

MAYOR OF LONDON

# THE LONDON PLAN



THE SPATIAL DEVELOPMENT  
STRATEGY FOR GREATER LONDON  
**MARCH 2021**

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**Greater London Authority**

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## Foreword



I am proud to publish this new and ambitious London Plan. Many Londoners won't know about or have come across the London Plan, but it affects our lives on a daily basis. It is one of the most crucial documents for our city, and what it contains shapes how London evolves and develops over coming years. Since I was elected Mayor in May 2016, publishing a new and revised London Plan, one that reflects the policies and issues on which I was elected by the people of this great city, has been a major priority for my administration.

After a rigorous process of consultation and an Examination in Public, in which 300 different organisations or individuals participated, I am really pleased to have reached this milestone. In response to the consultation on the draft London Plan, the many statements submitted to the Examination in Public, and the examination hearings themselves, we made more than 1,500 changes. This goes to show that this London Plan has genuinely been informed and influenced by the generous and thoughtful engagement of everyone involved.

This new London Plan marks a break with previous London Plans, represents a step-change in our approach and serves as a blueprint for the future development and sustainable, inclusive growth of our city.

Over many decades, London has evolved, resulting in an extraordinary web of distinctive residential streets, squares, markets, parks, offices, and industrial and creative spaces. The built environment we see today – the legacy of previous generations – has not just shaped the way our city looks but has had a profound impact on how and where we live, work, study and socialise with one another.

Throughout this evolution, London has seen waves of growth and our surroundings reflect these past chapters of rapid development and change. We now face another wave of growth, the likes of which we've not seen for a century. Our population is projected to increase by 70,000 every year, reaching 10.8 million in 2041. This means that just to meet demand, we need to build tens of thousands of new homes – along with space for new jobs – every single year.

Dealing with such a level of growth is undoubtedly one of the biggest challenges of our times, putting pressure on land, housing, infrastructure and the environment. It also comes as we are facing other unprecedented challenges: Brexit and the continued uncertainty this is causing; air pollution; climate change; and entrenched inequality. Yet despite these challenges, I am optimistic that we can embrace London's population rise as a once in a lifetime opportunity to write the next big chapter in London's history and to deliver a new vision for our city.

This London Plan sets out a new way of doing things, something I call Good Growth. Good Growth is about working to re-balance development in London towards more genuinely affordable homes for working Londoners to buy and rent. And it's about delivering a more socially integrated and sustainable city, where people have more of a say, and growth brings the best out of existing places while providing new opportunities to communities.

Good Growth is not about supporting growth at any cost, which for too long has been the priority, leaving many Londoners feeling excluded and contributing to a lack of community cohesion and social integration.

Some of the very richest and very poorest people in the country live in London, with healthy life expectancy differing by up to 19 years between boroughs. The economic prosperity and wealth, often right on some people's doorsteps, seems more remote and inaccessible to them than ever before. For too many Londoners, the thought of buying somewhere to call home is out of reach.

Instead, what we need is growth that allows us to build thousands of genuinely affordable homes at the same time as creating a more inclusive, greener and safer city that supports the health and wellbeing of all Londoners.

There are no quick fixes to the housing crisis London faces. I've always been honest with Londoners that it's a marathon, not a sprint. But we are making progress, and this plan underscores my determination to continue to address this huge problem.

Central to the plan is how we can help boroughs better co-ordinate growth across London. It includes strong new measures and sets ambitious targets for every London borough for building more of the housing we need. This goes alongside my strategic target for half of new homes to be genuinely affordable.

Unlike previous versions of the London Plan, which have often read as sweeping statements of ambition rather than concrete plans for action, this document places a specific focus on tangible policies and planning issues and provides greater clarity over how the plan will be implemented and where in London major development and infrastructure should be delivered.

Crucially, the plan also details how City Hall's housing, social, economic, cultural, environmental and transport policies tie together to achieve maximum impact. This integration across different policy areas is key to creating the conditions for sustainable growth.

Through this London Plan, we want to continue building a city that works for all Londoners – where everyone has the opportunity to reach their potential, lead fulfilling lives and build tight bonds with people from many different backgrounds within their communities.

My vision has always been for a city with an economy that supports more and better paid jobs – spread across the capital. A city where people can spend less time commuting because we have so many thriving parts of London, with good affordable housing, combined with exciting, cutting-edge career opportunities. And a city where access to great culture is built into the fabric of every part of London, with our rich heritage and cultural offer supporting our growing world-class creative industries.

The London Plan is part of realising that vision, and of revolutionising the way we get around our city – enabling a boom in active travel, with walking and cycling becoming the primary, default choice for millions of Londoners because we have made it far easier and safer. It's also about making London a greener city, with high quality open spaces, parks and commons, and one where we lead the way in tackling climate change by moving towards a zero-carbon city by 2050.

And it's about making London a city with clean air for our children to breathe, and a pioneering smart city with world-class digital connectivity supporting more digital devices to improve the lives of Londoners and enable businesses to thrive.

Over the course of my Mayoralty, we've been working hard to make this vision a reality. This includes introducing the world's-first Ultra Low Emission Zone to help clean up our air; securing London's status as the first National Park City; publishing the Good Work

Standard to make London the best city in the world in which to work; setting up London's first six Creative Enterprise Zones; and starting to build more new council homes last year than in any year since 1984. Publishing this London Plan, following its Examination in Public, is the next critical step on this journey.

This London Plan is fundamentally about taking a holistic approach and utilising all the levers we have in London to shape our city for the better, built around the needs, health and wellbeing of all Londoners. It combines a purpose and a vision. But we need everyone to do their bit, including boroughs, developers, land owners, existing residents, architects and, of course, the Government.

The level of growth we must plan for will require significant investment – both from businesses and the public sector – in transport, infrastructure and affordable housing. And in order to deliver the fundamental change we need in the long term, the Government should step up and give more powers and investment to London.

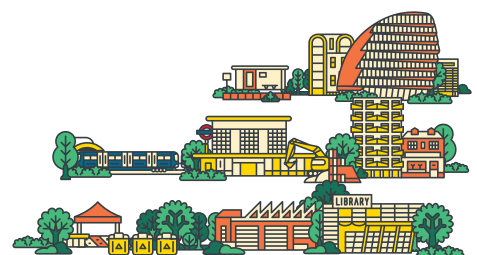
There is no question we face some huge challenges ahead. But this London Plan is an opportunity we must grasp to shape the future of our city for generations to come – not only in regard to the way it looks and feels, but in its character and how Londoners live prosperous and fulfilling lives.

Sadiq Khan

Mayor of London

A handwritten signature in blue ink, appearing to read 'Sadiq Khan', is located at the bottom left of the page.

# Introducing the Plan





## Introducing the Plan

0.0.1 This section explains what the London Plan is, how to use the document and what process the draft Plan went through up to formal publication.

### What is the London Plan?

0.0.2 Under the legislation establishing the Greater London Authority (GLA), the Mayor is required to publish a Spatial Development Strategy (SDS) and keep it under review. The SDS is known as the London Plan. As the overall strategic plan for London, it sets out an integrated economic, environmental, transport and social framework for the development of London over the next 20-25 years.

0.0.3 The general objectives for the London Plan, and the process for drawing it up, altering it and replacing it, are set out in the Greater London Authority Act 1999 (as amended) and the Town and Country Planning (London Spatial Development Strategy) Regulations 2000. The London Plan has been developed in line with these requirements.

0.0.4 The legislation stipulates that the London Plan should only deal with things of strategic importance to Greater London<sup>1</sup> taking account of the principal purposes of the Greater London Authority which are:<sup>2</sup>

- promoting economic development and wealth creation in Greater London
- promoting social development in Greater London and
- promoting the improvement of the environment in Greater London.

0.0.5 In developing the SDS, in accordance with the legislation<sup>3</sup> and associated regulations, the Mayor has had regard to:

- the principle that there should be equality of opportunity for all people
- reducing health inequality and promoting Londoners' health
- achieving sustainable development in the United Kingdom
- climate change and the consequences of climate change
- the desirability of promoting and encouraging the use of the Thames, particularly for passenger and freight transportation
- the resources available to implement the Mayor's strategies.

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<sup>1</sup> GLA Act 1999, section 334(5)

<sup>2</sup> GLA Act 1999, section 30

<sup>3</sup> GLA Act 1999, Section 41

- 0.0.6 In drawing up the new London Plan, the Mayor has also had regard to:
- all relevant European Union obligations of the UK
  - the need to ensure consistency with national policies and international treaty obligations notified to the Mayor by Government, without seeking to repeat national policy
  - the Mayor’s other statutory obligations including the duty for the GLA to do all it reasonably can to prevent crime and disorder under the Crime and Disorder Act 1998, and the public-sector equality duty, as set out in Section 149 of the Equality Act 2010, covering race, disability, sex, age, sexual orientation, religion or belief, pregnancy and maternity, and gender reassignment.
- 0.0.7 The document brings together the geographical and locational aspects of the Mayor’s other strategies, to ensure consistency with those strategies, including those dealing with:
- transport
  - environment
  - economic development
  - housing
  - culture
  - health and health inequalities.
- 0.0.8 The London Plan is legally part of each of London’s Local Planning Authorities’ Development Plan and must be taken into account when planning decisions are taken in any part of Greater London. Planning applications should be determined in accordance with it, unless there are sound planning reasons (other material considerations) which indicate otherwise. All Development Plan Documents and Neighbourhood Plans have to be ‘in general conformity’ with the London Plan.

## **How to use the document**

- 0.0.9 Planning in London is the joint responsibility of the Mayor of London and the 32 London boroughs, the City of London Corporation and the Mayoral Development Corporations (MDCs) (of which there are currently two: the London Legacy Development Corporation and the Old Oak Park Royal Development Corporation) along with neighbourhood forums designated by London’s local planning authorities. When the London Plan refers to ‘boroughs’ it is referring to the 32 London boroughs, the City of London and the MDCs. This approach has been taken to make the document more readable.

- 0.0.10 The London Plan is an integrated policy framework and must be read as a whole. The placement of the topic chapters and the policies within the chapters is no reflection on their importance or weight – it does not represent a hierarchy.
- 0.0.11 The London Plan sets out policies and supporting text (also known as reasoned justification). These take account of:
- the legal requirements related to the development of the London Plan
  - other requirements of Government planning policy and guidance (without seeking to repeat these)
  - the integrated impact and habitats regulations assessment
  - the evidence that underpins the Plan (without seeking to repeat it).
- 0.0.12 The published London Plan takes account of the comments received during the consultation process and the recommendations of the panel that conducted the Examination in Public.
- 0.0.13 This London Plan runs from 2019 to 2041. This date has been chosen to provide a longer-term view of London’s development to inform decision making. However, some of the more detailed elements of the Plan, such as the annual housing targets, are set for only the first ten years of the Plan. This reflects the capacity of land suitable for residential development and intensification identified in the 2017 Strategic Housing Land Availability Assessment (SHLAA) which, due to the dynamic nature of London’s land market, does not attempt to robustly identify capacity beyond 2029.
- 0.0.14 This London Plan relies on the 2017 Strategic Housing Market Assessment (SHMA) for its evidence of housing needs. The 2017 SHMA uses an established methodology that takes full account of the diversity of London’s housing needs and has been found sound at Examination.
- 0.0.15 To help the reader navigate through the London Plan, paragraphs include key words in bold. The bold font does not signify extra weight or suggest that the paragraph is the only place that the specific issue is discussed.
- 0.0.16 A glossary has also been included to provide a definition of words or phrases where necessary.

## **A new Plan**

- 0.0.17 This is a new London Plan (also known as a Replacement Plan). This means it is not an alteration or update to previous London Plans. This new London Plan is the third London Plan, the previous ones being the 2004 London Plan produced by former Mayor of London Ken Livingstone, and the 2011 London Plan produced by former Mayor of London Boris Johnson. All of the other iterations

of the London Plan from 2004-2016 have been alterations. This London Plan replaces all previous versions.

- 0.0.18 This London Plan is different to those that have gone before it. It is more ambitious and focused than any previous London Plans. The concept of Good Growth – growth that is socially and economically inclusive and environmentally sustainable – underpins the London Plan and ensures that it is focused on sustainable development.
- 0.0.19 As well as taking account of the relevant legislation, and Government policy, this London Plan also seeks to deliver the Mayor’s manifesto commitments and – alongside the Mayor’s other strategies – set the framework for how these commitments can be achieved in spatial development terms.
- 0.0.20 The policies in the London Plan are supported by a proportionate evidence base.<sup>4</sup> The Plan seeks to develop an approach tailored for London to reflect the particular circumstances in the capital, and will act as the key document shaping planning decisions across Greater London.
- 0.0.21 The Plan provides an appropriate spatial strategy that plans for London’s growth in a sustainable way. The housing targets set out for each London Borough are the basis for planning for housing in London. Therefore, boroughs do not need to revisit these figures as part of their Local Plan development unless they have additional evidence that suggests they can achieve delivery of housing above these figures whilst remaining in line with the strategic policies established in this Plan.
- 0.0.22 The Plan does not meet all of London’s identified development needs. Work will need to be undertaken to explore the potential options for meeting this need sustainably in London and beyond. This is a matter for a future Plan, and requires close collaboration with local and strategic authorities and partners. Clear commitment from the Government is essential to support the consideration of these options and the significant strategic infrastructure investment requirements associated with them.
- 0.0.23 The London Plan is part of the Development Plan. The policies have been drafted in a way that allows London to implement this ambitious London Plan as soon as possible. There is no requirement for the policies to be repeated at the local level. However, in some instances a local approach is required within the context of the overall policy. The London Plan clearly sets out where this is the case.

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<sup>4</sup> <https://www.london.gov.uk/what-we-do/planning/london-plan/new-london-plan/examination-public-draft-new-london-plan/eip-library>

- 0.0.24 The London Plan does not preclude boroughs and neighbourhood forums from bringing forward policies in their Development Plan Documents or Neighbourhood Plans that vary from the detail of the policies in this Plan where locally-specific circumstances and evidence suggests this would better achieve the objectives of the London Plan and where such an approach can be considered to be in general conformity with the London Plan.
- 0.0.25 The Plan provides the framework to address the key planning issues facing London, allowing boroughs to spend time and resources on those issues that have a distinctly local dimension and on measures that will help deliver the growth London needs. This includes: area-based frameworks, action plans and Supplementary Planning Documents, site allocations, brownfield registers and design codes, as well as supporting neighbourhood planning.
- 0.0.26 It is crucial that all those involved in planning and development in London understand how London’s three-tier planning system works (including regional, local and neighbourhood planning) and do not seek to duplicate policy or evidence unnecessarily.
- 0.0.27 The Mayor is legally required to keep the London Plan under review.<sup>5</sup> The Key Performance Indicators (KPIs) and approach to monitoring set out in the final chapter of the Plan provide a basis for this ongoing review, allowing an assessment of the effectiveness of the Plan to be made over time. Alongside this, key assumptions which underpin the Plan will also be monitored, in particular population and household growth and employment growth. Significant demographic or employment changes which are likely to persist would trigger a partial or full review of the Plan, as would significant persistent divergence from the performance measures of the KPIs.

### **Integrated Impact Assessment**

- 0.0.28 A key part of reviewing the London Plan is undertaking a full Integrated Impact Assessment (IIA) and Habitats Regulations Assessment (HRA). The IIA approach addresses the Mayor’s legal duties to carry out a comprehensive assessment of the Plan and its proposed policies with one integrated process. The IIA incorporates the statutory requirements of:
- Strategic Environmental Assessment
  - Sustainability Appraisal
  - Equalities Impact Assessment

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<sup>5</sup> GLA Act 1999, section 339(1)

- Health Impact Assessment
- Community Safety Impact Assessment

0.0.29 The HRA assesses any aspects of the Plan that would cause a likely significant effect on any European Habitats Sites. The IIA and HRA have helped shape the preparation of the London Plan ensuring that these key issues have been taken into account throughout the development process.

### **Structure of the Plan**

0.0.30 Chapter one, together with the Foreword, sets out the Mayor’s vision and explains what Good Growth is. Chapter one contains six core ‘good growth’ objectives which should be taken into account for all planning and development in London. Each sets out a high-level objective, which is a more detailed expression of the Mayor’s vision, with clauses underneath setting out the strategic approach to development in London. The subsequent chapters provide the topic-specific and spatially-specific policies that are required to deliver the Good Growth objectives.

0.0.31 Chapter two sets out the overall spatial development pattern for London, focusing on the growth strategies for specific places in London and how they connect with the Wider South East.

0.0.32 Chapters three to twelve cover topic-based policies and implementation:

- Chapter 3 Design
- Chapter 4 Housing
- Chapter 5 Social Infrastructure
- Chapter 6 Economy
- Chapter 7 Heritage and Culture
- Chapter 8 Green Infrastructure and Natural Environment
- Chapter 9 Sustainable Infrastructure
- Chapter 10 Transport
- Chapter 11 Funding the London Plan
- Chapter 12 Monitoring

## How the London Plan has been produced

- 0.0.33 In October 2016, the Mayor published 'A City for All Londoners'. This document set the tone for all of the Mayor's strategies and the direction of travel for the Mayorality. It discussed the high-level responses to the big challenges that London faces: the pressure that a fast-growing population exerts on the city; the increasing diversity of Londoners; rising inequality; the changing nature of the economy; the uncertainty caused by the EU referendum result; and the effects of climate change.
- 0.0.34 The document was put out to consultation and the feedback from it helped shape all the Mayoral strategies. In addition, to inform the development of the London Plan, a number of workshops were held which provided an opportunity for a range of stakeholders to come together and discuss the challenges and opportunities the city faces.
- 0.0.35 In December 2017 the Mayor launched the draft new London Plan. Three months of consultation were carried out, with Mayoral representatives appearing at over 100 separate consultation events and receiving thousands of consultation responses. These responses informed the Minor Suggested Changes published in August 2018. This version of the Plan, along with the consultation responses, was submitted for public examination.
- 0.0.36 The Secretary of State for Housing, Communities and Local Government appointed a panel of three Planning Inspectors who conducted the Examination in Public (EiP) of the London Plan. The EiP was held in the Chamber at City Hall between 15 January 2019 and 22 May 2019, and involved over 300 organisations and individuals contributing to the discussion of 94 matters in 51 hearing sessions. In response to statements submitted by participants and to the discussions at the hearing sessions, a number of Further Suggested Changes to the Plan were suggested and a consolidated version, including all these suggested changes, was sent to the Inspectors in July 2019.
- 0.0.37 The Panel published its report in October 2019. The report concluded that the Plan provides an appropriate basis for the strategic planning of Greater London, subject to the recommendations set out. The Mayor considered these recommendations and modified the Plan accordingly. The Mayor did not accept all the Panel's recommendations and produced a statement giving reasons for why some recommendations were not accepted. This statement and a copy of the Plan were submitted to the Secretary of State in December 2019, and was laid before the London Assembly on 6 February 2020.
- 0.0.38 The Secretary of State issued formal directions to the Mayor to modify the Plan on 13 March 2020 and 10 December 2020. The Mayor made modifications to

the Plan, taking account of the directions, and sent this version to the Secretary of State on 21 December 2020. The Secretary of State wrote to the Mayor on 29 January 2021 to confirm that this version contains the modifications necessary to conform with the directions. The London Plan was published on 2 March 2021.



## Chapter 1

# Planning London's Future - Good Growth



- 1.0.1 Good Growth - growth that is socially and economically inclusive and environmentally sustainable – underpins the whole of the London Plan and each policy. It is the way in which sustainable development in London is to be achieved.
- 1.0.2 London's growth and development is shaped by the decisions that are made every day by planners, planning applicants, decision-makers and Londoners across the city. Every individual decision to provide affordable housing helps to make the housing market fairer. Every decision to make a new development car-free helps Londoners to depend less on cars and to live healthier lives. Every decision to build or expand a school improves the prospects of the next generation of Londoners.
- 1.0.3 Each week, hundreds of these individual decisions contribute to progress across London, shaping places and improving lives. Over the course of years, they can transform the whole city for the benefit of Londoners now and in the future.
- 1.0.4 The London Plan provides the strategic framework within which all these decisions are made. It guides boroughs' Development Plans to ensure that they are working towards a shared vision for London, and it establishes policies that allow everyone involved in new developments to know what is expected from them.
- 1.0.5 By setting a new level of ambition for the people who make all of London's planning decisions, this London Plan will help realise the Mayor's vision of creating a city for all Londoners, where no one is left behind.

### **Planning for Good Growth**

- 1.0.6 The London Plan covers the full range of planning issues, from the number of homes London needs to the design of its streets, and it is important that each policy is clear and implementable. But the Plan is not only a set of individual policies – taken together, these policies provide a vision for how London should sustainably grow and develop in the future.
- 1.0.7 London's global economy is the envy of other world cities and with good reason – it is the engine of the national economy and will sustain the level of population growth expected in London over the coming years. But to plan a city that works for all Londoners, as the population grows towards 10.8 million by 2041, it will be important to think about what the purpose of economic growth actually is.
- 1.0.8 A failure to consider this fundamental question has led to some of the most serious challenges London faces today. The growth in population and jobs has not been matched by the growth in the number and type of homes London needs, driving up rents and house prices to levels that have priced many



Londoners out of the market. A focus on large multinational businesses in the centre of London has not been matched by economic development in other parts of the city. A failure to consider the wider implications of London's growth has increased car dependency, leading to low levels of physical activity, significant congestion, poor air quality and other environmental problems.

- 1.0.9 This London Plan takes a new approach. It plans for growth on the basis of its potential to improve the health and quality of life of all Londoners, to reduce inequalities and to make the city a better place to live, work and visit. It uses the opportunities of a rapidly-growing city to plan for a better future, using each planning decision to improve London, transforming the city over time. It plans not just for growth, but for Good Growth – sustainable growth that works for everyone using London's strengths to overcome its weaknesses.
- 1.0.10 A city that is planned well can improve as it grows. Planning for the right number of homes and higher levels of affordable housing will take advantage of London's growth to re-balance the housing market. Planning for mixed-use developments in all parts of London will spread the success of London's economy and create stronger communities where everyone feels welcome. Planning new developments to reduce car dependency will improve Londoners' health and make the city a better place to live. Planning for a 'smarter' city, with world-class digital connectivity will enable secure data to be better used to improve the lives of Londoners.
- 1.0.11 To ensure that London's growth is Good Growth, each of the policy areas in this Plan is informed by six Good Growth objectives:
- [GG1 Building strong and inclusive communities](#)
  - [GG2 Making the best use of land](#)
  - [GG3 Creating a healthy city](#)
  - [GG4 Delivering the homes Londoners need](#)
  - [GG5 Growing a good economy](#)
  - [GG6 Increasing efficiency and resilience](#)
- 1.0.12 Planners, planning applicants and decision-makers should consider how their actions are helping to deliver these objectives as they work to develop and improve London. By doing so, they will keep London's development on track, ensuring that the growth of the city benefits all Londoners.

## Building strong and inclusive communities

- 1.1.1 London is made up of diverse communities. Its neighbourhoods, schools, workplaces, parks, community centres and all the other times and places Londoners come together give the city its cultural character and create its future. Planning for Good Growth means planning with these communities – both existing and new – making new connections and eroding inequalities.
- 1.1.2 London is one of the most diverse cities in the world, a place where everyone is welcome. 40 per cent of Londoners were born outside of the UK, and over 300 languages are spoken here. 40 per cent of Londoners are from Black, Asian and Minority Ethnic (BAME) backgrounds, and the city is home to a million EU citizens, 1.2 million disabled people, and up to 900,000 people who identify as LGBT+. Over a fifth of London's population is under 16, but over the coming decades the number of Londoners aged 65 or over is projected to increase by 90 per cent. This diversity is essential to the success of London's communities. To maintain this London must remain open, inclusive and allow everyone to share in and contribute towards the city's success.
- 1.1.3 London is one of the richest cities in the world, but it is also home to some of the poorest communities in the country, with wealth unevenly distributed across the population and through different parts of the city. It is home to an ageing population, with more and more people facing the barriers that already prevent many from participating fully in their communities. Traffic dominates too many streets across the city, dividing communities and limiting the interactions that take place in neighbourhoods and town centres.
- 1.1.4 Delivering good quality, affordable homes, better public transport connectivity, accessible and welcoming public space, a range of workspaces in accessible locations, built forms that work with local heritage and identity, and social, physical and environmental infrastructure that meets London's diverse needs is essential if London is to maintain and develop strong and inclusive communities.
- 1.1.5 Early engagement with local people leads to better planning proposals, with Neighbourhood Plans providing a particularly good opportunity for communities to shape growth in their areas. Taking advantage of the knowledge and experience of local people will help to shape London's growth, creating a thriving city that works better for all Londoners.

## GG1 Building strong and inclusive communities

Good growth is inclusive growth. To build on the city's tradition of openness, diversity and equality, and help deliver strong and inclusive communities, those involved in planning and development must:

- A encourage early and inclusive engagement with stakeholders, including local communities, in the development of proposals, policies and area-based strategies
- B seek to ensure changes to the physical environment to achieve an overall positive contribution to London
- C provide access to good quality community spaces, services, amenities and infrastructure that accommodate, encourage and strengthen communities, increasing active participation and social integration, and addressing social isolation
- D seek to ensure that London continues to generate a wide range of economic and other opportunities, and that everyone is able to benefit from these to ensure that London is a fairer, more inclusive and more equal city
- E ensure that streets and public spaces are consistently planned for people to move around and spend time in comfort and safety, creating places where everyone is welcome, which foster a sense of belonging, which encourage community buy-in, and where communities can develop and thrive
- F promote the crucial role town centres have in the social, civic, cultural and economic lives of Londoners, and plan for places that provide important opportunities for building relationships during the daytime, evening and night time
- G ensure that new buildings and the spaces they create are designed to reinforce or enhance the identity, legibility, permeability, and inclusivity of neighbourhoods, and are resilient and adaptable to changing community requirements
- H support and promote the creation of a London where all Londoners, including children and young people, older people, disabled people, and people with young children, as well as people with other protected characteristics, can move around with ease and enjoy the opportunities the city provides, creating a welcoming environment that everyone can use confidently, independently, and with choice and dignity, avoiding separation or segregation



- I support and promote the creation of an inclusive London where all Londoners, regardless of their age, disability, gender, gender identity, marital status, religion, race, sexual orientation, social class, or whether they are pregnant or have children, can share in its prosperity, culture and community, minimising the barriers, challenges and inequalities they face.

## **Making the best use of land**

- 1.2.1 London's population is set to grow from 8.9 million today to around 10.8 million by 2041. As it does so, employment is expected to increase on average by 49,000 jobs each year, reaching 6.9 million over the same period. This rapid growth will bring many opportunities, but it will also lead to increasing and competing pressures on the use of space. To accommodate growth while protecting the Green Belt, and for this growth to happen in a way that improves the lives of existing and new Londoners, this Plan proposes more efficient uses of the city's land.
- 1.2.2 The key to achieving this will be taking a rounded approach to the way neighbourhoods operate, making them work not only more space-efficiently but also better for the people who use them. This will mean creating places of higher density in appropriate locations to get more out of limited land, encouraging a mix of land uses, and co-locating different uses to provide communities with a wider range of services and amenities.
- 1.2.3 The benefits of this approach are wide-ranging, going well beyond the simple ability to provide more homes and jobs. High-density, mixed-use places support the clustering effect of businesses known as 'agglomeration', maximising job opportunities. They provide a critical mass of people to support the investment required to build the schools, health services, public transport and other infrastructure that neighbourhoods need to work. They are places where local amenities are within walking and cycling distance, and public transport options are available for longer trips, supporting good health, allowing strong communities to develop, and boosting the success of local businesses.
- 1.2.4 Making the best use of land means directing growth towards the most accessible and well-connected places, making the most efficient use of the existing and future public transport, walking and cycling networks. Integrating land use and transport in this way is essential not only to achieving the Mayor's target for 80 per cent of all journeys to be made by walking, cycling and public



transport, but also to creating vibrant and active places and ensuring a compact and well-functioning city.

- 1.2.5 All options for using the city's land more effectively will need to be explored as London's growth continues, including the redevelopment of brownfield sites and the intensification of existing places, including in outer London. New and enhanced transport links will play an important role in allowing this to happen, unlocking homes and jobs growth in new areas and ensuring that new developments are not planned around car use.
- 1.2.6 As London develops, the Mayor's Good Growth by Design programme – which seeks to promote and deliver a better, more inclusive form of growth on behalf of all Londoners – will ensure that homes and other developments are of high quality. Existing green space designations will remain strong to protect the environment, and improvements to green infrastructure, biodiversity and other environmental factors, delivering more than 50 per cent green cover across London, will be important to help London become a National Park City.
- 1.2.7 London's distinctive character and heritage is why many people want to come to the city. London's heritage holds local and strategic significance for the city and for Londoners, and will be conserved and enhanced. As new developments are designed, the special features that Londoners value about a place, such as cultural, historic or natural elements, should be used positively to guide and stimulate growth, and create distinctive, attractive and cherished places.
- 1.2.8 Making the best use of land will allow the city to grow in a way that works for everyone. It will allow more high-quality homes and workspaces to be developed as London grows, while supporting local communities and creating new ones that can flourish in the future.

## GG2 Making the best use of land

To create successful sustainable mixed-use places that make the best use of land, those involved in planning and development must:

- A enable the development of brownfield land, particularly in Opportunity Areas, on surplus public sector land, and sites within and on the edge of town centres, as well as utilising small sites
- B prioritise sites which are well-connected by existing or planned public transport
- C proactively explore the potential to intensify the use of land to support additional homes and workspaces, promoting higher density development, particularly in locations that are well-connected to jobs, services, infrastructure and amenities by public transport, walking and cycling
- D applying a design-led approach to determine the optimum development capacity of sites
- E understand what is valued about existing places and use this as a catalyst for growth, renewal, and place-making, strengthening London's distinct and varied character
- F protect and enhance London's open spaces, including the Green Belt, Metropolitan Open Land, designated nature conservation sites and local spaces, and promote the creation of new green infrastructure and urban greening, including aiming to secure net biodiversity gains where possible
- G plan for good local walking, cycling and public transport connections to support a strategic target of 80 per cent of all journeys using sustainable travel, enabling car-free lifestyles that allow an efficient use of land, as well as using new and enhanced public transport links to unlock growth
- H maximise opportunities to use infrastructure assets for more than one purpose, to make the best use of land and support efficient maintenance.



## Creating a healthy city

- 1.3.1 The mental and physical health of Londoners is, to a large extent, determined by the environment in which they live. Transport, housing, education, income, working conditions, unemployment, air quality, green space, climate change and social and community networks can have a greater influence on health than healthcare provision or genetics. Many of these determinants of health can be shaped by the planning system, and local authorities are accordingly responsible for planning and public health.
- 1.3.2 As set out in the Mayor's Health Inequalities Strategy, the scale of London's health inequalities is great and the need to reduce them is urgent. Healthy life expectancy is lower in more deprived areas, and the differences between parts of London is stark – more than 15 years for men and almost 19 years for women. London's ongoing growth provides an opportunity to reduce these inequalities. Delivering Good Growth will involve prioritising health in all of London's planning decisions, including through design that supports health outcomes, and the assessment and mitigation of any potential adverse impacts of development proposals on health and health inequality.
- 1.3.3 The causes of London's health problems are wide-ranging. Many of London's major health problems are related to inactivity. Currently only 34 per cent of Londoners report doing the 20 minutes of active travel each day that can help them to stay healthy, but good planning can help them to build this into their daily routine. Access to green and open spaces, including waterways, can improve health, but access and quality varies widely across the city. Excessive housing costs or living in a home that is damp, too hot or too cold can have serious health impacts. A healthy food environment and access to healthy food is vital for good health. Good planning can help address all these issues.
- 1.3.4 The Healthy Streets Approach outlined in this plan puts improving health and reducing health inequalities at the heart of planning London's public space. It will tackle London's inactivity crisis, improve air quality and reduce the other health impacts of living in a car-dominated city by planning street networks that work well for people on foot and on bikes, and providing public transport networks that are attractive alternatives to car use. It will also ensure that streets become more social spaces.
- 1.3.5 The social and environmental causes of ill-health are numerous and complex, and the people who are most affected by London's health inequalities tend also to be affected by other forms of inequality. Creating a healthy city with reduced health inequalities will make London fairer for everyone. The Mayor plays a pivotal role in bringing together a diverse range of stakeholders from service providers, boroughs, communities and the private sector in order to provide



a more integrated approach to promoting a healthy city and reducing health inequalities. The Mayor will co-ordinate investment and focus regeneration initiatives in those parts of London most affected by inequalities, including health inequalities.

### GG3 Creating a healthy city

To improve Londoners' health and reduce health inequalities, those involved in planning and development must:

- A ensure that the wider determinants of health are addressed in an integrated and co-ordinated way, taking a systematic approach to improving the mental and physical health of all Londoners and reducing health inequalities
- B promote more active and healthy lives for all Londoners and enable them to make healthy choices
- C use the Healthy Streets Approach to prioritise health in all planning decisions
- D assess the potential impacts of development proposals and Development Plans on the mental and physical health and wellbeing of communities, in order to mitigate any potential negative impacts, maximise potential positive impacts, and help reduce health inequalities, for example through the use of Health Impact Assessments
- E plan for appropriate health and care infrastructure to address the needs of London's changing and growing population
- F seek to improve London's air quality, reduce public exposure to poor air quality and minimise inequalities in levels of exposure to air pollution
- G plan for improved access to and quality of green spaces, the provision of new green infrastructure, and spaces for play, recreation and sports
- H ensure that new buildings are well-insulated and sufficiently ventilated to avoid the health problems associated with damp, heat and cold
- I seek to create a healthy food environment, increasing the availability of healthy food and restricting unhealthy options.

## Delivering the homes Londoners need

- 1.4.1 Few things are as important as a suitable home, but for many Londoners the type of home they want, and should reasonably be able to expect, is out of reach. In 2016, the gap between average house prices in London and the rest of the country reached a record high, and the private rental cost of a one-bedroom home in London is now more than the average for a three-bedroom home in any other English region. A housing market that only works for the very wealthy does not work for London.
- 1.4.2 The state of London's housing market has implications for the makeup and diversity of the city. Affordable housing is central to allowing Londoners of all means and backgrounds to play their part in community life. Providing a range of high quality, well-designed, accessible homes is important to delivering Good Growth, ensuring that London remains a mixed and inclusive place in which people have a choice about where to live. The failure to provide sufficient numbers of new homes to meet London's need for affordable, market and specialist housing has given rise to a range of negative social, economic and environmental consequences, including: worsening housing affordability issues, overcrowding, reduced labour market mobility, staff retention issues and longer commuting patterns.
- 1.4.3 The lack of supply of the homes that Londoners need has played a significant role in London's housing crisis. The 2017 London Strategic Housing Market Assessment has identified a significant overall need for housing, and for affordable housing in particular. London needs 66,000 new homes each year, for at least twenty years, and evidence suggests that 43,000 of them should be genuinely affordable if the needs of Londoners are to be met. This supports the Mayor's strategic target of 50 per cent of all new homes being genuinely affordable, which is based on viability evidence.
- 1.4.4 The London Plan is able to look across the city to plan for the housing needs of all Londoners, treating London as a single housing market in a way that is not possible at a local level. In partnership with boroughs, the Mayor has undertaken a Strategic Housing Land Availability Assessment to identify where the homes London needs can be delivered. Ten-year housing targets have been established for every borough, alongside Opportunity Area plans for longer-term delivery where the potential for new homes is especially high. Boroughs can rely on these targets when developing their Development Plan Documents and are not required to take account of nationally-derived local-level need figures.
- 1.4.5 To meet the growing need, London must seek to deliver new homes through a wide range of development options. Reusing large brownfield sites will remain crucial, although vacant plots are now scarce, and the scale and complexity



of large former industrial sites makes delivery slow. Small sites in a range of locations can be developed more quickly, and enable smaller builders to enter the market. Building more housing as part of the development of town centres will also be important, providing homes in well-connected places that will help to sustain local communities.

- 1.4.6 The homebuilding industry itself also needs greater diversity to reduce our reliance on a small number of large private developers. New and innovative approaches to development, including Build to Rent, community-led housing, and self- and custom-build, will all need to play a role, and more of our new homes will need to be built using precision-manufacturing. Alongside this, there will need to be a greater emphasis on the role councils and housing associations play in building genuinely affordable homes.
- 1.4.7 There are a range of other measures that have an impact on the availability of homes. For example, existing homes must not be left empty, and have the potential to be brought back into use as affordable housing, and boroughs should use all the tools at their disposal to ensure that homes are actually built after planning permissions are granted.
- 1.4.8 Delivering the housing London needs will be a huge challenge that will require everyone involved in the housing market to work together. Along with the London Housing Strategy, this London Plan establishes the framework that will make this possible, helping to make London a city that everyone who wants to can call home.

## GG4 Delivering the homes Londoners need

To create a housing market that works better for all Londoners, those involved in planning and development must:

- A ensure that more homes are delivered
- B support the delivery of the strategic target of 50 per cent of all new homes being genuinely affordable
- C create mixed and inclusive communities, with good quality homes that meet high standards of design and provide for identified needs, including for specialist housing
- D identify and allocate a range of sites to deliver housing locally, supporting skilled precision-manufacturing that can increase the rate of building, and planning for all necessary supporting infrastructure from the outset
- E establish ambitious and achievable build-out rates at the planning stage, incentivising build-out milestones to help ensure that homes are built quickly and to reduce the likelihood of permissions being sought to sell land on at a higher value.

## Growing a good economy

- 1.5.1 London is the engine of the UK economy, accounting for more than a fifth of the country's economic output. Its labour market, housing market and transport links are interconnected with the Wider South East city region, which shapes the development of the whole of the UK. Together, London and the Wider South East contribute a full half of the country's output. London has unique strengths in specialist fields like finance, business services, technology, creative industries and law, as well as attracting tourists from around the world, providing a gateway to the rest of the UK. The wealth this generates is essential to keeping the whole country functioning, but the benefits of economic success are not shared evenly within London itself.
- 1.5.2 The things that make London's economy so strong are the same things that make London an attractive and exciting place to live, work and visit. London's ethos of tolerance and respect, its rich cultural and historic assets, the quality of its streets and public places, its spirit of creativity and entrepreneurialism – these things attract businesses of all sizes and allow them to develop and thrive. The people who these businesses employ need strong communities, good public transport connections, pleasant environments that promote good health, access to shops and local services, and good quality, affordable homes in places they want to live. The continuing success of London's economy is reliant upon making the city work better for everyone.
- 1.5.3 Projected growth towards 6.9 million jobs by 2041 provides an opportunity to strengthen London's economy for the future, and doing so will depend on increasing diversification. The Central Activities Zone and Northern Isle of Dogs will remain vital to London's economic success, but growth in town centres across London will be equally important, alongside supporting local regeneration, investment in Opportunity Areas and enabling access to a wide range of jobs. Reasonably-priced, good quality employment space will be needed across London to make this happen.
- 1.5.4 The right infrastructure is also required to help businesses succeed across London. The digital economy, underpinned by world-class digital connectivity, data and digital services is of ever-increasing importance, improving processes, opening up new markets and allowing more flexible working. Convenient transport connections and street, rail and waterway networks that allow the efficient movement of goods and people are also vital, alongside the schools, healthcare facilities and other amenities that employees need to be healthy and productive.
- 1.5.5 Developing Londoners' skills will help people into work and enable businesses to thrive. By working closely with communities and businesses, London's world-



class higher education institutions can support growth and regeneration while addressing skills shortages.

- 1.5.6 Britain's exit from the European Union will put new pressures on London's economy, and the need to strengthen and diversify London's business base will become ever-more important. Doing so in a way that spreads London's success more equitably will be an important part of delivering Good Growth.

### **GG5 Growing a good economy**

To conserve and enhance London's global economic competitiveness and ensure that economic success is shared amongst all Londoners, those involved in planning and development must:

- A promote the strength and potential of the wider city region
- B seek to ensure that London's economy diversifies and that the benefits of economic success are shared more equitably across London
- C plan for sufficient employment and industrial space in the right locations to support economic development and regeneration
- D ensure that sufficient high-quality and affordable housing, as well as physical and social infrastructure is provided to support London's growth
- E ensure that London continues to provide leadership in innovation, research, policy and ideas, supporting its role as an international incubator and centre for learning
- F promote and support London's rich heritage and cultural assets, and its role as a 24-hour city
- G make the fullest use of London's existing and future public transport, walking and cycling network, as well as its network of town centres, to support agglomeration and economic activity
- H recognise and promote the benefits of a transition to a low carbon circular economy to strengthen London's economic success.

## Increasing efficiency and resilience

- 1.6.1 Successful cities must adapt to a changing world, and a focus on Good Growth provides an opportunity to become more efficient and resilient. A responsible city must limit its impact on climate change while adapting to the consequences of the environmental changes that human behaviour is already creating. Global cities also face other threats against which London must protect its residents and visitors, and proper strategic planning can help to make the city a safer place.
- 1.6.2 All cities must face up to the reality of climate change and the need to limit their future contribution to this major global problem. This London Plan will require developments to contribute towards London's ambitious target to become zero-carbon by 2050 by increasing energy efficiency, including through the use of smart technologies, and utilising low carbon energy sources. Creating a low carbon circular economy, in which the greatest possible value is extracted from resources before they become waste, is not only socially and environmentally responsible, but will save money and limit the likelihood of environmental threats affecting London's future.
- 1.6.3 These environmental threats are real and present, and London must be prepared for them. London's homes and infrastructure must be protected against the increasing likelihood of heatwaves, and developments must plan for a more integrated approach to water management, while minimising flood risk.
- 1.6.4 Equally significant in a global city is the threat of terrorism, and new forms of attack require new forms of defence. Large-scale fires also remain a possibility in London. As public places are made safer and existing housing is improved, these threats underline the importance of collaborative planning with London's police forces and public safety experts, the London Fire and Emergency Planning Authority.
- 1.6.5 Careful planning of strategic and local infrastructure in all its forms can make the city smarter, more efficient and more resilient, preparing it for all that the future may bring. This will require collaboration between the infrastructure industry and planning authorities to determine what is needed where in order to plan for London's future, using the framework established by the Mayor's Strategic Infrastructure Investment Plan.
- 1.6.6 Ensuring sufficient housing at the right price is also key to the city's resilience. The shortage of affordable housing in the capital is hindering the recruitment and retention of public service workers, including those crucial to the operation





of the emergency services, the health system and London's transport infrastructure.

- 1.6.7 Good planning can make London more resilient against the threats of the modern world, while improving the city's impact on the environment. The approaches set out in this Plan will ensure that London remains a safe and prosperous place to live for many decades to come.

### **GG6 Increasing efficiency and resilience**

To help London become a more efficient and resilient city, those involved in planning and development must:

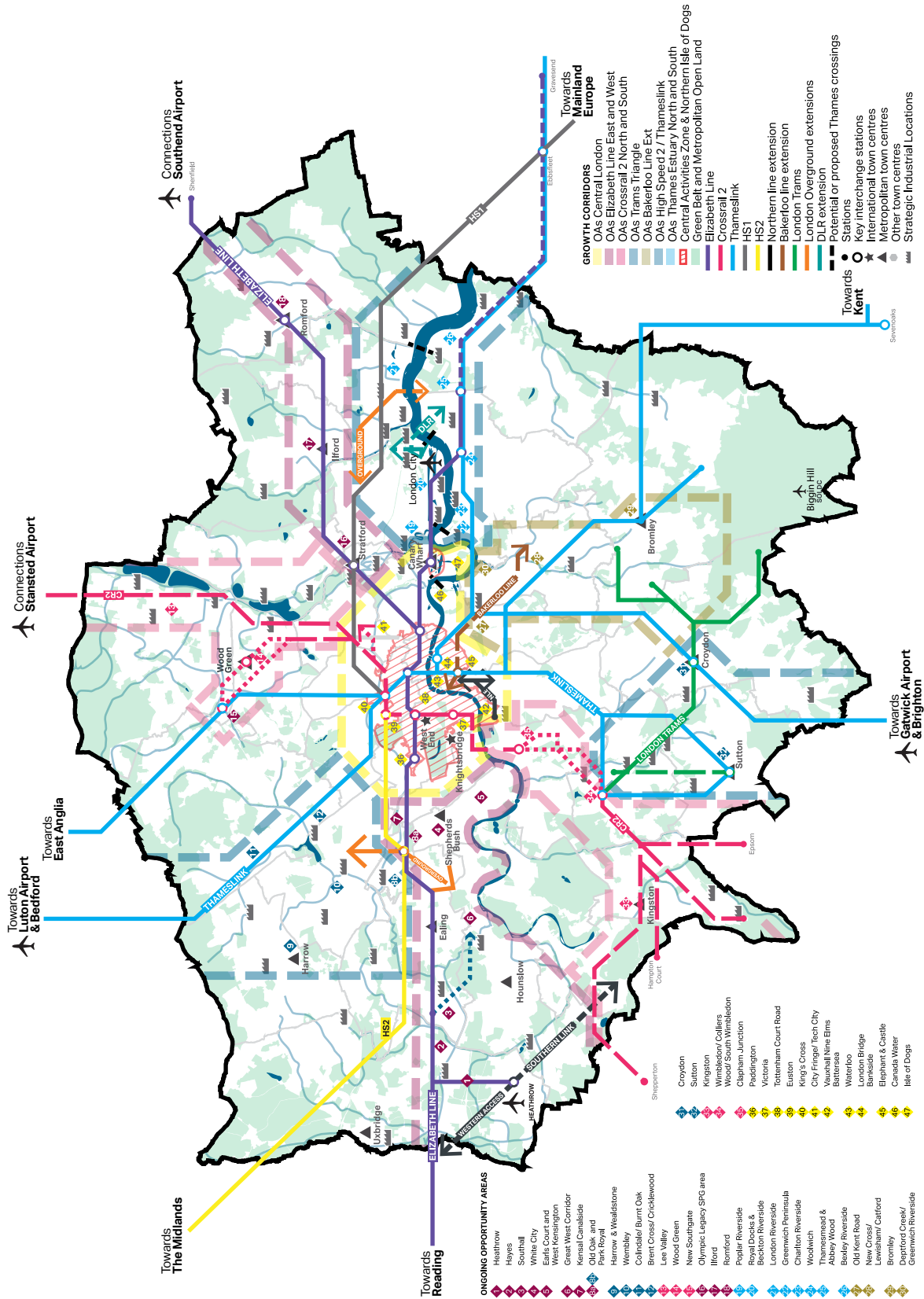
- A seek to improve energy efficiency and support the move towards a low carbon circular economy, contributing towards London becoming a zero-carbon city by 2050
- B ensure buildings and infrastructure are designed to adapt to a changing climate, making efficient use of water, reducing impacts from natural hazards like flooding and heatwaves, while mitigating and avoiding contributing to the urban heat island effect
- C create a safe and secure environment which is resilient the impact of emergencies including fire and terrorism
- D take an integrated and smart approach to the delivery of strategic and local infrastructure by ensuring that public, private, community and voluntary sectors plan and work together.

## Chapter 2

# Spatial Development Patterns



Figure 2.1 - The Key Diagram



- 2.0.1 This chapter gives a strategic framework for those parts of London that will see significant development over the lifetime of the Plan, and addresses how change will be managed for London's most sensitive and complex places. The Key Diagram (Figure 2.1) presents the spatial vision set out in this chapter, covering London's growth corridors, Opportunity Areas, town centres, and Green Belt and Metropolitan Open Land.
- 2.0.2 London's green and open spaces are a vital part of the capital. Its parks, rivers and green open spaces are some of the places that people most cherish and they bring the benefits of the natural environment within reach of Londoners. **London's Green Belt and Metropolitan Open Land** designations (see Chapter 8) serve to protect these strategically-important open spaces, prevent urban sprawl and focus investment and development on previously developed land.
- 2.0.3 If London is to meet the challenges of the future, all parts of London will need to embrace and manage change. Not all change will be transformative – in many places, change will occur incrementally. This is especially the case in **outer London**, where the suburban pattern of development has significant potential for appropriate intensification over time, particularly for additional housing.
- 2.0.4 The areas that will see the most significant change are identified as Opportunity Areas. Many of these **Opportunity Areas** are already seeing significant development, and they all have the potential to deliver a substantial amount of the new homes and jobs that London needs. The London Plan has a clear focus on delivery – something that will require all stakeholders to work together to unlock sites and drive the right sort of development. Infrastructure is key to this delivery and will require major investment in transport, with Opportunity Areas clustered into growth corridors; and proper planning of utilities and communications capacity and the social infrastructure that supports the day-to-day lives of Londoners, well in advance of new development. Opportunity Area Planning Frameworks and Local Plans should have clear strategies for their delivery.
- 2.0.5 London's influence and economy continue beyond the M25. Many of London's growth corridors have links **beyond London's boundaries**. Collaboration with Wider South East partners outside London will help to secure mutual benefits.
- 2.0.6 London's **Central Activities Zone (CAZ) and town centres** are the primary locations for commercial activity in the capital. These are complex parts of London, with a wide mix of uses and unique local character. The CAZ and the town centre network have a crucial role to play in supporting London's growth, and the London Plan sets out how this growth should be managed and planned for. Many town centres and the surrounding areas have potential to accommodate significant quantities of new housing, making the most of walking,

cycling and public transport connectivity and complementing their commercial role.

- 2.0.7 Growth and change have not always benefited Londoners equally. In some cases, the wrong sort of growth has led to established communities finding themselves priced out of the area they call home. Some parts of the city have not benefited from the advantages the growth of London provides, with too many areas in London still experiencing deprivation despite the wider success of the capital. To address this, it is important that there is a strong focus on **sustainable and inclusive regeneration** in these areas, with boroughs, the Mayor and other partners working closely with the local community to bring about the right sort of change and investment. Where significant development is planned in these areas, it is crucial that it benefits local communities, provides employment and genuinely affordable housing, and is properly integrated into the area.

## Growth Corridors and Opportunity Areas

### Policy SD1 Opportunity Areas

- A To ensure that Opportunity Areas fully realise their growth and regeneration potential, the Mayor will:
- 1) provide support and leadership for the collaborative preparation and implementation of planning frameworks that:
    - a) set out a clear strategy for accommodating growth
    - b) assist in delivering specific infrastructure requirements that unlock capacity for new homes and jobs
    - c) support regeneration
    - d) are prepared in an open and timely manner
    - e) encourage the strategic remediation of contaminated land
  - 2) bring together the range of investment and intervention needed to deliver the vision and ambition for the area
  - 3) support and implement adopted planning frameworks, in order to give them appropriate material weight in planning decisions
  - 4) ensure that his agencies (including Transport for London) work together and with others to promote and champion Opportunity Areas, and

identify those that require public investment and intervention to achieve their growth potential

- 5) ensure that Opportunity Areas maximise the delivery of affordable housing and create mixed and inclusive communities
- 6) ensure that Opportunity Areas contribute to regeneration objectives by tackling spatial inequalities and environmental, economic and social barriers that affect the lives of people in the area, especially in Local and Strategic Areas for Regeneration
- 7) monitor progress in delivering homes, jobs and infrastructure, taking action where necessary to overcome any barriers to delivery
- 8) ensure that development facilitates ambitious transport mode share targets.

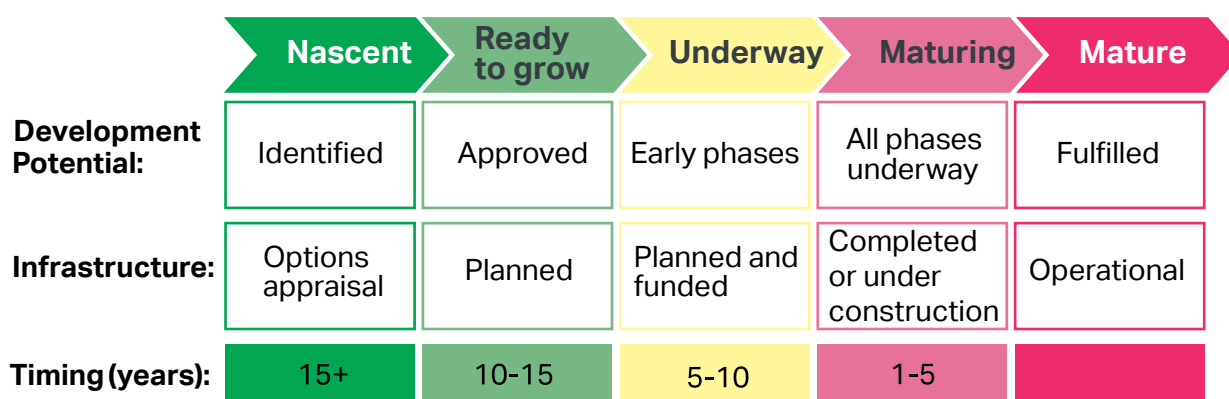
B Boroughs, through Development Plans and decisions, should:

- 1) clearly set out how they will encourage and deliver the growth potential of Opportunity Areas
- 2) support development which creates employment opportunities and housing choice for Londoners
- 3) plan for and provide the necessary social and other infrastructure to sustain growth and create mixed and inclusive communities, working with infrastructure providers where necessary
- 4) recognise the role of heritage in place-making
- 5) establish the capacity for growth in Opportunity Areas, taking account of the indicative capacity for homes and jobs in [Table 2.1](#)
- 6) support and sustain Strategic Industrial Locations (SIL) and other industrial capacity by considering opportunities to intensify and make more efficient use of land in SIL, in accordance with [Policy E4 Land for industry, logistics and services to support London's economic function](#), [Policy E5 Strategic Industrial Locations \(SIL\)](#), [Policy E6 Locally Significant Industrial Sites](#) and [Policy E7 Industrial intensification, co-location and substitution](#), co-location and substitution
- 7) include ambitious transport mode share targets
- 8) support wider regeneration and ensure that development proposals integrate into the surrounding areas, in accordance with [Policy SD10 Strategic and local regeneration](#)

- 9) ensure planning frameworks are informed by public and stakeholder engagement and collaboration at an early stage and throughout their development
- 10) work with the Mayor, local communities and other stakeholders to review appropriate locations and identify new Opportunity Areas. These should be distinct and significant locations that have capacity for at least 5,000 new jobs and/or 2,500 new homes
- 11) take appropriate measures to deal with contamination that may exist.

- 2.1.1 **Opportunity Areas** are identified as significant locations with development capacity to accommodate new housing, commercial development and infrastructure (of all types), linked to existing or potential improvements in public transport connectivity and capacity. Opportunity Areas typically contain capacity for at least 5,000 net additional jobs or 2,500 net additional homes or a combination of the two. When developing policies for Development Plans, allocations and frameworks, boroughs should use the indicative capacity figures as a starting point, to be tested through the assessment process.
- 2.1.2 Many Opportunity Areas overlap with **Strategic Areas for Regeneration**, and have the potential to promote inclusive growth that increases opportunity for all Londoners.
- 2.1.3 The Mayor will provide the **support and leadership** to ensure Opportunity Areas deliver their growth potential for Londoners. He will promote and champion the areas as key locations for investment, and will intervene where required so that an ambitious, imaginative and inclusive approach is taken to accelerate and realise their growth and development. This approach should include understanding the existing character and context of an area, in accordance with Policy D1 London's form, character and capacity for growth.
- 2.1.4 **Opportunity Area Planning Frameworks** (OAPFs) can represent the first stage in a plan-led approach to providing significant quantities of additional jobs and homes, improvements to transport and other infrastructure, and better access to local services. The Mayor recognises that there are different models for taking these forward depending on the circumstances and development needs of each Opportunity Area, and for translating these frameworks into policy in Development Plan Documents and Supplementary Planning Documents. Whatever model is used, frameworks must be prepared in a collaborative way with local communities and stakeholders.

Figure 2.2 - OAPF process diagram



- 2.1.5 The timescales in this diagram are indicative and based on the information available at the time it was compiled. While it may take some of the 'nascent' or 'ready to grow' Opportunity Areas 10-15 years to fully mature, there will be potential for new homes and jobs to be delivered in earlier phases. This will vary by area according to the scale and complexity of infrastructure and delivery issues. The categories will be kept under review as frameworks are produced and/or transport and other infrastructure delivered.
- 2.1.6 A crucial part of London's future success will be **improving access within and into the capital**. The major transport infrastructure that facilitates this acts as a vital catalyst, unlocking new areas for development, enabling the delivery of additional homes and jobs, facilitating higher densities, using the Healthy Streets Approach to create vibrant neighbourhoods that are appealing places to walk, cycle and spend time, and providing local people with access to the facilities and services that they need.
- 2.1.7 Through the Mayor's Transport Strategy, the London Plan and other strategies, the Mayor has identified Opportunity Areas (OAs) set out in [Figure 2.4](#) to [Figure 2.12](#). The **growth corridors** described below demonstrate the linkages between the OAs highlighting that they should not be planned in isolation. In order to meet London's needs and ensure sustainable development, all stakeholders should seek to proactively promote and enable growth in these areas in line with the policies in this Plan. The Mayor will, and boroughs and other stakeholders should, develop effective cross-boundary working arrangements in order to unlock the full potential of the growth corridors within London.
- 2.1.8 In order to make the best use of land, enable the development of brownfield sites, and contribute to creating a healthy city it is important that development proposals appropriately deal with **contamination** so land can be safely used.



Strategic opportunities should be explored for addressing land contamination, particularly where there are cross boundary issues. A joined-up approach to remediation can enable the costs and benefits of this to be shared. The development of Opportunity Area Planning Frameworks will be a key means of achieving this.

- 2.1.9 The key growth corridors within London are set out below. [Policy SD2 Collaboration in the Wider South East](#) and [Figure 2.15](#) include Strategic Infrastructure Priorities that link into the wider city region. The Mayor will work with authorities outside London on the **cross-boundary implications** of Opportunity Areas.

### Supporting London's growth

- 2.1.10 The Mayor will put in place **resources and support** – such as his Good Growth Fund – to ensure that the potential of London's growth corridors and Opportunity Areas is maximised. The Mayor's London Housing Strategy and Transport Strategy set out his policies to achieve this.
- 2.1.11 The **London Housing Strategy** sets out four principal approaches:
1. [Land assembly](#), where the Mayor will both directly assemble land for development and support boroughs, Housing Associations and other homebuilders to do so. This may be through direct investment or through supporting compulsory purchase of appropriate land. He will also focus resources on areas where land suitable for development is not coming forward.
  2. [Investing in housing and infrastructure](#), where the Mayor will put in place funding mechanisms to unlock development. This could include working with Transport for London to ensure transport improvements lead to increased delivery of homes and jobs, and will build on the current Housing Zones programme.
  3. [Diversifying the tenure mix of new homes](#), where the Mayor will provide funding to increase the number of new and affordable homes. This will include funding to support more innovative forms of housing delivery.
  4. [Increasing capacity](#), where the Mayor will lead an improvement in the skills, capacity and building methods of the construction industry.
- 2.1.12 The **Mayor's Transport Strategy** seeks to ensure that public transport and walking and cycling provision are at the heart of planning for Opportunity Areas. It sets out that the Mayor will support growth in Opportunity Areas through

transport investment and planning, and commits to setting ambitious mode share targets.

- 2.1.13 In the Mayor's Transport Strategy a number of priority infrastructure schemes have been identified that would bring significant regeneration benefits, including the potential to unlock substantial homes and jobs growth in specific Opportunity Areas. The development value in these areas can, in some cases, also contribute to the funding of schemes. In order to support these priorities, this Plan sets out **further guidance on the Opportunity Areas below**, grouped by growth corridor. The general location of each one is set out in a series of diagrams. These also show indicative guideline figures for housing and employment capacity in each area. The capacity of many of these areas for new homes and jobs will increase significantly as a result of major public transport schemes and the improvements to capacity and connectivity they provide. Homes and jobs figures will be reviewed as infrastructure schemes are confirmed and delivery timescales become clearer so that they maximise the opportunities for additional growth. Where development proposals are emerging and transport investment is not yet fully secured, delivery of the long-term capacity for homes and jobs will need to be phased in a way that maximises the benefits of major infrastructure and services investment whilst avoiding any unacceptable effects on existing infrastructure before schemes are delivered.

**Table 2.1 - Opportunity Area Indicative capacity for new homes and jobs**














Opportunity Area	Indicative homes*	Indicative jobs^
<b>Bakerloo Line Extension</b>		
Old Kent Road	12,000	5,000
New Cross/Lewisham/Catford	13,500	4,000
Bromley	2,500	2,000
Deptford Creek/Greenwich Riverside	5,500	3,000
<b>Crossrail 2 South</b>		
Kingston	9,000	5,000
Wimbledon/Colliers Wood/South Wimbledon	5,000	6,000
Clapham Junction	2,500	2,500
<b>Crossrail 2 North</b>		
Lee Valley	21,000	13,000
Wood Green	4,500	2,500
New Southgate	2,500	3,000
<b>Thames Estuary North and South</b>		
Poplar Riverside	9,000	3,000
Royal Docks/Beckton Riverside	30,000	41,500
London Riverside	44,000	29,000
Greenwich Peninsula	17,000	15,000
Charlton Riverside	8,000	1,000
Woolwich	5,000	2,500
Thamesmead/Abbey Wood	8,000	4,000
Bexley Riverside	6,000	19,000
<b>Highspeed 2/Thameslink</b>		
Harrow and Wealdstone	5,000	1,000
Wembley	14,000	13,500
Colindale/Burnt Oak	7,000	2,000
Brent Cross/Cricklewood	9,500	26,000
Old Oak/Park Royal	25,500	65,000
<b>Elizabeth Line East</b>		
Olympic Legacy	39,000	65,000
Ilford	6,000	500
Romford	5,000	500
<b>Heathrow/Elizabeth Line West</b>		
Heathrow	13,000	11,000
Hayes	4,000	1,000

Opportunity Area	Indicative homes*	Indicative jobs^
Southall	9,000	3,000
White City	7,000	2,000
Earls Court/West Kensington	6,500	5,000
Great West Corridor	7,500	14,000
Kensal Canalside	3,500	2,000
Old Oak Park Royal	25,500	65,000
<b>Central London</b>		
Paddington	1,000	13,000
Victoria	1,000	4,000
Tottenham Court Road	300	6,000
Euston	2,800 - 3,800	8,600 - 15,000
King's Cross	1,000	25,000
City Fringe/Tech City	15,500	50,500
Vauxhall Nine Elms Battersea	18,500	18,500
Waterloo	1,500	6,000
London Bridge/Bankside	4,000	5,500
Elephant & Castle	5,000	10,000
Canada Water	5,000	20,000
Isle of Dogs	29,000	110,000
<b>Trams Triangle/London-Gatwick-Brighton mainline</b>		
Croydon	14,500	10,500
Sutton	5,000	3,500

\* Homes figure based on 2017 SHLAA capacity from 2019 – 2041. If no SHLAA data available, most recent Development Plan or OA threshold figure used.

^ Jobs figure based on the London Employment Sites Database for the period 2016 to 2041. Where no figure available, most recent Development Plan used.

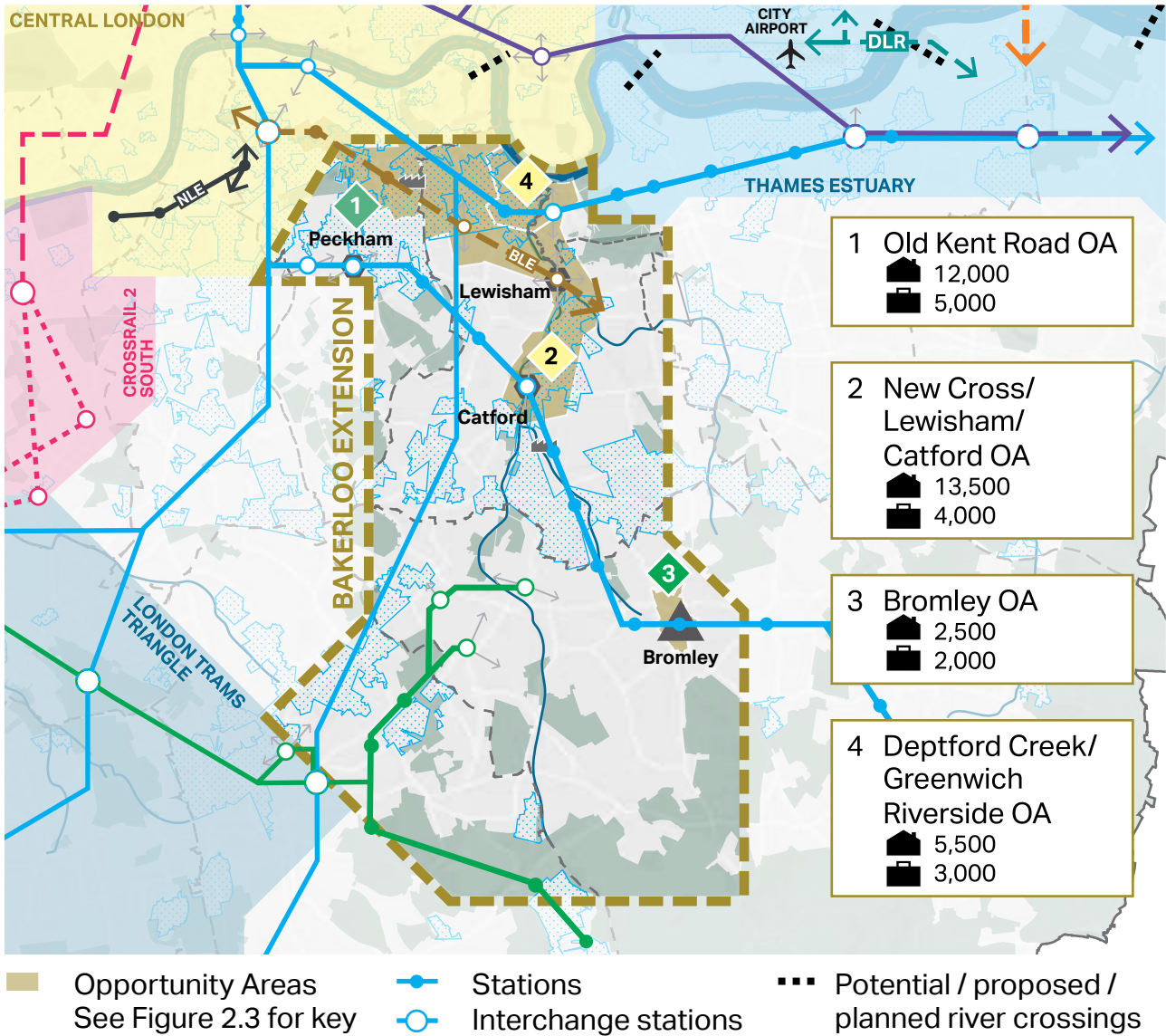
**Figure 2.3 - Key to symbols on the growth area figures**

	International town centres		New homes
	Metropolitan town centres		New jobs
	Major town centres		Nascent
	Strategic Industrial Locations		Ready to Grow
	Strategic Areas for Regeneration		Underway
	Green Belt and Metropolitan Open Land		Maturing
			Mature

## Bakerloo Line Extension

- 2.1.14 The Mayor is proposing to extend the Bakerloo line from Elephant & Castle to Lewisham and beyond, serving Old Kent Road and New Cross Gate. The extension will improve connectivity, increase the capacity and resilience of the transport network and reduce journey times between key destinations. This will help London to grow by supporting new homes and jobs.
- 2.1.15 The Mayor has concluded that an extension to Lewisham via Old Kent Road and New Cross Gate is the best option for an initial Bakerloo line extension. There is also the potential for future extensions of the scheme beyond Lewisham. Planning frameworks should identify the development opportunities which are made possible as a result of the Bakerloo line extension, as well as how this would be phased to reflect the connectivity and capacity benefits it unlocks.

Figure 2.4 - Bakerloo Line Extension (BLE)



### Old Kent Road OA

2.1.16 Southwark is preparing an Area Action Plan (AAP) which will set out how the BLE will enable significant residential and employment growth. The Old Kent Road OA contains the last remaining significant areas of Strategic Industrial Locations that lie in close proximity to the CAZ and the only SILs within Southwark. The AAP should set out how industrial land can be intensified and provide space for businesses that need to relocate from any SIL identified for release. Areas that are released from SIL should seek to co-locate housing with industrial uses, or a

wider range of commercial uses within designated town centres. Workspace for the existing creative industries should also be protected and supported.

- 2.1.17 Any new town centres should be designated close to the potential new Tube stations and should be of an appropriate scale, taking into account capacity and the impact on nearby centres. Burgess Park is a significant open space and a substantial part of the identity of the Old Kent Road. The need for the additional public open spaces the area will require as it evolves, and its broad location and scale, should be set out as part of the AAP.

### **New Cross/Lewisham/Catford OA**

- 2.1.18 There remain significant opportunities for redevelopment especially around stations, which should complement the existing education, leisure, employment and retail offer in New Cross as well as provide additional housing alongside public realm and highways improvements. The proposal for a Bakerloo line extension station at New Cross Gate will enable delivery of these developments and improvements. The area has an established commercial centre capable of supporting commercial expansion and diversification, building on the existing assets such as Goldsmiths College, University of London areas of artistic and cultural character. Development should improve north-south connections and pedestrian and cycling movement across and along the traffic-dominated New Cross Road (A2) as well as connectivity between New Cross Gate and surrounding communities.
- 2.1.19 Lewisham will grow in function and population and has potential to become a town centre of Metropolitan importance. The town centre retail and commercial functions are being intensified, rationalisation of the public highway will create improved pedestrian routes, and significant residential developments surrounding the town centre are underway, including Lewisham Gateway. The potential for further growth at Lewisham will be supported by the arrival of the Bakerloo line at Lewisham Interchange. This will bring enhanced access to central London and encourage the delivery of employment, leisure, service and community uses that serve the local and sub-regional population. Public realm and environmental enhancements of the town centre and surrounding employment, mixed-use and residential re-developments will continue to be delivered and will assist the continued transformation of Lewisham into a high performing and vibrant retail hub with excellent leisure services.
- 2.1.20 Catford has potential for significant urban renewal. Large-scale redevelopment of five key sites – Catford Shopping Centre and Milford Towers, Laurence House, Town Hall and Civic Centre, Plassy Island, Wickes and Halfords – will help to transform the town centre by 2026. There is scope to restore the fractured town

centre and to re-invigorate it by boosting the existing civic and cultural facilities and by providing an improved retail, office and leisure offer. To support the area, approximately 2,700 new homes can be accommodated in the heart of the town centre. The realignment of the A205 will assist in the transformation of the town centre. In the longer term, the potential routing of the Bakerloo line extension Phase 2 through Catford could unlock further development potential elsewhere in the town centre and beyond.

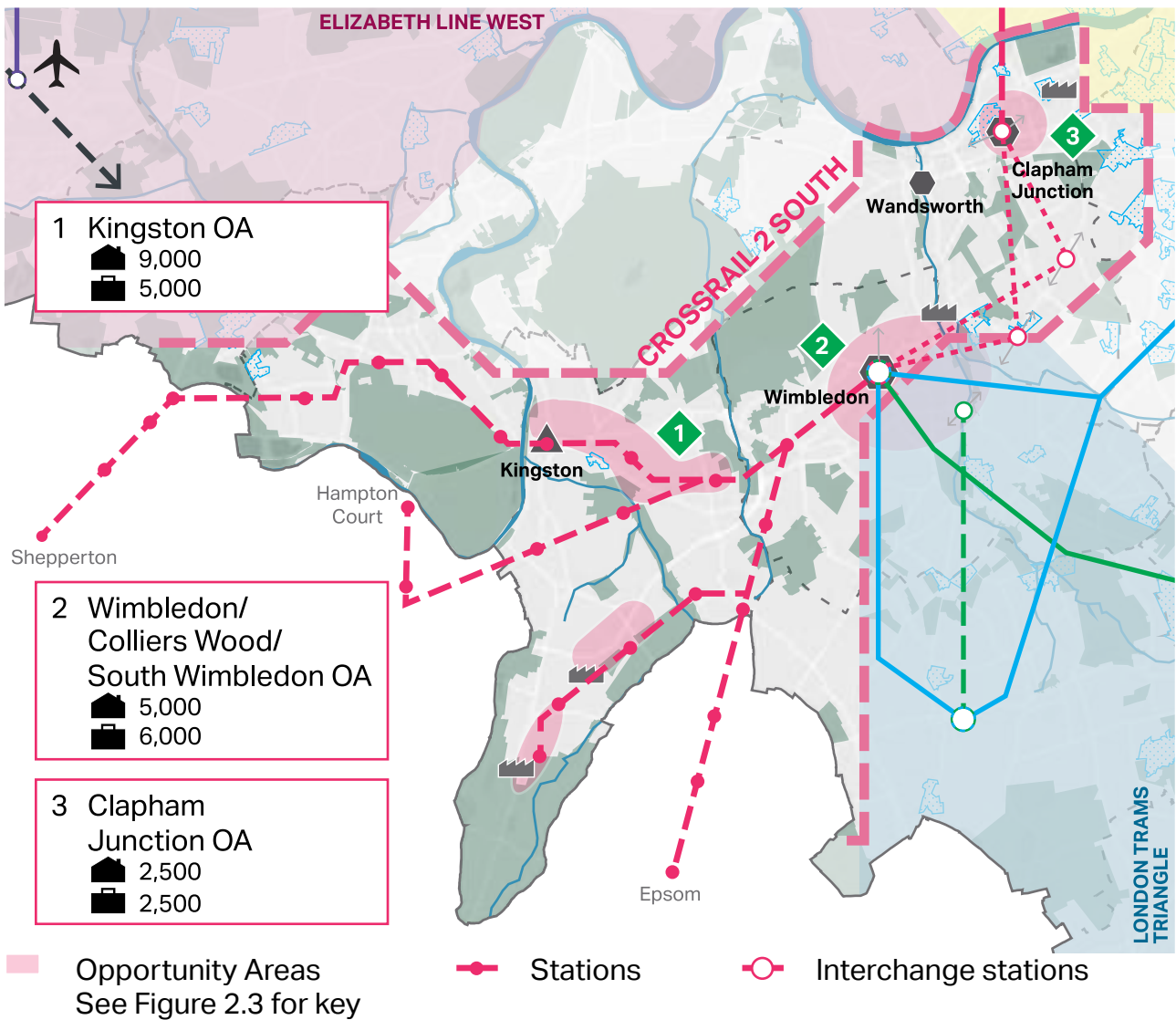
## Crossrail 2

- 2.1.21 Crossrail 2 is a proposed new railway serving London and the Wider South East. To the south, it will connect the South West Mainline via new tunnels from Wimbledon, through central London to New Southgate and Tottenham Hale where it will connect with the West Anglia Mainline. As well as reducing journey times, increasing capacity, and reducing crowding across London's transport network, it will transform connectivity to and from key growth areas across London and beyond. It will support up to 200,000 new homes and 200,000 new jobs, connecting some of London's major growth locations with potential strategic growth locations outside London.
- 2.1.22 It is anticipated that Crossrail 2 will be operational in the 2030s. The Mayor has submitted the Strategic Outline Business Case for the scheme to the Government. Crossrail 2 and associated investment will have a significant impact on the locations it serves and the wider catchments of stations and linked services. This regeneration impact will help support the delivery of housing, mixed-use and commercial development across the corridor and the opportunity areas located within it, as described below. Planning frameworks for all areas affected by Crossrail 2 should respond to the significant development capacity unlocked by Crossrail 2. Frameworks should outline how this additional development capacity would be phased to reflect the transport connectivity and capacity improvements that Crossrail 2 enables.
- 2.1.23 Beyond London's boundaries Crossrail 2 is part of two Strategic infrastructure Priorities (see [Figure 2.15 \(4\)](#) and [\(10\)](#)).



## Crossrail 2 South

Figure 2.5 - South West London/Crossrail 2 South



### Kingston OA

2.1.24 The Royal Borough of Kingston upon Thames’s network of town centres with their good levels of public transport accessibility have been identified as areas capable of accommodating development and intensification to provide leisure, cultural and night-time activity, commercial and retail uses, as well as high density housing. A Direction of Travel document was adopted in 2016 to guide

planning policies in these areas. In particular it identified four areas where there is scope for significant change:

- Kingston Town Centre
- Norbiton, London Road and Cambridge Road Estate
- New Malden
- Tolworth

2.1.25 These areas are capable of supporting some development in the short and medium term. However, once Crossrail 2 is operational, the borough will benefit from more Crossrail 2 stations than any other and the arrival of the new, higher frequency, higher capacity service will enable significant additional growth opportunities in these areas. It will improve Kingston's attractiveness as an office location and therefore support additional commercial growth in the town centre, building on links with Kingston University and Kingston College. The Local Plan and/or Planning Framework should set out how Crossrail 2 will support and deliver further growth and intensification in these areas. It should also explore how the use of industrial land can be intensified to make more efficient use of land. Kingston town centre, with its ancient market is rich in heritage and forms an important part of the setting of Hampton Court Palace, its gardens, the Thames and surrounding Royal Parks.

2.1.26 In the longer term, and following the opening of Crossrail 2 in the 2030s, there may be potential for selective redevelopment in the following areas:

- Berrylands Station and Hogsmill Valley
- Chessington

### **Wimbledon/South Wimbledon/Colliers Wood OA**

2.1.27 The step change in transport capacity and connectivity offered by Crossrail 2 will transform Wimbledon into a major transport hub with opportunities for interchange with National Rail, trams and the Underground. The redevelopment required to deliver the Crossrail 2 tunnel offers the opportunity to plan for significant growth and intensification, with residential and commercial development. Crossrail 2 will strengthen Wimbledon's role as a Major town centre, and as a location with potential for speculative office development, helping to meet the Mayor's ambition to promote growth in employment in outer London centres. The planning framework should also explore and quantify the opportunities for development associated with Crossrail 2 in the surrounding area, and how the use of industrial land can be retained and intensified to make

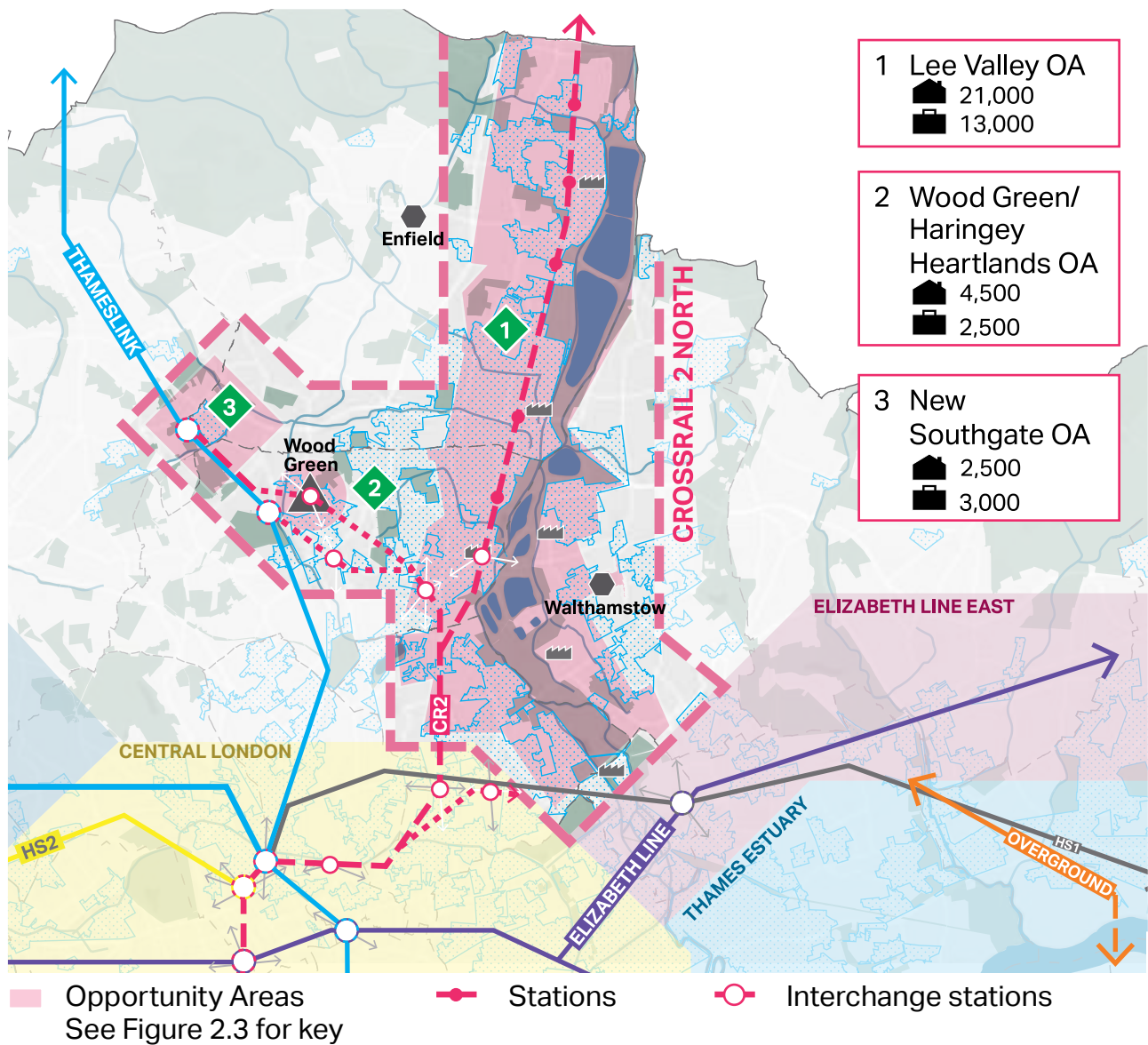
more efficient use of land. The planning framework should also explore the potential for development at Morden Town Centre.

### **Clapham Junction OA**

- 2.1.28 Clapham Junction is Europe's busiest rail interchange station, serving key commuter routes from West London and Southern England, and is identified as one of London's four strategic interchanges expected to accommodate rising levels of demand. However, the station is already operating at capacity in terms of rail services and passenger numbers and suffers from over-crowding at peak times. Reconfiguration of the existing rail infrastructure and the station is needed to increase capacity and substantially improve passengers' public transport experience. The proposal for a Crossrail 2 station represents a unique opportunity to make more efficient use of land surrounding the station for residential and commercial development, including new offices as part of the designated Major town centre. The Planning Framework will need to fully explore and evaluate options for comprehensive over-station development, which would be reliant on a reconfiguration of the station layout. This will include the consideration of complex technical issues related to the operation of the railway and the integration with other transport infrastructure and services, including Crossrail 2. Careful consideration will need to be given to the urban design and place-making of the development and its integration into the existing streets and functions surrounding the station. It will be important to consider integration of any development with surrounding residential areas, and the Housing Zone.

## Crossrail 2 North

Figure 2.6 - Lee Valley, New Southgate and Wood Green/Crossrail 2 North



### Lee Valley OA

2.1.29 The Lee Valley occupies a strategic position in the London-Stansted-Cambridge-Peterborough growth corridor and provides a range of development opportunities for higher density development. These opportunities include the growth at Tottenham Hale, Blackhorse Lane, Meridian Water, Ponders End, Lea

Bridge and Leyton, Stamford Hill, Clapton and the Lea Bridge roundabout, as well as other accessible sites within and on the edges of town centres, especially in the A10 and A1010 corridors. Crossrail 2 will transform transport connectivity and capacity in the Upper Lee Valley and is vital to support the full, long-term potential development capacity.

- 2.1.30 In the shorter term, a four-trains-per-hour service on the West Anglia Main Line at Meridian Water and Northumberland Park will support development and regeneration. Beyond this, four tracking of the line between Coppermill Junction and Broxbourne can unlock development capacity along the route.
- 2.1.31 Development in the Opportunity Area should fully capture the benefits of these significant transport interventions and provide the stimulus for regeneration, broadening employment opportunities for existing communities including those in Edmonton, the Tottenham corridor from Stoke Newington to Northumberland Park, and around Blackhorse Lane and Walthamstow.
- 2.1.32 The Lee Valley is ideally located for freight and logistics, straddling both the North Circular and M25, and providing a link to Stansted, Cambridge and beyond in the north, and to Central London in the south. It will continue to play an important strategic role in providing industrial and logistics functions to support the wider London economy and contribute to local employment.
- 2.1.33 The Planning Framework should quantify the full development potential of the area as a result of Crossrail 2. It should ensure that industrial, logistics and commercial uses continue to form part of the overall mix of uses in the area, and that opportunities for intensification of industrial land and co-location of industrial and residential uses are fully explored. Tottenham and Walthamstow contain clusters of creative industries which should be protected and supported. The Planning Framework should also protect and improve sustainable access to the Lee Valley Regional Park and reservoirs, and ensure links through to Hackney Wick and the Lower Lea Valley. Planning frameworks should include an assessment of any effects on the Epping Forest Special Area of Conservation and appropriate mitigation strategies.

### **Wood Green/Haringey Heartlands OA**

- 2.1.34 A range of development opportunities will be delivered with the aim of creating a revitalised employment-led Metropolitan town centre. The area benefits from excellent, and – subject to confirmation of Crossrail 2 coming to the area – improving public transport connections and capacity, which make Wood Green an ideal location for growth in employment and service provision to serve the central portion of north London. Key sites with development potential include the Clarendon Road gas works and adjacent Wood Green Cultural Quarter, as

well as significant publicly-owned land parcels around the High Road, and Wood Green Shopping City. Mixed-use regeneration of these sites will deliver an expanded employment, retail and leisure offer, as well as new homes.

- 2.1.35 The Planning Framework should quantify the scale of development associated with Crossrail 2, promote the opportunity to build on the area's industrial heritage through new and refurbished workspace in the west of the area, and support retail provision. It should also set out how site assembly and provision of better links with the town centre and surrounding areas including Alexandra Palace Park hold the key to comprehensive development.

### **New Southgate OA**

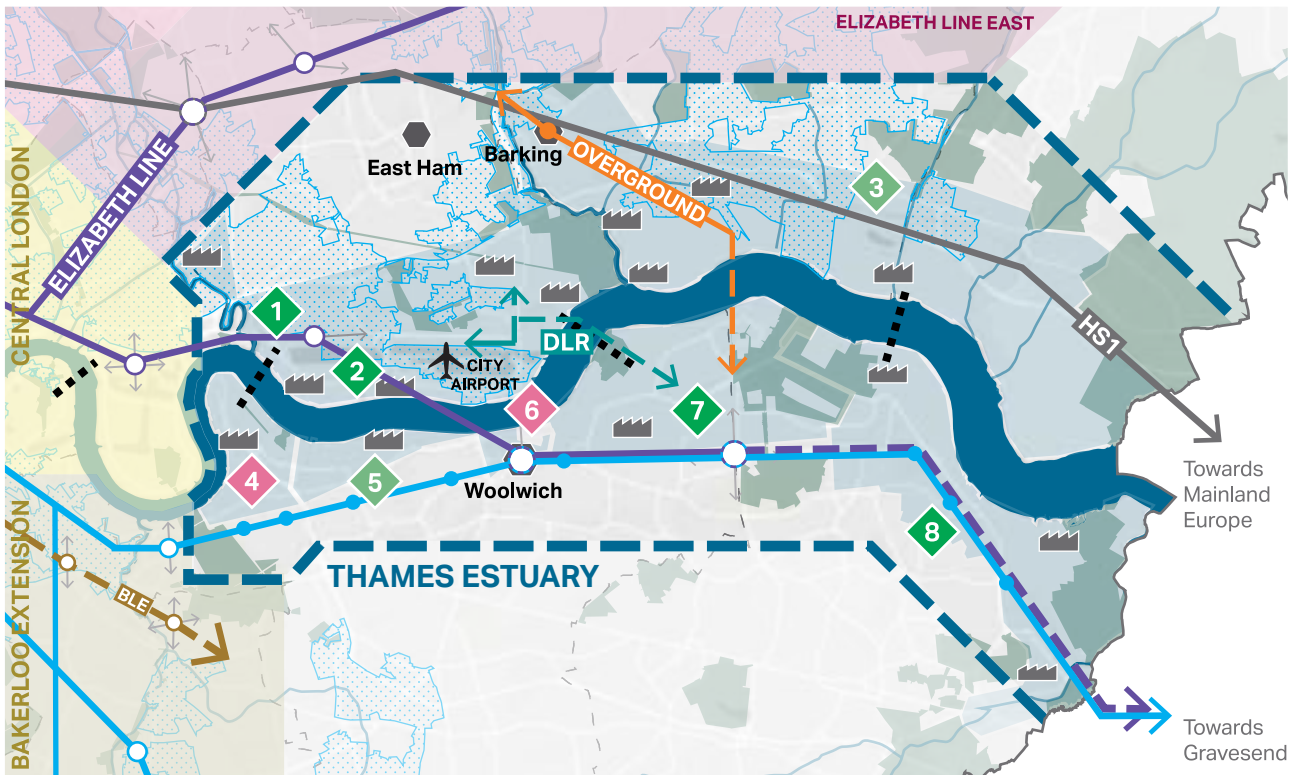
- 2.1.36 The arrival of Crossrail 2 at New Southgate can significantly enhance accessibility and connectivity to support regeneration in the wider area. The Planning Framework should review the development capacity of this area in the light of Crossrail 2. Initial estimates indicate that this could be significantly greater than the current estimated capacity for new homes and jobs.
- 2.1.37 The benefits of the existing good public transport accessibility to the north and east are hampered by the severance effect of major transport corridors through the area. The area to the west of the East Coast Main Line and to the south of the A406 North Circular suffer from poor quality environment and lack of proper connections to the stations and the wider area. The high traffic flows on the North Circular Road have a dominant and adverse impact on local residents and businesses by way of congestion, noise, air pollution and poor public realm along the corridor.
- 2.1.38 There is potential to deck over a small section of the North Circular immediately to the south of New Southgate Station and/or tunnel a section of the North Circular between New Southgate and Green Lanes. The Planning Framework should also consider the benefits and viability of these options including their potential to unlock the delivery of new homes and jobs as well as complement other transport initiatives in the area and the wider environmental, health and public realm benefits.

## Thames Estuary North and South

- 2.1.39 The corridor either side of the Thames Estuary represents the largest concentration of Opportunity Areas in the city. It continues to be a priority for regeneration and economic development, with potential for over 250,000 new homes and 200,000 new jobs.
- 2.1.40 Development in a number of the Opportunity Areas in this corridor is coming forward at a fast pace, with significant development in the Isle of Dogs, Greenwich Peninsula and Woolwich. Others are about to benefit from new transport infrastructure, such as Barking Riverside with the extension of the Overground, and Thamesmead/Abbey Wood with the Elizabeth line. Others are dependent on the development of infrastructure schemes in order to unlock their full potential, such as Bexley Riverside.
- 2.1.41 The Mayor has set out his vision to transform the Thames Estuary into a hub for large-scale state-of-the-art production facilities with an initial focus on creative and cultural industries. In their Local Plans, boroughs should consider how to encourage and support large-scale production facilities to create jobs, enhance the skills of local people and drive growth to benefit the area.
- 2.1.42 The Mayor will continue to work with Thames Estuary partners to support and promote investment in the area, both within and outside London.
- 2.1.43 The lack of river crossings in the area is holding back growth and development, and the Mayor has prioritised or is exploring a number of schemes which will help to unlock and/or connect growth areas:
- Silvertown Tunnel
  - a new river crossing linking Rotherhithe and Canary Wharf
  - an extension of the DLR across the river from Gallions Reach to Thamesmead and beyond
  - Barking Riverside to Abbey Wood London Overground crossing.
- 2.1.44 The Mayor will also support the Thames Gateway Kent Strategic Corridor by assisting boroughs in seeking a Government-led project to extend the Elizabeth line through Bexley to north Kent.
- 2.1.45 This corridor links beyond London's boundaries into two Strategic Infrastructure Priorities (see [Figure 2.15 \(6\)](#) and [\(7\)](#)).

## Thames Estuary

Figure 2.7 - Thames Estuary



Opportunity Areas See Figure 2.3 for key	Stations	Potential / proposed / planned river crossings
1 Poplar Riverside OA 9,000 3,000	4 Greenwich Peninsula OA 17,000 15,000	7 Thamesmead and Abbey Wood OA 8,000 4,000
2 Royal Docks and Beckton Riverside OA 30,000 41,500	5 Charlton Riverside OA 8,000 1,000	8 Bexley Riverside OA 6,000 19,000
3 London Riverside OA 44,000 29,000	6 Woolwich OA 5,000 2,500	



### Poplar Riverside OA

- 2.1.46 Poplar Riverside lies south of the Olympic Legacy Supplementary Planning Guidance area, and between the Isle of Dogs & South Poplar and Royal Docks Opportunity Areas. The new OA designation incorporates parts of the Lower Lee Valley area that are outside the Olympic SPG and LLDC areas. It contains the Poplar Riverside Housing Zone on the Tower Hamlets side of the River Lea. This has the potential for 9,000 new homes and improved connectivity in a part of the borough with significant infrastructure challenges.
- 2.1.47 The OA crosses the boundary of the River Lea into the London Borough of Newham, where there are opportunities to provide both intensified employment uses and residential development. Cross-boundary working is required to maximise investment of the Housing Zone funding and the development potential of upgrades to Canning Town station and the arrival of the Elizabeth line at Custom House. Significant local transport improvements are needed to allow better pedestrian and cycle accessibility over the River Lea via footbridges and to remove the severance effect of major infrastructure such as DLR lines and the A12 at Gillender Street.

### Royal Docks OA

- 2.1.48 This area sits at the heart of the Thames Gateway presenting one of the largest regeneration opportunities in London. It benefits from the presence of important existing industry and attractors such as ExCEL and City Airport, and will soon see an Elizabeth line station at Custom House. The Royal Docks will become a vibrant new London quarter, creating a world-class business, industrial, cultural and residential district. Key to delivering this will be ensuring high-quality development with new infrastructure, homes and workspaces, including creative cultural, evening and night-time economy uses, in recognition of the Mayor's aspiration for a Thames Estuary Production Corridor for culture and creative industries.
- 2.1.49 Significant housing-led mixed-use developments have already been completed or are underway, such as Royal Wharf, Barrier Park East, Gallions Quarter and Great Eastern Quays. The consented major new mixed-use schemes at Advanced Business Parks (London) and Silvertown Quay will contribute to the transformation of the area.
- 2.1.50 The Mayor has established the Royal Docks Delivery Team to guide development of the Enterprise Zone and surrounding Opportunity Area. The area contains a number of safeguarded wharves, and there is a continuing need to retain wharf capacity. The Planning Framework should set out how wharves could be

consolidated to deliver more effective and efficient industrial uses alongside residential/mixed use. The area has significant areas of SIL and recent evidence confirms that there is a continued demand for industrial space in the east of London. The Planning Framework should ensure industrial capacity is managed in ways that reduce overall vacancy rates and support the intensification of industrial, logistics and commercial uses so that they continue to form part of the overall mix of uses in the area.

- 2.1.51 The Planning Framework should also set out how to manage the opportunities for mixed-use development at Canning Town/West Ham, and Thameside West where there is or will be excellent public transport connectivity. Silo D is a heritage asset at risk which provides opportunities for heritage and cultural-led regeneration. At Beckton Riverside de-commissioning of the gasholders together with a new DLR station provides an opportunity to deliver waterside residential-led mixed-use development. New residential development here will support the evolution of Gallions Shopping Centre, which has the potential to become a designated town centre. The Planning Framework should set out how new development can accommodate an extension of the DLR across the river to Thamesmead.
- 2.1.52 The DLR provides the key transport links through the area, and Beckton Depot will be retained and expanded to support the upgrade of the DLR fleet.

### **Thamesmead and Abbey Wood OA**

- 2.1.53 Housing Zone status and investment by Peabody in estate renewal in the area will improve the quality of the environment and bring new housing opportunities. To deliver wider regeneration benefits to Thamesmead, other interventions to support the growth of the Opportunity Area are needed. These include: the redevelopment and intensification of employment sites to enable a range of new activities and workspaces to be created in parallel with new housing development; a review of open space provision in the area to create better quality, publicly accessible open spaces; the creation of a new local centre around Abbey Wood station, the revitalisation of Thamesmead town centre and Plumstead High Street; and improved local transit connections.
- 2.1.54 Alongside the opening of the Elizabeth line, major investments in transport infrastructure such as the proposed DLR extension from Gallions Reach are also needed to support high density development and provide access to areas of significant employment growth, such as the Royal Docks, for existing and new residents of Thamesmead. To accommodate the expected growth in the area, utility infrastructure – in particular water and electricity supply, broadband and a local heat network – should be upgraded and/or planned for accordingly. In view

of the low-lying nature of parts of the area, particular attention should also be given to flood risk management.

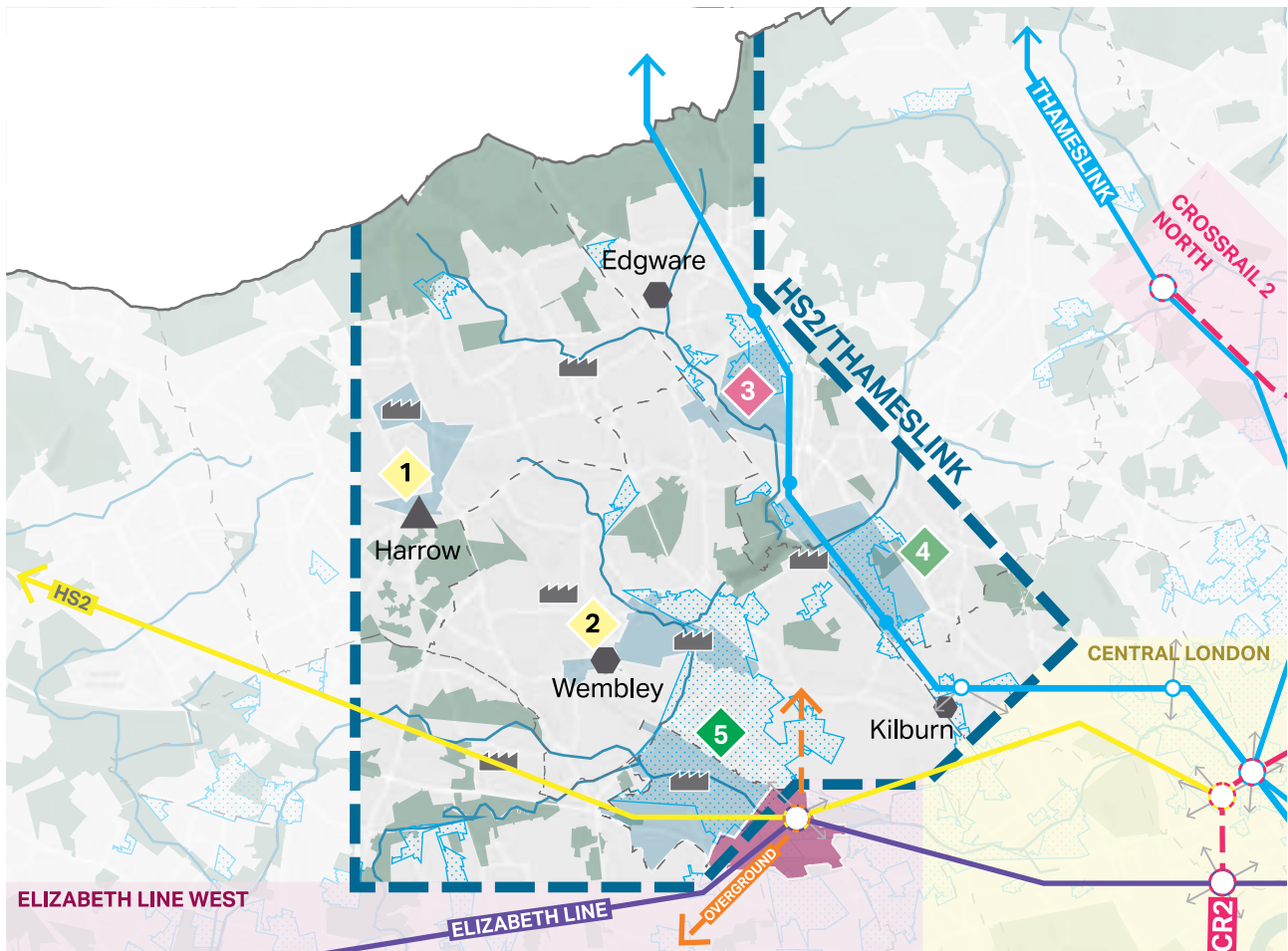
### **Bexley Riverside OA**

- 2.1.55 The Bexley Riverside OA stretches along the south side of the Thames and includes the areas of Belvedere, Erith, Slade Green and Crayford. Future improvements to accessibility through better services on the existing transport network, and the extension of the Elizabeth line to Slade Green and beyond, offer the opportunity for significant redevelopment around the stations. The Mayor will support the borough and the adjoining Kent authorities in seeking a Government-led extension of the Elizabeth line. In the interim, within London, the Planning Framework should explore the level of growth that could be supported through significantly enhanced bus services and priority measures.
- 2.1.56 Industrial and logistics uses will continue to play a significant role in the area. Belvedere is recognised as having potential as a future District centre.

### **High Speed 2 / Thameslink**

- 2.1.57 At the heart of this area, Old Oak is set to be transformed by the late 2020's with the opening of Old Oak Common Station, which will connect the Elizabeth line and National Rail services to the newly built High Speed 2 line. The creation of this new station will dramatically improve public transport in the immediate area, and across London. The boroughs are examining the feasibility of a new rail link from Brent Cross to Hounslow, via Old Oak. This West London Orbital Line could unlock significant new growth in the area.
- 2.1.58 This corridor links beyond London's boundaries into a Strategic Infrastructure Priority (see [Figure 2.15 \(12\)](#)).

Figure 2.8 - High Speed 2 / Thameslink



Opportunity Areas  
See Figure 2.3 for key

1 Harrow and Wealdstone OA  
 🏠 5,000  
 🚗 1,000

2 Wembley OA  
 🏠 14,000  
 🚗 13,500

3 Colindale/ Burnt Oak OA  
 🏠 7,000  
 🚗 2,000

4 Brent Cross/ Cricklewood OA  
 🏠 9,500  
 🚗 26,000

5 Old Oak Park Royal OA  
 🏠 25,500  
 🚗 65,000

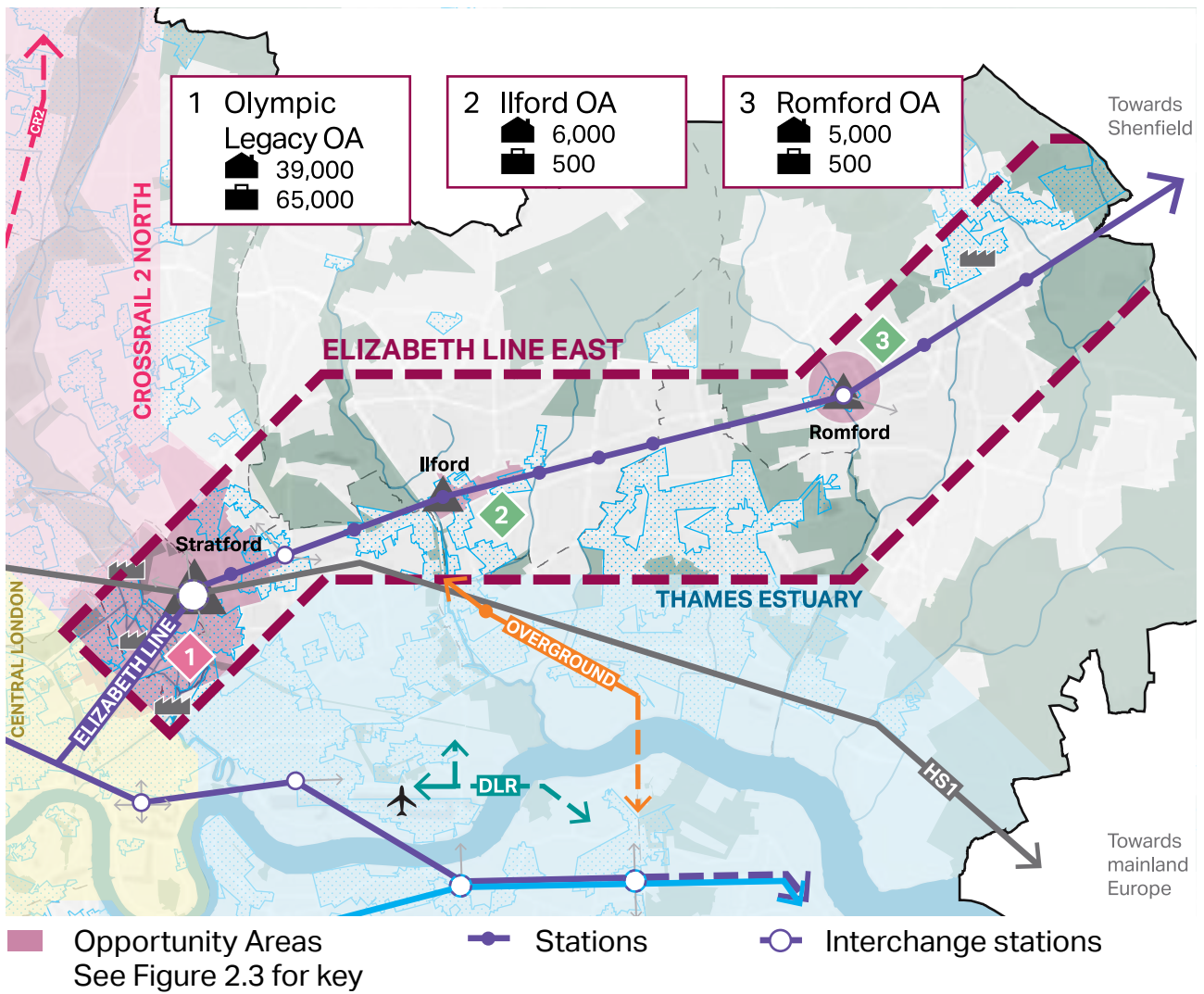
### Old Oak / Park Royal

- 2.1.59 The Mayor has established the Old Oak and Park Royal Development Corporation (OPDC) to drive forward regeneration of this area. A Local Plan has been published which recognises the huge regeneration potential of the area and sets out a clear strategy for how redevelopment should help to optimise economic growth and regeneration potential, create a new town centre and bring tangible benefits for local communities and Londoners. Positive masterplanning will be used to create an attractive new town centre with distinctive character.
- 2.1.60 Old Oak Common station (connecting HS2, the Elizabeth line and National Rail) is set to open by the late 2020's. There are significant opportunities to bring forward regeneration in advance of this date around the existing and potential new rail stations in the area. This includes North Acton on the Central line and Willesden Junction on the Bakerloo line and London Overground, as well as the potential new local stations at Hythe Road and Old Oak Common Lane on the Overground.
- 2.1.61 Park Royal is a strategically-important industrial estate for the functioning of London's economy and should be protected, strengthened and intensified.

### Elizabeth Line East

- 2.1.62 The Elizabeth line will transform connectivity along the route. It is already leading to increased development in central London and has the potential to bring forward growth and development from Stratford eastwards. This includes the area of the London Legacy Development Corporation, which continues to secure the legacy of the 2012 Olympic and Paralympic Games.
- 2.1.63 This corridor links beyond London's boundaries into a Strategic Infrastructure Priority (see [Figure 2.15 \(5\)](#)).

Figure 2.9 - Elizabeth Line East



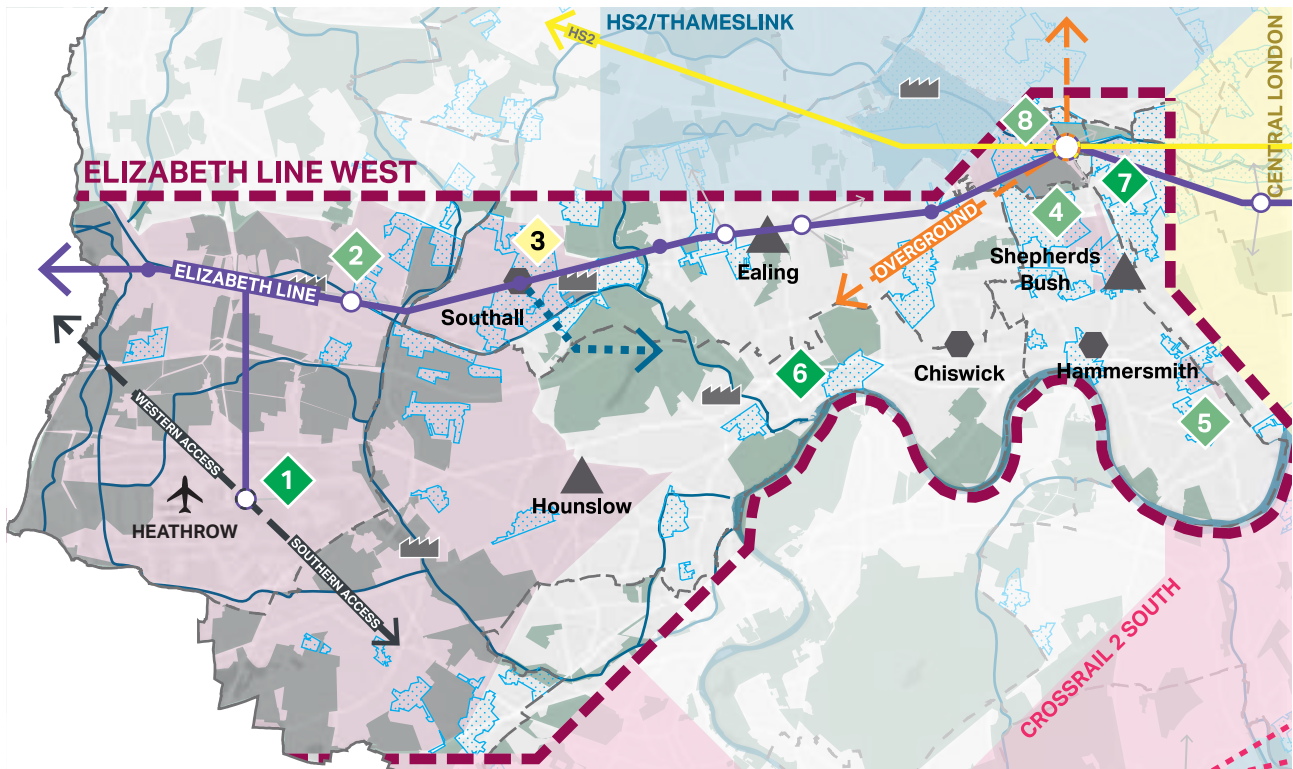
## Heathrow/Elizabeth Line West

- 2.1.64 The area contains a range of opportunities to support London's economic development and deliver new housing and environmental improvements. Policy T8 Aviation confirms that the Mayor will oppose any expansion of Heathrow Airport unless it can be shown that: no additional noise or air quality harm would result; the benefits of future regulatory and technology improvements would be fairly shared with affected communities; and that sufficient surface access capacity would be provided by the Government and/or the airport authority.
- 2.1.65 The Mayor will therefore review and clarify the area's potential contribution to London's growth when expansion proposals and their spatial and environmental implications are clearer. This will include reviewing the housing and jobs targets for opportunity areas and working with boroughs to support more detailed plans, such as through Opportunity Area Planning Frameworks or Local Plans.
- 2.1.66 As the implications of Heathrow also go beyond London's boundaries, the Mayor will work with local authority partners beyond London's boundaries on related challenges and opportunities, in line with Policy SD2 Collaboration in the Wider South East and Policy SD3 Growth locations in the Wider South East and beyond.
- 2.1.67 This corridor links beyond London's boundaries into a Strategic Infrastructure Priority (see Figure 2.15 (11)).

## Great West Corridor

- 2.1.68 The Great West Corridor is one of London's key approaches and presents unique opportunities for place-making. It inspired high-quality Art Deco architecture in the 1930s, creating a distinctive local character. The route is surrounded by some of London's most significant historic landscapes including the River Thames, Syon Park, Gunnersbury Park, Osterley Park and The Royal Botanic Gardens Kew World Heritage Site. Masterplanning in the corridor should carefully consider these natural and historic assets, utilising the latest modelling techniques. The opportunities to integrate and draw inspiration from the area's heritage should be fully explored.

Figure 2.10 - Elizabeth Line West



Opportunity Areas See Figure 2.3 for key

Stations

Interchange stations

1 Heathrow OA

🏠 13,000  
👜 11,000

2 Hayes OA

🏠 4,000  
👜 1,000

3 Southall OA

🏠 9,000  
👜 3,000

4 White City OA

🏠 7,000  
👜 2,000

5 Earls Court and West Kensington OA

🏠 6,500  
👜 5,000

6 Great West Corridor OA

🏠 7,500  
👜 14,000

7 Kensal Canalside OA

🏠 3,500  
👜 2,000

8 Old Oak and Park Royal OA

🏠 25,500  
👜 65,000



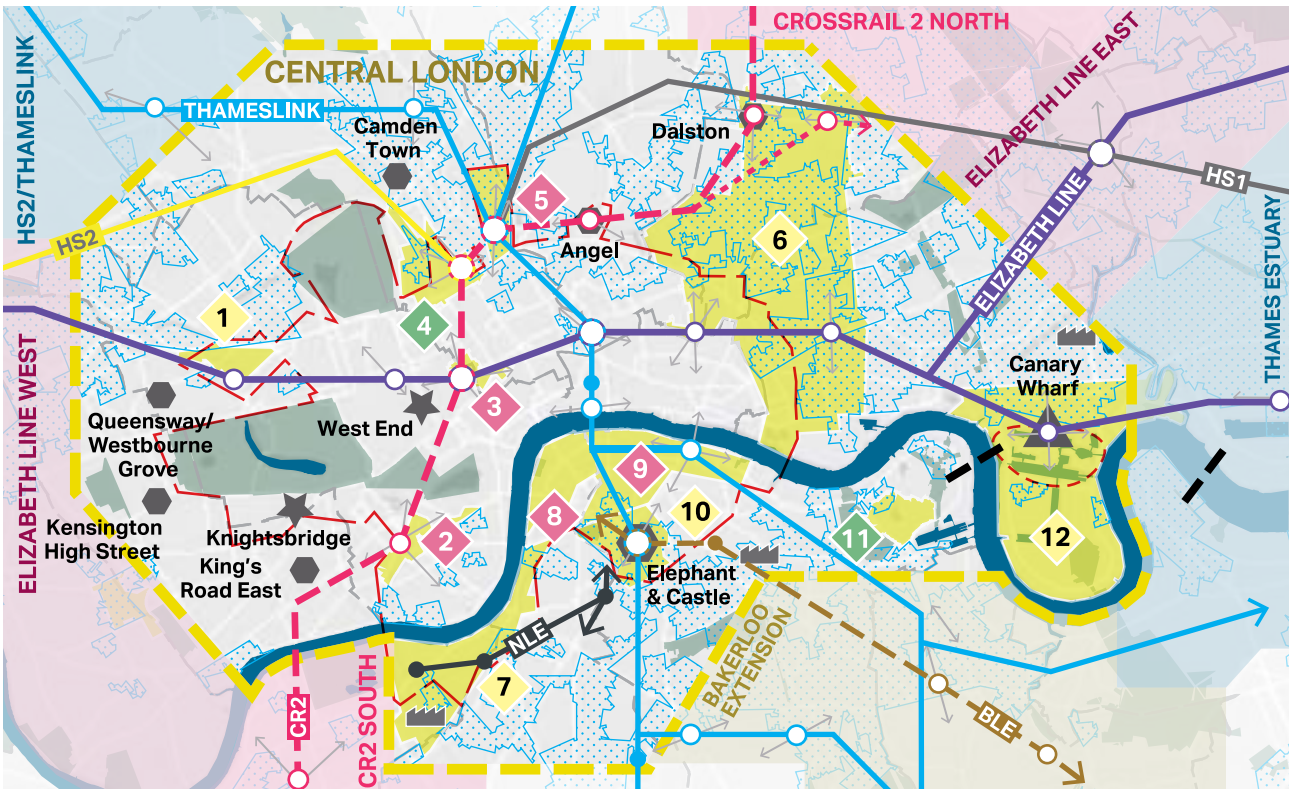
## Central London






























- 2.1.69 Central London is a key driver for both London's economy and the UK economy as a whole, comprising both the CAZ and Northern Isle of Dogs (see [Policy SD4 The Central Activities Zone \(CAZ\)](#) and [Policy SD5 Offices, other strategic functions and residential development in the CAZ](#)) and the closely related areas of Canada Water and City Fringe/Tech City. It contains a large number of OAs, many of which are maturing or underway and benefiting from successful development schemes that will be completed over the next few years.

## Euston

- 2.1.70 Euston is a major national and commuter rail terminal with good public transport links to the rest of the CAZ. The existing mainline station is outdated, the local environment has areas of poor quality, and the over-station airspace and adjacent areas are underused. There is significant potential for intensification and an opportunity to comprehensively transform Euston and the immediate area into a world-class transport interchange and new residential and business district. Scope exists to reconfigure Euston Square Gardens and the bus station to enhance this space and improve transport facilities and to also complement the expanding knowledge quarter. This should support the area's strengths in the Life Sciences and Tech industries. The 'Euston Area Plan' produced by the GLA, working with Transport for London and Camden Council was adopted in 2015.
- 2.1.71 HS2 has now received Royal Assent and options for the potential redevelopment of the existing station have come forward in addition to proposals for a Crossrail 2 interchange. This could greatly assist in improving interchange capacity in the longer term. Working with the station operators, the GLA and Camden Council, the Department for Transport is seeking to pool the various land interests and secure a development partner to assist in delivering a comprehensive redevelopment at Euston. A planning brief for the area around Euston Station is currently being produced.

Figure 2.11 - Central London

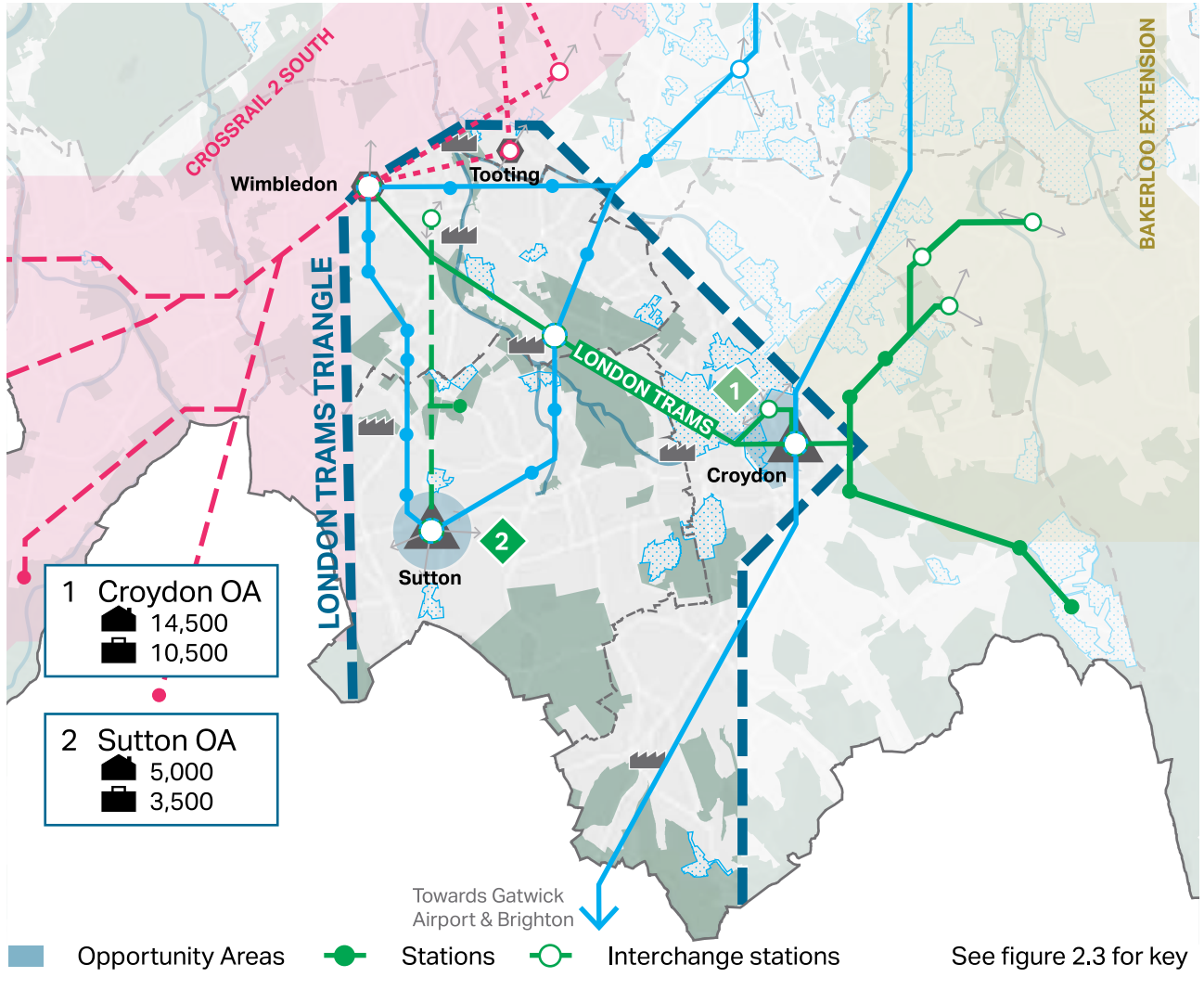


 Opportunity Areas See Figure 2.3 for key	 Stations	 CAZ
	 Interchange stations	 Northern Isle of Dogs
1 Paddington OA  1,000  13,000	5 King's Cross OA  1,000  25,000	9 London Bridge Bankside OA  4,000  5,500
2 Victoria OA  1,000  4,000	6 City Fringe/ Tech City OA  15,500  50,500	10 Elephant & Castle OA  5,000  10,000
3 Tottenham Court Road OA  300  6,000	7 Vauxhaul Nine Elms Battersea OA  18,500  18,500	11 Canada Water OA  5,000  20,000
4 Euston OA  2,800-3,800  8,600-15,000	8 Waterloo OA  1,500  6,000	12 Isle of Dogs OA  29,000  110,000

## **Trams Triangle/London-Gatwick-Brighton mainline**

- 2.1.72 This area of South London contains the key town centres of Croydon, Sutton and Wimbledon, with important links to central London and Gatwick via the Brighton mainline and, in the future, Crossrail 2. The Tram has transformed travel opportunities in the area and provides the potential for further growth in homes and jobs. The proposal to extend the Tram to Sutton Town Centre, and potentially beyond to the proposed Cancer Hub, would improve public transport accessibility to the town centre and St. Helier Hospital, and support the delivery of at least 10,000 homes. TfL and the GLA are working with the boroughs to produce a robust business case and funding package, demonstrating how housing and employment growth can be unlocked.
- 2.1.73 This corridor links beyond London's boundaries into a Strategic Infrastructure Priority (see [Figure 2.15 \(9\)](#)).

Figure 2.12 - Trams Triangle



## Policy SD2 Collaboration in the Wider South East

- A The Mayor will work with partners across the Wider South East (WSE) to address appropriate regional and sub-regional challenges and opportunities through recently-developed strategic coordination arrangements.
- B To secure an effective and consistent strategic understanding of the demographic, economic, environmental and transport issues facing the WSE, the Mayor supports joint working with WSE partners to ensure that plan-making is, as far as possible, informed by up-to-date, consistent technical evidence and monitoring.
- C The Mayor will take account of the views of WSE partners in discharging his Duties to Inform and Consult with authorities beyond London and will respond to their Duty to Co-operate requests for views on Development Plans insofar as they bear strategically on London.
- D The Mayor supports recognition of long-term trends in migration in the development of Local Plans outside London.
- E The Mayor will work with WSE partners to find solutions to shared strategic concerns such as: barriers to housing and infrastructure delivery (including 'smart' solutions – see also paragraph 9.6.9); factors that influence economic prosperity; the need to tackle climate change (including water management and flood risk); improvements to the environment (including air quality, biodiversity and green infrastructure), waste management, and the promotion of Circular Economies; wider needs for freight, logistics and port facilities; and scope for the substitution of business and industrial capacity where mutual benefits can be achieved.

- 2.2.1 London is not an island. There are 130 authorities in the WSE outside London. Though it is significantly larger than other centres in the Wider South East, London is part of an **extensive and complex network of centres** of different sizes and functions. Some are of considerable strategic importance in their own right and the focus of their own sub-regional networks of centres. The network as a whole, and the orbital and radial linkages, which hold it together, comprise the most productive region in the UK accounting for nearly half its output and making by far the biggest net contribution to the national exchequer.
- 2.2.2 The WSE is home to 24.2 million people (8.9 million in London), 10.0 million households (3.6 million in London) and 13.7 million jobs (5.7 million in London).

It is projected to **grow more rapidly** by 2041 than other parts of the UK – in population terms by 21 per cent in London and 17 per cent in the WSE outside London. Household numbers are expected to increase by 32 per cent in London and 23 per cent elsewhere in the WSE.

- 2.2.3 Both London and the rest of the WSE benefit from this regional dynamism. The effects of London's housing and labour markets and their related **multiplier effects** extend far beyond its administrative boundaries. 800,000 commuters travel into London each day (more than half of the workforce in some of the local authorities bordering London – see [Figure 2.13](#)) and make an important contribution to its economy as well as to the commuters' own local economies when they return home. [Figure 2.14](#) illustrate trends in migration flows into and out of London.
- 2.2.4 There are mutual benefits for authorities across the WSE in working together to tackle these regionally important matters. Historically, a formal regional structure was in place to coordinate approaches to them. A non-statutory **strategic structure** has now been put in its place to address them,<sup>6</sup> facilitated by South East England Councils, the East of England Local Government Association, London Councils and the Mayor.
- 2.2.5 The new structure provides the basis for coordinated approaches to Government on pan-regional, general issues referred to in Part E of the policy. Opportunities to collaborate should be considered where **mutual benefits** can be achieved. The scope of these opportunities may vary depending on circumstances including proximity to London. The promotion of good links to/from potential employment locations outside London by the Mayor to help realise corresponding employment opportunities within and outside London is an example of how mutual benefits can be achieved. The Golden Triangle (life science sector collaboration with Oxford and Cambridge) and the Thames Estuary Production Corridor (delivering large-scale cultural infrastructure) are good examples of collaboration that is already underway.
- 2.2.6 This non-statutory structure for collaboration that is in place complements the GLA Act requirement for the spatial development strategy to address matters of strategic importance to Greater London (GLA Act, VIII, S.334 (5)) and the **Mayor's statutory Duties to Inform and Consult** (GLA Act, VIII, S.335 'with adjoining counties and districts', S.339 'authorities outside London', S.348 'authorities in the vicinity of London').

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<sup>6</sup> <http://www.london.gov.uk/about-us/organisations-we-work/policy-and-infrastructure-collaboration-across-wider-south-east>

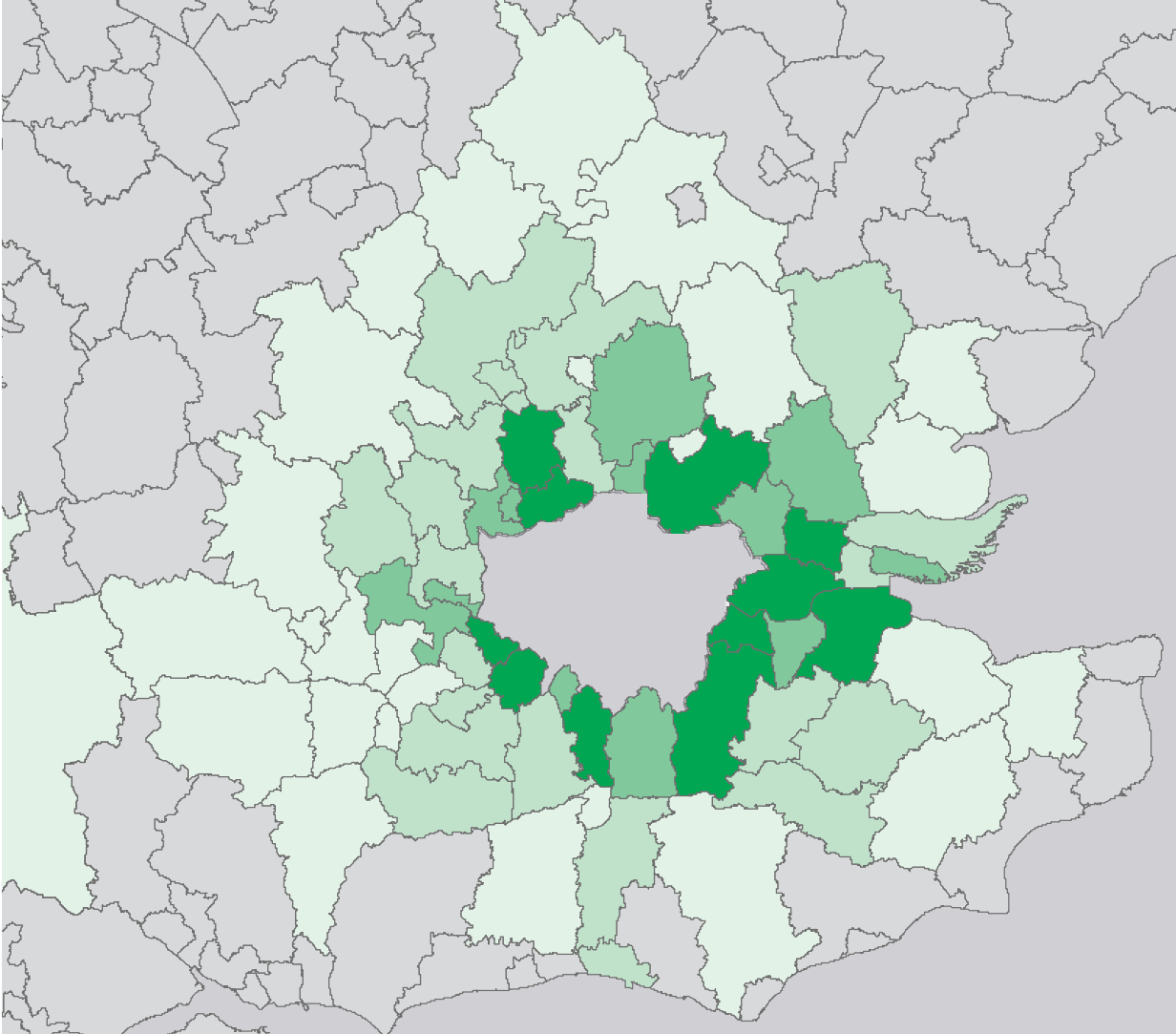
- 2.2.7 Authorities outside London have a similar **Duty to Co-operate** (Localism Act 2011) with the Mayor on relevant matters of strategic importance as part of the process of preparing their Local Plans. In addition, Planning Practice Guidance<sup>7</sup> states that 'cooperation between the Mayor, boroughs and local planning authorities bordering London will be vital to ensure that important strategic issues, such as housing delivery and economic growth, are planned effectively'. The Mayor will share his responses to Local Plans outside the capital with interested London boroughs.
- 2.2.8 The Mayor supports and encourages collaborative regional working through his planning activities. However, locally-specific **cross-border matters** between individual London boroughs and authorities beyond London should be addressed most effectively by the relevant local authorities on the basis of their Duties to Cooperate.
- 2.2.9 To inform local housing need assessments the GLA has prepared authoritative and consistent **demographic projections** across the whole of the UK, which take into account the significant short-term, cyclical changes in migration flows from London. Partners are also exploring the scope to collate other consistent regional datasets.

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<sup>7</sup>

NPPG – Paragraph: 007 'Duty to Cooperate', DCLG, 6 March 2014

**Figure 2.13 - Spatial Distribution of Commuting to London**



**Commuting flows from districts in England and Wales to London in 2011**

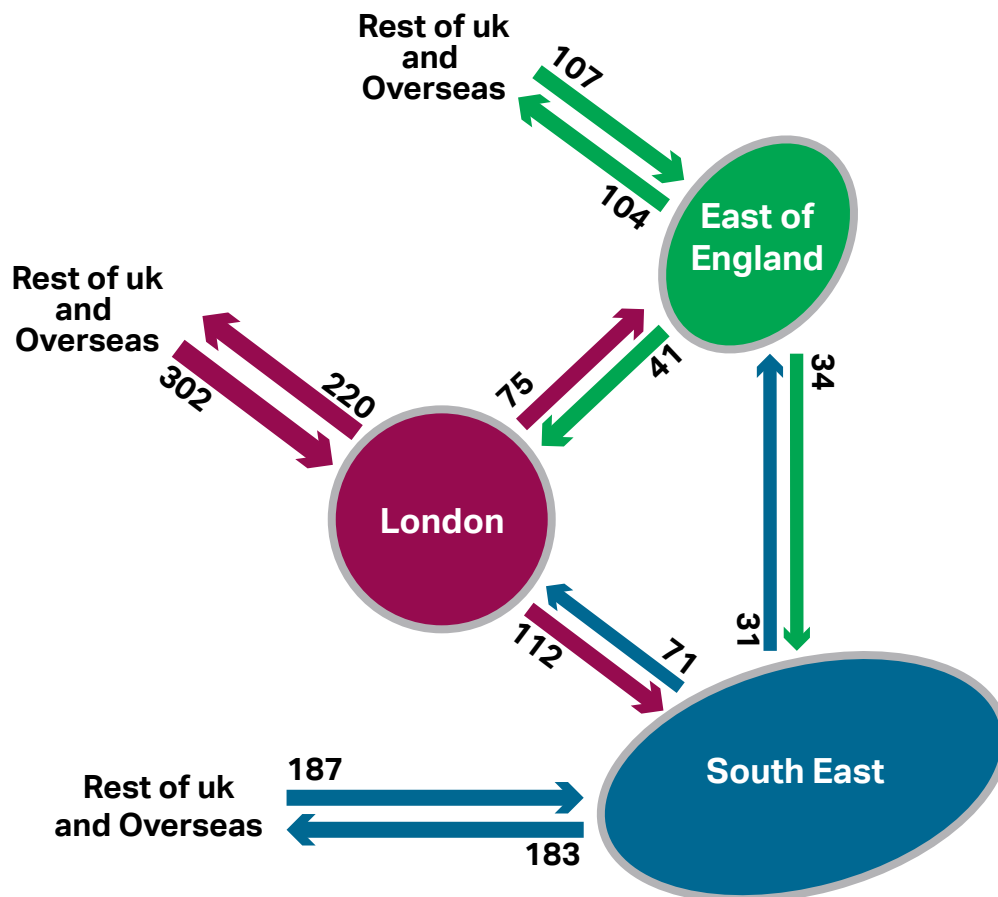
- Less than 2,700
- 2,700 - 6,100
- 6,100 - 10,300
- 10,300 - 15,900
- Greater than 15,900

Source: 2011 Census  
Contains OS data ©  
Crown copyright and  
database right (2017)

Clockwise from top left St. Albans; Hertsmere; Epping Forest; Basildon;  
Thurrock; Dartford; Medway; Sevenoaks; Reigate and Banstead; Elmbridge;  
Spelthorne.



Figure 2.14 - Average annual gross migration flows 2016 – 2041



Source: GLA, 2016-based central projections - population in thousand

### Policy SD3 Growth locations in the Wider South East and beyond

- A The Mayor will work with strategic and local authorities, Government and other interested partners to realise the growth potential of the WSE and beyond through investment in strategic infrastructure to support housing and business development in particular in growth locations to meet need and secure mutual benefits for London and relevant partners.
- B The Mayor supports recognition of these growth locations with links to London in relevant Local Plans outside London.

- 2.3.1 This Plan aims to accommodate the majority of **London's growth** within its boundaries without intruding on its Green Belt or other protected open spaces. As with any successful urban area, this does not mean that in- and out-migration will cease, but that as far as possible sufficient provision will be made to **accommodate the projected growth within London**.
- 2.3.2 To ensure a **common understanding of growth projections** across the wider region the GLA will provide regionally-consistent demographic data, which takes into account long-term trends, and the Mayor will refer to this data as part of his representations on emerging Local Plans.
- 2.3.3 The GLA's new **Strategic Housing Market Assessment** shows that London has a need for approximately 66,000 additional homes a year. The Plan's housing target of approximately 520,000 homes over ten years is based on the findings of the new Strategic Housing Land Availability Assessment and informed by the Examination in Public process.
- 2.3.4 Although this Plan is seeking to accommodate the majority of London's future growth within its boundary, given the pressure for growth in both London and the WSE, the barriers to housing delivery that need to be overcome to avoid a further increase of the backlog, and potential changes to projections over time, it is prudent to also plan for longer-term contingencies. Therefore, the Mayor is interested in **working with willing partners** beyond London to explore if there is potential to accommodate more growth in sustainable locations outside the capital.
- 2.3.5 This **partnership work** could help deliver more homes, address housing affordability and improve economic opportunities outside London. The focus is on locations that are (or are planned to be) well-connected by public transport and where development can help meet local growth aspirations as well as wider requirements. Recognising that investment in public transport can often bring significant benefits to wider areas, such partnerships could focus on optimising rail capacity between London, the wider region and beyond. Crossrail 2 and HS2 are examples with such potential. Another area of focus could be proposals for new/garden settlements with good links to London. Government has already indicated support for a similar approach.<sup>8</sup> The Mayor will seek to investigate and secure mutually beneficial infrastructure funding to unlock these opportunities.
- 2.3.6 Collaboration with willing partners can help alleviate some of the pressure on London while achieving local ambitions in the WSE for growth and development, recognising that this may require further infrastructure. The Mayor will work with **willing partners**, including local authorities, Local Enterprise Partnerships,

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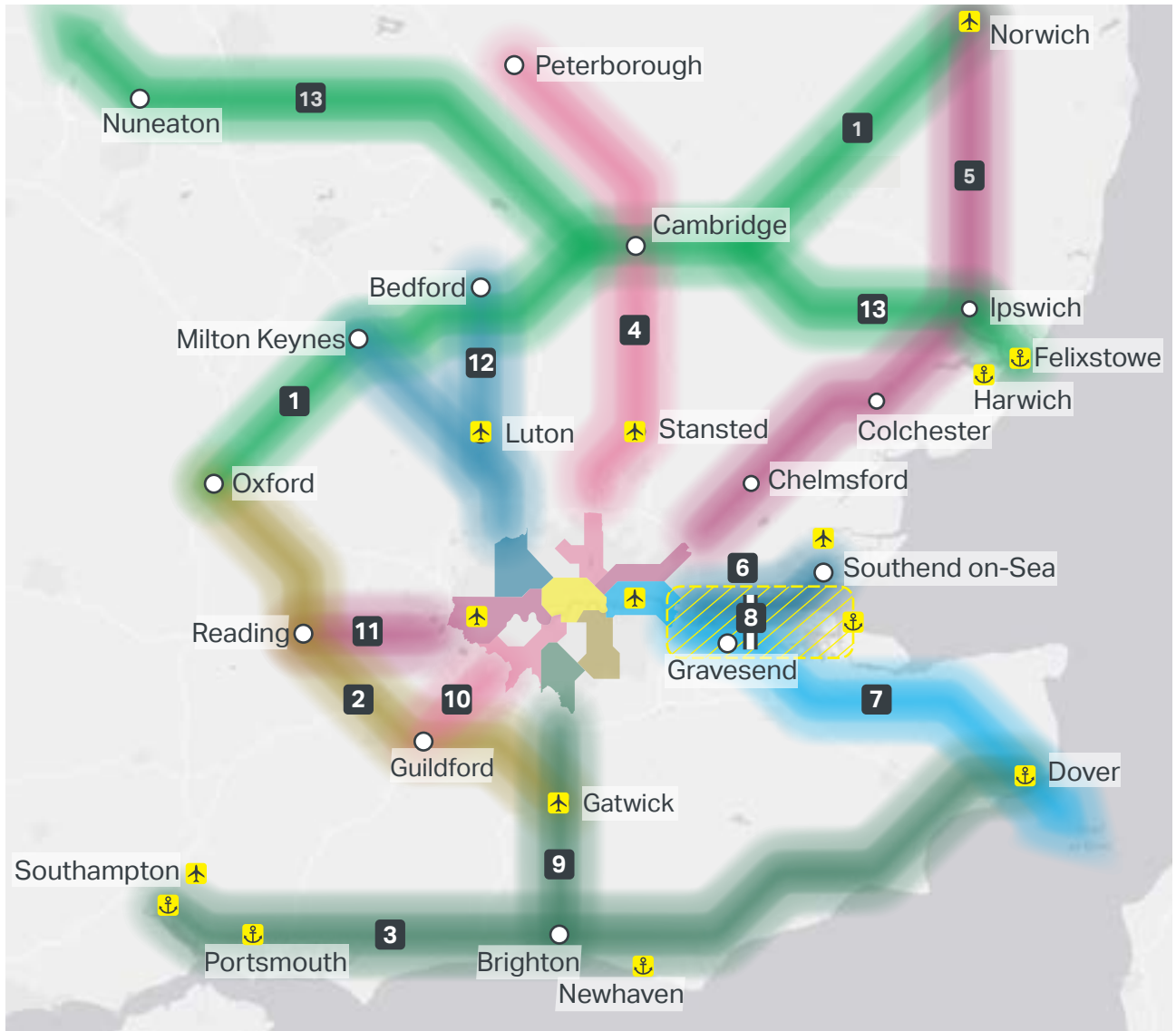
<sup>8</sup>

Locally-led Garden Villages, Towns and Cities, DCLG, March 2016





Sub-national Transport Bodies, the National Infrastructure Commission and Government, to explore strategic growth opportunities where planning and delivery of strategic infrastructure (in particular public transport) improvements can unlock development that supports the wider city region.

- 2.3.7 It will be important to ensure that growth in the WSE contributes to local vibrancy and economic activity at all times of the day and week, and that the scale of planned growth is proportional to public transport capacity in the area. Where appropriate, the Mayor will respond to Local Plans outside London and support Memoranda of Understanding or other mechanisms to formalise **partnership agreements** / commitments between relevant authorities. Work with some individual authorities and groups of authorities in the WSE has been initiated and is being pursued further. The Mayor continues to encourage authorities outside London to become willing partners and work with the capital on opportunities for growth, where mutual interest can be achieved.
- 2.3.8 [Figure 2.15](#) shows London in its wider regional setting. 13 WSE **Strategic Infrastructure Priorities** have been endorsed by the WSE partners for initial delivery. Eight of these are radial priorities that connect directly to Growth Corridors within London. The remaining five are orbital priorities that can help reduce transit through London and stimulate the WSE economy beyond the capital. The schemes within these areas are at different planning stages. Their delivery will have to be phased. As all of these initial priorities are focused on transport, those schemes that can be linked to London's public transport system are also reflected in [Table 10.1](#) (Chapter 10).

Figure 2.15 - Wider South East – 13 Initial Strategic Infrastructure priorities



**Strategic Infrastructure Priorities**

-  Airport
-  Port
-  Thames Estuary Ports
-  London Growth Areas

Source: Wider South East Partnership

Contains OS data © Crown copyright and database right (2017)

## Strategic Infrastructure Priorities

1. East West Rail and new Expressway road link (Oxford - Cambridge)
2. North Down Rail Link (Gatwick - Reading) including extension to Oxford
3. A27 / M27 / A259 and rail corridor (Dover - Southampton)
4. West Anglia Mainline, Crossrail 2 North (London - Stansted - Cambridge - Peterborough) and M11
5. Great Eastern Mainline (London - Ipswich - Norwich) and A12
6. Essex Thameside, A217 and A13 corridor
7. Thames Gateway Kent : Elizabeth Line Extension and HS1 (London - North Kent - Channel Tunnel)
8. Lower Thames Crossing
9. Brighton Mainline (London - Gatwick - Brighton)
10. South West Mainline, Crossrail 2 South West (London - Surrey / Southern Rail Access to Heathrow) and A3
11. Great Western Mainline (London - Reading / Western Rail Access to Heathrow)
12. Midlands and West Coast Mainline (London - Luton - Bedford / Milton Keynes)
13. Felixstowe - Nuneaton / Midlands and A14

## Policy SD4 The Central Activities Zone (CAZ)

- A The unique international, national and London-wide roles of the CAZ, based on an agglomeration and rich mix of strategic functions and local uses, should be promoted and enhanced.
- B The nationally and internationally significant office functions of the CAZ should be supported and enhanced by all stakeholders, including the intensification and provision of sufficient space to meet demand for a range of types and sizes of occupier and rental values.
- C The distinct environment and heritage of the CAZ should be sustained and enhanced.
- D Taking account of the dense nature of the CAZ, practical measures should be taken to improve air quality, using an air quality positive approach where possible ([Policy SI 1 Improving air quality](#)) and to address issues related to climate change and the urban heat island effect.

- E The unique concentration and diversity of cultural, arts, entertainment, night-time economy and tourism functions should be promoted and enhanced.
- F The vitality, viability, adaptation and diversification of the international shopping and leisure destinations of the West End (including Oxford Street, Regent Street, Bond Street and the wider West End Retail and Leisure Special Policy Area) and Knightsbridge together with other CAZ retail clusters including locally-oriented retail and related uses should be supported.
- G The CAZ as a centre of excellence and specialist clusters including functions of state, health, law, education, creative and cultural activities, and other more local Special Policy Areas should be supported and promoted.
- H The attractiveness and inclusiveness of the CAZ to residents, visitors and businesses should be enhanced, including through public realm improvements and the reduction of traffic dominance, as part of the Healthy Streets Approach (see [Policy T2 Healthy Streets](#)).
- I Infrastructure to sustain and enhance the CAZ and its agglomeration of strategic functions including its public transport and digital connectivity and its potential to accommodate new development should be secured.
- J The safety, security and resilience of the CAZ should be promoted working with businesses and communities.
- K The quality and character of predominantly residential neighbourhoods, where more local uses predominate, should be conserved and enhanced.
- L Development of social infrastructure that meets the distinct needs of the CAZ should be supported.
- M Sufficient capacity for industry and logistics should be identified and protected, including last mile distribution, freight consolidation and other related service functions within or close to the CAZ and Northern Isle of Dogs to support the needs of businesses and activities within these areas.
- N In Development Plans, boroughs should:
  - 1) define the detailed boundaries of the CAZ, the Northern Isle of Dogs, town centres (including the International centres), CAZ retail clusters, Special Policy Areas and specialist clusters of strategic functions having regard to the CAZ Diagram shown in [Figure 2.16](#)
  - 2) develop locally sensitive policies to meet this Plan's objectives for the CAZ

- 2.4.1 The CAZ is the vibrant heart and globally-iconic core of London. It is **one of the world's most attractive and competitive business locations**. It accommodates one third of London's jobs and generates almost 10 per cent of the UK's output. It contains the seat of national Government and is internationally renowned for its culture, night-time economy, tourism, shopping and heritage. It is also home to more than 230,000 residents.
- 2.4.2 The density, scale and mix of business functions and activities in the CAZ are unique and are underpinned by the connectivity provided by public transport, walking and cycling networks. This agglomeration results in exceptional levels of productivity, which is not replicated elsewhere in the UK, and provides national benefits. It **requires different or tailored approaches** to the application of national policy to address its distinct circumstances.
- 2.4.3 For the purposes of CAZ policies, the Northern Isle of Dogs (NIOD) is recognised as a CAZ '**satellite**'<sup>9</sup> location for world city office functions. Future potential reserve<sup>10</sup> locations for CAZ office functions are Stratford and Old Oak Common.
- 2.4.4 The **strategic functions** of the CAZ include, but are not necessarily limited to:
- functions associated with the State, Government and Monarchy
  - diplomatic organisations (such as embassies and high commissions)
  - agglomerations of nationally and internationally significant offices and company headquarters connected with finance, business, professional bodies, associations and institutions
  - uses connected with science, technology, media, communications and cultural sectors of regional, national and international importance
  - centres of excellence for higher and further education and research
  - centres of medical excellence and associated specialist facilities
  - legal establishments of regional, national and international importance
  - arts, culture, leisure, entertainment and activities and areas of regional, national and international importance

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<sup>9</sup> The term 'satellite' is used to indicate that the NIOD is geographically separate from the CAZ but it is treated as part of the CAZ in London Plan policy.

<sup>10</sup> These locations are not formally within the CAZ and are identified as future strategic reserves for nationally significant office functions in the event that future demand for office space exceeds development capacity in the CAZ. Specific policy directions for Stratford and Old Oak Common are contained within supporting text to [Policy SD1 Opportunity Areas](#) and [Annex 1 \(Town Centre Network\)](#)

- i. retailing, including specialist outlets, of regional, national and international importance
  - j. tourism facilities including hotels and conference centres
  - k. specialist creative clusters including for example clothing, fashion, jewellery, printing, antiques, musical instruments, art and culture
  - l. transport facilities, especially for public transport of regional, national and international importance
  - m. places of worship and places of assembly of regional, national and international importance
  - n. use and enjoyment of the River Thames
  - o. heritage, built environment, the Royal Parks and other green and open spaces (public and private).
- 2.4.5 Development Plans should set out the appropriate balance between the various CAZ strategic functions in different parts of the CAZ having regard to local circumstances.
- 2.4.6 The CAZ contains housing, social infrastructure and community uses to address the needs of residents, visitors and workers. Whilst they are not strategic functions of the CAZ, these **locally orientated uses** play an important role in the character and function of the Zone as a vibrant mixed-use area, ensuring activity and vitality at different times of the day and week. New residential development should be complementary and not compromise the strategic functions of the CAZ.
- 2.4.7 The **City of London** and the **Northern Isle of Dogs** are nationally important locations for globally-oriented financial and business services. The **West End** is a vibrant mixed-use business location, an internationally-renowned shopping, cultural and visitor destination and home to several world-leading academic institutions as well as a significant residential population. The unique roles of these locations and their strategic contribution to the economy, culture and identity of the capital should be promoted and enhanced.
- 2.4.8 As a whole, the CAZ supports a nationally and internationally significant scale and **agglomeration of offices**, enabled by the hyper-connectivity of its public transport infrastructure. The CAZ has important clusters in areas such as tech, the creative industries and life sciences,<sup>11</sup> adding to its strengths in the business, professional and financial services sector, arts and culture, health, education and law. A supportive policy approach to the wide variety of business

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London Office Policy Review, Ramidus Consulting, 2017



space requirements, quality and range of rental values is essential to enable these sectors to flourish and for small and medium-sized enterprises to fulfil their economic potential alongside larger businesses.<sup>12</sup>

- 2.4.9 The distinct **environment and heritage** of the CAZ should be sustained and enhanced through development decisions, Local Plans and other initiatives<sup>13</sup> such as the transformation of the Oxford Street district (including pedestrianisation of Oxford Street itself). This should recognise both its strategic elements, including the River Thames, the Royal Parks, World Heritage Sites, Designated Views and unique concentration of heritage assets, as well as more local features including the public realm, smaller waterways and green and open spaces.
- 2.4.10 **Air quality** in the CAZ is particularly poor due to the intensity of the road network and land uses. The CAZ also experiences high levels of construction which results in dust and emissions from construction activities and equipment that adversely affect air quality. The Mayor is taking practical steps to improve air quality in the CAZ including the T-charge and stricter Ultra-Low Emission Zone which will impose charges on the most polluting vehicles.<sup>14</sup>
- 2.4.11 **Arts, culture, tourism and entertainment activities** are a defining feature of the vibrant and distinctive character of the CAZ with its varied mix of daytime, evening and night-time uses. Together they make a vital contribution to London's culture and heritage, ensuring the capital is an attractive place in which to live, work, visit and invest. The CAZ includes several areas that are rich in cultural activity including the West End, South Bank/Bankside/London Bridge, the Barbican, King's Cross and the South Kensington museums complex, along with more local clusters and cultural venues. It also contains the country's largest concentrations of night-time activity in Soho, Covent Garden and Shoreditch. These areas and functions should be recognised, nurtured and supported in line with CAZ Policy and other policies related to culture and supporting the evening and night-time economy. Policies on hotels and other serviced accommodation in the CAZ (and elsewhere) are set out in the Economy chapter of this Plan.
- 2.4.12 The CAZ contains a vibrant, successful and diverse retail offer at a scale and quality that makes it a **shopping destination** of global significance. It contains a range of unique centres and mixed-use clusters with a predominant retail

<sup>12</sup> Small Offices and Mixed Use Development in the CAZ, Ramidus Consulting, 2015

<sup>13</sup> Mayor's Environment Strategy 2018

<sup>14</sup> Details on the TfL website: <https://tfl.gov.uk/modes/driving/emissions-surcharge>, <https://tfl.gov.uk/modes/driving/ultra-low-emission-zone>; See also the Mayor's Environment Strategy 2018

function which perform different roles in the wider London Plan town centre network (see [Policy SD8 Town centre network](#)) including:

- a. [International centres](#) – The West End (including the primary retail functions of Oxford Street, Regent Street, Bond Street and the wider West End Retail and Leisure Special Policy Area) and Knightsbridge
- b. [The West End Retail and Leisure Special Policy Area](#) (WERLSPA) – including Covent Garden and Soho, where retail should complement the strategic cultural, leisure, evening and night-time economy roles of these areas
- c. [CAZ retail clusters](#) – significant mixed-use clusters with a predominant retail function and in terms of scale broadly comparable to Major or District centres in the London Plan town centre network (see [Annex 1](#))
- d. [Locally identified CAZ retail centres](#) – smaller clusters or parades of retail and related uses broadly comparable to local/neighbourhood centres in the London Plan town centre network and generally serving very localised areas
- e. [Specialist retail destinations / clusters](#) – including for example Covent Garden, arcades, street markets, covered and specialist markets, niche retailing, and retail and related facilities that serve specific communities (see [Policy E9 Retail, markets and hot food takeaways](#))
- f. [Other retail clusters including areas within the CAZ](#) – defined in Local Plans as being appropriate for retail development and ancillary clusters of retail associated with public transport termini and stations.

2.4.13 Wider trends in consumer expenditure and the emergence of **multi-channel retailing** present both challenges and opportunities for retailing within the CAZ. Overall, the CAZ is projected to have demand for approximately 375,000 sqm of additional comparison goods retail floorspace over the period 2016-2041<sup>15</sup> (after the committed pipeline of retail development is taken into account). Within this context the vitality and viability of the international shopping centres and other CAZ retail clusters above should be enhanced, supporting their adaptation and diversification, along with improvements to the quality of the environment and public realm.

2.4.14 The CAZ contains several other important **specialist clusters of activity** which contribute towards the capital's international and national roles. These clusters contain significant concentrations of strategic functions of arts and culture, state, health, law and education and are represented spatially in the CAZ Diagram ([Figure 2.16](#)). Many of these clusters have developed organically over

<sup>15</sup> Consumer Expenditure and Comparison Goods Retail Floorspace Need in London, Experian, 2017

time and the dynamic nature of the CAZ means that this process is continually evolving. It will be important to promote and sustain certain clusters such as Tech City; the arts, cultural and creative clusters in Soho/West End, Barbican/Smithfield/ Farringdon, Shoreditch, South Kensington museums complex, King's Cross, Angel and London Bridge/Southbank; and the centres of medical excellence and life sciences research clusters around the Euston Road including the University College Hospital, the Wellcome Trust and the Francis Crick Institute (and on the CAZ fringe<sup>16</sup> at Whitechapel and White City).

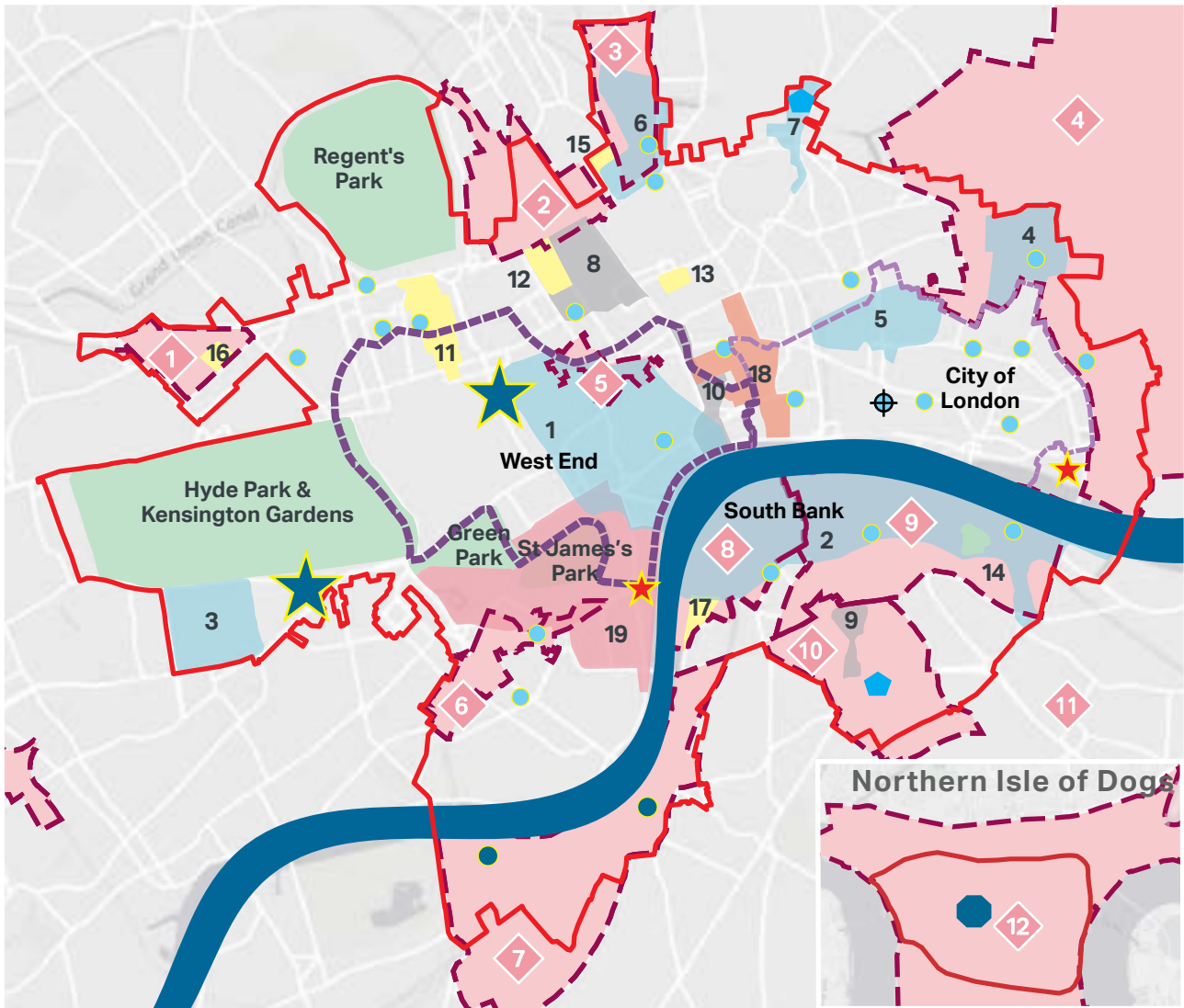
- 2.4.15 **Special Policy Areas** are supported, particularly where development pressures and market conditions could lead to the loss of valued specialist clusters of uses or functions identified as having particular significance to London's unique identity, economic function or cultural heritage. Examples include St James's (art and antiques), Savile Row (bespoke tailoring), Denmark Street (musical instrument retail) and Hatton Garden (jewellery). Given the operation of the Use Classes Order and permitted development rights, Special Policy Areas often require the collaboration of landowners to achieve their objectives.
- 2.4.16 The CAZ is one of the most connected places in the world. Crossrail and the Thameslink programme will significantly increase the number of people within 45 minutes' travel time of central London, improving access to the labour market and the competitiveness of businesses. Further investment in strategic **transport infrastructure** and capacity improvements are necessary to support the growth and success of the CAZ, in particular Crossrail 2.
- 2.4.17 **Digital connectivity** and associated infrastructure is a key consideration in the CAZ where densities of commercial development in particular are high. Where necessary, development proposals should seek to aggregate demand in areas not currently served by high-speed connectivity and liaise jointly with providers to ensure that infrastructure requirements can be planned and delivered appropriately (see [Policy SI 6 Digital connectivity infrastructure](#)).
- 2.4.18 Local Plans and development proposals should respond to issues related to climate change taking into account the distinct circumstances of the CAZ including the **urban heat island effect** (whereby the CAZ suffers from higher local temperatures than surrounding parts of London) and its vulnerability to **flooding** due to low-lying land and the high proportion of impermeable surfaces.

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<sup>16</sup>

The CAZ fringe refers to areas that have a functional relationship with the CAZ and lie within reasonable proximity to the CAZ but do not lie within the Zone itself

Figure 2.16 - CAZ Diagram








The Central Activities Zone and the Northern Isle of Dogs

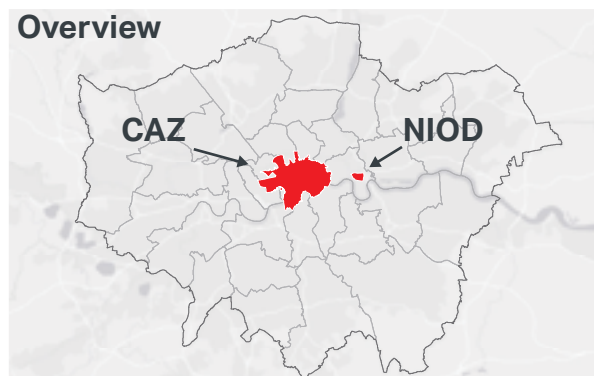
- |                       |                                   |  |
|-----------------------|-----------------------------------|--|
| ○ CAZ and NIOD        | <b>Specialist Clusters</b>        | Source: GLA Planning   |
| ⊕ St Paul's Cathedral | ● Academic                        | Contains OS data © Crown copyright and database right (2019) |
| ⊕ World Heritage Site | ● Arts, culture and entertainment |  |
| ★ Royal Parks         | ● Health                          |  |
| ⊕ City of London      | ● Legal                           |  |
| ⊕ West End            | ● State                           |  |
| ■ River Thames        |                                   |  |
| ⊕ Opportunity Area    |                                   |  |

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### Retail Clusters and Town Centres

-  International
-  Metropolitan
-  Major
-  CAZ retail cluster
-  Potential CAZ retail cluster












### Overview



### Specialist Clusters

1. West End (including Soho / Covent Garden)
2. South Bank, Bankside and London Bridge
3. Royal Albert Hall / South Kensington Museums
4. Shoreditch
5. Barbican / Smithfield / Farringdon
6. King's Cross
7. Angel / Sadler's Wells
8. University College London / University of London
9. Southbank University
10. LSE / King's College London
11. Harley Street
12. University College Hospital
13. Great Ormond Street Hospital
14. King's College London Guy's Campus
15. Francis Crick Institute
16. St Mary's Hospital cluster
17. St Thomas' Hospital
18. Temple, Royal Courts of Justice, Inns of Court
19. Royal Palaces, Palace of Westminster and Whitehall

### Opportunity Areas

-  1 Paddington
-  2 Euston
-  3 King's Cross
-  4 City Fringe / Tech City
-  5 Tottenham Court Road
-  6 Victoria
-  7 Vauxhall, Nine Elms and Battersea
-  8 Waterloo
-  9 London Bridge Bankside
-  10 Elephant and Castle
-  11 Old Kent Road
-  12 Isle of Dogs

- 2.4.19 The quality and character of the CAZ's **predominantly residential neighbourhoods** should be conserved and enhanced. This should ensure a variety of housing suitable to the needs of diverse communities, including affordable housing, whilst ensuring that development does not compromise strategic CAZ functions. Boroughs should also consider **social infrastructure** demands generated by residents, workers and visitors in the CAZ when undertaking social infrastructure need assessments.
- 2.4.20 In the high-value land market within the CAZ there is very limited **industrial and logistics capacity**. Differentials between industrial and non-industrial land values in the CAZ boroughs put immense pressure on sites in industrial use for conversion to non-industrial uses.<sup>17</sup> In Development Plans and development decisions, boroughs (particularly but not exclusively those in CAZ and inner London) should take into account the supply and demand for industrial and related uses providing essential functions and services to the CAZ. These functions include: sustainable distribution and logistics; 'just-in-time' servicing such as food service activities, printing, administrative and support services, office supplies, repair and maintenance; construction; waste management and recycling; and land to support transport functions (see also [Policy E4 Land for industry, logistics and services to support London's economic function](#), [Policy E5 Strategic Industrial Locations \(SIL\)](#) and [Policy E6 Locally Significant Industrial Sites](#)).

### Policy SD5 Offices, other strategic functions and residential development in the CAZ

- A New residential development should not compromise the strategic functions of the CAZ.
- B Residential development is not appropriate in defined parts of the City of London and Northern Isle of Dogs (areas to be identified by boroughs in Development Plans).
- C Offices and other CAZ strategic functions are to be given greater weight relative to new residential development in all other areas of the CAZ except:

<sup>17</sup> London Industrial Land Supply and Economy Study, AECOM, 2016; London Industrial Land Demand Study, CAG Consultants, 2017

- 1) the Vauxhall, Nine Elms, Battersea and Elephant & Castle Opportunity Areas, where offices and other CAZ strategic functions are given equal weight relative to new residential; and
- 2) wholly residential streets or predominantly residential neighbourhoods (with exceptions in appropriate circumstances – for example clusters of specialist CAZ strategic functions, Special Policy Areas and CAZ retail clusters).

- D In Development Plans, boroughs should develop local policies for the areas in parts B and C above and identify the areas in Part C.
- E The Mayor will work with boroughs and support them to introduce Article 4 Directions to remove office to residential permitted development rights across the whole of the CAZ and the Northern Isle of Dogs (and those parts of Tech City and Kensington & Chelsea lying outside the CAZ).
- F In areas where offices and other CAZ strategic functions are given greater or equal weight relative to new residential development (as defined in Part C), mixed-use office/residential proposals should be supported where there is an equivalent or net increase in office floorspace.
- G Residential or mixed-use development proposals should not lead to a net loss of office floorspace in any part of the CAZ unless there is no reasonable and demonstrable prospect of the site being used for offices. To achieve this, alternative provision of equivalent or net additional office space can be made (including through swaps and credits – see Part H below). This should be within the CAZ and near the development.
- H Local approaches to mixed-use development of offices with housing should sustain strategically-important clusters of commercial activities within the CAZ and consider the potential to use land use swaps, credits and off-site contributions.

- 2.5.1 The CAZ is an **internationally and nationally significant office location**, complemented by the Northern Isle of Dogs and Tech City.
- 2.5.2 Table 6.1 indicates that the CAZ and the Northern Isle of Dogs are projected to accommodate more than 367,000 additional office jobs and a net increase of 3.5 million sqm (GIA) of office floorspace over the period 2016-2041,<sup>18</sup> an average of 140,000 sqm per annum. The **provision of a range of office floorspace** in

<sup>18</sup> London Office Policy Review, Ramidus Consulting, 2017

terms of size, quality and cost should be supported through a combination of intensification, redevelopment and refurbishment whilst ensuring a suitable supply of secondary stock, which provides relatively affordable lower-cost market provision of business space (see [Policy E2 Providing suitable business space](#) and [Policy E3 Affordable workspace](#)).

- 2.5.3 Given their strategic importance, as a general principle, offices and other CAZ strategic functions are given greater weight relative to new residential development in the Zone (with exceptions set out in policy). The principle of greater weight is designed to ensure that the agglomerations of offices and other CAZ strategic functions are not compromised by new residential development. The principle should inform Local Plan preparation and development management. Residential development is considered inappropriate in defined parts of the **City of London and Northern Isle of Dogs** reflecting the prominent role of these locations in providing capacity for world city business functions. This policy will ensure that the current and future potential to assemble and deliver office development in these locations is not compromised by residential development.
- 2.5.4 The Opportunity Areas of **Vauxhall Nine Elms Battersea and Elephant & Castle** have potential to deliver greater levels of housing alongside employment than the other CAZ Opportunity Areas. In these areas, offices and other CAZ strategic functions may be given equal weight relative to new residential development.
- 2.5.5 Development Plans will play a key role in setting out detailed office policies for the CAZ and the appropriate balance between CAZ strategic functions (including offices) and residential in mixed-use areas and in identifying locations or sites where residential development is appropriate. Evidence required to demonstrate no reasonable prospect of a site being used for offices is set out in paragraph [6.1.7](#) of this Plan.
- 2.5.6 The Mayor supports a co-ordinated approach to the introduction of **Article 4 Directions** by the CAZ boroughs before the exemptions expire in May 2019 to ensure that London's nationally-significant offices in and around the CAZ are safeguarded. Boroughs are encouraged to draw on both strategic<sup>19</sup> and local evidence to support these Directions.
- 2.5.7 **Land use swaps and credits** can be used to support local balances between CAZ strategic functions and housing. A land use swap is where a developer provides an off-site office development to satisfy the requirements of Part H by a specified residential or mixed residential and commercial development.

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<sup>19</sup> London Office Policy Review, Ramidus Consulting, 2017; Small offices and mixed-use development in CAZ, Ramidus Consulting, 2015



The planning applications for the two sites are considered at the same time by the planning authority and are linked by a Section 106 agreement or planning condition. A land use credit is where new off-site office provision is provided in advance by a developer on the basis that it could be drawn down to satisfy the requirements of Part H by a specified residential or mixed residential and commercial development.

- 2.5.8 **Affordable housing** provision should be provided on-site as part of residential and mixed-use schemes in the CAZ (see [Policy H4 Delivering affordable housing](#)). In exceptional circumstances, off-site and cash in lieu contributions can be provided in line with [Policy H4 Delivering affordable housing](#) where this serves to sustain important clusters of commercial activities in the CAZ and Northern Isle of Dogs.

## Policy SD6 Town centres and high streets

- A The vitality and viability of London's varied town centres should be promoted and enhanced by:
- 1) encouraging strong, resilient, accessible and inclusive hubs with a diverse range of uses that meet the needs of Londoners, including main town centre uses, night-time economy, civic, community, social and residential uses
  - 2) identifying locations for mixed-use or housing-led intensification to optimise residential growth potential, securing a high-quality environment and complementing local character and heritage assets
  - 3) delivering sustainable access to a competitive range of services and activities by walking, cycling and public transport
  - 4) strengthening the role of town centres as a main focus for Londoners' sense of place and local identity in the capital
  - 5) ensuring town centres are the primary locations for commercial activity beyond the CAZ and important contributors to the local as well as London-wide economy
  - 6) supporting the role of town centres in building sustainable, healthy and walkable neighbourhoods with the Healthy Streets Approach embedded in their development and management.

- B The adaptation and diversification of town centres should be supported in response to the challenges and opportunities presented by multi-channel shopping and changes in technology and consumer behaviour, including improved management of servicing and deliveries.
- C The potential for new housing within and on the edges of town centres should be realised through mixed-use or residential development that makes best use of land, capitalising on the availability of services within walking and cycling distance, and their current and future accessibility by public transport.
- D The particular suitability of town centres to accommodate a diverse range of housing should be considered and encouraged, including smaller households, Build to Rent, older people’s housing and student accommodation.
- E The redevelopment, change of use and intensification of identified surplus office space to other uses including housing should be supported, taking into account the impact of office to residential permitted development rights (see [Policy E1 Offices](#)) and the need for affordable and suitable business space ([Policy E2 Providing suitable business space](#), [Policy E3 Affordable workspace](#)).
- F The management of vibrant daytime, evening and night-time activities should be promoted to enhance town centre vitality and viability, having regard to the role of individual centres in the night-time economy (see [Figure 7.6](#) and [Table A1.1](#)) and supporting the development of cultural uses and activity.
- G Tourist infrastructure, attractions and hotels in town centre locations, especially in outer London, should be enhanced and promoted (see [Policy E10 Visitor infrastructure](#)).
- H The delivery of a barrier-free and inclusive town centre environment that meets the needs of all Londoners, including disabled and older Londoners and families with young children, should be provided. This may include Shopmobility schemes, the provision of suitably designed crossing points, dropped kerbs and tactile paving, seating and public toilets.
- I The varied role of London’s high streets should be supported and enhanced.
- J The provision of social infrastructure should be enhanced, particularly where it is necessary to support identified need from town centre and local residents, and facilities should be located in places that maximise footfall to surrounding town centre uses.

K Safety and security should be improved, and active street frontages should be secured in new development, including where there are ground floor residential frontages.

- 2.6.1 London's **town centres are central to the lives of Londoners**. They provide a focus for the local community, both geographically and in relation to the sense of identity and broad mix of uses they provide. Policy SD6 Town centres and high streets does not apply to CAZ Retail Clusters or any town centres located wholly within the Central Activities Zone (CAZ).<sup>20</sup> The CAZ contains a rich mix of functions, including a substantial quantity and variety of main town centre uses, and will continue to play a crucial role in supporting London's growth. Policy SD4 The Central Activities Zone (CAZ) and Policy SD5 Offices, other strategic functions and residential development in the CAZ guide development of the CAZ and set out how the development of main town centre uses in the CAZ should be brought forward.
- 2.6.2 The spaces within and around town centres have an important public function, with high streets, public squares, markets, parks, gardens and other open spaces providing opportunities for people to gather, meet, socialise, and be entertained. Town centres are usually transport hubs, served by rail, tram and bus networks, and are accessible for people walking and cycling. Town centres and high streets have social value, providing access to a range of shops and services, employment opportunities, social contact, and information and support. The agglomeration of town centres gives rise to formal and informal networks of businesses, supply chains, customers, employees, institutions, and volunteers that can provide mutual support, advice and economic benefit. Many town centres in London are of historic interest and contain high concentrations of heritage assets.
- 2.6.3 **High streets** are one of London's most characteristic urban features which play an important role in terms of local economic and social infrastructure, providing employment opportunities and promoting community and cultural exchange. The character and function of high streets within town centres should be promoted and enhanced.
- 2.6.4 Over the years, town centres have absorbed change and new technologies. To continue to thrive they will need to evolve and diversify in response to current

<sup>20</sup> Policy SD6 Town centres and high streets applies to the entirety of Angel town centre and Elephant and Castle town centre.

and future economic trends, technological advances, consumer behaviours, and the development of the 24-hour city. This **need for adaptation and diversification**, together with their good public transport accessibility, makes many town centres appropriate locations for residential-led intensification or mixed-use development that makes best use of land. Bringing new residents into town centres can enhance their commercial role, increasing footfall, particularly to support convenience retail, leisure uses and the evening and night-time economy. Town centres will also need to diversify the range of commercial uses, particularly smaller centres and those with projected decline in demand for retail floorspace. Boroughs and others should ensure their strategies, policies and decisions encourage a broad mix of uses while protecting core retail uses to meet demand.

- 2.6.5 Retailing has evolved to become multi-channel, with a mix of physical stores, 'click and collect' points, direct delivery to homes and workplaces, and showrooms for digital businesses. Overall, household expenditure on retail is projected to rise but this demand will be spread unevenly across London's town centres, reflecting **trends towards the polarisation of retail space** towards the larger and stronger centres in London.<sup>21</sup> Approximately 76 per cent of the gross comparison goods retail floorspace requirement is anticipated to be focused in the International, Metropolitan and Major town centres and CAZ retail clusters, with 11 per cent in District centres.<sup>22</sup> As many as 60 per cent of District centres in London are likely to have surplus comparison goods retail space over the Plan period.
- 2.6.6 These trends present significant **challenges and opportunities for retailing** in all town centres and associated high streets including adapting to new innovative forms of retailing, accommodating new space where there is identified demand, and managing the transition of surplus retail floorspace to other uses, such as leisure, business, and more intensive forms of mixed-use development that include a residential component, in appropriate locations. Boroughs and other stakeholders will need to proactively manage their town centres to take account of these trends and the impacts on centres of different types and sizes.
- 2.6.7 **Residential development** plays an important role in ensuring town centre vitality, particularly through the delivery of diverse housing. Residential-only schemes in town centres may be appropriate outside the primary shopping area

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<sup>21</sup> Consumer Expenditure and Comparison Goods Retail Floorspace Need in London, Experian, 2017

<sup>22</sup> Consumer Expenditure and Comparison Goods Retail Floorspace Need in London, Experian, 2017

and primary and secondary shopping frontages where it can be demonstrated that they would not undermine local character and the diverse range of uses required to make a town centre vibrant and viable.

### **Policy SD7 Town centres: development principles and Development Plan Documents**

- A When considering development proposals, boroughs should take a town centres first approach, discouraging out-of-centre development of main town centre uses in accordance with Parts A1 - A3, with limited exceptions for existing viable office locations in outer London (see [Policy E1 Offices](#)). Boroughs should:
- 1) apply the sequential test to applications for main town centre uses, requiring them to be located in town centres. If no suitable town centre sites are available or expected to become available within a reasonable period, consideration should be given to sites on the edge-of-centres that are, or can be, well integrated with the existing centre, local walking and cycle networks, and public transport. Out-of-centre sites should only be considered if it is demonstrated that no suitable sites are (or are expected to become) available within town centre or edge of centre locations. Applications that fail the sequential test should be refused
  - 2) require an impact assessment on proposals for new, or extensions to existing, edge or out-of-centre development for retail, leisure and office uses that are not in accordance with the Development Plan. Applications that are likely to have a significant adverse impact should be refused
  - 3) realise the full potential of existing out-of-centre retail and leisure parks to deliver housing intensification through redevelopment and ensure such locations become more sustainable in transport terms, by securing improvements to public transport, cycling and walking. This should not result in a net increase in retail or leisure floorspace in an out-of-centre location unless the proposal is in accordance with the Development Plan or can be justified through the sequential test and impact assessment requirements in Parts A(1) and A(2) above.

- B Boroughs should support the town centres first approach in their Development Plans by:
- 1) assessing the need for main town centre uses, taking into account capacity and forecast future need
  - 2) allocating sites to accommodate identified need within town centres, considering site suitability, availability and viability, with limited exceptions for existing viable office locations in outer London (see [Policy E1 Offices](#)). If suitable and viable town centre sites are not available, boroughs should allocate appropriate edge-of-centre sites that are, or can be, well integrated with the existing centre, local walking and cycle networks, and public transport
  - 3) reviewing town centre boundaries where necessary
  - 4) setting out policies, boundaries and site allocations for future potential town centres to accommodate identified deficiencies in capacity (having regard to [Policy SD8 Town centre network](#) and the future potential town centre classifications in [Annex 1](#)).
- C In Development Plans, boroughs should:
- 1) define the detailed boundary of town centres in policy maps including the overall extent of the town centre (taking into consideration associated high streets which have particular economic or social value) along with specific policy-related designations such as primary shopping areas, primary and secondary frontages and night-time economy in light of demand/capacity assessments for town centre uses and housing
  - 2) consider the protection of out-of-centre high streets as local parades or business areas and develop appropriate policies to support and enhance the role of these high streets, subject to local evidence, recognising the capacity of low-density commercial sites, car parks and retail parks for housing intensification and mixed-use redevelopment (see [Policy H1 Increasing housing supply](#))
  - 3) develop policies through strategic and local partnership approaches ([Policy SD9 Town centres: Local partnerships and implementation](#)) to meet the objectives for town centres set out in [Policy SD6 Town centres and high streets](#) to support the development, intensification and enhancement of each centre, having regard to the current and potential future role of the centre in the network ([Policy SD8 Town centre network](#))

- 4) develop policies for edge-of-centre areas, revising the extent of shopping frontages where surplus to forecast demand and introducing greater flexibility, permitting a range of non-residential uses taking into account local circumstances
- 5) identify centres that have particular scope to accommodate new commercial development and higher density housing, having regard to the growth potential indicators for individual centres in [Annex 1](#). Criteria to consider in assessing the potential for intensification in town centres include:
  - a) assessments of demand for retail, office and other commercial uses
  - b) assessments of capacity for additional housing
  - c) public transport accessibility and capacity
  - d) planned or potential transport improvements – to indicate future capacity for intensification
  - e) capacity and proximity of social infrastructure
  - f) existing and potential level of density of development and activity
  - g) relationship with wider regeneration initiatives
  - h) vacant land and floorspace – as a further measure of demand and also of under-utilisation of the existing centre
  - i) potential to complement local character, existing heritage assets and improve the quality of the town centre environment
  - j) viability of development.
- 6) identify sites suitable for higher density mixed-use residential intensification capitalising on the availability of services within walking and cycling distance and current and future public transport provision including, for example:
  - a) comprehensive redevelopment of low-density supermarket sites, surface car parks, and edge-of-centre retail/leisure parks
  - b) redevelopment of town centre shopping frontages that are surplus to demand
  - c) redevelopment of other low-density town centre buildings that are not of heritage value, particularly where there is under-used space on upper floors, whilst re-providing non-residential uses

d) delivering residential above existing commercial, social infrastructure and transport infrastructure uses or re-providing these uses as part of a mixed-use development.

7) support flexibility for temporary or 'meanwhile' uses of vacant properties.

D Development proposals should:

1) ensure that commercial floorspace relates to the size and the role and function of a town centre and its catchment

2) ensure that commercial space is appropriately located having regard to Part A and B above, and is fit for purpose, with at least basic fit-out and not compromised in terms of layout, street frontage, floor to ceiling heights and servicing

3) support efficient delivery and servicing in town centres including the provision of collection points for business deliveries in a way that minimises negative impacts on the environment, public realm, the safety of all road users, and the amenity of neighbouring residents

4) support the diversity of town centres by providing a range of commercial unit sizes, particularly on larger-scale developments.

2.7.1 The London Plan takes a strong **town centres first** approach, in order to make the most of the agglomeration benefits and accessibility of town centres and to ensure sustainable patterns of development. Out-of-centre development can be particularly detrimental to town centres, undermining their economic performance, local character, and the accessibility they provide to a broad range of services, and encouraging increased trips by car. In order to support the vitality of town centres, it is important to take a sequential approach, focusing on sites within town centres before considering edge-of-centre sites. This ensures that town centre uses are not unnecessarily dispersed, maximises the overall growth potential of town centres and promotes investment in high streets and primary shopping frontages.

2.7.2 Borough's local Development Plan Documents should proactively plan to meet forecast need for main town centre uses by allocating sites within or (where justified) on the edge of town centres and through town centre boundary reviews, in order to support the town centres first approach. Where town centre and edge of centre sites are not available, local Development Plan Documents should identify future potential town centres that could accommodate the forecast additional need, and set appropriate policies, boundaries and site



allocations for these areas (having regard to [Policy SD8 Town centre network](#) and the future potential town centre classifications in [Annex 1](#)). This approach will deliver a sustainable pattern of development by **focusing main town centre uses to existing town centres or through the creation of new centres**.

- 2.7.3 [Policy SD7 Town centres: development principles and Development Plan Documents](#) does not apply to **CAZ** Retail Clusters or any town centres located wholly within the Central Activities Zone.<sup>23, 24</sup>
- 2.7.4 Where **edge-of-centre developments of retail, leisure and office uses** are proposed, and are not in accordance with the Development Plan, these should be accompanied by a robust and detailed impact assessment. This applies to development greater than a locally set floorspace threshold, or 2,500 sqm if a local floorspace threshold has not been set. An impact assessment may also be required for developments below this threshold, for example where a borough has set a proportionate, local floorspace threshold. Impact assessment may also be required where a proposal is likely to give rise to development at a scale not related to the role and function of a centre, such as a large retail store in or on the edge of a neighbourhood or local centre. Assessments should consider the impact on existing, committed and planned public and private investment in a centre or centres in the catchment area of the proposal, and the impact on town centre vitality and viability.
- 2.7.5 Existing out-of-centre and edge-of-centre retail and leisure parks are often low density and car dependent, and poorly integrated into the surrounding area. They usually suffer from an environment that creates barriers to cycling and walking, with extensive surface car parks and buildings that have large footprints and limited active frontages. Many of these places have significant potential to provide additional housing, improve the impact on the local environment, improve legibility, and become more sustainable in the modes of transport they enable and encourage. **Redevelopment of retail and leisure parks to deliver housing intensification** is encouraged, as set out in [Policy H1 Increasing housing supply](#). This should not generally result in an increase of retail or leisure floorspace, taking account of the town centres first approach, the sequential approach to town centre uses, and impact assessments where appropriate. Some edge-of-centre retail parks may be appropriate for a wider range of employment uses, subject to sequential testing and impact assessment.

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<sup>23</sup> [Policy SD7 Town centres: development principles and Development Plan Documents](#) applies to the entirety of Angel town centre and Elephant and Castle town centre.

<sup>24</sup> See paragraph [2.6.1](#) for further information.

- 2.7.6 It is important that boroughs **plan positively to meet the needs of their communities**. Being able to access convenience retail, specialist shops and services is important for supporting the daily lives of Londoners and for creating and sustaining strong and inclusive communities. Many town centres and high streets serve specific communities, for example they may provide specialist food or clothing that meet the cultural or religious needs of one or more particular group. Boroughs should use their evaluation of the area and engagement with local communities and stakeholders to draw up local Development Plan policies, designations and site allocations, and develop town centre strategies that seek to meet the needs of their communities.
- 2.7.7 The **location, design, type, and level of fit-out** of commercial uses, particularly those in mixed-use development, should support the town centres first approach and ensure that commercial premises make a positive contribution to the vitality of the area and are quickly occupied. Where commercial uses are appropriate, it is important that the units are prominently and accessibly situated and clustered together. They should have flexible layouts with few columns or risers, be of a suitable depth to be able to accommodate back-of-house functions, and have adequate floor-to-ceiling heights. Units should be weather-tight and partially fitted-out, such as with toilets, kitchenettes, heating and services, to make them commercially attractive to potential occupiers, before residential units are occupied. A range of unit sizes should be provided, to ensure that town centres can provide floorspace for both large and small occupiers, and to support the diversity, vitality and vibrancy of town centres.

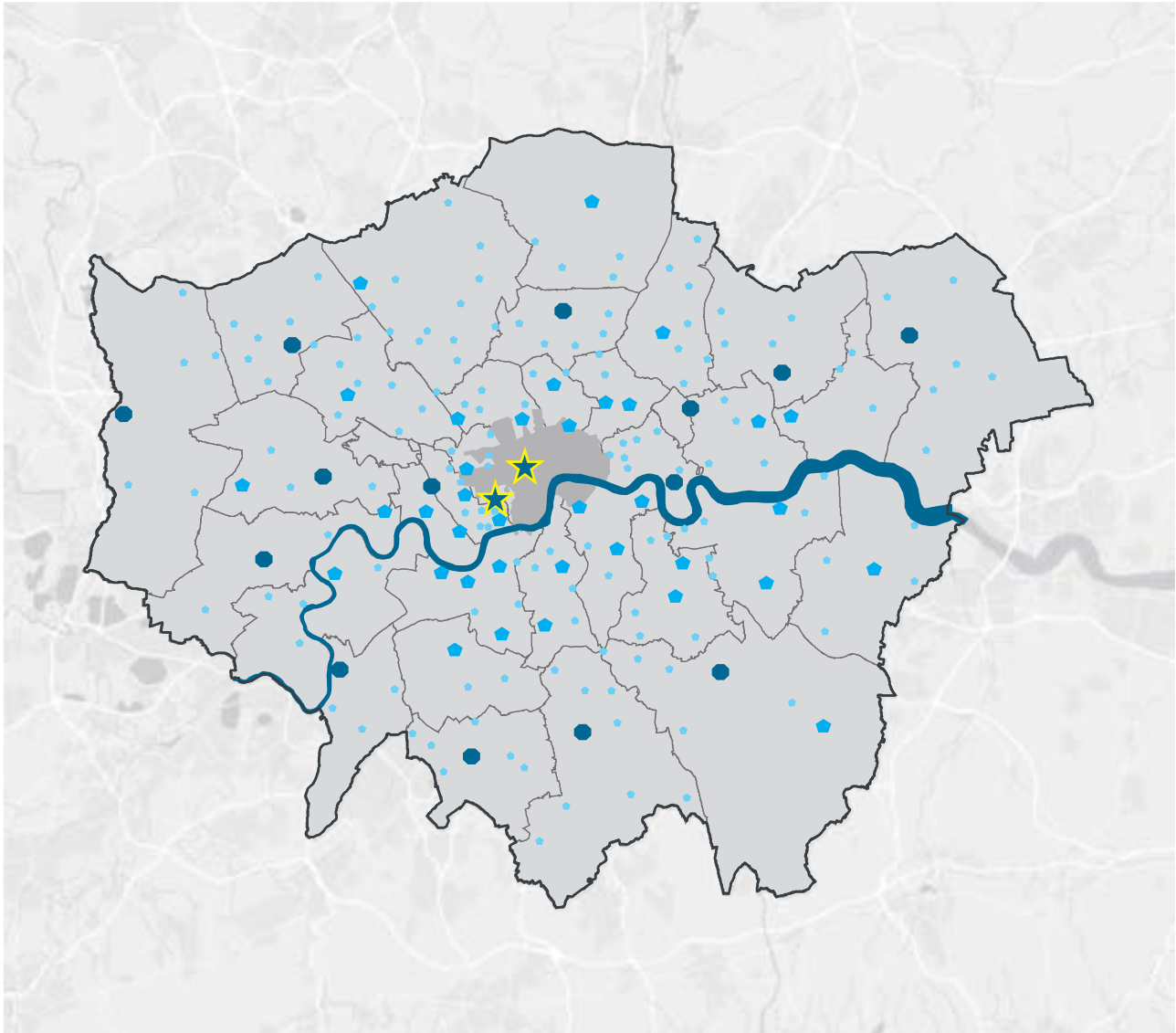
### Policy SD8 Town centre network

- A The changing roles of town centres should be proactively managed in relation to the town centre network as a whole (see [Figure 2.17](#) and [Annex 1](#)). This process should support sustainable economic growth across the Greater London boundary to enhance the vitality and viability of London's centres and complement those in the Wider South East.
- B Identified deficiencies in the London town centre network can be addressed by promoting centres to function at a higher level in the network, designating new centres (see [Annex 1](#)) or reassessing town centre boundaries (see [Policy SD7 Town centres: development principles and Development Plan Documents](#)). Diversification in centres with current or projected declining demand for commercial, particularly retail, floorspace should be supported.






These centres may be reclassified at a lower level in the hierarchy through a coordinated approach with local planning authorities.

- C The classification of International, Metropolitan and Major town centres (see [Annex 1](#)) can only be changed through the London Plan. Potential future changes to the strategic town centre network are set out in [Figure A1.1](#) in [Annex 1](#). Changes to District, Local, Neighbourhood centres and CAZ Retail Clusters can be brought forward through Local Plans where supported by evidence in development capacity assessments and town centre health checks and subject to assessments of retail impact where appropriate (see [Policy SD7 Town centres: development principles and Development Plan Documents](#)).
- D International, Metropolitan and Major town centres should be the focus for the majority of higher order comparison goods retailing, whilst securing opportunities for higher density employment, leisure and residential development in a high quality environment.
- E District centres should focus on the consolidation of a viable range of functions, particularly convenience retailing, leisure, social infrastructure, local employment and workspace, whilst addressing the challenges of new forms of retailing and securing opportunities to realise their potential for higher density mixed-use residential development and improvements to their environment.
- F Local and neighbourhood centres should focus on providing convenient and attractive access by walking and cycling to local goods and services needed on a day-to-day basis.
- G Boroughs and other stakeholders should have regard to the broad policy guidelines for individual town centres in [Annex 1](#) including:
- 1) indicative growth potential (commercial and residential)
  - 2) centres associated with the Areas for Regeneration (see [Policy SD10 Strategic and local regeneration](#))
  - 3) night-time economy roles (see [Policy HC6 Supporting the night-time economy](#))
  - 4) viable office locations including those with strategic office development potential and/or need to retain existing office functions in light of office to residential permitted development rights (see [Policy E1 Offices](#)).

Figure 2.17 - Town centre network



### Town Centre Network

-  International
-  Metropolitan
-  Major
-  District
-  CAZ

Source: GLA Planning

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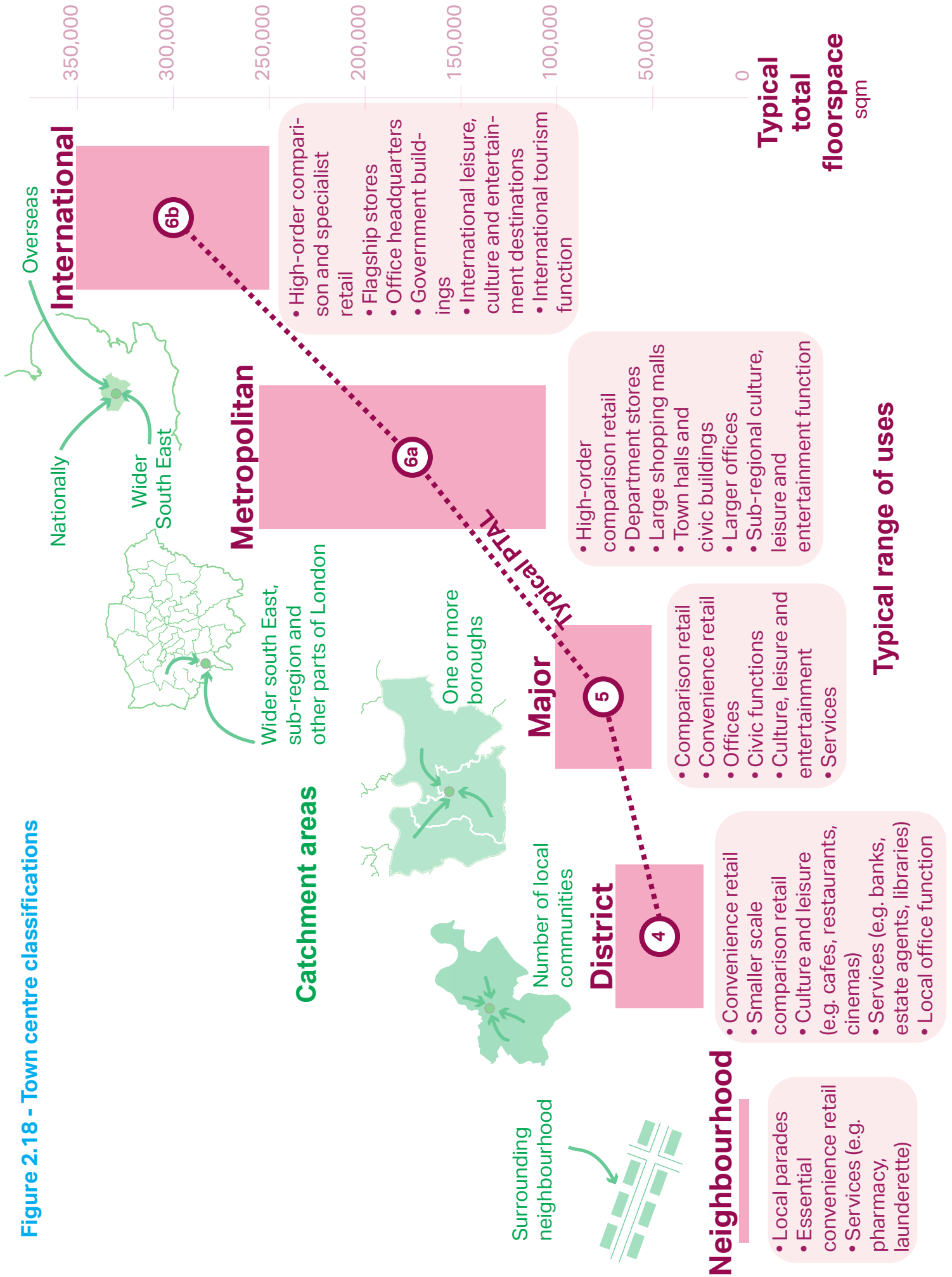


Figure 2.18 - Town centre classifications

- 2.8.1 **London's town centre network** is a vital element of London's economy and is crucial for meeting the needs of Londoners and those who work in and visit London. It promotes a broad distribution of centres of different roles and sizes across the capital, complementing the role of the Central Activities Zone, allowing all parts of London to access a wide variety of services, and enabling and encouraging local economies to thrive. [Figure 2.18](#) shows typical characteristics of town centres within each classification.
- 2.8.2 The town centre network is dynamic and allows the role and function of centres to change over time. The role of individual centres within **the network will need to be proactively managed** in order to ensure that the network as a whole continues to serve the needs of Londoners and London's economy. In some instances, particularly within Opportunity Areas, it may be appropriate to designate new town centres to meet the needs of the local community and to serve areas of deficiency for certain uses. It may also be appropriate to re-classify some existing centres, in order to respond to shifts in demand for commercial uses or to reflect significant spatial, environmental and public transport connectivity improvements to existing out-of-centre retail parks.
- 2.8.3 Given the strategic importance of the larger town centres, **changes to the classification** of existing or proposed International, Metropolitan and Major centres must only be undertaken through the London Plan. Changes to the classification of District, Local and Neighbourhood centres can be brought forward in Local Plans. It is important that any changes or additions to the town centres network are supported by robust evidence, particularly looking at the wider impact on the network, informed by regular town centre health checks, and undertaken alongside reviews of town centre boundaries. To assist with this process, [Table A1.1](#) in [Annex 1](#) provides an indication of potential future changes to the town centre network over the Plan period, including new potential centres.
- 2.8.4 Centres with a future potential network classification in [Table A1.1](#) (Town Centre Network) are not recommended for immediate reclassification, however it is recognised that they may be appropriate for future reclassification, subject to strategic and Local Plan policies and conditional on matters such as capacity analysis, impact assessments, land use, public transport, walking and cycling, planning approvals and full implementation. Many of the areas identified as future potential town centres, and centres with the potential to be reclassified at a higher level in the town centre hierarchy (see [Annex 1](#)), currently contain retail parks, dominated by large format stores and heavily reliant on travel by car. For these areas to be reclassified, a **clear strategy** should be developed and implemented (see [Policy SD9 Town centres: Local partnerships and implementation](#)) that secures a broader mix of store sizes and formats and a variety of town centre uses including retail, leisure, employment and social

infrastructure, subject to demand, capacity and impact. The sizes and uses of premises should relate to the role of the future centre within the town centre hierarchy. Such areas also present significant opportunities to reduce reliance on car travel, create attractive and welcoming places that encourage and enable walking, cycling and the use of public transport, and facilitate new housing.

### Policy SD9 Town centres: Local partnerships and implementation

- A Strategic and local partnership approaches should be supported and encouraged to develop strong, resilient and adaptable town centres, fulfilling their potential to accommodate growth and development. These partnerships may be in the form of town centre management, business associations, Neighbourhood Forums, trader associations and Business Improvement Districts, and should be inclusive and representative of the local community.
- B The development of Town Centre Strategies is encouraged, particularly for centres that are undergoing transformative change, have projected declining demand, have significant infrastructure planned or are identified as future potential centres in [Table A1.1](#). Town Centre Strategies should be produced in partnership at the local level in a way that is inclusive and representative of the local community.
- C Regular town centre health checks should be undertaken to inform strategic and local policy and implementation.
- D Boroughs should:
- 1) introduce targeted Article 4 Directions where appropriate and justified to remove permitted development rights for office, light industrial and retail to residential in order to sustain town centre vitality and viability and to maintain flexibility for more comprehensive approaches to town centre housing and mixed-use intensification. When considering office to residential Article 4 Directions in town centres, boroughs are encouraged to take into account guidelines in [Annex 1](#) and [Policy E1 Offices](#) as well as local circumstances
  - 2) take a proactive and partnership-based approach to bring sites forward for redevelopment, supporting land assembly in collaboration with local stakeholders including, where appropriate, through the compulsory purchase process

- 3) consider the range of mechanisms to deliver housing intensification, mixed-use development and ongoing asset management such as town centre investment models and the contribution of specialist forms of housing investment.

- 2.9.1 Each town centre is unique. They have their own economic geographies, specialisms and character. They are changing in different ways and have different relationships with the residential and other areas around them. Some have more capacity and potential to grow than others. All town centres, however, will change – many of them significantly – due to the restructuring of the retail sector and other changes in the wider economy. **A strategy should be developed for town centres that are experiencing significant change**, such as projected declining demand, or significant planned infrastructure, or town centres that are identified as future potential centres in [Table A1.1](#). This is necessary to ensure that the local community continues to be well served and that the network of town centres across London continues to function successfully.
- 2.9.2 Town Centre **Strategies should be tailored to each town centre**. A clear vision should be developed with the local community, taking account of the town centre's strategic role, opportunities for growth, potential to support regeneration, spatial characteristics, economic challenges, and location in inner or outer London. Strategies should also consider the role of the night-time economy, as well as the cultural, heritage and tourism characteristics of the area. Town Centre Strategies should cover a broad remit, co-ordinating a tailored approach to planning, environmental health, licensing, Healthy Streets, transport strategy, highways management, logistics and servicing, regeneration, air quality, investment and projects. They should be developed with input from relevant stakeholders, including TfL, commercial landlords and investors, Business Improvement Districts and business associations, social infrastructure providers, Historic England, and community and amenity groups. Town Centre Strategies should pay particular regard to the social and economic benefits of high streets as well as their function and character within town centres, especially the formal and informal networks that support local communities. They should also have regard to commercial and social activity that serves particular groups and communities.



- 2.9.3 Boroughs should undertake **town centre health checks** regularly. This should be informed by the London-wide town centre health check<sup>25</sup> and should be tailored to local circumstances. Town centre health checks should take information from a variety of sources, including desk-based research as well as on-the-ground surveys, to establish the overall health of the town centre. This should include an analysis of the performance of commercial premises in the town centre as well as wider issues such as environmental quality and accessibility.
- 2.9.4 In many town centres in London, there is particular pressure on commercial floorspace to be converted to residential use. In order to ensure the vitality and vibrancy of town centres it is important that they contain an appropriate mix and quantity of office and other commercial floorspace, which can be supported through **Article 4 Directions**. Article 4 Directions can also be a useful tool for ensuring that development is undertaken in accordance with the Development Plan, particularly where comprehensive redevelopment is planned. In putting in place Article 4 Directions, boroughs should have regard to local evidence such as employment land and premises studies and the indicative categorisations for individual town centres set out in [Annex 1](#).
- 2.9.5 The implementation of policy to diversify, intensify and realise the housing potential of town centres can be supported by a **range of mechanisms for investment and ongoing management**. Examples include Real Estate Investment Trusts, Local Asset-Backed Vehicles and Tax Increment Financing as well as specialist forms of housing investment such as Build to Rent, older people's and student housing.

## Policy SD10 Strategic and local regeneration

- A The Mayor will provide leadership and support for regeneration through this Plan and his other strategies and programmes.
- B Boroughs should:
- 1) identify Strategic Areas for Regeneration (see [Figure 2.19](#)) in Local Plans and develop policies that are based on a thorough understanding of the demographics of communities and their needs
  - 2) seek to identify Local Areas for Regeneration taking into account local circumstances

<sup>25</sup>

London Town Centre Health Check, GLA, 2017

- 3) engage and collaborate with communities, particularly those in Strategic and Local Areas for Regeneration, at an early stage and throughout the development of local development documents, strategies and regeneration programmes

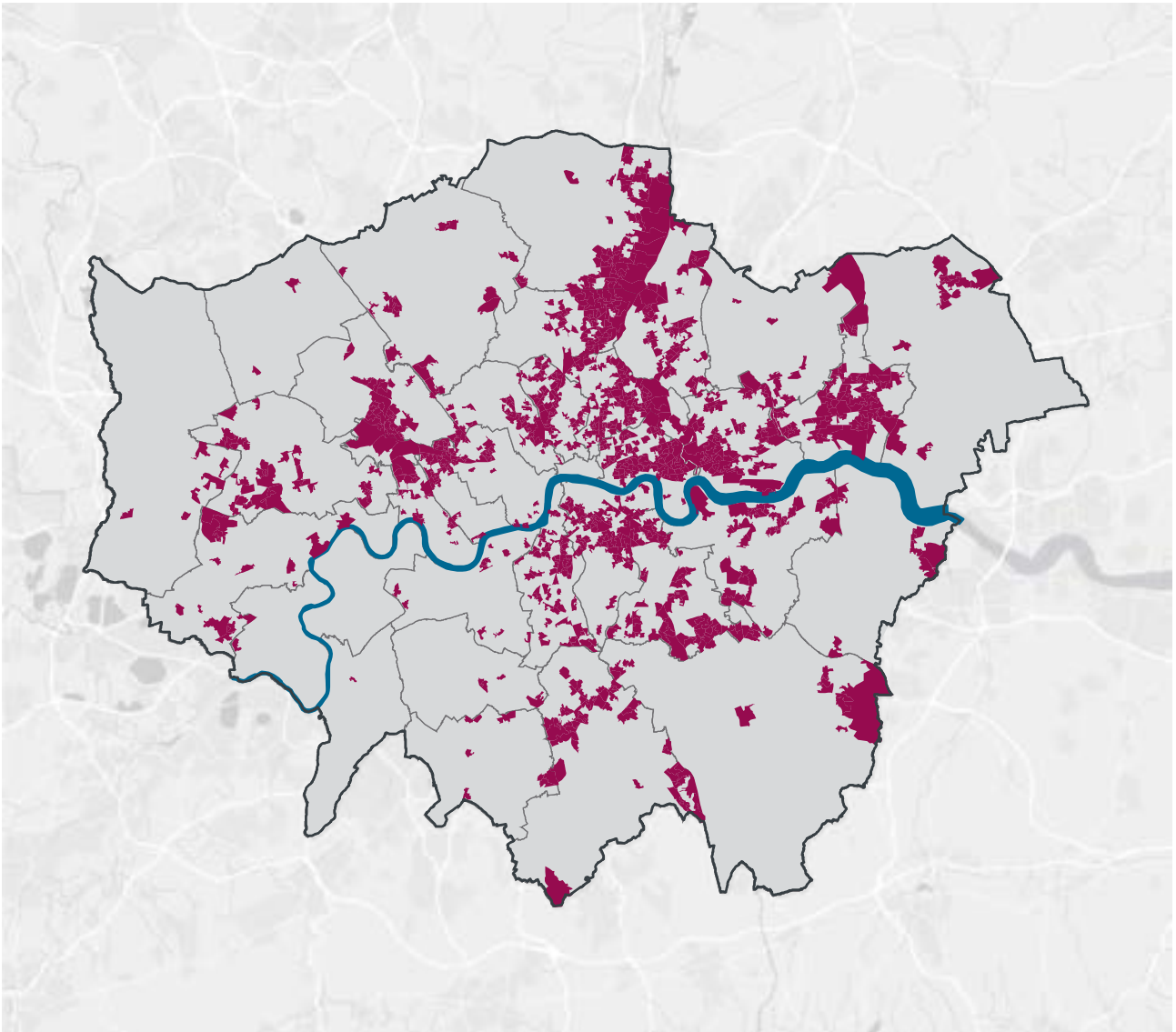
C Development Plans, Opportunity Area Planning Frameworks and development proposals should contribute to regeneration by tackling inequalities and the environmental, economic and social barriers that affect the lives of people in the area, especially in Strategic and Local Areas for Regeneration.

D Boroughs and other stakeholders should develop locally-sensitive policies and initiatives and support development proposals that contribute to the renewal of town centres in Strategic and Local Areas for Regeneration (see Town Centres policies and [Annex 1](#)).

2.10.1 There are parts of London where the impacts of inequality and causes of deprivation are particularly concentrated. Based on the Index of Multiple Deprivation (IMD), many of the city's neighbourhoods lie within the 20 per cent most deprived areas in England. These areas are defined in the London Plan as **Strategic Areas for Regeneration**. In addition, there are other parts of London where the impacts of inequality are acutely felt, which may not be fully reflected in the IMD; where relevant, these should be identified in Local Plans as **Local Areas for Regeneration**.

2.10.2 In order for **regeneration initiatives to contribute to Good Growth** it is important that they tackle poverty, disadvantage, inequality and the causes of deprivation, address social, economic and environmental barriers and benefit existing residents and businesses in an area. Regeneration can take many forms and involve changes of different scale and with different impacts, depending on the needs of local communities and the character of the area. Often regeneration will take the form of incremental improvements over a number of years, involving a range of projects and initiatives, such as providing affordable workspace, creating more accessible and welcoming public realm, or investing in training and employment opportunities for local residents. Where proposed, large-scale development in Areas for Regeneration should seek to reduce inequalities.

**Figure 2.19 - Strategic Areas for Regeneration (based on 20 per cent most deprived lower super output areas in England)**



### Strategic Areas for Regeneration

- Strategic areas for regeneration

Source: GLA Planning and DCLG  
Contains OS data © Crown copyright and database right (2017)

- 2.10.3 All stakeholders, communities and individuals have a role to play in tackling poverty, disadvantage, inequality and the causes of deprivation, particularly in places where their impacts are acutely felt. There should be a focus on these areas in strategies, decisions, and bids for funding undertaken by the boroughs, the GLA family and other stakeholders to ensure these areas benefit from investment in strategic infrastructure, social infrastructure, and regeneration initiatives. In order to be effective in improving the lives of those most affected by inequality, regeneration initiatives must be undertaken in **collaboration with local communities**, involving a broad spectrum of groups, businesses and individuals, to develop a shared vision for the area. Successful regeneration requires all stakeholders to operate in a collaborative way, pooling resources and creating partnerships. There should be a shared understanding of how the regeneration area needs to change, and how that change will be secured, managed, embedded within and supported by the community. By taking an integrated, spatial approach to a wide range of issues, Development Plans and Opportunity Area Planning Frameworks have a key role to play in tackling inequalities and the causes of deprivation. It is important that these are developed through engagement with local communities.
- 2.10.4 In preparing plans, strategies and initiatives for the Strategic and Local Areas for Regeneration, boroughs should use their local knowledge and that of their communities to identify and **understand the particular needs of these areas**. The individual measures of deprivation that make up the IMD and other evidence, including baseline social, economic and environmental information should be used to inform the preparation and monitoring of Local Plans and regeneration strategies. Boroughs should identify Strategic and Local Areas for Regeneration in Local Plans and include policies that address the particular issues that affect them and the surrounding areas.
- 2.10.5 Many of the Opportunity Areas identified in the London Plan intersect with Areas for Regeneration. Where this is the case, Development Plans and Opportunity Area Planning Frameworks should identify the particular needs and character of the area, and identify how investment and development should **tackle the specific causes of deprivation** that impact on the lives of people in the area, while enriching the qualities of the area that make it unique.
- 2.10.6 The Areas for Regeneration are home to many established and varied communities, and there is likely to be a strong sense of place, local identity, and character that is reflected in the buildings, streets and spaces in the area, the lives of the people that live there and the activities that take place. Local Plans, Opportunity Area Planning Frameworks, and regeneration strategies should identify, protect and promote the **places and spaces that are particularly valued by local communities** and other stakeholders, including cultural venues,

heritage assets, community facilities and social infrastructure, as well as creating new spaces for people to enjoy.

- 2.10.7 [Annex 1](#) identifies the town centres that are within or intersect with Strategic Areas for Regeneration. Development Plans, Opportunity Area Planning Frameworks, and town centre and regeneration strategies should consider the needs of these town centres and others that are easily accessible from Areas for Regeneration, and set out how **town centre renewal and investment** will contribute to the regeneration of the area. Town centre strategies and Local Plans should address in detail the particular performance of town centres and their role in providing access to local services and employment opportunities for the Areas for Regeneration.

## Chapter 3

# Design



## Policy D1 London's form, character and capacity for growth

### Defining an area's character to understand its capacity for growth

- A Boroughs should undertake area assessments to define the characteristics, qualities and value of different places within the plan area to develop an understanding of different areas' capacity for growth. Area assessments should cover the elements listed below:
- 1) demographic make-up and socio-economic data (such as Indices of Multiple Deprivation, health and wellbeing indicators, population density, employment data, educational qualifications, crime statistics)
  - 2) housing types and tenure
  - 3) urban form and structure (for example townscape, block pattern, urban grain, extent of frontages, building heights and density)
  - 4) existing and planned transport networks (particularly walking and cycling networks) and public transport connectivity
  - 5) air quality and noise levels
  - 6) open space networks, green infrastructure, and water bodies
  - 7) historical evolution and heritage assets (including an assessment of their significance and contribution to local character)
  - 8) topography and hydrology
  - 9) land availability
  - 10) existing and emerging Development Plan designations
  - 11) land uses
  - 12) views and landmarks.

### Planning for growth

- B In preparing Development Plans, boroughs should plan to meet borough-wide growth requirements, including their overall housing targets, by:
- 1) using the findings of area assessments (as required in Part A) to identify suitable locations for growth, and the potential scale of that growth (e.g. opportunities for extensive, moderate or limited growth) consistent with the spatial approach set out in this Plan; and

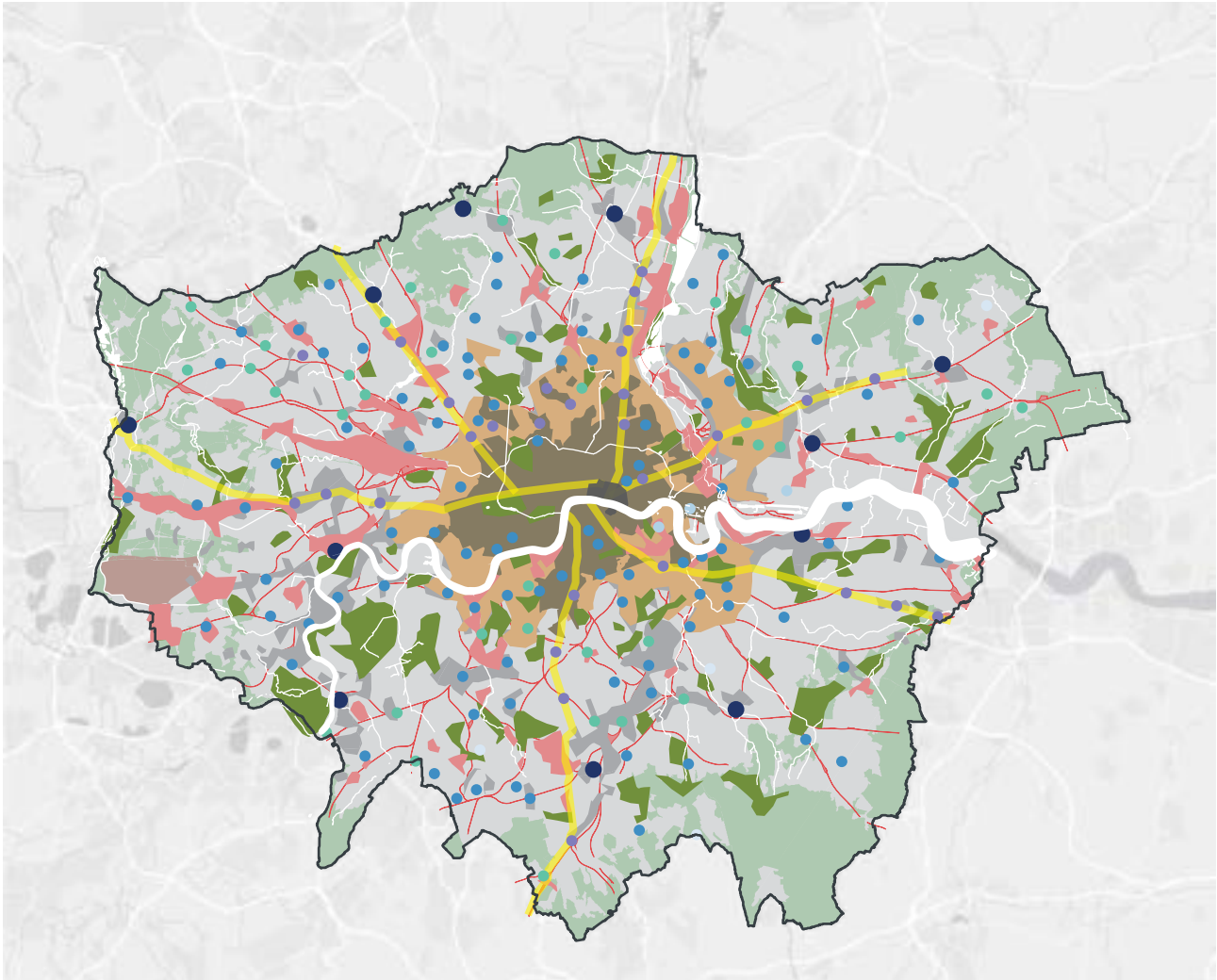
- 2) assessing the capacity of existing and planned physical, environmental and social infrastructure to support the required level of growth and, where necessary, improvements to infrastructure capacity should be planned in infrastructure delivery plans or programmes to support growth; and
- 3) following the design-led approach (set out in [Policy D3 Optimising site capacity through the design-led approach](#)) to establish optimised site capacities for site allocations. Boroughs are encouraged to set out acceptable building heights, scale, massing and indicative layouts for allocated sites, and, where appropriate, the amount of floorspace that should be provided for different land uses.

- 3.1.1 This Plan provides a policy framework for delivering Good Growth through good design. Part A of this policy sets out the requirements for assessing an area's characteristics and Part B sets out the steps for using this information to establish the capacity for growth of different areas and ensure that sites are developed to an optimum capacity that is responsive to the site's context and supporting infrastructure.
- 3.1.2 **Understanding the existing character and context** of individual areas is essential in determining how different places may best develop in the future. An evaluation of the current characteristics of a place, how its past social, cultural, physical and environmental influences have shaped it and what the potential opportunities are for it to change will help inform an understanding of an area's capacity for growth and is crucial for ensuring that growth and development is inclusive.
- 3.1.3 It is important to understand **how places are perceived, experienced and valued**. Those involved in commissioning or undertaking area assessments should consider how they can involve the widest range of people appropriate depending on the scope and purpose of the work.
- 3.1.4 **Area assessments** should be used to identify the areas that are appropriate for extensive, moderate, or limited growth to accommodate borough-wide growth requirements. This analysis should form the foundation of Development Plan preparation and area-based strategies. This process will be fundamental to inform decision making on how places should develop, speeding up the Development Plan process and bringing about better-quality development. It will also help speed up planning decision making by providing an easily accessible knowledge-base about an area that is integrated in Development Plan policies.



- 3.1.5 When identifying the growth potential of areas and sites the **sequential spatial approach to making the best use of land** set out in GG2 Parts A to C should be followed.
- 3.1.6 The process set out in this policy, of evidence gathering and establishing the location and scale of growth in an area, provides the opportunity to **engage and collaborate with the local community and other stakeholders** as part of the plan making process, enabling them to help shape their surroundings. The requirements of Parts A and B help to inform the identification of locations that may be suitable for tall buildings, see [Policy D9 Tall buildings](#).
- 3.1.7 As change is a fundamental characteristic of London, **respecting character and accommodating change** should not be seen as mutually exclusive. Understanding of the character of a place should not seek to preserve things in a static way but should ensure an appropriate balance is struck between existing fabric and any proposed change. Opportunities for change and transformation, through new building forms and typologies, should be informed by an understanding of a place's distinctive character, recognising that not all elements of a place are special and valued.
- 3.1.8 The Mayor will provide **supplementary planning guidance** to provide additional support for boroughs when implementing the policy. [Figure 3.1](#) illustrates the broad characteristics of London as derived from its historical development, which can be used to inform area-based strategies.

**Figure 3.1 - Outline Character Map of London**



**Character Map of London**

- 20th century suburbs
- Victorian suburbs
- Victorian entrepreneurship
- Georgian planning and growth
- The Square Mile
- Green spaces
- Green belt
- Heathrow

**Town Centres**

- 20th century
- Industrial
- Railway town centre
- Historic
- Former medieval market town
- High road centre
- High roads

Copyright, Allies and Morrison Urban Practitioners, 2016. Mapping and research for Historic England: London's Local Character and Density.

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**19th Century Industry**

- Industry
- Infrastructure
- ⊕ Waterways

## Policy D2 Infrastructure requirements for sustainable densities

- A The density of development proposals should:
- 1) consider, and be linked to, the provision of future planned levels of infrastructure rather than existing levels
  - 2) be proportionate to the site's connectivity and accessibility by walking, cycling, and public transport to jobs and services (including both PTAL and access to local services)<sup>26</sup>.
- B Where there is currently insufficient capacity of existing infrastructure to support proposed densities (including the impact of cumulative development), boroughs should work with applicants and infrastructure providers to ensure that sufficient capacity will exist at the appropriate time. This may mean that if the development is contingent on the provision of new infrastructure, including public transport services, it will be appropriate that the development is phased accordingly.
- C When a proposed development is acceptable in terms of use, scale and massing, given the surrounding built form, uses and character, but it exceeds the capacity identified in a site allocation or the site is not allocated, and the borough considers the planned infrastructure capacity will be exceeded, additional infrastructure proportionate to the development should be delivered through the development. This will be identified through an infrastructure assessment during the planning application process, which will have regard to the local infrastructure delivery plan or programme, and the CIL contribution that the development will make. Where additional required infrastructure cannot be delivered, the scale of the development should be reconsidered to reflect the capacity of current or future planned supporting infrastructure.

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<sup>26</sup> PTAL and Time Mapping (TIM) catchment analysis is available on TfL's [WebCAT webpage](#). TIM provides data showing access to employment, town centres, health services, and educational establishments as well as displaying the population catchment for a given point in London (see [Public Transport Access Levels \(PTALs\)](#) in [Glossary](#) for more information on WebCAT and Time Mapping).

- 3.2.1 **Infrastructure** provision should be proportionate to the scale of development. The locations and scale of growth will be identified through boroughs' Development Plans, particularly through site allocations. Infrastructure capacity, having regard to the growth identified in the Development Plan, should be identified in boroughs' infrastructure delivery plans or programmes. Boroughs and infrastructure providers should also consider the cumulative impact of multiple development proposals in an area.
- 3.2.2 If development comes forward with a capacity in excess of that which could be supported by current or future planned infrastructure, a **site-specific infrastructure** assessment will be required. This assessment should establish what additional impact the proposed development will have on current and planned infrastructure, and how this can be appropriately mitigated either on the site, or through an off-site mechanism, having regard to the amount of CIL generated.
- 3.2.3 The **capacity of existing and future public transport services**, and the connections they provide, should be taken into consideration, as should the potential to increase this capacity through financial contributions and by joint working with Transport for London. In general, the higher the public transport access and connectivity of the site, and the closer it is to a town centre or station, the higher the density and the lower the car parking provision should be. The ability to support higher densities through encouraging increased levels of active travel should be taken into account.
- 3.2.4 **Minor developments** will typically have incremental impacts on local infrastructure capacity. The cumulative demands on infrastructure of minor development should be addressed in boroughs' infrastructure delivery plans or programmes. Therefore, it will not normally be necessary for minor developments to undertake infrastructure assessments or for boroughs to refuse permission to these schemes on the grounds of infrastructure capacity.
- 3.2.5 In certain circumstances, development will be contingent on the future provision of public transport, walking and cycling infrastructure. In many areas of London higher densities could be supported by maximising the potential of active travel. Those limited circumstances for which Part B of the policy could apply include development being brought forward in areas where planned public transport schemes will significantly improve accessibility and capacity of an area, such as Crossrail 2, DLR extensions, extension of the Elizabeth line, and the Bakerloo line Extension. It may be necessary to require the **phasing of development proposals** to maximise the benefits from major infrastructure and services investment whilst avoiding any unacceptable impacts on existing infrastructure prior to the new capacity being available.

- 3.2.6 In order to support the Healthy Streets Approach, development proposals should take account of the existing and planned **connectivity of a site via public transport and active modes** to town centres, social infrastructure and other services and places of employment. Opportunities to improve these connections to support higher density development should be identified.

## Policy D3 Optimising site capacity through the design-led approach

### The design-led approach

- A All development must make the best use of land by following a design-led approach that optimises the capacity of sites, including site allocations. Optimising site capacity means ensuring that development is of the most appropriate form and land use for the site. The design-led approach requires consideration of design options to determine the most appropriate form of development that responds to a site's context and capacity for growth, and existing and planned supporting infrastructure capacity (as set out in [Policy D2 Infrastructure requirements for sustainable densities](#)), and that best delivers the requirements set out in Part D.
- B Higher density developments should generally be promoted in locations that are well connected to jobs, services, infrastructure and amenities by public transport, walking and cycling, in accordance with [Policy D2 Infrastructure requirements for sustainable densities](#). Where these locations have existing areas of high density buildings, expansion of the areas should be positively considered by Boroughs where appropriate. This could also include expanding Opportunity Area boundaries where appropriate.
- C In other areas, incremental densification should be actively encouraged by Boroughs to achieve a change in densities in the most appropriate way. This should be interpreted in the context of [Policy H2 Small sites](#).
- D Development proposals should:

### Form and layout

- 1) enhance local context by delivering buildings and spaces that positively respond to local distinctiveness through their layout, orientation, scale, appearance and shape, with due regard to existing and emerging street hierarchy, building types, forms and proportions

- 2) encourage and facilitate active travel with convenient and inclusive pedestrian and cycling routes, crossing points, cycle parking, and legible entrances to buildings, that are aligned with peoples' movement patterns and desire lines in the area
- 3) be street-based with clearly defined public and private environments
- 4) facilitate efficient servicing and maintenance of buildings and the public realm, as well as deliveries, that minimise negative impacts on the environment, public realm and vulnerable road users

### **Experience**

- 5) achieve safe, secure and inclusive environments
- 6) provide active frontages and positive reciprocal relationships between what happens inside the buildings and outside in the public realm to generate liveliness and interest
- 7) deliver appropriate outlook, privacy and amenity
- 8) provide conveniently located green and open spaces for social interaction, play, relaxation and physical activity
- 9) help prevent or mitigate the impacts of noise and poor air quality
- 10) achieve indoor and outdoor environments that are comfortable and inviting for people to use

### **Quality and character**

- 11) respond to the existing character of a place by identifying the special and valued features and characteristics that are unique to the locality and respect, enhance and utilise the heritage assets and architectural features that contribute towards the local character
- 12) be of high quality, with architecture that pays attention to detail, and gives thorough consideration to the practicality of use, flexibility, safety and building lifespan through appropriate construction methods and the use of attractive, robust materials which weather and mature well
- 13) aim for high sustainability standards (with reference to the policies within London Plan Chapters 8 and 9) and take into account the principles of the circular economy

14) provide spaces and buildings that maximise opportunities for urban greening to create attractive resilient places that can also help the management of surface water.

E Where development parameters for allocated sites have been set out in a Development Plan, development proposals that do not accord with the site capacity in a site allocation can be refused for this reason.

- 3.3.1 For London to accommodate the growth identified in this Plan in an inclusive and responsible way every new development needs to make the most efficient use of land by optimising site capacity. This means ensuring the development's form is the most appropriate for the site and land uses meet identified needs. The optimum capacity for a site does not mean the maximum capacity; it may be that a lower density development – such as gypsy and traveller pitches – is the optimum development for the site.
- 3.3.2 **A design-led approach** to optimising site capacity should be based on an evaluation of the site's attributes, its surrounding context and its capacity for growth to determine the appropriate form of development for that site.
- 3.3.3 The **area assessment** required by Part A of Policy D1 London's form, character and capacity for growth, coupled with an area's assessed capacity for growth as required by Part B of Policy D1 London's form, character and capacity for growth, will assist in understanding a site's context and determining what form of development is most appropriate for a site. Design options for the site should be assessed to ensure the proposed development best delivers the design outcomes in Part B of this policy.
- 3.3.4 Designating appropriate development capacities through site allocations enables boroughs to proactively optimise the capacity of strategic sites through a consultative design-led approach that allows for **meaningful engagement and collaboration** with local communities, organisations and businesses.
- 3.3.5 Developers should have regard to designated development capacities in allocated sites and ensure that the design-led approach to optimising capacity on unallocated sites is carefully applied when **formulating bids** for development sites. The sum paid for a development site is not a relevant consideration in determining acceptable densities and any overpayments cannot be recouped through compromised design or reduced planning obligations.
- 3.3.6 **Good design** and good planning are intrinsically linked. The form and character of London's buildings and spaces must be appropriate for their location, fit for purpose, respond to changing needs of Londoners, be inclusive, and make

the best use the city's finite supply of land. The efficient use of land requires optimisation of density. This means coordinating the layout of the development with the form and scale of the buildings and the location of the different land uses, and facilitating convenient pedestrian connectivity to activities and services.

- 3.3.7 Developments that show a clear understanding of, and relationship with, the distinctive features of a place are more likely to be successful. These features include buildings, structures, open spaces, public realm and the underlying landscape. Development should be designed to respond to the **special characteristics** of these features which can include: predominant architectural styles and/or building materials; architectural rhythm; distribution of building forms and heights; and heritage, architectural or cultural value. The Mayor will provide further guidance on assessing and optimising site capacity through a design-led approach.
- 3.3.8 Buildings should be of high quality and enhance, activate and appropriately frame the **public realm**. Their massing, scale and layout should help make public spaces coherent and should complement the existing streetscape and surrounding area. Particular attention should be paid to the design of the parts of a building or public realm that people most frequently see or interact with in terms of its legibility, use, detailing, materials and location of entrances. Creating a comfortable pedestrian environment with regard to levels of sunlight, shade, wind, and shelter from precipitation is important.
- 3.3.9 Measures to design out exposure to poor air quality and noise from both external and internal sources should be integral to development proposals and be considered early in the design process. Characteristics that increase pollutant or noise levels, such as poorly-located emission sources, street canyons and noise sources should also be designed out wherever possible. Optimising site layout and building design can also reduce the risk of overheating as well as minimising carbon emissions by reducing energy demand.
- 3.3.10 To minimise the use of new materials, the following **circular economy principles** (see also [Figure 3.2](#)) should be taken into account at the start of the design process and, for referable applications or where a lower local threshold has been established, be set out in a Circular Economy Statement (see [Policy SI 7 Reducing waste and supporting the circular economy](#)):
- building in layers – ensuring that different parts of the building are accessible and can be maintained and replaced where necessary



- designing out waste – ensuring that waste reduction is planned in from project inception to completion, including consideration of standardised components, modular build and re-use of secondary products and materials
- designing for longevity
- designing for adaptability or flexibility
- designing for disassembly
- using systems, elements or materials that can be re-used and recycled.

- 3.3.11 Large-scale developments in particular present opportunities for innovative building design that avoids waste, supports high recycling rates and helps London transition to a circular economy, where materials, products and assets are kept at their highest value for as long as possible. Further guidance on the application of these principles through Circular Economy Statements will be provided.
- 3.3.12 Figure 3.2 shows a **hierarchy for building approaches** which maximises use of existing materials. Diminishing returns are gained by moving through the hierarchy outwards, working through refurbishment and re-use through to the least preferable option of recycling materials produced by the building or demolition process. The best use of the land needs to be taken into consideration when deciding whether to retain existing buildings in a development.
- 3.3.13 **Maximising urban greening** and creating green open spaces provides attractive places for Londoners to relax and play, and helps make the city more resilient to the effects of climate change. Landscaping and urban greening should be designed to ecologically enhance and, where possible, physically connect, existing parks and open spaces.
- 3.3.14 Measures to **design out crime** should be integral to development proposals and be considered early in the design process. Development should reduce opportunities for anti-social behaviour, criminal activities, and terrorism, and contribute to a sense of safety without being overbearing or intimidating. Developments should ensure good natural surveillance, clear sight lines, appropriate lighting, logical and well-used routes and a lack of potential hiding places.
- 3.3.15 Development should create **inclusive places** that meet the needs of all potential users.
- 3.3.16 The design and layout of development should reduce the dominance of cars and provide permeability to **support active travel** (public transport, walking and cycling), community interaction and economic vitality.