

April 2009

A new plan for London

Proposals for the Mayor's London Plan

(the Spatial Development Strategy for Greater London)
published for initial consultation with the London Assembly and the GLA Group



MAYOR OF LONDON

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**Greater London Authority
April 2009**

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This strategy is one of three key documents (alongside the Mayor's Transport Strategy and Economic Development Strategy) that outline my vision for London.

Faced with the key challenges of a growing and increasingly diverse population, a more competitive global business environment, and a changing climate we need to set a new course for London's development over the next twenty years.

My vision is for a London that excels among global cities – expanding opportunities for all its peoples and enterprises, achieving the highest environmental standards and quality of life and leading the world in its approach to tackling the urban challenges of the 21st century.

London's strength is its energy, dynamism and diversity and this spatial development strategy aims to harness these powerful engines for change rather than aim for blanket uniformity.

As greater numbers of people move to cities worldwide, we have the opportunity to set the benchmark for successful large-scale urban living. To do this we need to improve access to jobs, housing and transport, concerning ourselves with the needs of all Londoners and providing extra help to those facing the greatest disadvantage.

Throughout these three key strategies we have sought to place environmental sustainability at the heart of our approach because job security, energy security and climate security are all interlinked and must inform our policies on housing, transport and quality of life.



As Mayor, my role is to set out the broad vision and strategy but I know we can only realise that vision through partnership with others and so your involvement is vital and I welcome your comments and responses to this strategy.

A handwritten signature in black ink, which appears to be 'Boris Johnson'.

Boris Johnson
Mayor of London

Chapter One – Planning For A Changing London:

Context And Vision For The New London Plan

- 1 Throughout the two thousand years of its history, London has constantly changed and reinvented itself. Its openness to the world, to new ideas and technologies has meant it has had to engage with most of the forces driving global change. This dynamism has been built on the ingenuity and hard work of generations of Londoners, and has required the city to become and remain a good place for people to live, work, study and visit. The key challenges for a new London Plan are how we make sure our city remains dynamic and economically successful, while also guaranteeing a good and constantly improving quality of life and taking a lead in addressing the pressing economic, environmental and social issues that will increasingly affect us, locally and globally, over the years to 2031.
- 2 This document sets out proposals for how a new spatial development strategy (or “London Plan”) will meet these challenges, and asks for views and comments which the Mayor will take into account in preparing a draft Plan for detailed consultation later this year. This initial chapter sets the context for the detailed proposals to follow; it explains:
 - what the London Plan is, and the process that will be used to revise it;
 - the key trends and challenges that the London Plan will have to address between now and 2031; and
 - the Mayor’s overarching strategy and vision for London over this period.
- 3 that he has to prepare to consult the London Assembly and the GLA functional bodies (such as the London Development Agency and Transport for London) under section 335 of the Greater London Authority Act 1999. This does not mean that no-one else can comment on it; the Mayor is keen to have as wide a range of comments on his proposals as possible. Details of how to comment are given later in this chapter.
- 3 This will be an exciting and challenging period for our city. We face some formidable problems, but also have some real opportunities. The revision of the London Plan is a chance to make sure we are well positioned to meet them in ways that make our city among the very best in the world.

What is the London Plan, and what does it have to cover?

- 4 Strategic planning for London is the responsibility of the Mayor of London, the 32 London boroughs and the City Corporation. Under the legislation setting up the Greater London Authority (GLA), the Mayor has to produce a spatial development strategy, which has become known as the London Plan, and to keep it under review. Boroughs’ local development documents have to be “in general conformity” with the London Plan.
- 5 With this in mind, the London Plan is intended to be:
 - the overall strategic plan for London, setting out an integrated economic, environmental, transport and social framework for the

Legally, this document represents the Mayor’s proposals for his spatial development strategy

- development of London over the next 20-25 years;
- the document that integrates the geographic and locational aspects of other Mayoral strategies – particularly the Mayor’s Transport and Economic Development strategies which are being revised in parallel with the London Plan, the London Housing Strategy (the public consultation draft of which is to be published shortly) and his range of environmental policies covering issues like climate change and waste;
 - the framework for the development and use of land in London that is linked to improvements in infrastructure, especially transport, which sets out proposals for implementation, coordination and resourcing, and which helps ensure joined-up policy delivery;
 - the strategic, London-wide context within which boroughs should set their detailed local planning policies;
 - the policy framework for the Mayor’s decisions on the strategic planning applications referred to him; and
 - an essential part of achieving sustainable development, a healthy economy and a more inclusive society in London.
- 6 The London Plan also legally forms part of the development plan in each London borough, and has to be taken into account in determining planning applications. This means that planning decisions in London should be made in accordance with policies contained in it and local development plan documents unless other material consideration indicate otherwise.
- 7 Under the legislation establishing the Greater London Authority, the London Plan should only
- deal with things that are of strategic importance to Greater London. Legislation also requires that the London Plan should take account of three crosscutting themes:
- economic development and wealth creation;
 - social development; and
 - the improvement of the environment
- 8 The Mayor also has to have regard to the principle that there should be equality of opportunity for all people, and:
- reducing health inequality and promoting Londoners’ health;
 - climate change, and the consequences of climate change;
 - achieving sustainable development in the United Kingdom;
 - the desirability of promoting and encouraging use of the Thames, particularly for passenger and freight transportation; and
 - international treaty obligations notified to the Mayor by government.
- 9 In addition, under the Crime and Disorder Act 1998 the Greater London Authority has to do all it reasonably can to prevent crime and disorder.
- 10 The rest of this chapter explains the basis on which the new London Plan will ensure these legal requirements will be met in its policies and approach.
- Why revise the Plan now?**
- 11 The first London Plan was published in 2004. It has been altered twice since then, with the latest

version, consolidated with alterations, published in February 2008. Although it has been kept up-to-date, the basis of the Plan, and the policies within it, date back to the first document. As this chapter will show, things have changed in London since 2004; in addition, the status of the Plan has altered with new planning legislation. The time has come for a thorough review, resulting in a completely new London Plan to replace the existing one.

- 12 Most importantly, London has a new Mayor. In July 2008, he published “Planning for a Better London” outlining the approach he intended to take to planning and asking for comments. In that document he suggested an incremental approach to revision of the Plan, with two sets of further alterations before a comprehensive review was carried out. Several of those commenting (a summary of the comments received on the document is set out in Appendix 1) suggested it would make more sense to go straight into a full review once the minor alteration needed to enable use of the planning system to raise contributions towards the cost of Crossrail was under way, not least as this would lessen the uncertainty faced by boroughs in drawing up their development plan documents and by the development industry in considering which policies would apply to their proposals.
- 13 The Mayor believes it is important to set a clear spatial policy direction as early as possible, something that would be impossible with a more incremental approach. With these points in mind, he announced an immediate full review of the London Plan in December 2008. This approach

will also help ensure consistency and integration between the London Plan and the Transport and Economic Development strategies which are being re-written and consulted on at the same time. The teams responsible for drawing these documents up have met regularly to ensure consistency of policy and approach, and they draw on a common evidence base.

What will be the key trends, challenges and opportunities the Plan will have to address?

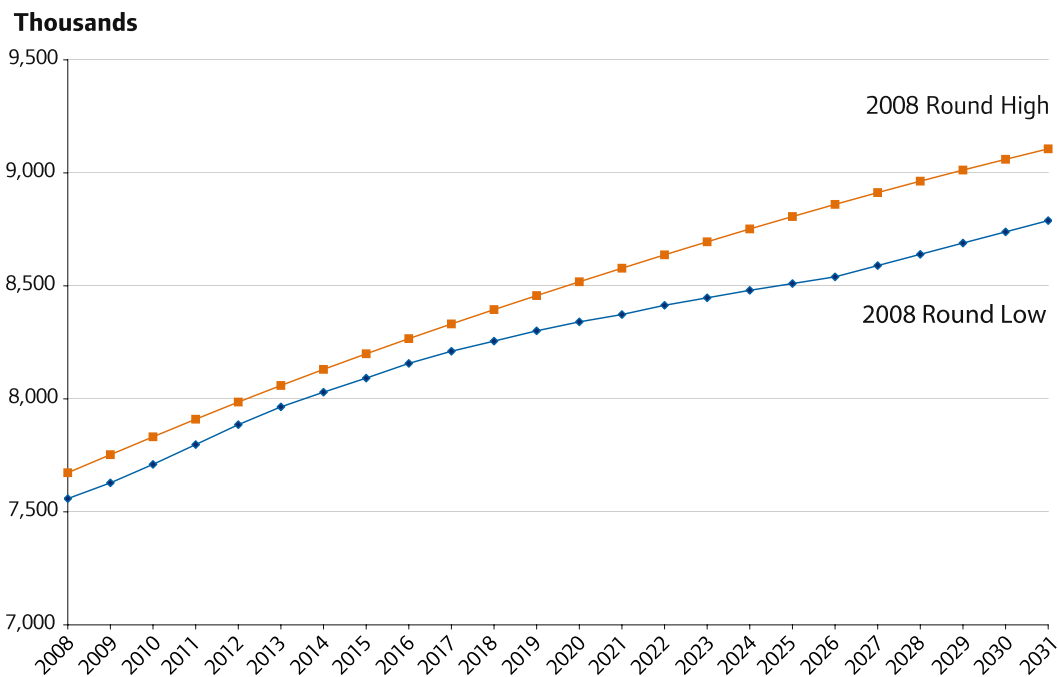
- 14 The new London Plan will look forward to 2031, five years further into the future than the version published in 2008. It is obviously more and more difficult to say what may happen the further forward you look, and to look beyond what is happening now and in the immediate future (particularly against the background of dramatic developments in the global and London economy over the past twelve months). However, it is possible to draw on past experience to pick out some things it is clear we will have to plan for:

Continued population growth

- 15 London saw expansion in population and geographic area until the period immediately before the Second World War. By 1939, London’s population reached its peak, at 8.6 million, following a period of large-scale development – the part of Middlesex now making up north-west London grew by around 800,000 in the 1930s. This period also saw the beginning of policies to constrain London’s physical growth (such as the green belt), encourage development in other parts of the country and reduce the density at which Londoners lived. Decentralisation accelerated in the post-war years with measures

- like the building of the new towns. The result was that London's population started to fall, reaching a low of 6.7 million by 1988.
- 16 London's population has increased every year since 1988. Even during the quite severe economic downturn of the early 1990s, London's population grew (indeed, growth accelerated). The reason for the change in trend was that more people of childbearing age moved to the city, leading to strong natural population growth (the surplus of births over deaths). In the last year for which we have data (2007), London had natural growth of 75,000 and while it had 14 per cent of the total population of England and Wales, it saw 41 per cent of the natural growth. The other component of population change is migration, whether between London and the rest of the United Kingdom or between here and the rest of the world. London sees net out-migration to other UK regions, which is partly offset by net in-migration from overseas.
 - 17 At mid-2007 it was estimated that London's population was 7.56 million, up 44,000 on the previous year. Of these, 3 million lived in inner and central London and 4.56 million in outer boroughs. The capital has had net migration losses in five of the past six years, but has gained significantly from overseas while losing to neighbouring regions.
 - 18 Unless something happens to reverse these now deep-seated trends, London's population will continue to grow between now and 2031. The key question is whether the kind of significant change that would alter these trends is likely.
 - 19 First, could something happen that would reduce natural growth? At present, London has two-and-a-half times as many births as deaths. The available evidence tends to show that economic downturns have little effect on fertility rates, and this was borne out by London's experience in the 1990s. It might be possible to put in place policies to decentralise population, as was done in the 1940s, but this would require measures like building new towns outside London, and these do not look likely in the near future.
 - 20 Second, there could be changes to migration that would outweigh natural growth. It is too early to say what effect the current recession might have on migration. The only evidence we have relates to movements between London and the rest of the UK, where there has been a slight reduction in the numbers of people moving out of London up to March 2008, borne out by boroughs reporting more children on their school rolls than predicted (this is probably due to higher birth rates since 2002, a move away from private education and families unable to sell homes in London and raise mortgages for homes elsewhere). There is equally no evidence of net international out-migration from London, although the gross inflow of some groups, such as eastern European workers, has fallen from recent peaks.
 - 21 There is cross-party political concern over migration. However, until the results of this are translated into authoritative evidence of a change in trend, it seems far more likely than not that London will have to plan for a growing population to 2031. The period is likely to see

Figure 1 – London’s population projections 2008 – 2031



Source:GLA

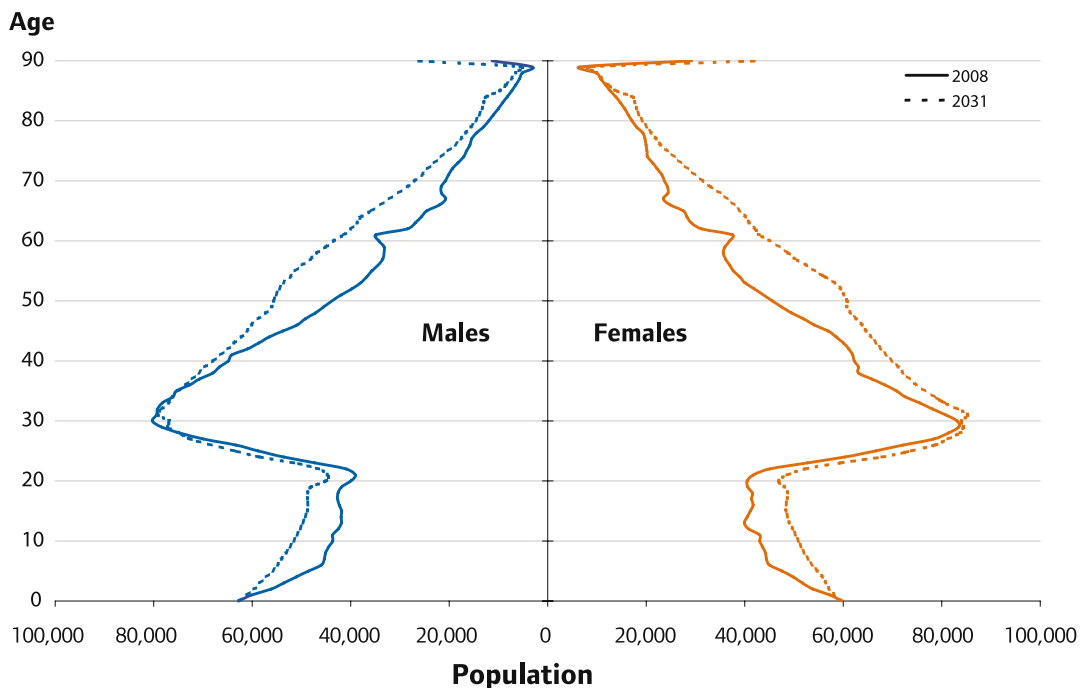
growth from the present level of 7.56 million to 7.80 – 7.91 million by 2011, 8.16 – 8.27 million by 2016, 8.37 – 8.58 million by 2021 and 8.54 – 8.86 million by 2026. By 2031 London’s population may be between 8.79 and 9.11 million (see figure 1). The GLA closely monitors these trends, and will continue to do so as the new London Plan is drawn up and implemented.

A changing population

22 Not only is the population likely to grow, but it will also change in composition. London will continue to be younger than elsewhere in England and Wales – there will be more school age Londoners in 2026 and 2031 and more aged 35-74. There will also be significantly

more people here in their nineties as life expectancy improves on the back of medical advances, improvements in lifestyles and new technologies. Between now and 2031 we will have to plan for the schools and other facilities needed by a growing number of younger people, while also addressing the needs of an ageing population as well. Figure 2 compares the age structure of London’s population in 2008, with that projected for 2031:

23 Growth in population will also mean a growth in the number of households. From the current number of London households (3.18 million in mid-2007), the period

Figure 2 – The age structure of London’s population 2008/2031

Source:GLA

is likely to see growth to 3.33 – 3.37 million households by 2011, 3.48 – 3.57 million by 2016, 3.67 – 3.75 million by 2021 and 3.79 – 3.93 million by 2026. By 2031 the number of households may be between 3.90 and 4.04 million. As well as growth in total population, it is likely that social trends will contribute to the increase in household numbers. The period to 2031 is likely to see a decrease in the number of married couples, more than offset by increase in cohabiting couples. There is likely to be a large increase in one-person households, particularly among middle-aged people, and in lone parent and other multi-adult but non-family based households. These trends mean we will have to plan for more homes, meeting the accommodation needs both of families and single

person households, both of which are likely to increase in number.

- 24 London’s population will also continue to diversify. Black, Asian and other minority ethnic communities are expected to grow strongly as a result of natural growth and continued in-migration from overseas. Between 2007 and 2031, six London boroughs are likely to have more than half their population coming from these groups, with Harrow, Redbridge, Tower Hamlets, Ealing, Hounslow and Croydon joining Brent and Newham which already had such a majority in 2001. Not only will there be more older Londoners, but it will be an increasingly diverse group.

25 Given the background, the only prudent course is to plan for continued population growth. As we have seen, there is no policy to decentralise population within the UK, and it does not appear that this is likely to change in the near future. This means planning for the homes, jobs, services, infrastructure and opportunities a growing and increasingly diverse population requires. Doing this in ways that do not worsen quality of life for London as a whole means we will have to ensure we make the best use of land that is currently vacant or under-used, particularly in east London where the greatest potential for this exists.

Continued economic growth and success

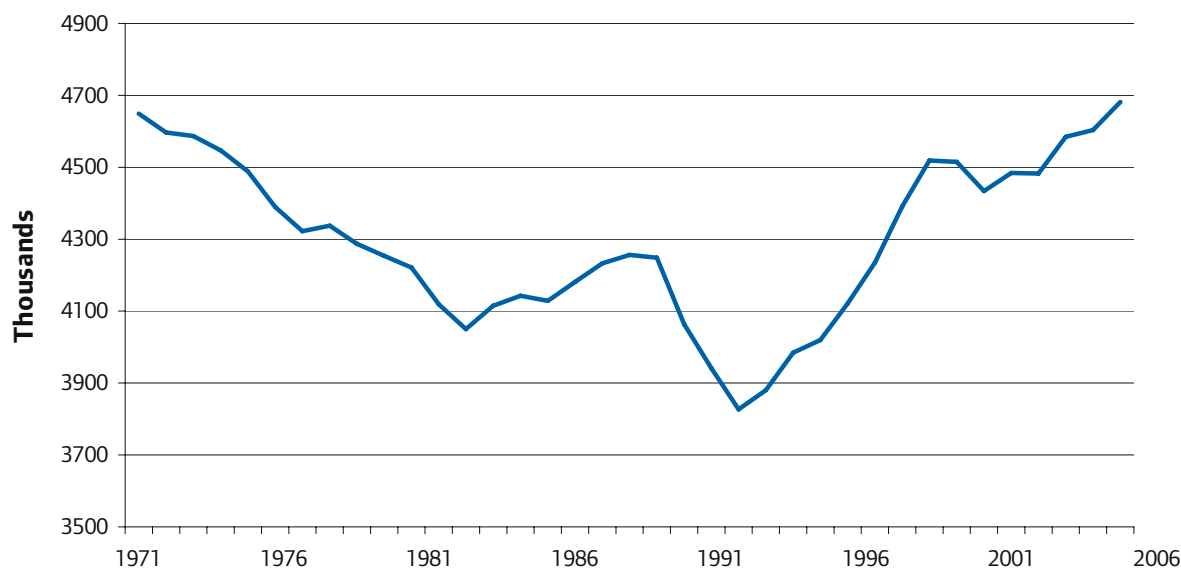
26 This document is being published at a time of recession. The events leading to the current situation - combining a crisis in the banking sector, considerable volatility on the financial markets and a marked downturn in the real economy with depressed activity and worsening unemployment - have been dramatic. It is, though, too early to say for certain whether we are simply experiencing a downturn in the usual business cycle overlaid with a banking crisis or a more significant structural change in London's economy on (or even above) the scale of the last, in the mid to late 1980s. This is something that will have to be closely monitored while we draw up and consult on the new London Plan.

27 However, we can look at what has happened in the past and at the wider economic context to try to draw some tentative conclusions. It is also important to remember that the London Plan is a strategic planning document that

looks beyond what is happening today, to the medium and long-term. Into the future, it does seem likely that globalisation driven by mass production, technological innovation, reducing transport and communication costs and countries across the world continuing to open their markets to international trade will support resumed economic growth. The world economy is likely to be more integrated by 2031 and larger, with China, India and other currently "emerging" markets having greater economic weight and providing wider markets for products and services. Closer to home, a growing London population is likely in itself to support an expanding economy.

28 Experience in London also provides some pointers. Figure 3 shows how numbers of jobs in London have changed between 1971 and 2007. The past 35 years have seen huge economic changes as London's once very strong manufacturing sector has declined, but been more than made up for by a growth in services. In 1971, there were more than one million manufacturing jobs in London. A decade later there were 679,000 and by the end of the century, only 317,000. The picture for business services is almost the opposite, with 405,000 jobs in 1971, 473,000 in 1981 and 889,000 by 1999. Overall, employment in London declined through the 1970s (from 4.6 million in 1971 to 4.3 million in 1979), and then declined further during the recession of the late seventies and early eighties to 4.0 million in 1983.

29 From then it grew during the service sector dominated upturn of the late 1980s reaching

Figure 3 – London employment 1971-2007

Source: Oxford Economics

4.3 million in 1989. The downturn of the early nineties was significant with employment falling to 3.8 million by 1993. A period of substantial, if uneven, service driven growth then followed, and by 1999, total employment had reached 4.4 million. London's output expanded by 45 per cent between 1992 and 2001, while civilian workforce jobs increased by around 15 per cent over the same period. There was a further slowdown in 2002 following the collapse of the dot com boom and the 9/11 terrorist attacks in the United States; output rebounded and increased by 16 per cent between 2003 and 2007, while employment increased 4 per cent. By 2007, London's total employment was 4.7 million.

growth. London continues to be seen as a pre-eminent global business location; the 2008 European Cities Monitor ranked London as Europe's top city business location (a position it has held every year since 1990). This was reinforced by the Global Financial Centres Index (published in 2007, 2008 and 2009 by the City Corporation), which ranks London as the world's top financial centre (closely followed by New York), and by the Mastercard Worldwide Centres of Commerce Index published in 2007 and 2008, showing London first, ahead of New York. Of course, there is no room for complacency, and it will be important to have planning policies and infrastructure investment in place to sustain this success.

30 This background allows us to put the current situation into some perspective, and to take a balanced view about the likelihood of renewed

31 For all these reasons, GLA Economics and the four outside independent forecasters who monitor the London economy are predicting that

- we are likely to experience a cyclical recovery following the current recession, followed by longer term positive job growth thereafter.
- 32 The consequences of failure to ensure economic growth would be dire for London. With a growing number of Londoners of employment age (16-74) in the period to 2031, it will be essential to make sure they have the range of opportunities they need. A city with an economy as dependant upon the private sector as London needs growth to ensure the fabric of the city receives the investment it needs. Fortunately, the evidence available suggests no reason why this should not happen, even if there are some changes to the size and shape of London's financial and globally oriented business services sectors in the short to medium term.
- 33 How many new jobs might there be, and in what sectors? We are currently working, partly with Oxford Economics, to produce detailed employment projections for the draft new Plan. It is only possible now to provide provisional numbers that are emerging from that exercise. These projections are trend base and so do not take account of current shorter-term changes over the business cycle. (GLA Economics' assessment of such short run factors is set out in its six-monthly publication, London's Economic Outlook.) Development of the new London Plan will also involve testing the implications of different employment growth assumptions. With these reservations, these provisional projections can give helpful pointers.
- 34 These projections suggest that the total number of jobs in London could increase from 4.7 million in 2007 to 4.8 million in 2011, 4.9 million by 2016, 5.0 million by 2021, 5.2 million by 2026 and 5.3 million by 2031 – an additional 650,000 jobs over the period as a whole.
- 35 Looking at sectors within the economy, these provisional figures suggest it is likely that manufacturing will continue to decline, from 203,000 jobs in 2007 to 99,000 by 2031, while business and financial services could grow from 1.5 million in 2007 to 2.0 million in 2031 (representing almost three quarters of the total projected employment growth). If borne out by the finalised projections, these trends will have implications for planning policies relating to office provision and industrial land. Other sectors where growth might be expected include health and education which could show growth of around 133,000 jobs. Jobs in hotels and restaurants are projected to increase by 40,000 between 2007 and 2031. Taken with expected growth in retail (32,000), these trends suggest the need to pay particular attention to policies to support the continued vibrancy of town centres.
- 36 Turning to the location of jobs in London, the trend is for employment to grow fastest in central and inner areas of London – unsurprisingly given the tendency for financial services and those business services strongly related to it to concentrate in central areas, while those sectors showing lower levels of growth or declines tend to be more dispersed. The strength of growth in the areas immediately surrounding the central core (like the "City Fringe") is the reason why it

is suggested later in this document that it might be worth taking a distinctive policy approach to this area. The trend towards a comparatively lower level of employment growth in outer London, despite it being where the majority of Londoners live, suggests that this part of the capital might not be realising its full potential to contribute to London's success. This is why the Mayor has established an Outer London Commission to advise him on policies that could be included in the new Plan and the Transport and Economic Development strategies to redress this situation and enable outer London to develop sustainably and in ways that protect and improve quality of life there.

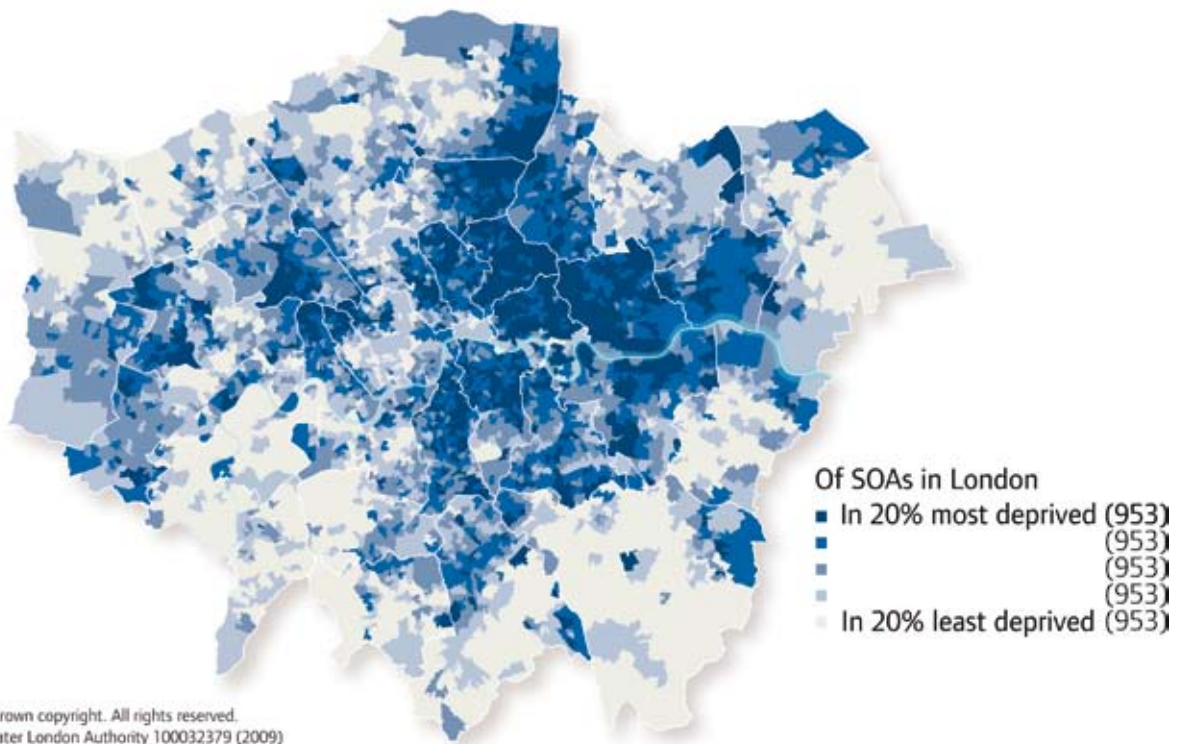
- 37 London has always been at the forefront of enterprise and innovation. It already has a diverse range of economic specialisations extending beyond finance and business services to areas such as information and communications technology, transport services and media and publishing. Particularly at a time of rapid change which may signal shifts within the London economy, it makes sense to be open minded about emerging sectors in the economy and ensuring there are policies in place that allow them the space to grow. This will facilitate development of an increasingly broad-based London economy in terms both of the kind of economic activity that happens here, and where in the city it takes place. We will not try to "pick winners" or attempt an old style 'London industrial policy'. Rather the Plan is concerned to ensure that the planning system is responsive to and facilitates change, provides enterprise with the space and environment it needs and helps

ensure London and Londoners can realise the benefits of prosperity.

Poverty and Inclusion

- 38 Although London's economy has been generally successful over the past twenty years, not everyone has benefited and levels of poverty have not reduced. Income poverty rates for children, working age adults and pensioners are higher in London than elsewhere in the UK. A quarter of working age adults, and 41 per cent of children are in poverty after housing costs are taken into account and poverty is particularly concentrated in households with dependent children (working age people without children have poverty rates similar to those in the rest of the country). Deprivation is also concentrated among Black, Asian and ethnic minority and disabled Londoners.
- 39 London is an increasingly polarised city. On the one hand, it has seen a major growth in earnings, with significant rises in the number of those earning high salaries and in the amount they earn. This leaves those on low incomes, or those without employment further and further behind.
- 40 The labour market, and how individuals fare in it, is of central importance. Households with children in London are much more likely to be workless than childless ones, something reflected in their particular exposure to poverty highlighted earlier. Disabled people are almost twice as likely to be unemployed as non-disabled people. More generally, London has had higher levels of unemployment, and lower levels of employment than other parts of the country.

Map 1 – Index of Multiple Deprivation (2007)



Source: Department for Communities and Local Government, Indices of Deprivation 2007
ONS Super Output Area Boundaries

Employment here is increasingly skewed towards occupations needing higher-level skills and qualifications given the nature of the sectors in which it specialises, and as rising land values have squeezed other activities out. Tackling these issues goes beyond the scope of a spatial plan, but has implications for locational and land use policy and this will be an area where there will need to be particularly close links between the emerging London Plan and Economic Development Strategy.

41 Deprivation tends to be geographically concentrated (see Map 1). Looking at the factors

that are brought together in the Government's Index of Multiple Deprivation (which covers aspects like employment, housing, health, education and access to services), it becomes clear that there is a particular concentration of disadvantage in a cluster of borough council wards in central and inner north-east parts running from the centre northwards through Hackney to Haringey, eastwards to Newham and Waltham Forest and on both sides of the Thames to Barking and Dagenham and the southern part of Havering and from Southwark eastwards to Bexley. There is also a cluster of deprivation in west London, around Park Royal.

This pattern is fairly consistent across the various components of the Index, although some show a rather more dispersed pattern (that for housing, for example). This suggests the importance of a geographically-targeted approach to development and regeneration, focussing investment and action on places with the highest need.

- 42 The link between deprivation and housing must also be addressed. London is still a very expensive place to live, a problem exacerbated by the income trends identified earlier. The high cost of housing here is a major contributor to this problem. The result can be that those with lower incomes find it very difficult to access the housing they need, with many having no option but to seek social housing. This in turn can lead to social housing and deprivation being closely linked. There is a close correlation between housing tenure and deprivation in London, and people have increasing difficulty in moving on from social into other forms of housing. These trends will have to be addressed in the housing policies in the new London Plan, underpinning the policies to promote choice for more Londoners outlined in the Mayor's draft London Housing Strategy.
- 43 A growing population, with an expected increase of around 270,000 older Londoners by 2031, is likely to mean there will be more disabled people and people with particular mobility and access needs. London should be a city that is genuinely open to everyone whatever their stage of life, and sheer inability to get about or access services and opportunities most take for granted can be among the starkest forms of exclusion. Ensuring

London and its infrastructure is accessible and inclusive will have to be a key theme of the new London Plan.

The challenge of a changing climate

- 44 We know that some climate change is now inevitable. Although it is impossible to predict how these changes will impact on London specifically, it is likely that the direction and speed of change are such that the effects of this will be increasingly felt over the period that will be covered by the new London Plan. By 2050, what we in this country think of as being a heat wave of the kind we saw in the summer of 2003 may well be the norm. This means we have to make sure London is ready to deal with a warmer and probably a wetter climate. We also have to play our part in making sure the extent and impacts of future climate change is limited. Action taken now and over the period covered by the new Plan will help reduce what has to be done for the years after that.
- 45 Adapting to the climate change we can anticipate over the next two decades means making sure London is ready to meet the issues raised by becoming a warmer city with wetter winters and hotter, dryer summers. This includes being prepared for heat waves and their impacts and addressing the consequence of the "urban heat island" effect – the way parts of cities tend to get warmer than less developed areas, and to retain that heat longer. Both these will have major impacts on the quality of life in London, particularly for those with the fewest resources and accommodation least adapted to cope. The new London Plan will have to outline policies to

- ensure buildings are designed with this kind of climate in mind and to encourage urban greening – protecting, enhancing and expanding the city’s stock of green space to help cool parts of the city.
- 46 We also have to be ready to meet an increased probability of flooding and to cope with the greater consequences when it does happen. There are likely to be higher sea levels, more frequent and higher tidal surges, an increase in peak Thames and other river flows and more surface water. While a recent report suggests that London is currently well-protected from tidal flood risk, policies in the new Plan will have to ensure new development continues to manage flood risk.
- 47 It is likely that a significant proportion of London’s critical and emergency infrastructure will be at increased risk from flooding, particularly given the extent of growth we expect is likely in London over the period covered by the new Plan. There are likely to be more people living and working on the floodplain (15 per cent of London lies on the floodplain of the Thames and its tributaries, and there are 1.5 million people and 480,000 properties there already). Flooding is also likely to impact worst on those with the fewest resources to cope with it, who are most likely to live in the areas affected and less likely to be insured. These are all issues with significant planning implications which will have to be addressed in the new Plan, ranging from the way we design buildings through to ensuring sustainable drainage.
- 48 A further problem arising from climate change will be an increasing shortage of water. South-east England is already “water stressed” – that is during particularly dry weather, London’s water consumption outstrips available supply. There is not enough water for today’s population, and per capita water usage is increasing. There are limited additional water resources available in this corner of the UK, and over time options like new reservoirs may have to be considered. This is one of the aspects of ensuring London has the infrastructure it needs to sustain growth that will have to be dealt with in the new London Plan.
- 49 **Adaptation** is not the complete answer. We also need to contribute to the global effort to **mitigate** the extent of future climate change – reducing our emissions of greenhouse gases to minimise future warming and its impacts. There are things that can be done through the management of development to help ensure this – designing buildings to be energy efficient, promoting decentralised energy and patterns of development that reduce the need to travel by less environmentally-friendly modes of transport for example. The London Plan is part of the effort to address this issue, alongside other Mayoral strategies and initiatives.
- 50 Promoting energy efficiency is important for reasons going beyond climate change. Energy issues, including resilience and security of supply, and infrastructure provision are likely to go up the policy agenda over the Plan period, and the new Plan will have to contain policies that promote efficiency in resource use while ensuring

our city has the energy infrastructure it needs to support sustainable growth.

- 51 These are important issues for London. London has been ranked ninth among major cities across the globe in terms of vulnerability to natural hazards. New York and Tokyo are ranked higher, but all of London’s major risks (storms, flooding and tidal surge) are climate-related, and predicted to worsen. We have to take action to make sure the capital remains a safe and attractive place to do business – and to live in. In doing so we can help ensure London gains from being an early mover in the emerging business of climate change adaptation and mitigation.
- 52 Over the period of this Plan, decisions will have to be made at global, national and regional levels that will have profound consequences for the future of the planet. These issues are likely to dominate the policy agenda; the new London Plan and how it is implemented, will be important parts of the response.

Ensuring a high and improving quality of life

- 53 At its best, London can provide what is among the highest quality of life you can find anywhere. Unfortunately, this is not the universal experience of Londoners, as is shown by indicators such as the unacceptable disparities in life expectancy in different areas of London. At the same time, there is a perception that there is a tension between the demands of growth and maintaining the conditions for a good – and improving – quality of life and a concern about the loss of things that have made living in London and its neighbourhoods a distinctive experience.

- 54 Given this background, it is unsurprising that the responses to “Planning for a Better London” showed a growing concern with quality of life issues, such as:

- protecting and enhancing what is distinctive about the city and its neighbourhoods, securing a sense of place and belonging through high quality architecture and design that sits well with its surroundings;
- ensuring there are enough homes meeting the needs of Londoners at all stages of their lives and whatever their circumstances, designed so they actively enhance the quality of the neighbourhoods in which they are located;
- protecting and improving environmental quality at both local and London-wide levels (and recognising the links between the two), with action to target problems of air quality and other forms of pollution;
- recognising and actively realising the whole range of benefits a network of green and open spaces brings;
- ensuring a network of vibrant and exciting town centres with a range of shops and other facilities;
- making sure all Londoners can have access to good quality and healthy food;
- the importance of a range of readily accessible community facilities meeting the needs of a growing and increasingly diverse population;
- tackling the unacceptable health inequalities that exist in one of the wealthiest cities in the world; and

- taking effective steps to ensure Londoners feel safe in their city and their local neighbourhoods, and do not have to feel constrained in going about their lives by crime and fears about their safety.

55 Many of these issues tie into the key trends we have already identified as facing London to 2031. Enabling growth and change, while also supporting the retention of London's heritage and distinctiveness, and making the experience of living here a better and more enriching experience for all will be major challenges for, and a key theme of, the new London Plan.

Realising the benefits of 2012

56 By 2031, the London Olympic and Paralympic Games themselves will be a memory. The challenge for the new London Plan now is to make sure it supports realisation of a solid legacy that will be recognised at the end of the Plan period as having made a real contribution to London's successful development.

57 Although the Games will take place during the first half of the period covered by the new Plan, we will have to make sure it provides a planning policy framework that supports the delivery of successful events at the venues themselves, and across London as a whole. This will include taking steps to ensure realisation of the Mayor's commitment that the 2012 Games will be the most accessible ever and to help ensure the quality of the public realm (in the West End, for example) is such that our city is seen by the world to its best advantage.

58 For the longer term, we will have to ensure that the most is made of the legacy the Games leave behind. This will include ensuring we create lasting new urban spaces, homes and businesses and helping to support the accommodation of London's growth. Legacy plans are being drawn up now, and the new London Plan will have to be ready to support their effective realisation in ways that help our city meet the challenges it faces.

The Mayor's new approach to planning – and other changes to the way we plan for London

59 In "Planning for a Better London" the Mayor made clear he intends to take a new approach to planning London. This will be more consensual, working with all the agencies with a role in planning for the capital and with neighbouring regions (the East and South East of England). It will focus more on delivery of agreed and shared objectives, and less on questions of process or structure. Finally, it will be based on a clear recognition of the need to plan for all parts of London, and all those who live, work, study or visit here. The policies in the new London Plan will be grounded on these principles.

60 There have been other changes to planning in and for London and the UK more generally that will also have to be picked up in the new London Plan:

- the change in the London Plan's legal status since it was first written. While policies have already been reworded to make them more suitable for a document with development plan status, a thorough review is needed to

- make sure they are effective development management tools;
- the Greater London Authority Act 2007 widened the Mayor’s powers to deal with strategic planning applications and gave him responsibility for a number of new statutory strategies;
- the Government has established a new Homes and Communities Agency (HCA) as a national housing and regeneration agency for England;
- the Government is in the course of establishing an Infrastructure Planning Commission, which will plan for major items of infrastructure such as airports;
- the Government is also moving towards new development making “zero carbon” contribution;
- the Planning Act 2008 contains powers to introduce a Community Infrastructure Levy to raise resources to help deliver infrastructure needed to support growth through the planning system; and
- the Government continues to issue new policy guidance on aspects of the planning system that will have to be taken into account.

Conclusion – planning for growth

61 It is easy to look at the direction and pace of change highlighted here and be daunted. It is worth remembering that change presents opportunities for London, as well as challenges, and one of the tasks of the new London Plan will be to make the most of the former in addressing the latter. A growing population will support a growing economy, with more people wanting goods and services and there are parts of London in real need of development. In the inter-war

years, London saw the creation of successful neighbourhoods where people lived and worked, and there are places in London with a need for development and regeneration and the capacity for making new neighbourhoods for the future. Achieving this will require a coordinated approach to planning for growth, and for the infrastructure needed to support it.

62 The most successful cities in the world are those that have been able to accommodate growth, but in ways that do not damage the environment or reduce the quality of life. The new Plan will aim to strike that difficult balance, tying together economic, environmental and social policies to support London’s sustainable development – in all the senses of those words.

The Mayor’s Vision

63 Against the background set out in this chapter, the Mayor wants to ensure that over the years to 2031, London **excels among global cities - expanding opportunities** for all its people and enterprises, **achieving the highest environmental standards and quality of life** and **leading the world** in its approach to tackling the urban challenges of the 21st century.

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

65 Six objectives set out in more detail how this over-arching vision should be implemented, and the other chapters of this document set out in more detail what policies will be included in the London Plan to further them. These are ensuring:

- (1) **A city that meets the challenges of economic and population growth** in ways that ensure a good and improving quality of life for all Londoners and help tackle the huge issue of inequality among Londoners, including inequality in health outcomes.
- (2) **An internationally competitive and successful city** with a strong and diverse economy and an entrepreneurial spirit that benefits all Londoners and all parts of London; a city which is at the leading edge of innovation and research, while also being comfortable with – and making the most of – its rich heritage.
- (3) **A city of diverse, strong, secure and accessible neighbourhoods** to which Londoners feel attached, which provide all of its residents, workers, visitors and students – whatever their origin, background, age or status – with opportunities to realise and express their potential and a high quality environment for individuals to enjoy, live together and thrive.
- (4) **A city that delights the eye** and takes care over its buildings and streets, having the best of modern architecture while also making the most of London’s built heritage and makes the most of its wealth of open and green spaces, realising its potential for improving Londoners’ health, welfare and development.
- (5) **A city that becomes a world leader in improving the environment** locally and globally, taking the lead in tackling climate change, reducing pollution, developing a low carbon economy and consuming fewer resources or using them more effectively.
- (6) **A city where it is easy, safe and convenient for everyone to access jobs, opportunities and facilities** with an efficient and effective transport system which places more emphasis on walking and cycling and making better use of the Thames, and supports delivery of all the objectives of this Plan.

The structure of this document

66 The Mayor has also made clear that the new London Plan will be different from the previous one. In particular, he wants it to be shorter, more strategic and user-friendly, arranged in more topic-based chapters that should make finding policies on particular issues easier to find.

67 This document seeks to show how these aims will be put into practice:

- It starts with a clear spatial vision in a chapter on “Places”
- Chapters follow on:
 - People (including housing and social infrastructure)
 - Economy
 - London’s response to climate change
 - Transport
 - Quality of Life (including built and natural environment)
 - Implementation, monitoring and review

- 68 In each area it suggests policy directions that should be taken and highlights parts of the Plan where there are likely to be particular changes. In some places it asks specific questions we would like to receive views on to help us in drawing up a detailed draft new Plan. Of necessity, it focuses on areas where change is proposed or where we would particularly like comments. The fact something is not mentioned does not mean it is not important or, necessarily, that it will be dropped from the new London Plan.
- 69 Although this document is primarily intended to form the basis for consultation with the London Assembly and the GLA functional bodies (the London Development Agency, Transport for London, the London Fire and Emergency Planning Authority and the Metropolitan Police Authority), it is open to anyone to send in comments, which will be considered carefully in writing the new Plan.

Please send any comments to:

By Post:

Boris Johnson

Mayor of London

(London Plan Review Initial Proposals)

Greater London Authority

City Hall

More London

The Queen's Walk

London SE1 2AA

By Email:

Please send emailed comments to:

Mayor@london.gov.uk with 'London Plan Review Initial Proposals' in the subject box.

Comments need to be received by 5pm on
Tuesday, 30 June 2009.

Next Steps

- 70 This stage in the London Plan process is the consultation with the London Assembly and GLA functional bodies required by the GLA Act. The next stages in the process for reviewing the Plan are:
- Public consultation on a full draft new London Plan – **autumn 2009**
 - An examination in public, led by a panel of independent inspectors – **summer/autumn 2010**
 - The examination panel will submit a report to the Mayor, indicating what changes, if any, they would recommend are made to the draft Plan – **spring 2011**
 - The Mayor then decides which of these recommendations he is minded to accept – **summer 2011**
 - He then gives notice of his intention to publish to the Government Office for London, and there is a period of time for ministers to consider whether they want to direct any changes – **autumn 2011**
 - The Mayor can then give formal notice of his intention to publish the new Plan.
- 71 It is intended that the new Plan will be published in the winter of 2011-12.

72 Having a chapter dealing with London’s places early in the new London Plan is intended to give a strong spatial emphasis to the document. It will show how the Mayor’s vision and all the detailed objectives for the London Plan will be applied with regard to London’s international linkages, the issues facing London and its neighbouring regions in the Greater South-East of England its wider role in the United Kingdom. It will set out in detail how the general policies in the new Plan will affect, and be implemented in the range of places that make up London – and which make London unique, and show how they inter-relate as part of a complex urban area, together contributing to a city that is able to be more than the sum of its individual parts.

73 It will bring together the policies that are contained in chapters 2A (on the broad development strategy) and 5 (on the sub-regions, central activities zone and growth areas) of the current London Plan. It will also incorporate the more spatially-specific aspects of chapters 3D (town centres and open and natural environment) and 3B (offices and industrial locations). Neighbourhoods, cultural quarters and leisure and visitor related locations are more effectively addressed separately in relevant topic chapters, as the policy issues they raise are less locationally specific.

Looking beyond London

74 As a world city with a role in the global economy rivalled only by New York, it is essential to London’s development that it looks outwards and understands the implications of developments outside its boundaries (and those of the United

Kingdom) for its future and, more specifically, for delivering on the vision and objectives that will underpin the new London Plan. In some of these fields, London will be able to take a position of leadership, sharing the benefits of its experience and expertise; in others it will have things to contribute or learn.

75 London also has a unique place as Europe’s leading world city. It makes a vital contribution to the prosperity of the United Kingdom, playing a role in its network of cities and towns that nowhere else can. It is also at the centre of the south-east of England and the most rapidly developing parts of the UK.

In reviewing the London Plan, the Mayor proposes to:

- ensure London maintains its position as a world city which supports the sustained and sustainable spatial and economic development of Europe and the United Kingdom;
- give strong support for working with neighbouring regions, local authorities and other organisations with responsibility for the strategic planning of the Greater South-East of England to plan for the development of this part of the UK and meet the challenges of managing growth in ways that protect the environment and support a good and improving quality of life; and
- support (and where appropriate, lead) work with authorities and agencies covering areas adjoining London on particular issues of common concern, and in planning for growth in particular locations.

Nationally designated and city-region growth areas

76 The London Plan will continue to support the development of growth areas within London designated by national Government, and of growth corridors that are of importance to London and its wider city region, crossing regional boundaries. These are likely to have an important role in meeting the challenges of London's growth.

In revising the London Plan, the Mayor proposes to

- work with partner authorities and agencies within London and neighbouring regions providing leadership where appropriate to:
 - support the continued development of those parts of the growth areas designated by national government: the Thames Gateway and the London-Stansted-Cambridge-Peterborough corridor – in London; and
 - support the continued development of corridors of city-region significance: the Western Wedge and Thames Valley, the Wandle Valley-Gatwick Corridor and the London-Luton-Bedford Corridor.

Sub-regions

77 There has been considerable discussion about how the London Plan should deal with issues at a sub-Londonwide level. Up to now this has been done through a framework of sub-regions identified in the London Plan. The GLA Group and others have used these as a basis for implementation, engagement and allocating resources. The sub-regions in the first London Plan (2004) were based

on a central sub-region, with four others arranged around it. The version published in 2008 had a different approach, with no central sub-region, but rather five radial 'slices'.

78 It has become clear that the 2008 London Plan model was not the most appropriate, particularly as it does not include a central sub-region, and split east London between two sub-regions on either side of the Thames. In the light of the responses to "Planning for a Better London" and work by the GLA Group on options for sub-regional boundaries, it has become clear that there is no single set of sub-regional boundaries that will suffice for every purpose.

79 Given this, the new London Plan will adopt a more flexible approach and support boroughs and other agencies in coming together in geographical groupings fit for particular purposes to tackle the problems of different areas, including those which span administrative boundaries.

80 However, for its own purposes the London Plan will identify five new sub-regions including a new Central London sub-region, shown in Map 2. These sub-regions will be used primarily for monitoring and management – although where appropriate, they can be used for other purposes as well (such as overall capacity guidelines and on issues which are genuinely sub-regionally distinct). The GLA and its functional bodies are also likely to move toward using these boundaries as the basis for engagement, taking funding decisions and resource allocation.

MAP 2 – Sub-regions (showing borough boundaries)



- 81 This has two significant implications for the London Plan. First, the focus on the spatial level below the Londonwide can be more targeted, concentrating attention on the places and areas where particular policy approaches or interventions are needed. Second, a different approach will be taken to implementation (dealt with in more detail in chapter eight of this document).

In reviewing the London Plan, the Mayor proposes to:

- adopt a new set of London sub-regions to provide a flexible framework for spatial planning and engagement; and
- take a more focussed approach to sub-Londonwide spatial planning.

Outer London

- 82 Outer London may well have the capacity to make a greater contribution to our economic success, and to make all of London a better place to live, work or visit. It is proposed that the new London Plan will also address more positively the quality of life, social, environmental and transport challenges facing outer London and provide a strategic framework to enable boroughs and others to work together to build on its many strengths.
- 83 The Mayor has established an Outer London Commission to examine the extent to which outer London has potential to contribute to the economic success of London and to make recommendations on policies and mechanisms that will enable it to do so.
- 84 The Mayor recognises that some parts of Inner London have Outer London characteristics and vice versa – map 3 only shows one definition. The new Plan will have the flexibility to ensure that appropriate courses of action are targeted on relevant areas and are not constrained by administrative boundaries.

In reviewing the London Plan, the Mayor proposes to:

- substantially strengthen appreciation of the social, environmental, transport and other quality of life opportunities and challenges facing outer London, including greater geographical sensitivity to the way these vary locally, with cross references to other relevant sections of the Plan, especially those

concerned with neighbourhoods, town centres, and industry and regeneration; and

- give full consideration to the recommendations of the Outer London Commission when formulating Plan policies and proposals.

Inner London

- 85 Responses to “Planning for a Better London” indicated the need to understand and plan for the way inner London (see map 3) – the area immediately around the Central Activities Zone – is developing.
- 86 It is proposed to introduce a new section into the London Plan recognising the distinct social, economic and environmental issues facing parts of inner London. Of particular importance is the unique conjunction of above trend economic growth, high existing development densities and the largest concentration of deprivation in the country. The thrust of policy would be to accommodate growth, using the planning system to enable significant enhancements to the inner London environment (including the public realm) and to tackle the barriers to employment opportunities which face disadvantaged communities. This in turn will contribute to the Mayor’s objective to secure a more inclusive London.

In reviewing the London Plan, the Mayor proposes to:

- prepare a new section of the Plan which recognises the distinct social, economic and

environmental issues facing parts of inner London outside CAZ; and

- set out planning policies to accommodate growth in ways which will enhance the inner London environment, open up employment opportunities, especially to disadvantaged communities, and strengthen its neighbourhoods.

The Central Activities Zone (CAZ)

- 87 The Central Activities Zone (see map 3) is an extraordinarily diverse, dynamic and innovative area. It supports a unique cluster of activities that are integral to London's world and national city roles. These cover the largest concentration of London's financial and business services sector, including those based on the City and the north of the Isle of Dogs, the offices of government, company headquarters, embassies, professional bodies and institutions, alongside world-class retail, tourism, culture and entertainment activities.
- 88 Policies in the new London Plan will support the continued success of the CAZ. They will recognise the diversity of the area and of the roles London and the UK need it to play, providing world-class office and other workspace, while also being a place with a variety of mainly residential neighbourhoods. Greater prominence will be given to the issues and relationships between those parts of the CAZ that are predominantly residential in character and those that are predominantly commercial and which contribute to London's role as a premier global business location.

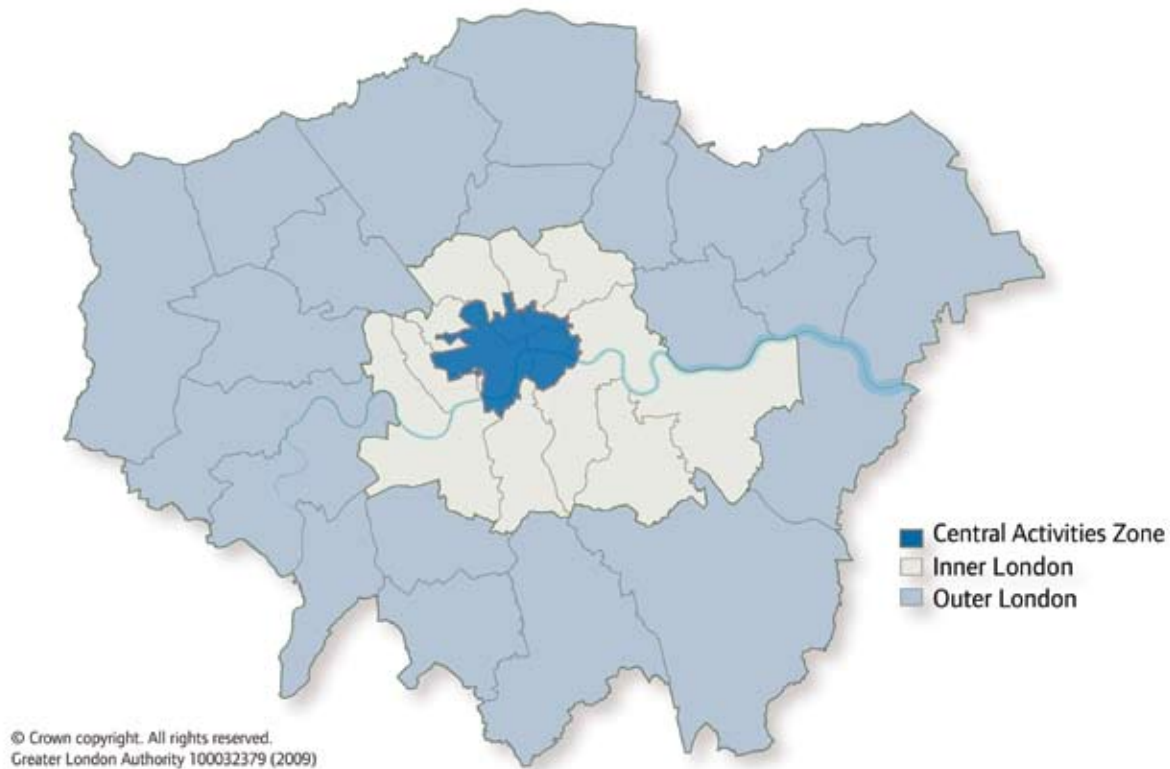
In reviewing the London Plan, the Mayor proposes to:

- use the Central Activities Zone (CAZ) structure including the CAZ Opportunity Areas (see paragraph 89) to identify the key issues facing central London and to coordinate action by all stakeholders to address them;
- give greater emphasis to the need to protect and enhance the character of predominantly residential neighbourhoods within CAZ and, by sensitively managing the relationship between different land uses, ensure the vitality and viability of predominantly commercial areas are not compromised by local housing;
- support the principle of mixed use office development in CAZ and the north of the Isle of Dogs with local approaches tailored to local circumstances in borough development plans, taking into account the contribution that land use 'swaps' and 'off-site' contributions can play in this, especially to sustain strategically important clusters of commercial activities such as those in much of the City of London; and
- support the continuing rejuvenation and enhancement of the West End as the country's primary international shopping and leisure destination.

Opportunity Areas

- 89 London's Opportunity Areas (of which there are 28 in the current London Plan – see map 4) are the capital's major reservoirs of brownfield development capacity, typically capable of accommodating at least 2,500 homes and/or 5,000 jobs. Their development is linked closely to existing or potential improvements in public

Map 3 – Showing indicative CAZ, Inner London, Outer London and borough boundaries



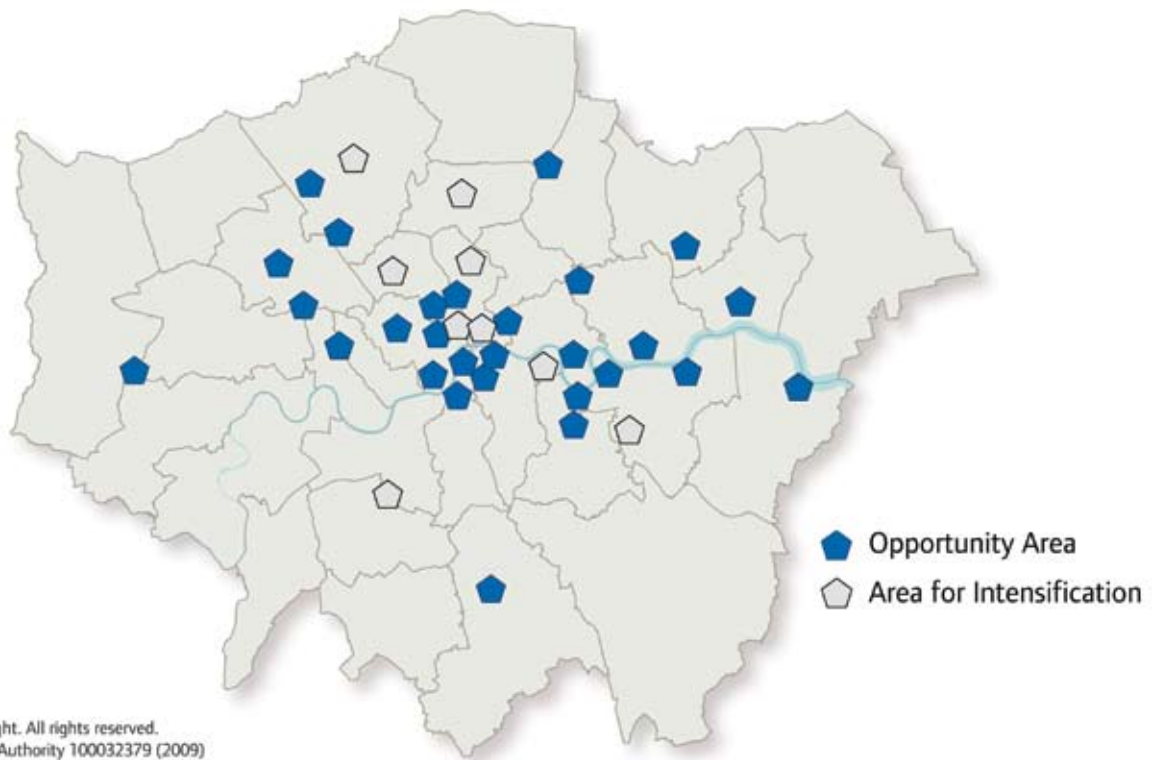
transport accessibility. The new Plan will set out their broad locations, update the estimates of housing and employment and provide strategic principles to guide their development including selective potential for tall buildings. The new London Plan will support the continued role of Opportunity Area Planning Frameworks (OAPF) in coordinating development.

In reviewing the London Plan, the Mayor proposes to:

- place greater emphasis on securing practical outcomes in the comprehensive regeneration of Opportunity Areas, London's major reservoirs of brownfield development capacity;

- provide pro-active encouragement, support and leadership for partnerships preparing and implementing Opportunity Area Frameworks (OAPF), recognising that there are different models for carrying these forward;
- work closely with boroughs to identify where Opportunity Areas may be appropriate for tall buildings;
- provide flexibility in the use of Opportunity Area 'hinterlands' and definition of their boundaries appropriate to local circumstances;
- support an integrated approach to the distinct environmental and growth issues facing the area around Heathrow; and
- give positive consideration to proposals to identify new Opportunity Areas which address

Map 4 - Opportunity and Intensification Areas



his wider objectives, and work with partners to test their long-term robustness and to refine their underlying strategic development principles.

estimates of capacity for new jobs and homes, and provide strategic principles to guide their development. The Mayor proposes to canvass for new Intensification Areas, especially in outer and south London.

Intensification Areas

90 London's Intensification Areas (of which there are 9 in the current Plan – shown in map 4) are built-up areas with good existing or potential public transport accessibility which can support significant redevelopment at higher densities. The scale and nature of the new development will reflect strategic as well as local needs.

91 The new London Plan will continue to set out their broad locations. It will update the

In reviewing the London Plan, the Mayor proposes to:

- encourage boroughs to progress preparation of Intensification Area Framework Partnerships with support from the Mayor where necessary;
- give positive consideration to proposals to identify new Intensification Areas which address his wider objectives; and
- support partners in testing the long-term

robustness and refining the underlying strategic development principles of Intensification Areas.

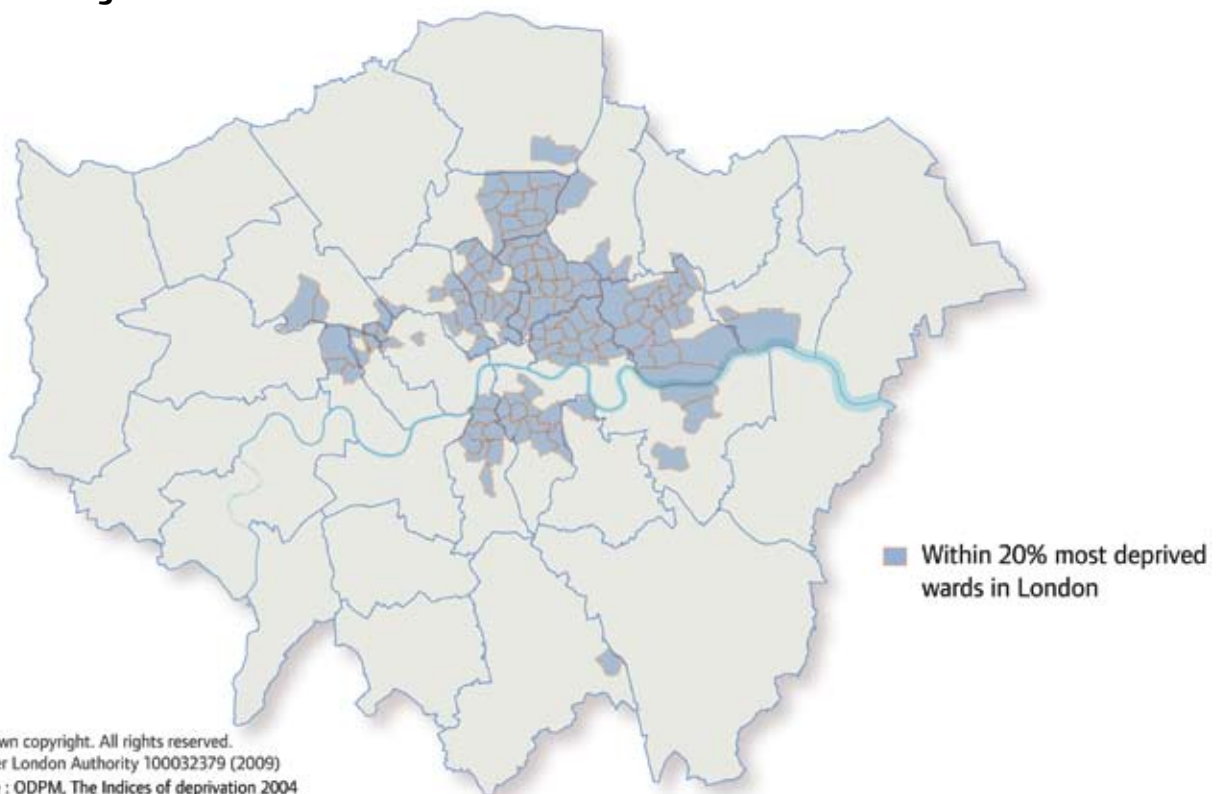
Regeneration Areas

92 Neighbourhoods in need of regeneration are found across London but concentrated around central London, especially towards the east. They represent the largest concentration of deprivation in the country. This is addressed through a range of national, regional and local initiatives which are mainly coordinated locally by boroughs and local strategic partnerships through community strategies, local area agreements and, in some cases, multi area agreements. The considerable resources of strategic agencies including those

of the GLA functional bodies could make a more positive contribution to local regeneration, coordinated through the spatial planning process to facilitate investment, and so enable boroughs and local agencies to achieve their objectives more effectively.

93 Map 5 will be updated to provide a composite overview of the distribution of deprivation based on the most recent data, showing the broad strategic priority areas for community based regeneration across London.

Map 5 - Regeneration Areas



In reviewing the London Plan, the Mayor proposes to:

- base the Regeneration Areas (RAs) on the revised Index of Deprivation in order to target community based regeneration initiatives more effectively;
- provide the strategic framework to support local community based regeneration and the activities of boroughs, voluntary and community bodies and strategic agencies including the GLA Group; and
- signal the development of more refined indicators of deprivation to enable the needs of different neighbourhoods to be identified.

Town Centres

94 London's town centres will be the key spatial priority in the new Plan beyond the Central Activities Zone. They will be promoted more strongly as the focus for commercial development outside central London, and for intensification including residential development. They will play a particularly important role in accommodating long-term growth pressures and Londoners' needs for shopping, employment, leisure, civic and other services as well as enhancing Londoners' sense of place and local identity. Greater emphasis will be placed on improvements to the public realm to improve their attractiveness for local residents, as well as to business. The Economic Development and Transport strategies will reflect the priority the Mayor attaches to the rejuvenation of town centres.

95 The network of town centres in the existing London Plan is shown in map 6. At the Examination in Public into the London Plan Further Alterations, the Panel recommended that an early review of the Plan should give further strategic guidance on policy directions for individual town centres including their potential for growth. Informed by the latest London-wide retail need assessment, town centre health checks and the 2009 office policy review and, following collaborative work with the boroughs and Outer London Commission, it is proposed that the new London Plan will provide this strategic guidance. Town centre policy must not fossilise the network of town centres but ensure that its evolution provides Londoners with improving, convenient and sustainable access to the widest range of competitively priced goods and services - each level in the network has different, complementary and sometimes, specialist roles to play in this process.

In reviewing the London Plan, the Mayor proposes to:

- update the network of town centres to coordinate development, with new emphasis on their role as the key locations for new commercial development beyond CAZ;
- review the existing town centre classifications and provide a broad indication for each of future growth, identifying those which may change in function over the term of the Plan and the roles of others in the regeneration process or in accommodating and managing strategic clusters of night time economic activity; and

Map 6 - London's Current Network of Town Centres

- firmly resist inappropriate out of centre development and seek a proactive partnership approach to bringing forward development capacity in and on the edge of town centres (see also Chapter Four).

Strategic outer London development centres

96 In exploring the potential for outer London to contribute to, and share in, the economic success of the capital as a whole, the Mayor's Outer London Commission is looking at the role different types of business location can play in realising this goal. While it is clear that the key task of the London Plan is to ensure the success

of a network of town centres of different sizes and filling particular needs, the Commission is also examining the merits of identifying a small number of successful business locations that have the potential for growth so that they can attract types of employment and development not seen in outer London at the moment. While these could vary in character, the main aim would be to complement other outer business locations including town centres by providing a new "offer" of greater than sub-regional importance in terms of distinctive agglomerations of activity, development capacity, environment and accessibility. Enhanced accessibility – whether from increasing capacity or making better use

of what already exists – could in turn support higher density development, including significant increments to housing provision to meet local as well as strategic needs. Working with Transport for London, the Commission will explore how different types of improvement to orbital public transport capacity might support greater economic growth.

- 97 These Centres will only be able to fulfil their purpose if they are carefully planned to complement the town and other centres in outer London. Their intention would be to bring new development and investment into the area rather than to divert those that already exist there, broadening the range of opportunities outer London provides. This is not a ‘one size fits all’ approach – in some areas it may be more effective to build on the strengths of existing structures like town centres rather than to encourage growth through new types of Development Centre.

In reviewing the London Plan, the Mayor proposes to:

- take account of the Outer London Commission recommendations on Strategic Outer London Development Centres; and
- if necessary, set out general objectives for these Centres and provide more specific principles to guide the development of each.

Strategic and Other Industrial Locations

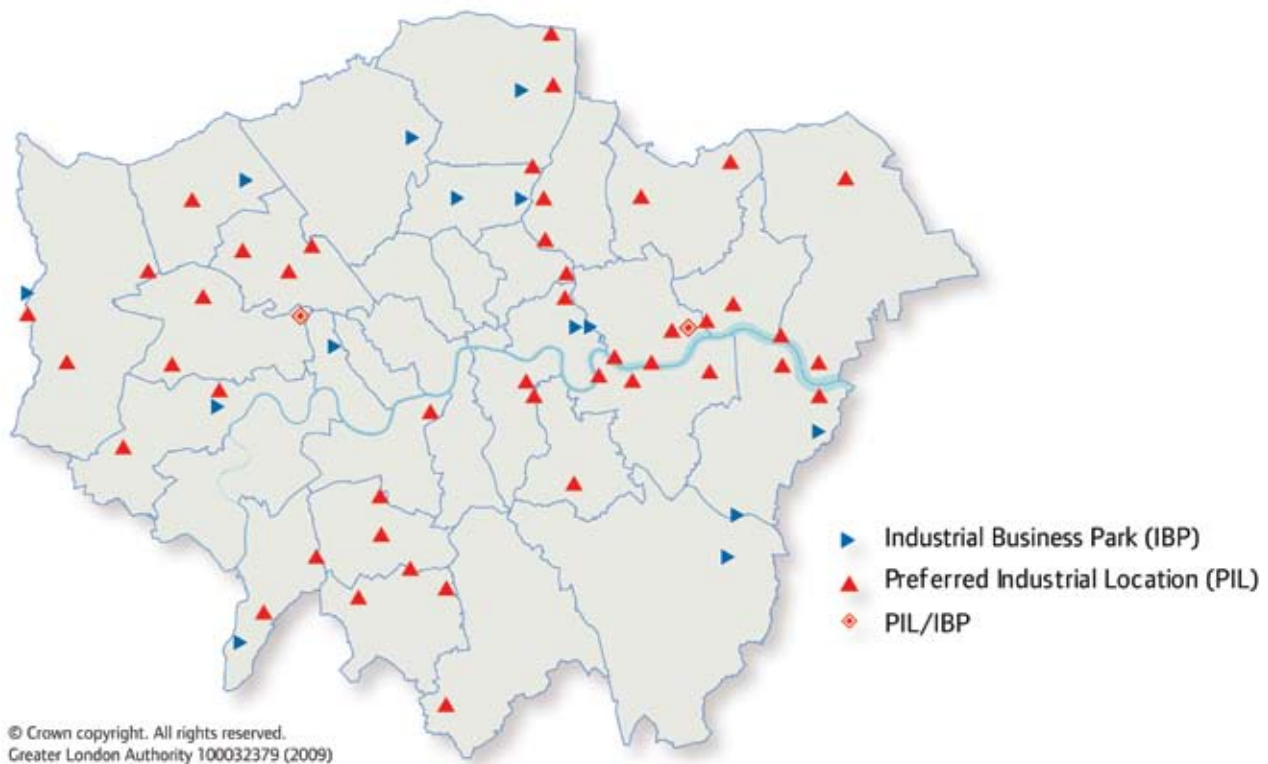
- 98 In responding to comments on “Planning for a Better London”, the Mayor reinforced the importance of an evidence-based approach to using the planning system to help manage

relatively low value capacity for a wide range of industrial type activities in a predominantly service based and high land value economy. This means taking a realistic view of likely requirements for consolidating sectors like manufacturing, accommodating growth areas like logistics and ‘services for the service sector’, providing essential services such as waste, and making provision for emerging new sectors such as green industries, as well as reconciling these with competing claims from other land uses such as housing which indirectly can also generate economic benefits.

- 99 The Strategic Industrial Locations (SILs) are London’s main reservoir of land for industrial and related uses. The SILs designated in the current London Plan are shown in map 7. In recent years London has seen more rapid release of industrial land (around 90 hectares a year) than the benchmark set in supplementary guidance under the London Plan (40 hectares a year). It is intended that a more rigorous approach should be taken to the promotion, management and, where necessary, protection of SILs (and of Locally Significant Industrial Sites justified in borough development plan documents). The Plan will also support the LDA in encouraging the development of a Green Enterprise Zone in the Thames Gateway.

In reviewing the London Plan, the Mayor proposes to:

- provide more effective guidance on management of strategic, important local and smaller industrial sites;
- generally protect strategic and important,

Map 7 - Current Strategic Industrial Locations.

locally identified industrial locations outside east London and focus release of identified surplus capacity on smaller sites through criteria based policies;

- facilitate a strategically coordinated approach to the consolidation of some Strategic Industrial Locations in east London;
- identify headline monitoring benchmarks for industrial land release;
- ensure adequate provision for strategically important waste, transport and logistics functions and working with authorities in the wider South East seek to secure necessary inter-modal freight interchanges;
- manage the long-term consolidation and

rejuvenation of London's wholesale markets taking into account Londoners' diverse dietary requirements; and

- provide the basis for supplementary planning guidance to provide details on implementation of policy on industrial capacity.

The network of open and natural spaces

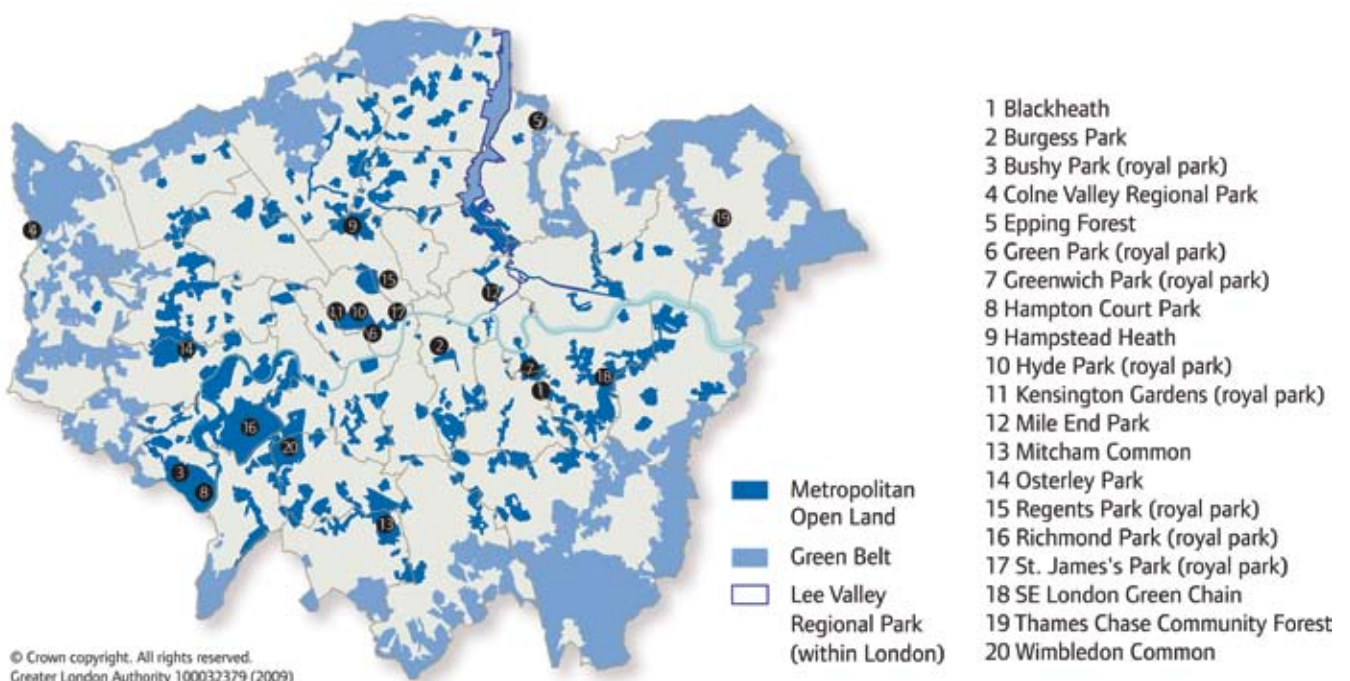
¹⁰⁰ Together with the Green Belt, Metropolitan Open Land and the Blue Ribbon Network of waterways, London's network of diverse strategic and local open spaces is a key spatial feature of the capital (the current network is shown in map 8, while the Blue Ribbon Network is shown in map 9). It bears strongly on the perception of

quality of life for residents, visitors and investors as well as playing important and varied functional roles of its own. Access to open spaces whether integrated as play spaces in residential areas, as local parks, or the Royal Parks is important to the physical and mental health of Londoners. The network is made up of open spaces, the links between them and the wider public realm. The East London Green Grid is one part of this network of high quality multifunctional open spaces whose purpose is to support sustainable communities. It is proposed that this concept of green infrastructure is extended to the rest of London (see Chapter Seven).

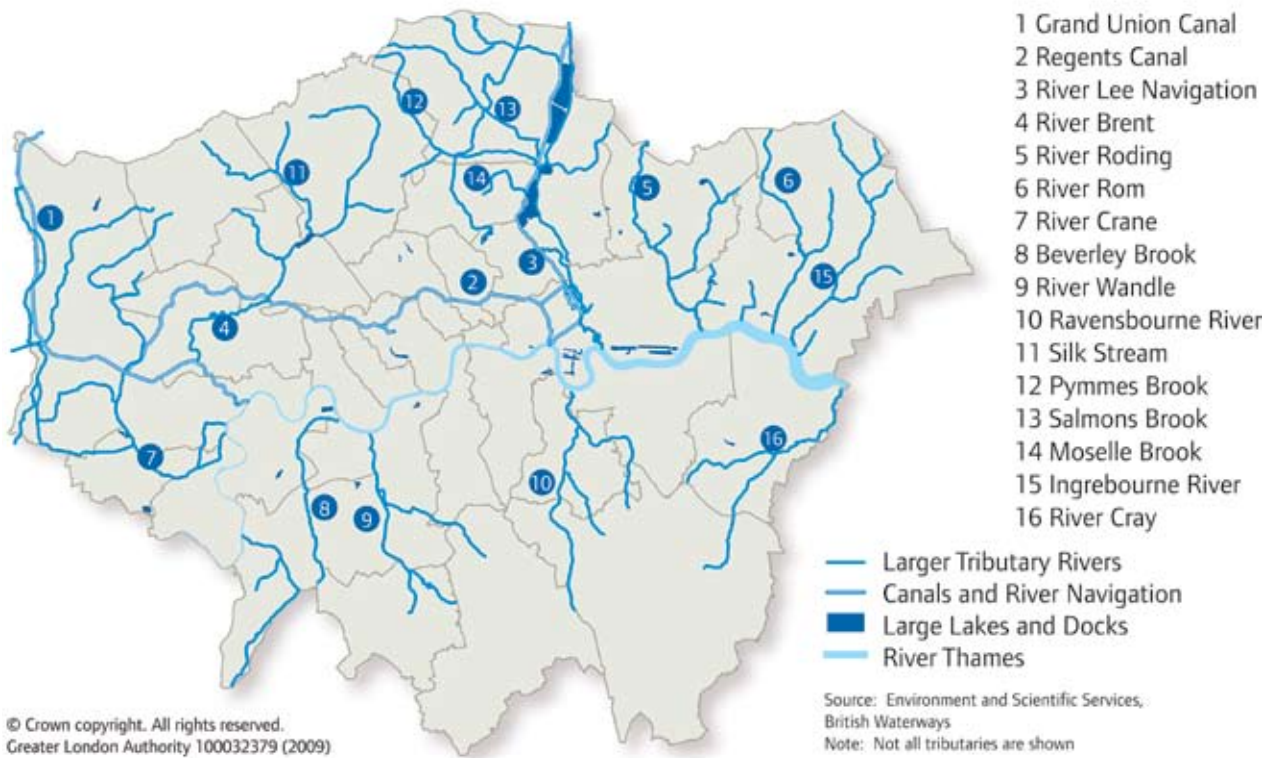
In reviewing the London Plan, the Mayor proposes to:

- recognise and strongly support the spatial, structural roles of London's open spaces including the Blue Ribbon Network in defining its character as well as their distinct and varied functions;
- provide generic policy guidance to ensure that development incorporates green infrastructure that is planned, located, designed and managed as part of the wider open space network; and
- extend green grid principles from East London to a Londonwide project.

Map 8 - London's Current Open Spaces Framework



Map 9 – London’s Blue Ribbon Network



In reviewing the London Plan, the Mayor seeks feedback on the following questions:

- To make the Plan more useable, would it be better only for the general principles guiding development in Opportunity and Intensification Areas to be set out in the body of the text together with a development capacity table, and more detailed guidance for individual Areas to be set out in an Annex of the Plan?
- The Mayor is currently carrying out informal consultation with boroughs on proposed revisions to the Town Centres Network and Strategic Industrial Locations. Are there any further refinements you think should be made to these, or to any of the other elements of London’s strategic spatial structure?

101 The policies in the new London Plan’s chapter on “London’s People” will support delivery of the Mayor’s objectives to ensure London:

- **Meets the challenges of economic and population growth**

102 And is:

- **an internationally competitive and successful city**
- **a city of diverse, strong, secure and accessible neighbourhoods**
- **a city that delights the eye**
- **a world leader in improving the environment**

103 This chapter will bring together policies relating to ‘people’ currently in Chapter 3A of the London Plan (“Living in London”). The chapter will cover housing issues and supporting social requirements including social infrastructure. In addressing these issues, the new London Plan will recognise the wide variation in prosperity across the capital, and that addressing the needs of deprived groups requires strategic targeting of policies and resources to tackle deprivation in London.

Housing

London’s housing needs

104 There will be a continued need for new homes in London – to meet population growth, changes in social structure and to address the growing shortage of affordable housing in the capital.

105 The GLA’s new Strategic Housing Market Assessment (SHMA) indicates that 33,000 new homes are required each year – a figure close to that in the existing London Plan and just below the range of between 34,000 (a figure based on meeting housing need) and 43,000 (based on a long-term target for the affordability of market housing) suggested by the National Housing and Planning Advice Unit (NHPAU). The SHMA has explored a range of scenarios reflecting different mixes of housing tenures which might best meet London’s future needs. These will inform policy on the scale of new affordable housing provision and, within this, the most effective balance to be struck between ‘social’ and ‘intermediate’ homes, testing the 60/40 per cent split proposed in the Mayor’s draft London Housing Strategy.

106 The substantial long-term needs highlighted by the SHMA are being compounded by the current economic situation, with a likely significant reduction in new housing output, especially in the private sector; constrained private sector housing finance; and a possible reduction in affordable housing resources in the medium term. These factors are being addressed through the Mayor’s London Housing Strategy. The new London Plan will provide a supportive policy framework for this Strategy, but it must also look across economic cycles to 2031 and seek to maximise the output of housing supply across the region, to increase the numbers of affordable homes built, and to promote quality outcomes so that the homes that are built meet the needs and aspirations of all Londoners.

Housing Supply

- 107 Housing provision has increased in London over the last two decades. Over the last two years output has been close to the current London Plan 30,500 target but is expected to drop off significantly in line with the current economic cycle.
- 108 The Mayor is committed to working closely with boroughs and other stakeholders to ensure that there is adequate provision to meet the needs of existing and future residents. The GLA is working with boroughs and other partners on a Strategic Housing Land Availability Assessment (SHLAA). This will provide a key part of the evidence base for new housing targets for London on a collaborative basis with boroughs. The results of the SHLAA will be published in autumn 2009 to inform the consultation draft of the new London Plan, and will be tested against the NHPAU demand side benchmarks and the results of the GLA's own SHMA. Understanding and meeting the need for new social and other infrastructure to support housing growth is key to ensuring the acceptability and practicality of housing targets, and this will be a key aspect of policy in this area.
- 109 The new London Plan will complement the Mayor's London Housing Strategy, stressing the importance of a wider choice of homes for Londoners at prices they can afford. London requires a more diverse housing supply to help meet the varied requirements of its different communities. In particular, there is a growing need for more intermediate housing options (such as low-cost home ownership) for potential first time buyers and those priced out of the housing market (also see proposals for affordable housing below), and for more family sized homes. Failure in the past to provide enough family sized homes, particularly affordable family sized homes, has led to significant increases in overcrowding in London - which the Mayor is committed to tackling.
- 110 London also needs more housing suitable for those with special needs. In particular, the new Plan will recognise the growing importance of providing specialist accommodation for older people. Given the importance of London as a tertiary education hub, the Mayor will also seek a closer working relationship with higher education institutions to improve provision of student accommodation, provided this does not compromise identified housing capacity.
- 111 There are currently 84,000 empty homes in London (2.7% of total stock) of which approximately 35,000 have been empty for more than 6 months. Whilst this is the lowest number in the capital since the 1970s, it represents a major pool of housing that should be tapped to help improve the supply of homes. The new London Plan will seek to make the most efficient use of existing housing stock and reduce the number of long term vacant properties across London. It will also seek to ensure that there are no net losses of housing in estate renewal schemes.
- 112 A recent study produced by the London boroughs has demonstrated that over the next 10 years there will be an approximate doubling in the need for new gypsy and traveller sites across London. The Mayor intends to work with

Boroughs to address this and ensure London can meet its statutory requirements to provide appropriate sites for the gypsy and traveller community.

In reviewing the London Plan, the Mayor proposes to:

- maximise the supply of new homes in London, with new London wide housing targets. These will be based on the outcomes of the Strategic Housing Market and Land Availability assessments for London and tested against the benchmarks derived by the National Housing and Planning Advisory Unit;
- ensure that achievement of the new housing targets is coordinated with adequate provision for local services and social infrastructure to meet the needs of new residents;
- strengthen the policy approach to providing housing choices to Londoners in order to match the demand for different household types. A particular focus will be to stimulate the development of more intermediate options and family sized housing in London;
- provide greater support for meeting the housing needs of older and disabled people and for student accommodation;
- ensure that existing housing stock is used as efficiently as possible by ensuring that long-term vacant properties are returned to use;
- strengthen the approach to preventing the loss of housing, especially through estate renewal schemes and encourage the use of housing capacity for permanent accommodation rather than short-term occupation;

- provide strategic guidance and targets for the provision of pitches for Gypsies and Travellers in London; and
- emphasise the importance of securing a good social mix as an integral part of ensuring strong and inclusive neighbourhoods.

Affordable Housing

- 113 The mechanistic 50% affordable housing target in the current London Plan has proved unachievable and unresponsive to local circumstances. The Mayor is committed to removing it, increasing affordable housing output using a more collaborative approach. He intends to propose a numeric rather than a rigid percentage based regional target, informed by the SHLAA and SHMA, working with boroughs in the light of their sub-regional and local housing market assessments to ensure their own affordable housing targets fully and realistically contribute to local and strategic need and conform with the London Plan.
- 114 The Mayor's draft London Housing Strategy currently aims to deliver 50,000 affordable homes between 2008 and 2011, the larger part of which will be through new development (the rest will be coming from existing stock e.g. through Open Market Home Buy and bringing vacant properties back into active use). The Mayor will take into account the resources available from future spending rounds when setting out any new affordable housing targets for the period after 2011. It is intended that the policies in the new London Plan will be more streamlined than in the current Plan, focussed on supporting the annual delivery of the affordable housing needed

in London and to promote the development of more mixed and balanced communities. All new development will still be expected to provide the fullest amount of affordable housing based on what is financially viable. Proposals for individual schemes should be informed by rigorous development appraisals including the GLA's own industry-recognised affordable housing 'toolkit'.

- 115 Achieving the right mix of tenures in new developments is vital to ensure that sustainable communities are created and that they prosper in the future. The new Plan will reflect the importance of increasing housing choice and providing more opportunities for affordable housing whether they may be intermediate or social housing options. It will also recognise the vital importance of supporting the provision of new affordable family sized housing.

In reviewing the London Plan, the Mayor proposes to:

- streamline and reduce the number of affordable housing policies in the plan, including removing the London wide affordable housing target of 50%;
- provide a numeric target for affordable housing provision in London based on identified need, capacity, viability and creation of sustainable communities. It is intended that this will be delivered through local targets that will be derived collaboratively with the boroughs outside the planning system reflecting their local circumstances;
- support the approach to maximising

affordable housing provision in new developments in accordance with any new numeric targets based on authoritative financial viability tests;

- review the targets for intermediate housing in relation to social housing to provide more Londoners with a path on to the housing ladder, and also review the income threshold for determining eligibility; and
- give strong support for the provision of affordable, family-sized housing.

London's Housing Quality

- 116 The Mayor intends that the new London Plan should strongly promote high quality urban environments contributing to a high and improving quality of life. Design is a major element of this, and the new Plan will make clear the Mayor's expectation that the highest design and quality standards will guide all new developments (see also the Quality of Life and Response to Climate Change chapters). The Mayor's forthcoming Housing Design Guide will outline the essential requirements for all new build housing that contains affordable units or has public sector funding. As a general principle, the new Plan will extend these across all sectors unless there is compelling evidence to depart from them on the basis of distinct housing needs and the highest design standards. It is anticipated that in due course the Housing Design Guide may become formal Supplementary Guidance devolving from the new London Plan.

- 117 These new requirements will include minimum internal space standards, the greening of new homes to help address the challenges of

climate change, accessible housing and lifetime homes standards. External quality issues will also be addressed to ensure that new homes are designed to minimise opportunities for crime and antisocial behaviour and maximise outdoor amenity space. Taken together this new emphasis on housing quality will provide the functional basis for a new London vernacular in housing development.

- 118 Greater recognition will be given to the contribution of gardens (especially back gardens) to a wide range of strategic objectives such as biodiversity, reducing flood risk and contributing to local character and amenity. The new London Plan will set out a general presumption against their loss.
- 119 On too many occasions in the past the clamour to achieve the maximum permissible densities has been the overriding concern for many new developments, sometimes to the detriment of their surroundings, existing environments and local social infrastructure. The new London Plan will seek to achieve the most effective use of land but to set a clear approach to optimise densities rather than to maximise them, supplementing the existing density matrix with other relevant factors such as local context, public transport accessibility and availability of social infrastructure.
- 120 The Mayor expects that quality concerns will influence all development in London no matter the size. However, for key strategic development (for example those over 500 homes or larger than 5 hectares) the new London Plan will require

detailed planning frameworks be prepared to demonstrate how the Mayor's priorities are being achieved and how policies are considered and ultimately fulfilled.

In reviewing the London Plan, the Mayor proposes to:

- place greater emphasis on quality of new homes, including the principle of internal space and other design standards for all new housing which can help provide the functional basis for a new London vernacular in housing;
- strengthen the promotion of lifetime homes standards and wheelchair accessible housing in all new developments;
- emphasise the important and varied roles of garden space and seek a general presumption against its loss;
- refine policy to ensure housing densities are optimised across London to take more sensitive account of the need to enhance development quality, and respect its context; and
- require the preparation of planning frameworks for developments over 500 homes or 5 hectares in size, to ensure that large residential developments are planned and designed in a way that makes the greatest contribution to achieving the policies in the London Plan.

London's communities and social infrastructure

- 121 London has a proud history of welcoming people, of promoting equality and being inclusive. The city is uniquely cosmopolitan in

character, with people coming to the city from inside and outside the United Kingdom. The Mayor is determined that all Londoners should be able to share in their city's success and that there should be equal life chances for all who live, work, visit or study in the capital.

122 Housing provision meeting the varying needs of Londoners is one key element of this. Another – equally important – is providing good quality social infrastructure to meet need in line with London's continued population growth.

123 Social infrastructure includes health provision, schools, colleges and universities, community, cultural and recreation facilities, places of worship, police stations and other criminal justice or community safety facilities and many other uses and activities which contribute to making an area more than just a place to live. It is the 'glue' that can bind and strengthen local communities, creating a sense of belonging, and turning residential areas into sustainable neighbourhoods and communities. Despite its importance to people, social infrastructure provision does not always enjoy the prominence in the planning system that it deserves. Infrastructure planning is often complex, with a wide range of providers and stakeholders, various degrees of clarity and opacity around future provision and uncertainty as to the availability of funding for investment in what should be viewed as long-term community assets.

124 In reviewing the London Plan, the Mayor will seek to bolster the importance of planning for social infrastructure, so that it more accurately reflects the vital role it plays in people's lives,

in London's growth and regeneration. The new Plan will give more emphasis to securing space and provision for community facilities to meet the needs of a growing and increasingly diverse population. This will include looking at new ways of delivering services, unlocking new resources, better aligning public sector investment programmes and making existing resources work more effectively. Because of the many stakeholders involved, this will benefit from a collaborative and integrated approach to the development of policy.

125 The new London Plan will provide a strategic basis for boroughs to plan and identify sites for infrastructure in their Local Development Frameworks to comply with the national requirements of Planning Policy Statement 12. This chapter will also respond to the Mayor's health agenda and address health inequalities and plans – proactively and in advance – for the present and future health needs of Londoners.

126 As a broadly based spatial (and not just a land use) strategy, the London Plan can add distinct value by coordinating strategic infrastructure and service providers to ensure that they support the main deliverers of local social infrastructure and services – the boroughs and local strategic partnerships through community strategies, local and multi area agreements.

In reviewing the London Plan the Mayor proposes to:

- promote vigorously a more inclusive London, recognising shared values and issues as well

as the distinct needs of different groups;

- provide strategic support for the primary providers of local social infrastructure and services - the London boroughs and local strategic partnerships in their community strategies, local and multi area agreements;
- ensure that new development builds a healthy city and fosters values and activities that promote healthy lifestyles and healthier communities;
- work with strategic health, social and educational organisations to better enable local delivery agencies to provide effective and response services for Londoners;
- protect and enhance social infrastructure, community facilities and amenities; and
- promote and support higher and further education to enhance Londoners' skills and the capital's world city offer.

In reviewing the London Plan the Mayor also seeks feedback on the following questions:

- Are there further ways in which the longer term London Plan can usefully complement the shorter term Housing Strategy?
- Is there an area of social infrastructure not covered here that needs to be?
- Is the proposed approach to social infrastructure right? Is there a better approach?

127 The policies in the new London Plan’s chapter on “London’s economy” will support delivery of the objectives to ensure London:

- **Meets the challenges of economic and population growth**
- **Is an internationally competitive and successful city**

128 This chapter in the new London Plan will bring the policies relating to economic development together in one place, combining the issues and policies which do not relate to particular locations currently found in chapter 3B (“Working in London”) of the London Plan and the sections of chapter 3D dealing with retail and leisure.

Developing London’s Economy

129. Providing a planning basis for the continued growth and economic development of all parts of London will be one of the key themes of the new London Plan. The capital has had a history of change and innovation, and this is likely to remain the case for the future. The role of planning should be to facilitate that change in ways that ensure that all parts of London and all kinds of enterprises here can flourish and contribute to the prosperity of the whole city, and all of its people. The new London Plan will secure and strengthen London’s world city status, while also supporting the success of local economies and neighbourhoods.

130 The new London Plan will provide a planning policy basis for broad-based growth, continuing to support the success of economic sectors like

financial and business services such as those clustered in the City and the north of the Isle of Dogs, as well as leisure services and retail which together have been at the centre of London’s economic success over the past four decades, while also helping to build the conditions for new sectors to emerge and play their part in a thriving and diverse city economy. This does not mean trying to “pick winners”, in the way Government tried in the 1960s and 1970s. Rather we will ensure that there are the workspaces, environments and infrastructures that enterprises of all kinds and sizes need to develop.

131 With this in mind, the new Plan will set out policies focussing on the needs of small and medium-sized enterprises, particularly to ensure availability of workspaces that are both suitable for their needs and affordable.

132 The new Plan will also encourage economic development across all areas of London. There will be particular emphasis on supporting the greater contribution outer London can make to the capital’s economic success. The Outer London Commission convened by the Mayor to look at policies to help enable this will issue an interim report in time to inform Plan policies.

133 This approach will not be at the cost of central London, or of the sectors of the economy that cluster there. The continued success of these will continue to be crucial to the capital and to the United Kingdom as a whole, and there will be no question of trying to inhibit their success in an effort to make other sectors or parts of London thrive. In the same way, supporting small

and medium sized enterprises will not be at the expense of ensuring larger ones have the room to grow – London’s economy is disproportionately dependent on larger employers, and so they are of particular importance to our continued prosperity.

In reviewing the London Plan, the Mayor proposes to:

- emphasise the need for greater recognition of the importance of enterprise and innovation;
- enable the continued development of a diverse economy across all parts of London, ensuring the availability of sufficient suitable workspaces for all types of enterprises;
- promote outer London as an attractive location for national government as well as businesses, giving access to the highly-skilled London workforce while also allowing use of office space cheaper than that in central London;
- support the distinctive and crucial contribution to London’s economic success made by central London, and the specialist clusters of economic activity that exist there; and
- continue to promote London as a suitable location for international and European agencies

Offices

¹³⁴ As we have seen, in recent decades London’s economy has been increasingly service-based, and this is likely to continue. As a result, ensuring there is enough office space of the right kind in the right places is a key task for the London planning system.

¹³⁵ The new London Plan will set out demand benchmarks and promote a flexible approach to encouragement of mixed use development recognising differences between different parts of London. It will also set out the basis for addressing surplus office capacity in parts of outer London while encouraging renewal and modernisation in viable locations, informed by the recommendations of the Outer London Commission. The new Plan will support the conversion of surplus offices to other uses as part of local plans and strategies to manage change and promote mixed-use development. Particular support will be given to examining the scope for re-use of otherwise surplus large office space for smaller units.

In reviewing the London Plan, the Mayor proposes to:

- encourage renovation of existing office stock, as well as increasing new provision;
- encourage physical improvements to the business environment;
- clarify the approaches to be taken to office markets in different parts of London (including outer London); and
- encourage mixed-use development with different approaches for places where high office values will generally support other uses, and those where other uses (such as residential) may be higher and support some office space renewal.

Industry

136 Even in an increasingly service-based economy, there will need to be space for less high-value activities which are crucial to sustaining the city's metabolism – manufacturing and maintenance, waste management and recycling and wholesale and logistics, for example. As mentioned in Chapter Two, the London Plan will promote a more rigorous approach.

In reviewing the London Plan, the Mayor proposes to:

- encourage a more rigorous, managed approach to future release of surplus industrial capacity (see Chapter Two); and
- facilitate an exceptional approach to ease release of industrial land in the Lower Lea Valley to support regeneration arising from the 2012 Games.

The visitor economy

137 Tourism plays a vital part in London's economy. In 2006, over 26 million visits were made here and visitors spent about £10.1 billion. In 2007, it supported 257,000 jobs in London. The new London Plan will continue to support development and growth of the capital's visitor economy, and place a new emphasis on improving the availability of hotel accommodation that is genuinely accessible to all.

In reviewing the London Plan, the Mayor proposes to:

- bring policies on tourism and the visitor economy – currently spread across two chapters of the existing Plan – into one place; and
- set a new London standard for availability of wheelchair accessible hotel rooms.

Encouraging a connected economy

138 Successful service-based economies like London's increasingly depend upon an infrastructure that facilitates the rapid transfer of information, speedy and easy access to advice and services and a flexible approach to where work takes place and when. This can also help deliver wider planning objectives, such as reducing congestion on traffic networks at peak hours by supporting forms of home working.

In reviewing the London Plan, the Mayor proposes to:

- facilitate the provision and delivery of the information and communications technology infrastructure a modern and developing economy needs; and
- support the use of information and communications technology to enable easy and rapid access to information and services and support ways of working that deliver wider planning, sustainability and quality of life benefits

Arts, culture and entertainment

139 London's thriving cultural enterprises and areas are a major part of what makes the capital a vibrant and exciting place to work and enjoy. The London Plan will continue to encourage a supportive approach to planning for these businesses and activities.

In reviewing the London Plan, the Mayor proposes to:

- ensure a supportive policy framework to underpin the continued success of London's rich range of arts, culture and entertainment enterprises;
- support a vibrant and diverse cultural offer for all parts of London;
- identify and clarify policies on Strategic Cultural Areas, Cultural Quarters and cultural facilities, provide principles to protect and enhance them and encourage their development in outer London;
- provide more generic policy guidance for local designation and development of cultural quarters to accommodate new arts, cultural and leisure activities, and enable them to contribute more effectively to regeneration;
- encourage the sustainable management of the night-time economy, particularly in identified strategically important locations, allowing greater account to be taken of cumulative impacts of night-time uses and saturation levels beyond which they have unacceptable impacts on the environmental standards befitting a world city and quality of life for local residents;

- strengthen protection for creative work (including artists studios) performance spaces (such as theatres and music venues) and related (e.g. rehearsal) facilities; and
- support the temporary use of vacant buildings for performance and creative work.

New and emerging economic sectors

140 London's history has been one of constant economic change. New economic sectors will emerge and grow in importance between now and 2031. The new London Plan will set out a planning policy framework within which this kind of development can happen and, where appropriate, be supported through use of planning powers (including use of planning obligations and land acquisition powers). An important aspect of this will be to support innovation and research, and to position London to make the most of its universities and research institutions, including recognising the relevant parts of central London. Another will be to ensure that London is well positioned to accommodate expansion of the 'green' business sector.

In reviewing the London Plan, the Mayor proposes to:

- support innovation and research, including strong promotion of London as a research location and encouraging the application of the products of research in the capital's economic development;
- give strong support for London's higher and further education institutions and their development, recognising their needs for accommodation and recognising the special

status of the parts of London where they are located;

- ensure availability of sufficient workspaces appropriate to the needs of emerging sectors of the London economy; and
- support development of a Green Enterprise Zone in the Thames Gateway

Supporting retail, town centres and town centre development

- 141 London's network of diverse town centres is one of the distinctive features of our city, and a key element in outer London's development. The new London Plan will continue to provide strong support for town centres as the priority locations for growth beyond central London. This is another area where the Outer London Commission may make proposals to inform London Plan policies.
- 142 A vibrant, diverse retail sector will be an essential element of London's success. Not only is it vital to ensuring that Londoners have access to the goods and services they need, but the retail trade is an important employer across all parts of London, and it has a central part in supporting the health of town centres. The availability and accessibility of local shops is an important aspect of ensuring "lifetime neighbourhoods" (see paragraph 182). Shopping is also a vital part of London's offer to visitors. Street and farmers' markets can help meet Londoners' varied dietary requirements and make significant contributions to the vitality and viability of town centres.

In reviewing the London Plan, the Mayor proposes to:

- set out the broad quantum of retail floor space that London will require over the period to 2031;
- support the improvement and upgrading of London's rich network of town centres using this as the framework to support availability of a range of competitive retail facilities across London so that people have ready access to the goods and services they need;
- promote a proactive approach to managing growth within and on the edges of town centres, and encourage joint work between public and private sectors to identify and bring forward new development opportunities to meet identified needs in appropriate locations;
- support a successful and diverse retail sector across London from international retail destinations to district and more local shopping centres, and set out proposals for use of the planning system to secure affordable small shop units in major retail developments;
- support street and farmers' markets, their development and expansion; and
- promote Shopmobility and other measures to ensure retail centres are accessible to older and disabled Londoners.

Sports facilities

¹⁴³ Sports and recreation facilities are important parts of the social infrastructure that neighbourhoods need, providing a range of social and health benefits. Backed by the Mayor's forthcoming Sports Legacy Plan these are likely to be given increasing prominence by the 2012 Games.

In reviewing the London Plan, the Mayor proposes to:

- identify and support the delivery of sporting and recreation facilities of sub-regional importance, and provide a positive policy framework for the development of more local provision.

The 2012 Games

¹⁴⁴ The period covered by the new London Plan will see the holding of the 2012 Olympic and Paralympic Games and the work that will follow to secure and build upon their legacy.

In reviewing the London Plan, the Mayor proposes to:

- bring the 2012 - related policies together to provide a strong basis for this activity and ensuring its benefits are felt across London;
- set out policies required to support the holding of successful Olympic and Paralympic Games in 2012;
- ensure the Games provide a substantial and lasting legacy of improvement in the urban realm, transport and other infrastructure, green and open spaces, housing and economic

development in east London and across the capital as a whole; and

- set a strategic direction for development and implementation of the Lower Lea Valley Opportunity Area Framework and the Olympic Legacy Masterplan Framework

Improving opportunities for all Londoners

¹⁴⁵ While ensuring Londoners have the skills they need for a changing economy goes beyond the scope of a spatial development strategy (and will be dealt with in more detail in the Economic Development Strategy and by the London Skills and Employment Board in its strategy), this is an issue that has important planning implications. If London's enterprises cannot recruit the staff they need from within London, they will have to look further afield, with all the implications this will have for commuting and development in our neighbouring regions.

In reviewing the London Plan, the Mayor proposes to:

- support the availability of a range of jobs, skills and other opportunities meeting the needs of all Londoners, especially for groups facing particular barriers and challenges to success in the labour market; and
- set a clear spatial context for the work of the London Development Agency and the London Skills and Employment Board in ensuring Londoners have the skills needed by their city's enterprises

Chapter 5 – London’s response to climate change

146 The policies in the new London Plan’s chapter on “London’s response to climate change” will support delivery of the objective to ensure London is:

- **A city that becomes a world leader in improving the environment**

It will cover policies found in chapter 4A of the current London Plan.

147 The Mayor is committed to making London a world leader in tackling climate change. He is taking steps to ensure London develops a low carbon future and through the London Plan he intends to ensure the planning system makes the fullest contribution to the mitigation of and adaptation to climate change. This approach will reflect the Mayor’s emerging Climate Change Mitigation and Energy, Climate Change Adaptation and Water strategies.

148 There are other important environmental issues related to the management of water, waste, minerals, contaminated land and hazardous substances. The new London Plan will set out policies to address the key environmental issues and risks facing London and to manage its scarce resources responsibly and effectively.

149 By its nature, the London Plan focuses on new development, and on the ways the planning process can be used to deliver climate change objectives. Development is only part of the picture, and other strategies will deal with the other steps that can be taken – the Mayor’s Transport Strategy, for example, will deal with

the mitigation and adaptation issues surrounding transport.

Climate Change Mitigation

150 ‘Mitigation’ relates to actions to reduce further climate change through the reduction of greenhouse gas emissions. The principal greenhouse gas that contributes to climate change is carbon dioxide (CO₂) of which London produces 44 million tonnes of emissions per year (excluding aviation). If no action is taken London is forecast to increase these emissions by 15 per cent to 51 million tonnes by 2025.

151 The Mayor is committed to tackling climate change and to reducing carbon emission levels to a safer level (a 60 per cent reduction in emissions below 1990 levels by the year 2025). Alongside other Mayoral initiatives, the London Plan can contribute to this target by ensuring CO₂ emissions from new development are minimised and by enabling London to move towards a low carbon future through the development of sustainable energy sources.

In reviewing the London Plan the Mayor proposes to:

- set challenging CO₂ emissions reduction targets to reflect the contribution the London Plan can make towards the wider reduction target of 60 per cent by 2025;
- promote a balanced approach to encouraging sustainable energy in new development in London, and retain the London Plan ‘energy hierarchy’ to reflect the established preference to firstly use less energy, secondly supply

energy efficiently and thirdly use renewable energy;

- require an energy assessment with all planning applications to demonstrate adherence to the 'energy hierarchy';
- strengthen the policy approach to energy efficiency and conservation in the design of new buildings, and the promotion of decentralised heating, cooling and power systems;
- strengthen the policy approach to promote area based heating and cooling networks;
- explore the feasibility of introducing a 'cooling hierarchy' to illustrate preferences for meeting the cooling needs of new developments;
- develop a pragmatic approach to stimulating the uptake of renewable energy and outline London's potential capacity for renewable energy to reflect European Union and national requirements;
- as one of the range of policy mechanisms towards meeting CO₂ reduction targets, consider the use of the national Code for Sustainable Homes with the expectation that, where possible, new development in London will achieve the highest code levels for energy considerations;
- give strong support for the development of alternative fuel sources, such as infrastructure for electric vehicles and hydrogen; and
- support the provision of the energy infrastructure a growing city needs, ensuring a resilient, reliable and sustainable supply in a changing energy environment.

Climate Change Adaptation

152 'Adaptation' relates to actions responding to irreversible climate change that we are now experiencing, and are projected to experience in the future, and the impacts of this on Londoners and on the built and natural environment.

153 As we have seen, London can expect to experience warmer and wetter winters, and hotter and drier summers, with more frequent and intense extreme weather events. These conditions have already been felt throughout London in recent years. The significant impacts of these conditions on London are the increased probability of drought and overheating during summers, and increased risk (both the probability and the consequences) of flooding from increased river flows, more intense rainfall and increasing sea levels and surge tides. London also experiences the phenomenon of the 'urban heat island' effect whereby central London is significantly warmer at night compared with more rural locations, due to the absorption of solar radiation by buildings and roads during hot summer days and heat generated from traffic and energy use. This can have significant impacts on health and comfort, and on use of energy for cooling.

154 The new London Plan will promote the most effective measures to enhance London's adaptation to these effects, principally through minimising overheating, reducing flood risk; improving water efficiency; and protecting and enhancing green infrastructure. The latest UK climate projections produced by the Department of the Environment, Food and Rural Affairs

and the Meteorological Office are due to be published in Summer 2009 and these will be taken into account in the drafting of the new London Plan.

- 155 Climate change will also increase the demands on already stressed water supplies and infrastructure. The new Plan will highlight the importance of working with London's water companies and the water regulators to continue to plan strategically for the management of such resources.

In reviewing the London Plan the Mayor proposes to:

- minimise overheating in buildings, excessive heat generation and offset the contribution of development to the 'urban heat island';
- encourage and support the promotion of urban greening through the development and enhancement of open space, green infrastructure and living (green) roofs and walls;
- strengthen the policy approach to adaptation and resource efficiency in the design of new buildings;
- strengthen policies to minimise and manage flood risk in London and its risk to development and infrastructure and provide the basis for a coordinated approach by the Mayor, boroughs and other organisations to managing strategic flood risks;
- continue to promote sustainable drainage across London through the use of the established 'drainage hierarchy' and

investigate solutions to address existing areas through the Drain London project.

- protect and conserve water supplies and water resources through improved infrastructure and maximum water use targets for new development. The Mayor will also explore the concept of water neutrality;
- support improved sewerage infrastructure, in particular the principle of the Thames Tideway Sewer; and
- ensure that the water quality of London's water bodies and rivers is protected and improved.

Waste

- 156 The Mayor believes that making better use of waste has a major role to play in tackling climate change. He believes that London's waste is potentially a valuable resource that can be exploited for London's benefit and should not be viewed solely as a disposal problem.
- 157 London cannot deal with these issues in isolation. The Mayor intends to work closely with neighbouring regions and local authorities to ensure these challenges and opportunities are addressed in the most environmentally-friendly and effective ways possible. London has a leading part to play in ensuring this.
- 158 With this in mind, London should manage as much of London's waste within London as practicable so that London and Londoners receive environmental and economic benefits from waste management. Likewise, the Mayor believes that boosting recycling performance will deliver environmental and economic benefits

to London. Rather than focussing on particular waste treatment technologies the Mayor will consider environmental outcomes for London. Through the London Waste and Recycling Board (LWaRB), the Mayor will collaborate with boroughs and other partners to make the capital a global beacon of best practice in waste management. Waste issues have been thoroughly examined in the London Plan Examinations in Public in 2006 and 2007 and the Mayor sees no benefit in reopening recent debates, particularly around apportionment methodology. However, data on projected waste arisings – the key input to waste to be managed, apportionment, and self-sufficiency – will be updated. Based on what this exercise reveals, it may be necessary to revise targets in the Plan.

In reviewing the London Plan the Mayor proposes to:

- manage as much of London's waste within London as practicable;
- create positive environmental impacts from waste processing;
- commission new, independent, borough-level projections of London's waste arisings;
- review the definition of waste to be managed in London;
- adopt a more flexible approach to self-sufficiency so that the carbon outcome of the treatment method and transportation are given greater consideration;
- adopt a 'zero waste to landfill outside London' aspiration;
- set new recycling/composting targets;

- use the existing waste apportionment methodology;
- use the preference for new and emerging technologies but shift towards output-based specification to ensure the best possible environmental outcomes; and
- move towards fewer, larger waste sites – protect existing waste sites, and work collaboratively with boroughs to identify strategic sites with waste management potential to capitalise on economic opportunities.

Minerals

159 Transport is a major contributor to climate change, so producing more aggregates locally for development in London, will help reduce the environmental impact of mineral extraction. However, the current existing target is a very challenging one and the Mayor is not persuaded that setting a higher target would actually increase production.

In reviewing the London Plan the Mayor proposes to:

- leave the current target of 1 million tonnes (mt) of land won aggregate per annum unchanged.

Contaminated Land/Hazardous Substances

160 It is far more sustainable to bring contaminated land (usually in built up urban areas) back into use than to develop new sites (often greenfield). As such it is not proposed that the current approach to contaminated land will be changed.

In reviewing the London Plan the Mayor proposes to:

- retain the current approach to remediating contaminated land and bringing it back into beneficial use; and
- work with boroughs and the Health & Safety Executive to review their approach to developments in proximity to locations of hazardous substance storage.

In reviewing the London Plan the Mayor also seeks feedback on the following questions:

- The Mayor is committed to achieving significant reductions in energy demand and CO₂ emissions from new development in London; however, do you find the existing policies related to sustainable energy in the London Plan easy to understand? Are there any areas that require clarification or improvement?
- What do you see are the biggest challenges to the use of renewable energy in new development in London? How can the London Plan help overcome these challenges?
- Should the London Plan outline a preference for onsite over offsite renewable energy in new development? Or should no preference be shown at all?
- In situations where new developments falls short of meeting policy requirements for the use of sustainable energy, do you support the use of financial contributions as an alternative? All contributions would be

pooled and used to support other sustainable energy initiatives to benefit London.

- Do you have any suggestions for how new development could better deal with overheating given London's changing climate?
- Some towns and cities have minimum targets for increasing urban greening, including green space, living roofs and vegetation in their central areas as a way of offsetting rising temperatures due to climate change (Manchester, for example, has identified the need for a 10 per cent increase in green space cover). Would such an approach be appropriate for central London?
- What can the London Plan do to better promote the uptake of living roofs and walls in new development across London?

161 The policies in this chapter (which covers the policies contained in chapter 3C of the current London Plan) will support delivery of all the London Plan’s objectives, given the importance of ensuring accessibility and the environmental and other impacts of transport in London. There is one objective dealing with transport specifically, aimed at ensuring London is:

- **A city where it is easy, safe and convenient for everyone to access jobs, opportunities and facilities** with an efficient and effective transport system, which places more emphasis on walking and cycling and making better use of the Thames, and supporting delivery of all the objectives of this Plan.

162 Although the main source of policy on transport is the Mayor’s Transport Strategy (MTS) (being reviewed alongside the London Plan), ensuring a coordinated approach between transport and land use planning and provision of infrastructure and services to address the needs of a growing and increasingly diverse city is integral to delivering the Mayor’s vision and detailed objectives for the London Plan. There is also much the planning system can do to ensure effective and environmentally supportive transport choices, whether in making sure that land use and transport issues are taken into account in considering individual developments or in setting strategic planning policies.

163 In looking at how London should develop, the Mayor believes it essential to consider where people will live, work and take their leisure, and

how they will move between these activities. For a range of reasons, the best option is to reduce the distance between these activities, and simply reduce the need to travel longer distances. This is one of the reasons why the Mayor has set up his Outer London Commission – to make sure that outer London is enabled to deliver its full potential.

164 However, this is not always possible in a complex urban environment like London, with its specialist clusters of activities. This means we also have to look at the infrastructure needed to support London’s growth. Without this, the city will grind to a halt.

165 The Mayor will make sure that decisions on development and on transport investment are properly coordinated, helping to deliver linked communities enabling those living in them to enjoy the opportunities their city provides to the full. Crossrail is the most important example, linking and providing additional transport capacity in some of London’s most economically important places and other places with significant development capacity, particularly to the east. In other places, this will involve looking at investment and service planning for our bus, rail and underground and road networks. The Statement of Intent for the Mayor’s Transport Strategy addresses this in greater detail including the distinct issues facing Outer London and the ways in which improvements to orbital movement can help achieve the Mayor’s broad transport objectives there.

166 The hidden costs of transportation cannot be overlooked. It contributes significantly to carbon dioxide emissions, air and noise pollution and can affect people's health and quality of life. It can also have major effects on the quality of the streetscape and wider public realm.

167 It is important that the right balance is struck. This is why, for example, although the Mayor recognises the importance of maintaining and enhancing London's global links, he firmly opposes the current plans for a third runway at Heathrow. It is also important to try to substitute less environmentally damaging transport options for more damaging ones – for example, cycling and walking and use of electric cars where appropriate. The Mayor also particularly supports the use of the River Thames, and other navigable waterways for the transportation of people and goods. He recognises that facilities and land are required for these activities and proposes to maintain the safeguarding of a number of strategic wharves (see Chapter Seven).

168 The Transport chapter of the new London Plan will be shorter and more focussed. It will also be worded and arranged to be easier to use by key users, and thus more effective.

Transport and spatial development integration

166 Close co-ordination of the provision of transport infrastructure and services with land use development is essential to support London's continued development and growth. Good public transport access will not in itself guarantee

development but it is a necessary condition for a successful city – one in which everyone has easy, safe and convenient access to jobs, opportunities and facilities.

169 In particular, the Outer London Commission is examining the kind of transport capacity and infrastructure that might be needed in outer London, supported by the work of Transport for London. The need for new planning policies will be considered in the light of its recommendations, and will be closely coordinated with the development of the Mayor's Transport Strategy.

In reviewing the London Plan the Mayor proposes to:

- match development to transport capacity;
- safeguard land for transport;
- bring together policies promoting particular transport modes in appropriate circumstances – combining policy on integrating transport and development with policy on sustainable transport; and
- support the provision of transport infrastructure and services to aid regeneration in Outer London.

Connecting London

170 London's economy and quality of life depend to a significant extent on the capacity and range of its strategic transport networks.

In reviewing the London Plan the Mayor proposes to:

- support strategic rail services – international, inter-regional, domestic for commuters, services within London – and high-speed rail hubs; and support improved public transport access to ports, rail termini and airports; and
- recognise that further runway capacity will be needed in the South East to meet London’s needs; emphasise sustainable airport operations; resist the provision of further capacity at Heathrow; refer to work being carried out to evaluate alternatives elsewhere in the south east, including exploring the possibility of a Thames Estuary airport; and continue the current policy approach to heliports

Public transport

171 Public transport offers an efficient and sustainable means of carrying large numbers of people, and is particularly important in getting people to their places of work in London relatively quickly. A viable public transport alternative is key to tackling road congestion, while providing access for many people unable to travel by car. London’s public transport network has helped shape London’s development and will continue to do so – especially where improved connections can facilitate employment and housing growth, such as in Outer London.

172 This document does not include a detailed schedule of transport schemes (along the lines of table 3C.1 in the current London Plan). This will

be set out in the draft new London Plan, when issued for consultation later this year.

In reviewing the London Plan the Mayor proposes to:

- bring together current policy on public transport – on increasing the capacity, quality, accessibility and integration of public transport; on improved underground and DLR services; on bus priority, tram and busway transit schemes; the phasing of transport infrastructure provision; and on public transport security;
- improve public transport capacity;
- cross-refer to the draft alteration to the current London Plan and supplementary guidance on the funding of Crossrail; and
- support the provision of appropriate transport in the Thames Gateway

Reducing congestion and making better use of London’s streets

173 London’s streets perform a variety of functions – they should provide a safe and pleasant means of travelling on foot, by cycle, bus or car; and act as a network of attractive public spaces in which people can interact. The new Plan will emphasise facilitating essential access for people, goods and services, and give strong support for cycling, walking and taking the bus – in town centres, other parts of Outer London and across central London.

In reviewing the London Plan the Mayor proposes to:

- develop a new, criteria based, approach to road schemes which would allow them to go ahead if overall congestion reduces, there is local economic benefit, and conditions for pedestrians, cyclists and public transport improve;
- tackle congestion and traffic reduction, including investigating road user charging in the future;
- allocate street space in line with MTS priorities, including shared space, where appropriate, (taking account of the safety of all pedestrians, particularly visually impaired people); improve conditions for buses; and investigate coach hubs;
- substantially strengthen policy on walking and support the “Legible London” initiative;
- put in place strong policies supporting cycling, with reference to the Velib cycle rental scheme and cycling superhighways;
- develop new cycle parking standards; and
- strengthen policy on public realm enhancements.

Parking

174 The Mayor intends to set out a parking regime which balances the environmental desirability of reducing car use with the need to provide attractive viable development in town centres, while recognising that many people will continue to travel by car, particularly in outer London. This may be an issue that will be considered by the Outer London Commission, and may be addressed in the draft new Plan.

- 175 In particular, the Mayor intends to use the new London Plan to put in place new standards for cycle parking, and for parking spaces and power points for electric cars. These will provide strong support for the use of environmentally friendly forms of transport.
- 176 Coaches play an important part in London’s visitor economy, and also provide a cheap form of inter-city travel. The new Plan will encourage the provision of facilities for coaches that minimise impacts on road network capacity and on residential amenity.

In reviewing the London Plan the Mayor proposes to:

- bring together current Plan policy on parking strategy and parking in town centres;
- promote increased and more widespread use of electric vehicles by securing charging points in car parks through parking standards;
- take account of any findings and recommendations of the Outer London Commission in respect of parking in town centres in outer London; and
- encourage a collaborative approach by Transport for London, borough councils and others to identifying suitable locations for coach parking and other facilities.

Freight

177 The Mayor believes that an efficient logistics system and related infrastructure is essential to London’s competitiveness, and that the new Plan should facilitate freight distribution in a

way that minimises congestion and any adverse environmental impact.

In reviewing the London Plan the Mayor proposes to:

- promote strategic rail freight interchanges to reduce lorry movements and emissions, accepting that given their size these are likely to be located in the Green Belt;
- acknowledge the importance of multi-modal freight transfer capacity to London's economy and that of the greater south east of England;
- recognise the role of, and safeguard where appropriate, railheads for aggregates distribution; and
- support consolidation centres and encourage 'break bulk' facilities – sites that allow distributed goods to be moved from large lorries onto smaller and more environmentally friendly vehicles.

In reviewing the London Plan the Mayor seeks feedback on the following questions:

- Is the suggested approach to airport policy reasonable?
- Given financial constraints, what else can the Mayor do to boost public transport?
- Is the approach to walking and cycling feasible / workable?
- Do you support the new approach to road schemes?

Chapter 7 – London’s Quality of Life

178 The policies in this chapter will contribute to meeting four of the objectives for the London Plan – ensuring London is:

- **An internationally competitive and successful world city**
- **A city of diverse, strong, secure and accessible neighbourhoods**
- **A city that delights the eye**
- **A city that becomes a world leader in improving the environment**

It will bring together policies currently found in chapters 3D (“Enjoying London” – in particular those dealing with improving London’s open environment), 4B (“Designs on London”) and 4C (“The Blue Ribbon Network”).

179 The quality of life that Londoners experience when living, working, visiting and moving around London is fundamental to how they feel about the city. The Mayor intends to protect what is valued and distinctive about London and its neighbourhoods, while enabling growth and change where appropriate. Quality of life covers a broad range of cross-cutting policy areas on design, heritage, local character and views, access and inclusive design, safety, security and resilience, green infrastructure, biodiversity, air quality, soundscapes and the Blue Ribbon Network of waterways that all contribute towards making London a special place.

Building London’s neighbourhoods and communities

180 London’s neighbourhoods have distinct architectural, cultural, social and historical

characteristics. Together, they offer Londoners an enviable variety of urban, semi-urban, or suburban places in which to live and work. People often choose their particular neighbourhood because it has a character that suits their lifestyle, because they feel at ease there, have a sense of belonging to it and to its community. The character and cohesiveness of London’s neighbourhoods is integral to the quality of Londoners’ lives.

181 Neighbourhoods evolve as they adapt to the needs of residents and businesses. In a successful city, the existing character informs its future, ensuring each new development contributes to the story of the place and its people. Architecture and urban design are central to this and, therefore, to quality of life. London’s new buildings must be every bit as distinctive as our historic buildings, World Heritage Sites, royal parks and gardens. The best way to achieve this is to ensure buildings are designed to suit the climate, physical context and to be responsive to the needs of residents and businesses. They should be of the highest quality, especially if they are large, tall or prominent. Tall buildings have their place – particularly where they already exist, but wherever they are proposed, they should have regard to the context of their surroundings. As part of the review of the London Plan an investigation will be undertaken to identify appropriate locations for tall buildings in London.

182 The new London Plan will support London’s diverse neighbourhoods and communities. It will increase opportunities for everyone to access

and participate in their communities and it can help Londoners to enjoy and feel secure in their neighbourhoods through all stages of their lives. In particular, the Lifetime Homes concept will be extended to the neighbourhood level, supporting development of “lifetime neighbourhoods” which are welcoming, accessible and inviting to everyone regardless of age, health or disability and provide local facilities available to all.

In reviewing the London Plan the Mayor proposes to:

- support boroughs in identifying, protecting and enhancing the local architectural and social and cultural character that contribute to the local context of places that needs to be considered alongside the broader economic and physical development objectives of the London Plan
- ensure homes, places of work and leisure, streets, neighbourhoods, parks and open spaces are designed to meet the needs of all Londoners in all stages of their lives. Standards will be set out to encourage development of ‘Lifetime neighbourhoods’ that provide a range of facilities accessible to everyone.
- seek a policy framework that allows the physical environment to play its part in facilitating community health and cohesion. Air quality, acoustics, personal safety and security and meeting the highest standards of accessible and inclusive design principles will be crucial to this policy framework.
- ensure that architecture and design of public realm is of the highest quality, responsive

to London’s climate, relevant to the physical context and accessible to all users.

- tall buildings will continue to have a place in London, but they will be sited where the existing context, and boroughs, can support them. All buildings in the Thames Policy Area will contribute to the Thames riverscape
- improve policies that seek to ensure that London remains resilient to emergencies and is designed to minimise their likelihood. New development will contribute to sustainable surface water drainage and flood storage

Protecting London’s heritage

183 London has a unique heritage of historic buildings and places. Its built heritage is often appreciated as views of landmarks seen across the river, from the hills that surround central London or within a setting of modern buildings. The consistent implementation of the London Plan policy framework set out in the London Views Management Framework is crucial to the protection and enhancement of the experience of understanding the history of London and helping orientation in the city. The new London Plan will re-establish the framework for the protection of these views of the strategically important landmarks including the World Heritage Sites and also ensure that spatial planning takes into account the contribution of conservation areas and listed buildings that are fundamental to creating a sense of place at a local level.

184 London is a growing and dynamic city and there are areas where tall buildings of high quality design can be an appropriate and stimulating feature of the townscape. The City, Canary Wharf

and Croydon are three places where the existing context can make new tall buildings appropriate. The new London Plan will need to consider how best to determine other locations where tall buildings might be located.

In reviewing the London Plan, the Mayor proposes to:

- ensure that protection of world, national and local heritage is at the heart of spatial planning, including outlining the links with World Heritage Site Management Plans;
- promote conservation led regeneration; and
- put in place policies and guidance to ensure the protection of the designated strategic views.

Protecting London's Open and Natural Environment

185 The extent and quality of its parks and gardens are among London's key attributes. Locally, they make a huge contribution to Londoners' feelings of ownership and belonging to a community. Yet in too many areas there are deficiencies in open space.

186 The new London Plan will protect all open spaces from inappropriate development, seek to enhance their quality, promote opportunities for creating new green spaces and to increase usage. Creating a network of open spaces across London and improving access to them will maximise the current and potential benefits to communities brought by this green infrastructure for health, sport, recreation, children's play, biodiversity, local economies and regeneration, culture, urban

greening to adapt to and mitigate for the effects of climate change, flood alleviation and growing food as well as for tranquil reflection.

187 The East London Green Grid has been recognised as an exemplary project in linking strategic and local approaches to securing multifunctional green infrastructure. This approach will be extended to the rest of London. It recognises the role of distinct local character and emphasises the importance of working closely with borough partnerships and statutory undertakers on a sub regional basis, developing priorities for implementation and so to achieve a London wide strategy.

188 The new Plan will also set out policies to maximise the contribution trees and woodlands make to the quality of life in London. It will set out policies for their protection, enhancement and increase, particularly with respect to street trees. Many boroughs already have tree strategies and the Mayor would like to see all boroughs prepare them to provide a framework that protects, enhances and expands this resource.

189 The London Biodiversity Partnership is preparing a framework for biodiversity delivery in London. This will support implementation of the London Plan including regional habitat and enhancement targets.

In reviewing the London Plan the Mayor proposes to:

- protect, promote and improve access to the network of open spaces, strengthening the

promotion of urban greening and urban agriculture;

- extend green grid principles from East London to a London wide project and provide the basis for supplementary guidance as a mechanism for developing implementation priorities in sub regional partnerships. This will include support for Green Arc partnerships with local authorities in neighbouring regions and the extension of the principles underlying the East London green grid Londonwide;
- consider the need for overarching landscape policies to protect and enhance those of strategic heritage, biodiversity or more local value;
- ensure Green Belt and Metropolitan Open Land policy continues to give very strong protection against inappropriate development and promote positive uses of the countryside and urban fringe;
- strengthen protection of local open spaces, including playing fields;
- address deficiencies of open space, green corridors and green chains, in particular supporting regional and metropolitan park opportunities and working in partnership towards developing implementation frameworks, such as the Wandle Valley Regional Park;
- highlight the importance of Borough Open Space Strategies as part of the evidence base for borough LDDs;
- encourage new development to provide for children's and young people's play and informal recreation;

- protect, promote and enhance biodiversity. Update the targets for restoration and recreation of priority habitats in conjunction with the London Biodiversity Partnership and update policy on geodiversity to fulfil requirements of Planning Policy Statement 9 (on biodiversity and geological conservation);
- set out policies to protect street trees and secure tree planting in new development, and reinforce best practice guidance for boroughs on the preparation of tree strategies; and
- support work with boroughs on implementation of the Environmental Noise Directive action planning requirements, including quiet areas within open spaces.

Air Quality and Noise Issues

¹⁹⁰ Both the quality of the air inside and outside buildings and the amount of noise to which individuals are exposed are crucial to the perception of quality of life. In parts of the capital the bustle and vibrancy of the street and public realm are key parts of its attraction, but everybody needs a tranquil space for reflection at times and quiet areas in our green open spaces can be designed to offer these.

¹⁹¹ The Mayor will be producing a revised strategy on Air Quality later in 2009 and this will also address issues relevant to quality of life. Work is currently being undertaken by the Department of the Environment, Food and Rural Affairs and the GLA on noise and soundscapes and on identifying Quiet Areas that are to be protected, as required by the EU Environmental Noise Directive. In addition the action plans to be

drawn up under the Directive are expected to set out processes for identifying areas where noise is too high and needs to be reduced. London Plan policy will need to reflect any spatial outcomes from this work.

In reviewing the London Plan the Mayor proposes to:

- set out the key air quality issues to be considered in assessing planning applications;
- reflect the new statutory requirement to reduce human exposure to air pollution;
- consider developing minimum standards for large emitters of pollution, such as biomass plants and large CHP. Refer to the best practice guidance on control of dust and emissions from construction and demolition and to new initiatives such as accreditation of emissions abatement equipment;
- seek to reduce noise and enhance soundscapes; and
- reflect any spatial implications of the emerging Environmental Noise Directive Action Plans.

Blue Ribbon Network

¹⁹² The new London Plan will reflect the Mayor's commitment to making the best use of the water environment within London - the Blue Ribbon Network. This encompasses the River Thames, the canals, tributary rivers and streams and the docks, reservoirs and lakes within London.

¹⁹³ This Network brings together a huge range of different places, used for many different purposes, but which share the unique attribute

of water. This water-space is relatively scarce and the new London Plan will seek to ensure it is used as effectively as possible. This will be for waterborne transport, recreation, environmental or habitat uses. It also has a vital role in meeting the challenge of greater flood risk.

¹⁹⁴ Navigable waterways, especially the Thames, offer a real alternative mode of transport with capacity to expand. Over the past eight years passenger transport on the Thames has seen a doubling of passenger numbers. The Mayor has established a River Services Concordat group involving the key stakeholders. The group is tasked with ensuring the continued and sustained growth of river services and is progressing a suite of measures to implement this. The London Plan will support these measures.

¹⁹⁵ Waterborne freight also has the capacity to expand. As well as the Thames, there may also be some opportunities to move freight on London's canal network. The new London Plan will continue the safeguarding of a number of sites for river cargo purposes. Experience has shown that it is possible to safeguard wharves while also enabling some development, and the new London Plan will continue to give support for this pragmatic approach.

¹⁹⁶ The EU Water Framework Directive is being delivered in London through the Thames River Basin Management Plan (RBMP). The Draft RBMP has been published by the Environment Agency and seeks to ensure that the rivers and waterbodies are of good ecological status or

potential. The recently launched London Rivers Action Plan sets out a number of methods and locations where river restoration should take place. The London Plan will promote these approaches.

- 197 Waterways offer opportunities for active water related leisure and sport. Other parts of the Blue Ribbon Network offer peaceful areas for informal recreation and for nature to thrive. With the accelerating pace of life, these havens of peace are increasingly valuable and should be protected.
- 198 Waterways are also complex, requiring a specialised approach to their planning and management. Local planning authorities have worked on appraisals for sections of the River Thames throughout London. These examine the river in detail and seek to protect the special character and uses of the river whilst promoting increased water related uses where opportunities exist. The new Plan will support this approach, particularly where it is carried out on a partnership basis at a sub regional level, and will promote this kind of integrated management on other parts of the Blue Ribbon Network.

In reviewing the London Plan the Mayor proposes to:

- promote the active use of the waterways for water specific purposes;
- promote, in particular, the use of waterways for transport purposes, continuing to safeguard a limited number of sites for river cargo purposes;

- ensure that the environment and setting of the Blue Ribbon Network is protected and improved and promotes a good quality of life; and
- continue to support the three Thames Strategies and other appraisals of the Thames and other waterways.

In reviewing the London Plan, the Mayor seeks feedback on the following questions:

- The Mayor has accepted that the City, Canary Wharf, Croydon and other locations can provide areas and local context where tall buildings are appropriate. Currently the London Plan identifies a number of criteria to be used in assessing tall building proposals – whether they are landmarks enhancing London’s character, in a coherent location for economic clusters and a catalyst for regeneration, as well as impacts on surroundings. Are there specific contextual factors that the London Plan could use to identify where tall buildings are appropriate? How should this be achieved? Should tall buildings outside these designated areas be restricted? Are all the opportunity areas identified in the London Plan suitable locations for tall buildings? Or should the aim be to achieve high densities without tall buildings in these areas?
- Should the London Plan policy protection be strengthened for local open spaces outside the strategic spaces that are designated Green Belt or Metropolitan Open Land? Or should the current position be

maintained of asking Boroughs to designate locally important spaces through their LDD?

- The London Plan sets benchmarks for the provision of public open space through Borough Open Space Strategies. Should this position be maintained or should the London Plan seek to establish minimum standards?
- The law on the reuse of burial spaces has recently changed, so is this an issue on which London Plan policy is no longer needed? Should the principle of proximity to local communities be maintained in the London Plan or can this issue be left to Boroughs to address in LDDs?

Chapter 8 – Implementation, Monitoring and Review

- 199 The Mayor is committed to ensuring delivery. Publishing the new London Plan is only the first step. Successful implementation, however, requires continuous commitment. Valuable lessons have been learnt from the previous London Plan and the implementation mechanisms set out in this section will be developed in tandem with the rest of the Plan.
- 200 The new London Plan's role in setting a strategic direction will be crucial. It will give a lead to other organisations in the public, private and voluntary sectors as to how London will change. It will set a range of planning policies that will guide development over the coming years. It will also set out the key interventions that will be made, particularly through public sector infrastructure investments. Together these give the sense of direction and certainty that will give confidence to investors and decision makers.
- 201 The Planning and Compulsory Purchase Act 2004 made the London Plan part of the statutory development plan. Therefore all planning decisions, by both the Mayor and the local planning authorities, including bodies such as the London Thames Gateway Development Corporation and the Olympics Delivery Authority should take these policies into consideration. In addition when planning authorities are preparing their Local Development Documents, they will need to ensure that the policies are in general conformity with the London Plan. There will of course be times when there are competing pressures and the Mayor and/or local planning authorities will have to weigh up the relative merits of these competing policy ambitions; this is a normal and expected element of the UK planning system.
- 202 The Mayor's approach to implementation follows the well established Plan – Monitor – Manage model. It is the Mayor's intention to be more specific about how implementation tools will be used than in the previous London Plan.
- 203 In line with Planning Policy Statement 11 on regional spatial planning, the Mayor will draw up an Implementation Plan as part of the new London Plan. This will examine a limited range of strategic actions and projects/programmes (including infrastructure investment and delivery), which are required to underpin the overall London Plan strategy. The Implementation Plan will set out the required actions, who will lead, and when they will be delivered. Progress against these actions will then be reported in the Annual Monitoring Report.
- Collaborative Working**
- 204 In a city as large and complex as London many organisations are involved in the delivery of services and the development and management of urban space. London boroughs will continue to be the main deliverers of services at the local level and continue to be the planning authority for most developments. The Mayor will work closely with boroughs and, through them, with local strategic partnerships in ensuring delivery of the policies in this Plan, supporting the development of community strategies, local and multi-area agreements. The Mayor will however need to work with a huge range of organisations from the public, private and voluntary sectors

in order to implement the policies in the new London Plan.

205 Chapter 1 has explained the Mayor's intention to work in a more collaborative way, with all concerned with planning for London. The new London Plan will express his intention to work with local planning authorities, other public and private sector organisations, developers and voluntary groups to ensure that the new Plan's overall objectives and specific policies are understood and applied. There will also be a need to work closely with the agencies and companies that provide London's strategic infrastructure, whether transport, utilities (water, energy and telecommunications, for example) or social provision to ensure growth is properly supported and enabled and to provide a strategic basis for borough infrastructure planning.

206 Under the Planning Act 2008 the Government will establish an Infrastructure Planning Commission (IPC), with the aim of speeding up the provision of important infrastructure. The new Plan will set out the Mayor's aim to engage with the IPC to ensure it takes its decisions in full knowledge of the needs and circumstances of London and Londoners, and the policies and priorities in the Plan.

207 In order to facilitate collaborative working the Mayor will establish regular exchanges of information with those involved in the planning system in London. These will have the joint aims of increasing understanding of the London Plan for a wide audience and feeding back to the Mayor the pressures and opportunities that

are being felt across the capital. All this will also provide an opportunity for feedback on how the policies are being interpreted. The Mayor will also continue to promote good planning practice.

208 What is true of collaboration with agencies and authorities is also true of groups concerned with environmental quality and local amenity, and of residents and communities. The new London Plan will emphasise the importance of engagement with them in implementing its policies and operating the planning system.

Priorities in Planning Obligations

209 The system of planning obligations through S106 agreements is under review; the likelihood is that the current system will be accompanied by the option of local planning authorities introducing a Community Infrastructure Levy (CIL). One of the advantages of the CIL is that it will enable contributions to local infrastructure projects spanning several developments or local planning authorities. This will be particularly valuable in London where the need for cross boundary contributions towards infrastructure is potentially high. The proposed Implementation Plan could identify, in conjunction with boroughs, some key sub regional priorities for the CIL which would form the basis for the "charging schedule" that will have to be prepared before the CIL can be levied.

210 In the draft Alteration to the current London Plan, the Mayor has set out his intention to generate £200m through contributions from development towards the Crossrail project. This is intended to remain the main priority for

relevant developments but other important infrastructure also needs to be prioritised.

In reviewing the London Plan the Mayor proposes to:

- emphasise collaborative working with the boroughs (and, through community strategies, local and multi-area agreements) and other agencies and organisations concerned with planning for London;
- prioritise planning obligations to address affordable housing, public transport projects - especially Crossrail, tackling climate change, learning and skills, health facilities and childcare facilities;
- identify parts of London (the West End and Inner London, for example) where other priorities such as improvements to the public realm may also be of particular importance; and
- work with the Government, boroughs and all relevant stakeholders to introduce the Community Infrastructure Levy when the details of the Levy become public.

Monitoring

211 Effective monitoring is critical to successful implementation of the London Plan. The Annual Monitoring Report (AMR) will continue to be published each February for the preceding year. The Mayor will keep the AMR as a relatively streamlined process which assesses the overall progress of the London Plan strategy rather than attempting to measure the success or use of each policy. The AMR will also report progress against the proposed Implementation Plan.

212 It has become clear that a number of the current London Plan Key Performance Indicators (KPIs) need to be reviewed. These should all be specific, measurable, achievable, realistic and time-bound, and it is clear that many of the existing KPIs do not meet these criteria. Successful indicators from the current London Plan will be kept so that progress can be monitored over time. Targets will be developed to cover the six objectives of the Plan set out in chapter one, and will include both development specific indicators and wider contextual indicators.

Review

213 As chapter 1 showed, change has been London's only constant. It is hard to judge how London will change over the next 20 years and it is important that the Mayor keeps an open mind to the possibility of further alterations to the London Plan by using the Annual Monitoring Reports and through the more detailed consideration of the planning applications and development plans that are referred to him.

In reviewing the London Plan the Mayor proposes to:

- emphasise implementation through collaborative working with a wide range of partners, in particular the London boroughs;
- establish an Implementation Plan containing the strategic actions required to underpin the London Plan strategy;
- review the Key Performance Indicators and continue to report against them in the Annual Monitoring Report; and

- set up regular liaison sessions with those whose role it is to apply or work within the London Plan policies.

In reviewing the London Plan the Mayor also seeks feedback on the following question:

- How can the Mayor most effectively secure commitment from utility and other infrastructure providers to ensure adequate provision is made to meet current needs and support future growth?

Appendix – Mayor’s response to consultation on ‘Planning for a Better London’

“Planning for a Better London” was published in July [2008], to give Londoners the opportunity to learn about the direction I intend to take in carrying out my planning powers and responsibilities, and to give them the chance to express their views.

A successful consultation event was held on the document on 20 October, attended by about 120 people and I am delighted that 150 individuals and groups have taken the time to comment in writing. We have considered what has been said, and I am now feeding back on the response to the document and making some proposals to address the points raised.

General Approach

I am glad that the more consensual and inclusive approach to planning for London outlined in “Planning for a Better London” gained widespread support, and encouraged at the wide range of organisations and interests who have signalled their desire to work with me to that end. I should be clear, however, that this does not mean that I will be watering down one of the most important elements of the office of Mayor of London in providing leadership on issues requiring London-wide action (such as ensuring we bring forward the homes Londoners need or key items of infrastructure), encouraging innovation in ways planning can tackle the pressing issues facing us or making sure the planning system in London works effectively.

Sub-regions

There was a general welcome for the review of sub-regional arrangements. While in some places existing structures and practices work well, it is clear the “pizza slice” sub-regions in the current

London Plan have not won widespread acceptance (particularly in the Thames Gateway and in removing a central London sub-region), and that whatever boundaries are agreed, there will often be a need to apply them flexibly. While many feel there is value in working together at a sub-regional level (on issues like transport, waste and health, for example), some have questioned whether a more flexible approach may be more appropriate, with different partnerships established to address particular issues or needs and the London Plan focussing on particular locations rather than seeking to impose a Londonwide framework. We will continue to consider these issues, as we look both at arrangements for engaging with boroughs and others and at London Plan policy.

London and its neighbours

The intention to deepen our engagement with the East and South-East of England was also widely endorsed. Respondents highlighted a number of issues that should be discussed with our neighbours, including the management of growth, biodiversity, climate change, employment and labour markets, transport and freight issues, infrastructure issues generally, growth corridors, open space provision and cultural provision. While there was support for strengthening of the Inter Regional Forum, which we are already discussing with the other regional bodies, concern was expressed about the need to involve other organisations – such as sub-regional partnerships and the districts on the London fringe in our work on issues that straddle the London boundary. This is something the GLA Group will consider further.

The London Plan

Making the London Plan shorter, more concise and strategic won strong backing. As explained below, I intend to produce an entirely new London Plan before the next Mayoral election in 2012. This will set out a clear vision for London, and a set of strong strategic policies that will enable boroughs, developers and others to work together to deliver. I believe the strength of a vision depends on the clarity with which it is stated, and this will be the guiding principle in looking at how the new London Plan is written and organised. I am attracted by an approach that has a clear vision and a set of highlevel strategic objectives at the core and a suite of more detailed policies setting out how these will be achieved accompanying them. We will also ask practitioners from all sectors to advise us on how we can make sure the London Plan is a living document that can be used easily in their day-to-day work.

There was some concern about the breadth and depth of supplementary guidance proposed. My intention to carry out a full review of the Plan means that the programme of supplementary guidance outlined in "Planning for a Better London" will be substantially reduced. The future role of supplementary guidance will be considered as part of the review process.

The London Planning Convention

The idea of an annual London Planning Convention has won widespread support, and I intend putting this into effect. This will provide practitioners from all parts of the planning world in London to come together to discuss matters of practical importance, and to inform action by the GLA and others to make the system work better. I appreciate the offers of help

and other detailed ideas about how this event could be organised and structured; we intend to establish a small organising committee to help plan this event with the intention that the first will be held in the summer of next year. I see this as supplementing the various mechanisms the GLA has for consulting and involving others, not replacing them.

The Key Challenges – and how to meet them *Growth*

There was a clear difference of opinion about the population and employment growth trends facing London. Some agreed it is right to recognise the challenges of growth, and to plan to accommodate it within London's boundaries. Others felt that a different policy approach should be taken, to encourage a more equal spread of growth across the United Kingdom. A third group questioned whether the assumptions about growth continue to be correct, particularly in the light of recent developments in the economy.

There have been major upheavals in the economy in the six months since "Planning for a Better London" was published. While some of the immediate consequences are becoming clear, it is not obvious whether what is happening signals the kind of structural change the London economy saw with the decline in manufacturing from the 1970s, or a more conventional downturn of the type seen in the early 1990s. Only time will tell us which, and what longer-term implications there might be. We will obviously be watching what happens very closely, and if developments suggest a change in planning policy is needed this will be picked up as part of the process of revising the London Plan.

Population growth is perhaps rather easier to project, with the most important factor being the numbers of people of childbearing age living in the city (particularly with younger people moving to London). Of course, questions of migration to and from London (whether international or involving other parts of the UK) are also vital considerations, but so far there is little evidence of the kind of major shift that would lead to our questioning whether population growth is likely to happen.

At London level, we have very little discretion about how to respond to growth. The kind of dispersal policy adopted after the Second World War depended upon central government taking extensive powers and resources to build substantial new towns in the Home Counties. There is little evidence that the current (or any potential) Government intends to make an equivalent commitment today, or that this approach would make economic, social or environmental sense for the UK. Given this, a refusal to plan for growth here could only result in an unplanned response; something likely to have unpleasant consequences for all concerned. We do need to understand the additional needs for schools, health and care services, policing, transport and other infrastructure, utilities and other things a growing and increasingly diverse population will need, and to make sure we have the framework needed to supply them. Making sure this is done in ways that enhance quality of life and strengthen neighbourhoods is the key challenge for the new London Plan.

Ensuring London's Continued Economic Success

There was general agreement about the importance of ensuring the sustained success of London's

economy. In particular, there was strong support for an approach that supports development of a more diverse economy, fostering the growth of all types and sizes of enterprise in all parts of London, and which encourages the provision of the kinds of workspace they need. The emphasis on addressing the needs of smaller and medium-sized enterprises was especially welcomed, and this will be taken forward in reviewing the London Plan's economic policies.

Respondents highlighted a number of sectors of particular current or potential importance. Several pointed to the importance of strengthening London as a centre of higher education, and highlighted the needs for additional university floorspace and for student accommodation. Others mentioned areas like medical research, the green and creative industries and the visitor economy (with some support for new hotel provision, appropriately located). This will not be a matter of 'picking winners', but rather ensuring all aspects of the business environment in London allow us to maximise our advantage across a range of economic activities.

Different views were expressed about the retention of industrial land. Some are keen to retain what we have, while others encourage us to see if more can be released for housing and other uses. I intend to continue to take the current evidence-based approach to managing the amount of land we preserve for employment use, taking a realistic view of how much we need for manufacturing, waste and other green industries and for emerging new sectors, while also reflecting the economic benefits that new housing can bring to an area. A diverse economy is important, but there are limits to how far the public sector can go to foster this. At the same time,

letting land sit unused for years on end is in no one's interest.

There were also divergent positions on the subject of tall buildings. The majority of respondents welcomed the approach outlined in "Planning for a Better London" of identifying places appropriate for them, and ensuring more weight is given to local context in considering those proposed outside these areas. Other respondents suggested that existing London Plan policies should be retained, or that more weight should be given to the economic benefits of tall buildings, while a third group (particularly amenity and residents' groups) considered there should be no special policy support for tall buildings anywhere. I consider the approach outlined in the document strikes the right balance, and I have asked officers to start work on identifying locations suitable for tall buildings as a matter of priority.

Respondents generally supported the document's emphasis on the greater contribution outer London can make to London's economic success, although some opposed this if it were to happen at central London's expense. I do not see this as a zero sum game. Outer London's success depends on that of central London, and vice versa. The renewed attention to outer London is intended to redress its comparative neglect in the past, and it will not prevent our looking in detail at the needs of central London or the planning of the central activities zone (CAZ). I intend that review of policies on the CAZ will be a major theme of the London Plan review, with a view to developing an approach that recognises the diversity of the area and of the roles London (and the UK) need it to play – providing world-class office

and other workspace, while also being a place where a huge range of people live.

The support for a dynamic retail trade and the jobs it supports in "Planning for a Better London" was welcomed. In particular, there was support for work to support the West End and for strong action to protect London's town centres, including the encouragement of business improvement districts. Views differed on the proposal to use section 106 agreements to secure affordable, small shop units, with a majority of those commenting in support, and a group of business representatives, landowners and developers expressing doubts. I intend to have further discussions with those involved to see how we can take effective action to sustain the kind of diverse local retail offer that vibrant neighbourhoods need, and to return to the issue when the London Plan is revised.

Delivering Homes for Londoners

Again, there was support for the importance "Planning for a Better London" gave to the question of housing. There was widespread (if not totally unanimous) support for the scrapping of prescriptive affordable housing targets in the London Plan, for the agreement of borough targets and for moves to enable a higher proportion of shared ownership and other intermediate housing. A strong welcome was also given to support for provision of more family-sized homes and for the protection of back gardens from development.

The majority of those expressing a view supported the introduction of quality standards for all housing, including space standards, although it was also pointed out that this would be likely to affect

questions of cost and some argued there was no need for any further guidance on matters of design. I am strongly of the view that housing policy must not simply be a matter of numbers. We have to ensure that we learn from the mistakes of the past and build homes that Londoners want to live in and which meet their needs as they go through life. The issues involved are more clear-cut in the case of affordable homes supported by public investment than with market housing, but I am determined to ensure questions of quality are addressed across the housing stock and will be doing further work to make sure this happens. We will have to strike a balance between promoting high standards across the board and not stifling genuinely innovative approaches to addressing the whole range of demand for different types of new housing across London.

There were also different views on questions of development density, with some supporting encouragement of higher densities, others arguing for greater flexibility within existing policy (and, perhaps, a cap at the highest densities envisaged in the current London Plan policy) and a third group arguing for lower densities, particularly in outer London. There was general agreement that if we are to see higher density development, it is essential that these are well designed, respect the character of the locations in which they are planned and are supported with the infrastructure needed. I do agree that there is a need for an approach to development density which allows more flexibility and which puts it in the appropriate perspective - giving neighbourhoods the assurance that issues central to ensuring continued quality of life will be addressed, while also recognising the need to ensure the most effective use of land. We should approach this issue

in terms of optimising development density, rather than simply aiming to maximise it regardless of local character or circumstance. This is exactly the kind of thing the planning system is intended to do, and I want to make sure the London Plan provides a sound framework to allow it to do so.

Meeting the environmental challenge

There was widespread support for the priority given in "Planning for a Better London" to making real progress in meeting the global challenge of climate change whether in terms of adapting to the changes already locked in (addressing flooding risks, for example) or mitigating the extent of impact into the future. We will continue to ensure that our policies on climate change are innovative and evidence-based, setting clear standards that are easy and cost-effective to implement. London has built a reputation for being at the forefront on this issue, and this is a lead I am determined we will maintain.

Support was expressed for promoting use of renewable energy, and particularly for making policy sufficiently flexible to enable exploration of innovative new approaches and for district-based solutions. I agree with these points, and we will take this up during review of the London Plan.

There was also strong support for the emphasis on protecting the Green Belt and London's other open spaces and for proposals to protect existing trees and woodlands and to encourage provision of new ones. One idea put forward was that the planning system should be used to protect land currently used for growing food, and to encourage more land for food in new developments - something I have asked officers to examine further. It was also suggested

that there are some landscapes and woodlands that merit protection because of the contribution they make to defining London's character in the same way as listed buildings do; this is another idea that we will want to consider.

There was support for an approach giving greater weight to heritage issues, and particularly for ensuring greater protection for London's World Heritage Sites. Some respondents argued that heritage issues should not be given undue weight. This difference of opinion carried over into comments on the review of the London View Management Framework, with some welcoming the review, and others arguing it is unnecessary. There is a balance to be struck if we are to protect what it is that makes London unique and ensure it remains dynamic and successful.

Another area flagged up was the need to recognise the Thames as an open space and an amenity for London as a whole. The London Plan already sets out a range of policies aimed at realising these objectives, but we will bear them in mind as we come to revise policies.

Keeping London Moving

There was clear support for going into transport issues in more detail than was possible in a document like "Planning for a Better London" – many of the detailed points raised are more appropriate for the Transport Strategy, although it will obviously be vital to ensure that this and the London Plan are coordinated and integrated. Officers at the GLA and Transport for London are working closely to ensure this is the case. We will ensure that we plan for growth and for the transport and other infrastructure needed to support it sustainably (in all the senses

of that word) and in a joined-up way. Support was expressed for Crossrail, and for a number of more local schemes. Respondents from outer London called for more attention for transport issues in suburban areas and, in particular, for orbital transport links to supplement London's currently radially oriented network – these are issues I expect the Outer London Commission will examine.

There was strong support for encouraging walking and cycling, and for steps to manage demand for use of the private car (although equally, it was pointed out that the car plays an important part in transport in outer London).

Questions of airport policy gave rise to differing opinions. The majority of those commenting expressed support for the stance I have taken in opposing the third runway at Heathrow, and there were diverging views about the prospect of development at other airports in the south-east and the prospect of an airport in the Thames Estuary. The problem remains that demand for aviation is likely to continue to increase, meaning that we will need more runway space in the south-east of England. Deciding where that should be provided is a complex matter that will require careful thought and decisions grounded on a firm evidence base.

Planning for all of London, and for all Londoners

There was support for an approach that plans for all parts of London. There was support for the emphasis on east London and the Thames Gateway in "Planning for a Better London", but with some in other parts of London feeling that this was leading to the needs of their areas being downplayed; in the same way the emphasis on outer London was supported, but

balanced by a concern that this would lead to issues in inner and central London (which face social, environmental and economic challenges of their own) being neglected.

I do not agree that things are that clear cut. Planning for all of London means making the most of the opportunities each part of the capital presents, and targeting action on those places where needs are most. The success of each individual place depends on the overall success of all. In this case, East London provides us with the greatest opportunity to build new communities to help meet the challenges of growth, and the cost of not taking this will be to make life unbearable in other parts of town while leaving some of our most deprived communities stranded without the development and infrastructure they need. In the same way, outer London has the capacity to make a far fuller contribution to our economic success, and to making all of London a better place to live, work or visit.

A related issue raised by some respondents is the need to understand and plan for the way inner London – the area immediately around the Central Activities Zone – is developing. This is an area that has experienced considerable growth in recent years, and this looks set to continue. We will examine how the challenges and opportunities in this part of London can best be addressed.

There was support for ensuring that new communities in the Thames Gateway (and anywhere else where development on that scale is envisaged) have the infrastructure, cultural and other facilities they need to be genuinely sustainable communities and, in particular, for ensuring provision of, and easy

access to, a network of green open spaces (through implementation of the Green rid, for example).

In the same way, there was strong agreement for the principle of planning for all Londoners, whether ensuring the needs of different ethnic or faith groups are addressed, or taking up the challenge of an ageing population. Some commentators urged us to taking thinking beyond the question of Lifetime Homes to wider questions of accessibility and inclusivity, and to secure existing care and other provision for older people while also encouraging development of more. I do want to look at developing further the idea of the Lifetime Neighbourhood, which takes the principle of making sure a home is suitable for a diverse range of occupiers and for all stages of someone's life and applies it to the wider locality in which people live their lives. I am also keen to see questions of accessibility and inclusivity taken up in the design of buildings and places. I see the 2012 Games as a key part of this area of work, and have already made clear my commitment to ensuring they are the most accessible ever, leaving a legacy in that respect that all Londoners can benefit from.

Which takes us to the 2012 Games and their legacy. There was wide support for ensuring this legacy is an exciting and lasting one, benefiting those living in the Olympic boroughs and Londoners more widely. Respondents from other parts of London were keen to stress the importance of making sure the effect of 2012 should extend to their area and residents (and to remind us that there are Olympic venues outside east London).

Other issues

It was never going to be possible to be completely comprehensive in a short overview document like “Planning for a Better London”, which is why respondents were invited to suggest issues that hadn’t been covered, but which they felt should have been. Several respondents highlighted the importance of using the planning system to support strong and lasting communities, provided with the infrastructure and facilities they need and enabled to make the most of what they can be. Specific issues raised with this in mind include planning for healthy living and for health care, ensuring the availability of key community facilities, providing for culture, sport and physical activity and addressing the needs of young people and tackling problems of youth crime. One respondent suggested development of a “Decent Neighbourhoods” standard – I believe we should look at these questions as we explore the “Lifetime Neighbourhoods” idea.

Others raised related questions about issues surrounding employment and worklessness, education and skills, and supporting provision of training. Some of these issues go beyond what the planning system can directly address, but they do impact on spatial questions (the persistence of high unemployment and low employment levels in places next door to areas of high job growth or the number of jobs in London filled by people commuting from outside, for example), and it will be crucial for the London Plan to address them.

Another area raised by respondents was that of making sure we manage London’s water resources properly, whether through the provision and upkeep of the infrastructure delivering water to homes or

businesses or by ensuring waste water is handled safely and effectively. These issues – and the similar ones affecting the other utilities and services we rely upon to make daily life possible and bearable – will obviously be considered carefully in reviewing the London Plan.

Making it Happen

“Planning for a Better London” set out an indicative programme of alterations and revision of the London Plan and supplementary guidance to put the changes explained in the document into effect. In short, this would have had three sets of alterations to the Plan (one to support the funding of Crossrail, a second set of further alterations on issues such as housing, and finally a full revision of the Plan).

Several respondents suggested that instead of this incremental approach, it would make more sense to carry out a full review of the Plan after the minor Crossrail-related alterations had been started. This would also reduce the problems of uncertainty for boroughs working on their Local Development Frameworks. It would also enable me to set a clear spatial policy direction at an earlier stage than would have been possible under the proposed timetable, which will be important in ensuring consistency and integration across my other strategies. I have therefore decided that work should start immediately on a full revision of the London Plan, with a view to its formal publication in the winter of 2011.

The Crossrail funding alteration has started its formal consultation process, and many of the comments made by respondents on this proposal will now have been overtaken by events. There will be further opportunities for those with points to raise on

this alteration to express their views, including an examination in public next year. The move to a full review means that the emphasis of our work will be on reviewing London Plan policy and putting a new document in place, rather than producing guidance on the existing one. It is therefore likely that the programme of supplementary guidance outlined in "Planning for a Better London" will be very substantially reduced to those areas where there is an urgent need for guidance because of new approaches in particular policy areas (as is the case with Housing and the View Management Framework), unforeseen events or where the GLA, boroughs and others agree that it would be useful to produce guidance (in specialist areas where it might not be economic for boroughs to produce guidance themselves, for example).

Other formats and languages

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Chinese

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Vietnamese

Nếu bạn muốn có văn bản tài liệu này bằng ngôn ngữ của mình, hãy liên hệ theo số điện thoại hoặc địa chỉ dưới đây.

Greek

Αν θέλετε να αποκτήσετε αντίγραφο του παρόντος εγγράφου στη δική σας γλώσσα, παρακαλείστε να επικοινωνήσετε τηλεφωνικά στον αριθμό αυτό ή ταχυδρομικά στην παρακάτω διεύθυνση.

Turkish

Bu belgenin kendi dilinizde hazırlanmış bir nüshasını edinmek için, lütfen aşağıdaki telefon numarasını arayınız veya adrese başvurunuz.

Punjabi

ਜੇ ਤੁਹਾਨੂੰ ਇਸ ਦਸਤਾਵੇਜ਼ ਦੀ ਕਾਪੀ ਤੁਹਾਡੀ ਆਪਣੀ ਭਾਸ਼ਾ ਵਿਚ ਚਾਹੀਦੀ ਹੈ, ਤਾਂ ਹੇਠ ਲਿਖੇ ਨੰਬਰ 'ਤੇ ਫ਼ੋਨ ਕਰੋ ਜਾਂ ਹੇਠ ਲਿਖੇ ਪਤੇ 'ਤੇ ਰਾਬਤਾ ਕਰੋ:

Hindi

यदि आप इस दस्तावेज़ की प्रति अपनी भाषा में चाहते हैं, तो कृपया निम्नलिखित नंबर पर फोन करें अथवा नीचे दिये गये पते पर संपर्क करें

Bengali

আপনি যদি আপনার ভাষায় এই দলিলের প্রতিলিপি (কপি) চান, তা হলে নীচের ফোন নম্বরে বা ঠিকানায় অনুগ্রহ করে যোগাযোগ করুন।

Urdu

اگر آپ اس دستاویز کی نقل اپنی زبان میں چاہتے ہیں، تو براہ کرم نیچے دئے گئے نمبر پر فون کریں یا دئے گئے پتے پر رابطہ کریں

Arabic

إذا أردت نسخة من هذه الوثيقة بلغتك، يرجى الاتصال برقم الهاتف أو مراسلة العنوان أدناه

Gujarati

જો તમને આ દસ્તાવેજની નકલ તમારી ભાષામાં જોઈતી હોય તો, કૃપા કરી આપેલ નંબર ઉપર ફોન કરો અથવા નીચેના સરનામે સંપર્ક સાધો.

