator units with well-developed collective services, usually in highly urban locations and good public transport access, to more extensive developments, possibly in parkland settings capable of improved public transport access, of a quality comparable and competitive with those beyond London.

**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.

**SEEDA** South East England Development Agency

**SEERA** South East England Regional Assembly

**Self-sufficiency** In relation to waste, this means dealing with wastes within the administrative region where they are produced.

**Sequential approach** The sequential approach applies to all town centre-related activities and it states that, if possible, facilities should be accommodated in the centre, failing that on the edge of the centre and, only in exceptional specified circumstances, out of the 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.

**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.

**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 Masterplan** This plan establishes a three-dimensional framework of buildings and public spaces. It is a visual 'model' which can show the following: the relationship between buildings and spaces; the connections between streets, squares and open spaces; the movement patterns; the height, massing and bulk of buildings; the distribution of uses; the location of street furniture and landscaping; and how well the new urban neighbourhood is integrated with the surrounding urban context.

**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.

**Strategic Cultural Areas** These are areas with internationally important cultural institutions, which are also major tourist attractions, and include Greenwich Riverside, Wembley, the South Kensington museum complex, the Barbican, the South Bank and the West End/Soho/Covent Garden.

**Strategic Employment Locations (SELS)** These comprise Preferred Industrial Locations, Industrial Business Parks and Science Parks and exist to ensure that London provides sufficient quality sites, in appropriate locations, to meet the needs of the general business, industrial and warehousing sectors.

**Strategic Rail Authority (SRA)** The key role of the SRA is to promote and secure the development of an integrated rail network. Its responsibilities include providing overall strategic direction for Britain's railways, ensuring the expansion and development of rail capacity, administering passenger rail franchising and monitoring the performance of the franchisees, and awarding grants for freight and passenger service development.

**Strategic Road Network** See Transport for London Road Network.

**Strategic Views** These are defined in Chapter 4, Part B.

**Streets for People** This refers to areas where a comprehensive package of measures are aimed at improving the street environment to enhance the sense of community, increase priority for public transport, walking and cycling, and improve social inclusion and safety.

**Sub-Regions** Sub-regions are the primary geographical features for implementing strategic policy at the sub-regional level.

The sub-regions are composed of:

**Central** – Camden, Islington, Kensington & Chelsea, Lambeth, Southwark, Wandsworth, Westminster.

**East** – Barking & Dagenham, Bexley, City, Greenwich, Hackney, Havering, Lewisham, Newham, Redbridge, Tower Hamlets.

**South** – Bromley, Croydon, Kingston, Merton, Richmond, Sutton.

**West** – Brent, Ealing, Hammersmith & Fulham, Hillingdon, Harrow, Hounslow.

**North** – Barnet, Enfield, Haringey, Waltham Forest.

**Sub-Regional Development Frameworks** Policy directions and focus for implementation for each of the five identified sub-regions, to be produced by the Mayor in partnership with boroughs and other stakeholders. The frameworks will provide guidance on Opportunity, Intensification and Regeneration Areas, town centres, suburbs and Strategic Employment Locations. The frameworks will be consistent with, and provide further guidance on, the policies in this plan. SRDFs will be non-statutory documents.

**Supplementary Planning Guidance (SPG)** An SPG 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** This is housing specially designed, managed or adapted to meet the needs of people for whom standard housing is unsuitable or inappropriate.

**Sustainable development** This covers development that meets the needs of the present without compromising the ability of future generations to meet their own needs.

**Sustainable Residential Quality** 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.



**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. Policies in Chapter 4, Part C cover this policy area.

**Thameslink 2000** A new National Rail cross-London link building on the existing Farringdon–Blackfriars line.

**Town Centres** These are defined in Annex 1.

**Townscape Views** These are defined in Chapter 4, Part B.

**Traffic calming** These are self-enforcing measures that are designed to encourage drivers to make their speeds appropriate to local conditions. Traffic calming schemes can improve the environment and reduce accidents.

**Traffic restraint** The discouragement of traffic, especially the car, by traffic management, fiscal measures and the co-ordinated application of transport and planning policy.

**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 Development Areas (TDA)** These are well-designed, higher density, mixed-use areas, situated around good public transport access points, in urban areas. Within a TDA, boroughs grant permission for higher density development, compared with existing development plan policy.

**Transport for London (TfL)** One of the GLA group organisations, accountable to the Mayor, with responsibility for delivering an integrated and sustainable transport strategy for London.

**Transport for London Road Network (TLRN)** This is described in the Greater London Authority Act 1999 as the Greater London Authority Road Network. The Mayor has decided to call this the Transport for London Road Network. It comprises 550km of London's red routes and other important streets.

**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.

**Unitary Development Plans (UDPs)** Statutory plans produced by each borough which integrate strategic and local planning responsibilities through policies and proposals for the development and use of land in their area.

**Urban renaissance** Urban renaissance is the rediscovery of the opportunities offered by cities to accommodate a changing population, work and leisure patterns, through the creation of practical, attractive, safe and efficient urban areas which offer a vibrant and desirable quality of life.

**View Assessment Areas** These are defined in Chapter 4, Part B.

**Virgin aggregates** These are granular material used in construction. Virgin aggregates are natural and have not previously been used.

**Wandle Valley** Wandle Valley is a development corridor aligning the Wandle Valley from Wandsworth to Croydon.

**Waste Transfer Station** This is a site to which waste is delivered for separation or bulking up before being removed for recycling, treatment or disposal.

**Western Wedge** The Western Wedge is the area of West London between Paddington and the Thames Valley.

**Wheelchair accessible housing** This refers to homes built to meet the standards set out in the National Wheelchair Housing Group report Wheelchair Housing Design Guide 1997.

**Windfall sites** These are sites that come forward for development that couldn't be identified previously as they were then in active use.

**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.

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## contributor's credits

### **SDS team**

Adam Leibowitz  
 Anna Hamilos  
 Chris Poulton  
 David Dash  
 Debbie McMullen  
 Duncan Bowie  
 Esther Kurland  
 Gerard Burgess  
 Greg Lomax  
 (until July 2003)  
 Jane Carlsen  
 Joanne Prentice  
 (until August 2003)  
 John Burges  
 John Lett  
 John O'Neil  
 Jonathan Brooker  
 Julie Fleck  
 (on secondment  
 from the Corporation  
 of London)  
 Kevin Reid  
 Lyndon Fothergill  
 Meredith Sedgwick  
 Mike Newitt  
 Paul Bowdage  
 Sarah Styles

### **London Plan Programme Group**

Debbie McMullen  
 Drew Stevenson  
 Eleanor Young  
 Garry Luttmann  
 Jeff Jacobs  
 Nicky Gavron  
 Robin Thompson

### **GLA**

Alan Freeman  
 Alex Bax  
 Alpa Kapasi  
 Andrew Barry-Pursell  
 Audrey Young  
 Bridget Rosewell  
 Catherine Jones  
 Clare Clark  
 Daniel Alford  
 Dave Dawson  
 David Goode  
 David Hutchinson  
 David Morris  
 Declan Gaffney  
 Fran Evans  
 Giles Dolphin  
 Harry Barlow  
 Helen Beaumont  
 Helen Johnstone  
 Helen Scadding  
 Henry Abraham  
 Joanna Dawes  
 John Hollis  
 John Ross  
 Katherine Higgins  
 Lucy Sadler  
 Mark Brearley  
 Max Dixon  
 Neale Coleman  
 Pete Daw  
 Richard Brown  
 Robin Barer  
 Rosy Greenlees  
 Sarah Dyson  
 Sarah Elliott  
 Stewart Murray  
 Tanya Birch  
 Tony Cumberbirch  
 Wayne Hubbard

### **TfL**

Barry Broe  
 Chris Hyde  
 Janette Bowes  
 Richard Carr  
 Richard Hopkins  
 Richard Meads  
 Sam Richards  
 Simon Buxton  
 Simon Cooper

### **LDA**

Anne Crane  
 Barney Stringer  
 Gary Cox  
 Lesley Harding  
 Lucy Dowsett  
 Luke Troy  
 Panikos Christodoulou  
 Vincent Bartlett

## photography credits

Adam Hinton  
 ARUP  
 BAA Plc  
 Ballymore  
 Barnaby Collins, Montague Evans  
 Bedzed  
 Berkeley Homes  
 British Waterways  
 British Wind Energy Association  
 Camden Shop Mobility  
 Canary Wharf Group plc  
 Chimes Housing Development  
 Clare Hennessey, GLA  
 David Barbour, Dixon Jones BDP  
 David Hutchinson, GLA  
 Dawson Strange  
 Department of Transport and Industry  
 Derek Lovejoy Partnership  
 (Michael Murray)  
 Dixon Jones BDP (David Barber)  
 Ealing Community Transport  
 Emily Evans, GLA  
 Environment Agency  
 Ernst and Young  
 Esther Kurland, GLA  
 Folio Photography  
 Francis Baskerville, Terry Farrell  
 and Partners  
 Fran Evans, GLA  
 George Wright, Stockwell Partnership  
 Greater London Authority  
 Green Corridors Partnership  
 Grosvenor Estate  
 Habinteg Housing Association  
 Hammersmith and Fulham Primary Care  
 Trust (John Goodman)  
 Healey and Baker  
 Henry Jacobs, GLA  
 Hugh Bullock, Gerald Eve  
 Ian Yarham, GLA  
 Jarvis plc  
 Julie Fleck, Corporation of London  
 Kay Buxton, Paddington Waterside  
 Partnership  
 Kevin Reid, GLA  
 Kingston Shopmobility  
 Kohn Pedersen Fox Associates  
 International  
 Liane Harris  
 London Development Agency  
 London Remade  
 London Tourist Board  
 London's Waterways Partnership  
 Martin Green, GLA  
 Meredith Sedgwick, GLA  
 Michael Murray, Derek Lovejoy  
 Partnership  
 Miller Hare  
 Nicky Aguirre, London Borough of Sutton  
 Norman & Dawbarn Architects  
 Norman Foster Partnership  
 PA Photos  
 Paddington Churches Housing Association  
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 Peabody Trust  
 Port of London Authority  
 Rachel Fisher, Free Form Arts Trust  
 Railtrack  
 Robin Mayes  
 Ross Moffatt, GLA  
 Sarah Styles, GLA  
 Sian Astrop, London Borough of Kingston  
 Simon Marsh, A Rocha UK  
 Southwark Council  
 Sustainable Energy Action Ltd  
 Thames 21  
 Thames Chase Community Forest  
 The GEOinformation Group  
 Tishman Speyer  
 Transport for London  
 Trish Sweeney  
 Urban Initiatives

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GREATER**LONDON**AUTHORITY

City Hall  
The Queen's Walk  
London SE1 2AA

**www.london.gov.uk**  
Enquiries **020 7983 4100**  
Minicom **020 7983 4458**

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