
THE LONDON PLAN

SPATIAL DEVELOPMENT STRATEGY FOR GREATER LONDON
JULY 2011

COPYRIGHT

Greater London Authority July 2011

Published by
Greater London Authority
City Hall
The Queen's Walk
London SE1 2AA

www.london.gov.uk
enquiries 020 7983 4100
minicom 020 7983 4458

ISBN 978 1 84781 451 7

Cover photo © Eleanor Ward/GLA

Contributors credits

Simon Milton 1961-2011

London Plan Team

Alex Green, Andrew Barry-Purcell, Catherine Knivett/Gemma Kendall/Meredith Sedgwick
Celeste Giusti/David Taylor-Valiant/Josephine Gay, Gerard Burgess, Hermine Sanson/Samantha Coates
Jane Carlsen, John Burges, John Lett, Jonathan Brooker, Jörn Peters/Kevin Reid, Julie Fleck,
Mike Newitt, Neil Goldberg/Chris Poulton, Paul Bowdage, Peter Heath/John O'Neil, Rachael Rooney/
Martin Reason, Richard Linton, Tony Cumberbirch/Hannah Phillips/Stuart Meek, Zhuoya Ling

GLA Group

Alan Benson, Alex Nickson, Alexandra Reitman, Andrew Hiley, Andrew Jones, Andy Richmond
Baljit Bains, Bridget Rosewell, Catherine Jones, Charles Buckingham, Colin Lovell, Colin Wilson
Chris Hyde, Dan Hawthorne, Doug Simpson, Elaine Seagriff, Eliot Traherne, Giles Dolphin, Grant Pettit,
James Gleeson, Jamie Dean, Javiera Maturana, Jeremy Skinner, John Hollis, Jonathon Hoffman,
Julia Bray, Julian Ware, Katherine McManus, Lucy Davies, Madina Fassassi, Mark Ainsbury,
Mark Brearley, Mark Powney, Martin Rose, Matthew Thomas, Michele Dix, Mike Keegan,
Neil Georgeson, Nigel Campbell, Patrick Feehily, Pete Daw, Peter Massini, Peter Wright, Rachel Conti,
Rhodri Ball, Richard De Cani, Richard McGreevy, Ross Hudson, Simon Cooper, Simon Cousins,
Simon Wyke, Stefan Trinder, Wayne Hubbard

Will McKee

CONTENTS

MAYOR'S FOREWORD	5
OVERVIEW AND INTRODUCTION	9
CHAPTER ONE CONTEXT AND STRATEGY	15
Context	16
A growing population	16
A changing population.....	18
More households.....	19
A growing and ever changing economy.....	20
Persistent problems of poverty and disadvantage	23
A changing climate.....	26
Ensuring the infrastructure to support growth	27
Securing the legacy of 2012.....	27
A new focus on quality of life.....	28
A changing planning system.....	29
Conclusion: Planning for growth	29
Strategy: The Mayor's vision and objectives	32
Quality of Life	33
CHAPTER TWO LONDON'S PLACES	37
Spatial strategy	38
Looking beyond London	39
Realising the benefits of 2012	43
Sub-regions.....	45
Outer London	46
Inner London.....	52
The Central Activities Zone	54
Opportunity Areas and Intensification Areas	59
Town Centres	63
Strategic outer London development centres.....	66
Strategic industrial locations	67
Strategic network of green infrastructure.....	70
The Key Diagram.....	72
CHAPTER THREE LONDON'S PEOPLE	75
Ensuring equal life chances for all	76
Improving health and addressing health inequalities.....	78
Housing.....	80
Housing Supply.....	81

Affordable housing.....	95
London’s housing stock.....	101
Social infrastructure	102
CHAPTER FOUR LONDON’S ECONOMY	113
Economic Context	114
Economic Sectors and Workspaces.....	116
New and emerging economic sectors	132
Improving opportunities for all.....	133
CHAPTER FIVE LONDON’S RESPONSE TO CLIMATE CHANGE.....	137
Climate Change Mitigation.....	139
Climate Change Adaptation.....	151
Waste	158
Aggregates, contaminated land and hazardous substances.....	169
CHAPTER SIX LONDON’S TRANSPORT	175
Integrating Transport & Development	177
Connecting London.....	188
CHAPTER SEVEN LONDON’S LIVING PLACES AND SPACES.....	209
Place shaping	210
Historic environment and landscapes	219
Safety, Security and Resilience to Emergency.....	228
Air and Noise Pollution	229
Protecting London’s Open and Natural Environment	231
Blue Ribbon Network	241
CHAPTER EIGHT IMPLEMENTATION MONITORING AND REVIEW.....	253
Collaboration across London	254
Plan-Monitor-Manage.....	255
Planning Obligations and the Community Infrastructure Levy.....	256
Monitoring	258
Looking to the future.....	260
ANNEXES	
Annex 1 - Opportunity and intensification areas	261
Annex 2 - London’s Town Centre Network	277
Annex 3 - Strategic Industrial Locations	287
Annex 4 - Housing Provision Statistics	291
Annex 5 - Glossary	295
Annex 6 - Index of Policies	313

FOREWORD

I am delighted to publish my spatial development strategy for London – a keystone in realising my vision for London as the best big city in the world.

I am conscious in doing so of carrying on a proud tradition of planning for London – a tradition associated with great names like Wren, Bazalgette and Abercrombie, and with innovation in areas like housing, the Green Belt and, more recently, tackling climate change.

Although the London Plan is only a decade old, the debate engendered by this document proves that Londoners understand its importance, and are serious about ensuring it provides a framework for their city to develop in ways that meet their needs and aspirations.

My vision for London embraces two objectives. London must retain and build upon its world city status as one of three business centres of global reach. It must be somewhere people and businesses want to locate, with places and spaces to meet their needs. This economic dynamism is vital to ensuring the prosperity Londoners (and the rest of the United Kingdom) need, to maintaining the world-beating innovation increasingly needed to address global challenges, and to secure the highest quality development and urban environments.

London must also be among the best cities in the world to live, whatever your age or background. We need enough homes, meeting a diversity of needs. The local and distinctive have to be treasured. Our neighbourhoods must be places where people feel safe and are proud to belong. Our unique resources of green and open spaces must be defended and improved, and we must



realise the opportunities presented by the Thames and other waterways. We must close the unacceptable gaps in life chances, opportunities and quality of life between Londoners; tackle disadvantage and discrimination and ensure opportunities accessible to all. Fundamentally, we must pay attention to quality as well as quantity, and protect the things that make London London; this new emphasis is at the core of what makes this new Plan distinctive.

These objectives are not opposites. We can't achieve one without the other. But there can be tensions between them, especially given the scale and scope of growth and change explained in this Plan – more Londoners (and more at either end of the age spectrum), more jobs, more households and wider changes, such as a warming climate. All of this at a time when public resources are going to be limited.

Given this background, turning vision into reality means London needs a plan. Daniel Burnham warned against little plans, as they do not stir

the blood and are unlikely to be realised. On the other hand, London has seen attempts to reorder it to some masterplan come and go. I have struck a balance between inspirational vision and realism about the means available to make this a reality. This sounds dull. But given the sheer scale of the issues those of us concerned for London's future have to face, striking this balance is no small endeavour. Clarity and realism are essential.

So this Plan is more focussed than its predecessor. It concentrates on things of really strategic, Londonwide importance and does not try to micro-manage aspects better sorted out locally. It sets clear outcomes, but allows more flexibility for imagination and innovation about means of delivery. It avoids setting unnecessary targets where they distract attention from practical action. I believe that clearer, delivery-oriented policies in a crisper plan make for a stronger document.

It addresses all parts of the capital – outer, inner and central, and places where people live as well as places where they work. It recognises and supports the things that make different areas of our city distinctive and helps them play to their strengths; equally, it shows how London is more than just a collection of neighbourhoods and sets a clear strategic framework for tackling Londonwide issues.

This is a Plan for growth and opportunity. In London that means welcoming development, ensuring it delivers social, environmental and other aims. The clear framework in this document will give developers the confidence to go ahead with investment in the fabric of our city, and communities and those taking decisions on their behalf the tools they need to ensure their aspirations are given practical effect. That is my

approach to planning; I believe it delivers real benefits for the city and its people.

This emphasis on growth with quality is going to be difficult in a time of constrained resources, but not impossible. Every penny will have to count and the infrastructure we already have will have to sweat. We are already looking at innovative funding techniques, including the Community Infrastructure Levy. We have been able to secure key investments for London such as Crossrail and the Underground upgrades; I will continue to make the case for investment in London – showing how it makes sense in its own terms, but is also crucial to the prosperity of the whole country.

This Plan also supports changes in how we live and do business taking account of a changing climate – think of how living in and using a city will change as the sort of summer temperatures experienced today as a heatwave become the norm. This raises challenges, but opportunities too – London can profit from continuing to set a global example in how it deals with climate change and helps limit its future extent and impact.

Publishing the new Plan is not the end of the process. I will work with all the organisations, groups, enterprises and individuals concerned in planning for the capital to implement its policies. We are bringing forward a more robust approach to this, with a regularly updated implementation plan. We will also monitor delivery and make changes as and when necessary.

Delivery is not just for us in City Hall – boroughs and neighbourhoods have an increasingly important role, and I want to see this Plan used by them as a resource for localism, helping them develop and then implement local approaches to meet their needs, but also add up Londonwide

to more than the sum of the parts. That multi-faceted approach to what “local” means has been the genius of London over the last two thousand years; it will help ensure we have a city we can be proud to hand on to those who follow us.

I would like to thank everyone who took part in preparing this document. It has attracted unprecedented interest and comment, and this has helped us bring forward a better Plan. I would particularly pay tribute to Simon Milton, who so ably led this project on my behalf. His untimely death robbed him of the opportunity to see the fruits of his hard work; I believe this Plan is a worthy memorial.

A handwritten signature in black ink, appearing to read 'Boris Johnson', with a long horizontal flourish extending to the right.

Boris Johnson
Mayor of London

OVERVIEW AND INTRODUCTION

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

What is the London Plan?

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

0.3 The general objectives for the London Plan, and the process for drawing it up, altering and replacing it, are currently set out in the Greater London Authority Act 1999 (as amended), detailed regulations and guidance in Government Office for London Circular 1/2008.

The London Plan is:

- the overall strategic plan for London, setting out an integrated economic, environmental, transport and social framework for the development of London over the next 20–25 years
- the document that brings together the geographic and locational (although not site specific) aspects of the Mayor’s other strategies – including those dealing with:
 - transport
 - economic development
 - housing
 - culture

- a range of social issues such as children and young people, health inequalities and food
- a range of environmental issues such as climate change (adaptation and mitigation), air quality, noise and waste

- the framework for the development and use of land in London, linking in improvements to infrastructure (especially transport); setting out proposals for implementation, coordination and resourcing; and helping to ensure joined-up policy delivery by the GLA Group of organisations (including Transport for London)
- the strategic, London-wide policy context within which boroughs should set their detailed local planning policies
- the policy framework for the Mayor’s own decisions on the strategic planning applications referred to him
- an essential part of achieving sustainable development, a healthy economy and a more inclusive society in London¹

0.4 Under the legislation setting up the GLA, the London Plan should only deal with things of strategic importance to Greater London². The legislation also requires that the London Plan should take account of three cross-cutting themes:³

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

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

- reducing health inequality and promoting Londoners’ health
- climate change and the consequences of climate change

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

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

- 0.6 In drawing up the new London Plan, the Mayor has also had regard to relevant European Union legislation and policy instruments like the European Spatial Development Perspective (ESDP)⁴.

Why was the London Plan 'replaced'?

- 0.7 The Mayor is legally required to keep the London Plan under review⁵. Government guidance also sets out the procedure to be followed when he decides that the Plan should be amended (or 'altered' under planning law), or when he decides there should be a completely new (or 'replacement') Plan.
- 0.8 The first London Plan was published in 2004. Since then, two sets of alterations were made to it, and an updated version, bringing these alterations together, was published in February 2008. Although it was kept up-to-date, the basis of the Plan and the policies it set out date back to before 2004. Much has changed since then and the status of the Plan has altered, with new planning

legislation giving it formal status as part of the development plan (see paragraph O.2).

- 0.9 London elected a new Mayor in May 2008. Shortly after his election, he consulted on 'Planning for a Better London' (July 2008), which outlined his intended approach to planning. Consultees argued strongly that rather than changing the Plan incrementally over his term of office, he should move straight to a full review leading to a replacement London Plan – especially as this would lessen uncertainty faced by boroughs in drawing up their development plan documents and by the development industry in looking at which policies would apply to their projects.
- 0.10 The Mayor also believed that it was very important to set a clear spatial framework reflecting his policies and priorities as early as possible, something impossible with a more incremental approach. With all this in mind, he announced an immediate full review of the London Plan in 2008, leading to formal publication of a replacement plan towards the end of 2011. Initial proposals were published, in a document entitled 'A New Plan for London,' in April 2009 – formally for consultation with the London Assembly and the GLA functional bodies (the London Development Agency, London Fire and Emergency Planning Authority, Metropolitan Police Authority and Transport for London), although comments were invited from anyone who wished to give them.
- 0.11 These comments were drawn upon in preparing a draft replacement Plan, which was published for full public consultation between October 2009 and January 2010. Responses were received from 944 authorities, developers, groups and individuals, making approximately 7,166 separate comments. An examination in public was held by an independent panel

appointed by the Secretary of State between June and December 2010; the Panel made 124 recommendations, many of which are reflected in the text of the new London Plan. This process of consultation and engagement is intended to enable public involvement in the Plan's preparation. It reflects the principles in the Aarhus Convention on access to information, public participation and access to justice in environmental matters which has been ratified by the UK Government.

0.12 At the same time, the Mayor also reviewed his Economic Development, Transport and London Housing strategies. These strategies have now been published:

- The London Housing Strategy (February 2010)
- The Mayor's Transport Strategy (May 2010)
- The Mayor's Economic Development Strategy for London (May 2010)

He also published *Leading to a Greener London*, an environment programme for the capital. Together with his other strategies (such as the Mayor's Air Quality Strategy, published in December 2010), these provide a joined-up suite of strategic policies for London's future.

The basis of this document

0.13 On its formal publication, this document became the London Plan. It therefore replaces the version published (consolidated with alterations since 2004) in March 2008. It is the policies in this document that form part of the development plan for Greater London, and which should be taken into account in taking relevant planning decisions, such as determining planning applications.

0.14 The London Plan sets out policies and explanatory supporting material (or what the

planning system calls 'reasoned justification'). These take account of

- the legal requirements set out in paragraphs 0.2-0.6 above and the various issues that European and national legislation requires to be considered
- other requirements of planning law and Government planning policy and guidance
- Integrated Impact and Habitats Regulations Assessments (see below)
- comments received during the consultation and engagement process set out in paragraph 0.11 above
- the recommendations of the Panel that conducted the Examination in Public

0.15 The new London Plan takes the year 2031 as its formal end date (the previous version of the London Plan looked forward to 2026). This date has been chosen both because Government advice suggests a twenty year planning period should be used, and because the Mayor believes a longer-term view of London's development should be taken to inform decision-making, development and investment.

0.16 London planning does not stop with publication of a new London Plan. As explained later, the assumptions on which Plan policies are based, and the effectiveness of those policies, will be monitored. If circumstances change (a major change to the economy, for example), the Plan will be altered or, if necessary, replaced. This approach is known as 'plan, monitor and manage' and is explained in more detail in Chapter 8.

Integrated Impact Assessment

0.17 The development of this plan has been subject to a full Integrated Impact Assessment (IIA). The IIA approach addresses all of the Mayor's legal duties to carry out comprehensive assessments of the

plan and its proposed policies within one integrated process. The IIA covered the legal requirements to carry out a Sustainability Appraisal (SA) (including a Strategic Environmental Assessment (SEA)) and a Habitats Regulation Assessment (HRA).

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

0.19 The IIA⁶ and the Habitats Regulation Assessment have helped shape the preparation of the new London Plan, ensuring a wide range of sustainability issues and the importance of protecting specific habitats were taken into account at each stage of the process.

The structure of this document

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

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

- Transport
- Living places and spaces; and
- Implementation, monitoring and review.

Endnotes

- 1 Government Office for London. Circular 1/2008
- 2 Greater London Authority Act 1999, section 334(5)
- 3 Greater London Authority Act 1999, section 30
- 4 The ESDP sets out a framework of planning policies to operate across the EU, in particular implementing the principles of sustainable development and balanced urban systems
- 5 Greater London Authority Act 1999, section 339(1)
- 6 The IIA report can be found at www.london.gov.uk/shaping-london/london-plan/strategy/download

