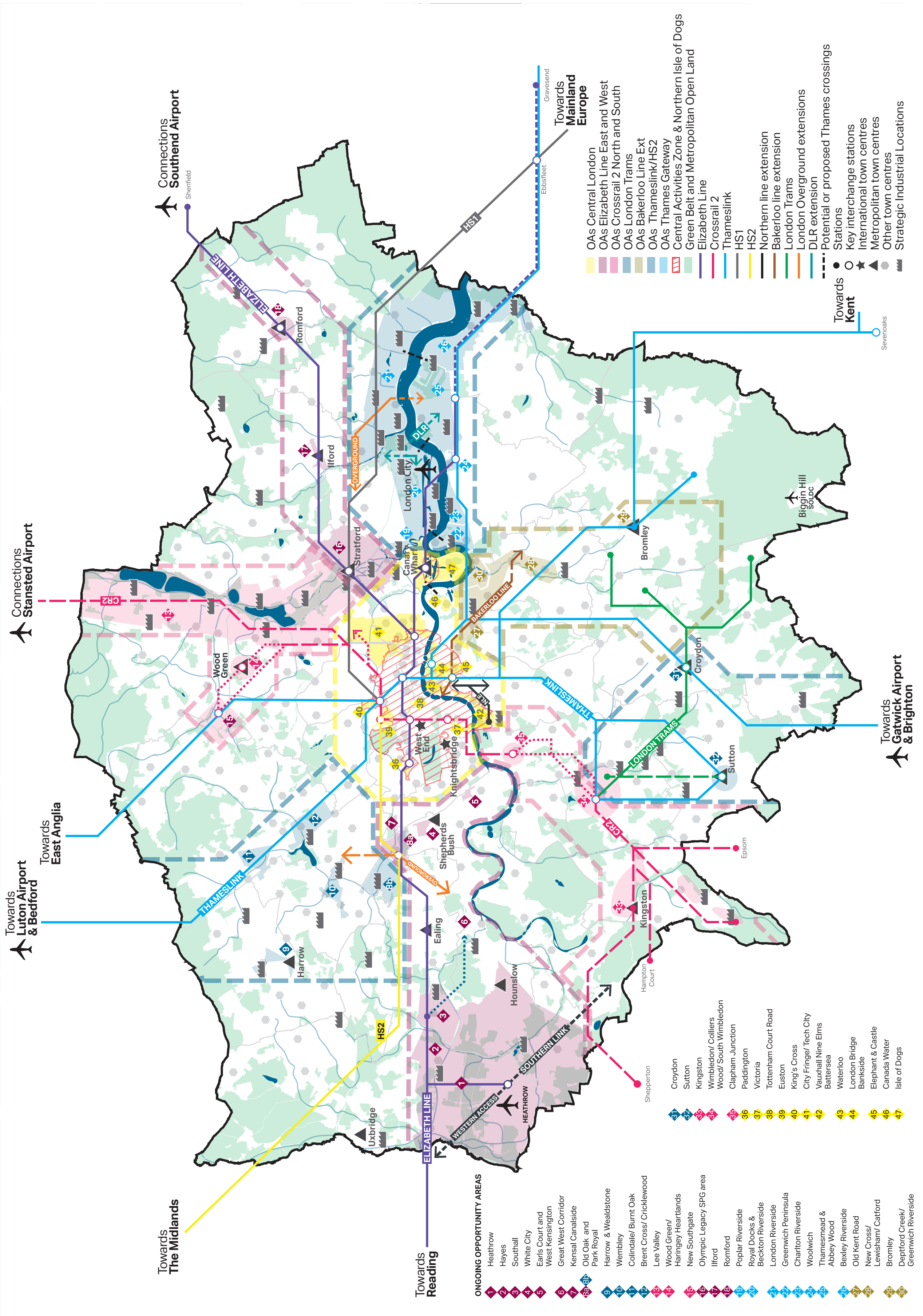
Chapter 2

Spatial Development Patterns

Figure 2.1 - The Key Diagram



2.0.1 This chapter gives a strategic framework for those parts of London that will see significant development over the lifetime of the Plan, and addresses how change will be managed for London's most sensitive and complex places. The Key Diagram (Figure 2.1) presents the spatial vision set out in this chapter, covering London's growth corridors, Opportunity Areas, town centres, and Green Belt and Metropolitan Open Land.

2.0.2 London's green and open spaces are a vital part of the capital. Its parks, rivers and green open spaces are some of the places that people most cherish and they bring the benefits of the natural environment within reach of Londoners. London's **Green Belt and Metropolitan Open Land** designations (see Chapter 8) serve to protect these strategically-important open spaces, prevent urban sprawl and focus investment and development on previously developed land.

2.0.3 If London is to meet the challenges of the future, all parts of London will need to embrace and manage change. Not all change will be transformative – in many places, change will occur incrementally. This is especially the case in **outer London**, where the suburban pattern of development has significant potential for appropriate intensification over time, particularly for additional housing.

2.0.4 The areas that will see the most significant change are identified as Opportunity Areas. Many of these **Opportunity Areas** are already seeing significant development, and they all have the potential to deliver a substantial amount of the new homes and jobs that London needs. The London Plan has a clear focus on delivery – something that will require all stakeholders to work together to unlock sites and drive the right sort of development. Infrastructure is key to this delivery and will require major investment in transport, with Opportunity Areas clustered into growth corridors; and proper planning of utilities and communications capacity and the social infrastructure that supports the day-to-day lives of Londoners, well in advance of new development. Opportunity Area Planning Frameworks and Local Plans should have clear strategies for their delivery.

2.0.5 London's influence and economy continue beyond the M25. Many of London's growth corridors have links **beyond London's boundaries**. Collaboration with Wider South East partners outside London will help to secure mutual benefits.

2.0.6 London's **Central Activities Zone (CAZ) and town centres** are the primary locations for commercial activity in the capital. These are complex parts of London, with a wide mix of uses and unique local character. The CAZ and the town centre network have a crucial role to play in supporting London's growth, and the London Plan sets out how this growth should be managed and planned for. Many town centres and the surrounding areas have potential to accommodate significant quantities of new housing, making the most of walking, cycling and public transport connectivity and complementing their commercial role.

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

Growth Corridors and Opportunity Areas

Policy SD1 Opportunity Areas

A To ensure that Opportunity Areas fully realise their growth and regeneration potential, the Mayor will:

1) Provide support and leadership for the collaborative preparation and implementation of planning frameworks that:
   a) set out a clear strategy for accommodating growth
   b) assist in delivering specific infrastructure requirements that unlock capacity for new homes and jobs
   c) support regeneration
   d) are prepared in a timely manner.
2) Bring together the range of investment and intervention needed to deliver the vision and ambition for the area
3) Support and implement adopted planning frameworks, in order to give them appropriate material weight in planning decisions

4) ensure that his agencies (including Transport for London) work together and with others to promote and champion Opportunity Areas, and identify those that require public investment and intervention to achieve their growth potential

5) ensure that Opportunity Areas maximise the delivery of affordable housing and create mixed and inclusive communities

6) ensure that Opportunity Areas contribute to regeneration objectives by tackling spatial inequalities and environmental, economic and social barriers that affect the lives of people in the area, especially in Local and Strategic Areas for Regeneration

7) monitor progress in delivering homes, jobs and infrastructure, taking action where necessary to overcome any barriers to delivery

8) ensure that development facilitates ambitious transport mode share targets.

B Boroughs, through Development Plans and decisions, should:

1) Clearly set out how they will encourage and deliver the growth potential of Opportunity Areas

2) Support development which creates employment opportunities and housing choice for Londoners

3) plan for and provide the necessary social and other infrastructure to sustain growth, working with infrastructure providers where necessary

4) recognise that larger areas can define their own character and density

5) support and sustain Strategic Industrial Locations (SIL) and other industrial capacity by considering opportunities to intensify and make more efficient use of land in SIL, in accordance with Policy E4 Land for industry, logistics and services to support London's economic function, Policy E5 Strategic Industrial Locations (SIL), Policy E6 Locally Significant Industrial Sites and Policy E7 Intensification, co-location and substitution of land for industry, logistics and services to support London's economic function

6) meet or, where appropriate, exceed the indicative guidelines for housing and/or indicative estimates for employment capacity set out in Figures 2.4 to 2.12

7) include ambitious transport mode share targets

8) support wider regeneration and ensure that development proposals integrate into the surrounding areas, in accordance with Policy SD10 Strategic and local regeneration

9) ensure planning frameworks are subject to public and stakeholder consultation

10) work with the Mayor, local communities and other stakeholders to review appropriate locations and identify new Opportunity Areas. These should be distinct and significant locations that have capacity for at least 5,000 new jobs and/or 2,500 new homes.

2.1.1 **Opportunity Areas** are the capital's most significant locations with development capacity to accommodate new housing, commercial development and infrastructure (of all types), linked to existing or potential improvements in public transport connectivity and capacity. Opportunity Areas typically contain capacity for at least 5,000 net additional jobs or 2,500 net additional homes or a combination of the two.

2.1.2 Many Opportunity Areas overlap with **Strategic Areas for Regeneration**, and have the potential to promote inclusive growth that increases opportunity for all Londoners.

2.1.3 The Mayor will provide the **support and leadership** to ensure Opportunity Areas deliver their growth potential. He will promote and champion the areas as key locations for investment, and will intervene where required so that an ambitious, imaginative and inclusive approach is taken to accelerate and realise their growth and development.

2.1.4 **Opportunity Area Planning Frameworks** (OAPFs) can represent the first stage in a plan-led approach to providing significant quantities of additional jobs and homes, improvements to transport and other infrastructure, and better access to local services. The Mayor recognises that there are different models for taking these forward depending on the circumstances and development needs of each Opportunity Area, and for translating these frameworks into policy in Development Plan documents and Supplementary Planning Documents. Whatever model is used, frameworks must be prepared in a collaborative way with local communities and stakeholders.

Figure 2.2 - OAPF process diagram

	Nascent	Ready to grow	Underway	Maturing	Mature
Development Potential:	Identified	Approved	Early phases	All phases underway	Fulfilled
Infrastructure:	Options appraisal	Planned	Planned and funded	Completed or under construction	Operational
Timing (years):	15+	10-15	5-10	1-5	

2.1.5 A crucial part of London's future success will be **improving access within and into the capital**. The major transport infrastructure that facilitates this acts as a vital catalyst, unlocking new areas for development, enabling the delivery of additional homes and jobs, facilitating higher densities, using the Healthy Streets Approach to create vibrant neighbourhoods that are appealing places to walk, cycle and spend time, and providing local people with access to the facilities and services that they need.

2.1.6 Through the Mayor's Transport Strategy, the London Plan and other strategies, the Mayor has identified Opportunity Areas (OAs) set out in Figures 2.4 to 2.12. The growth corridors described below demonstrate the linkages between the OAs highlighting that they should not be planned in isolation. In order to meet London's needs and ensure sustainable development, all stakeholders should seek to proactively promote and enable growth in these areas in line with the polices in this Plan. The Mayor will, and boroughs and other stakeholders should, develop effective cross-boundary working arrangements in order to unlock the full potential of the growth corridors within London.

2.1.7 The key growth corridors within London are set out below. Policy SD2 Collaboration in the Wider South East and Figure 2.15 include Strategic Infrastructure Priorities that link into the wider city region.

Supporting London's growth

2.1.8 The Mayor will put in place **resources and support** – such as his Good Growth Fund – to ensure that the potential of London's growth corridors and Opportunity Areas is maximised. The Mayor's London Housing Strategy and Transport Strategy set out his policies to achieve this.

2.1.9 The London Housing Strategy sets out four principal approaches:

1. Land assembly, where the Mayor will both directly assemble land for development and support boroughs, Housing Associations and other homebuilders to do so. This may be through direct investment or through supporting compulsory purchase of appropriate land. He will also focus resources on areas where land suitable for development is not coming forward.
2. Investing in housing and infrastructure, where the Mayor will put in place funding mechanisms to unlock development. This could include working with Transport for London to ensure transport improvements lead to increased delivery of homes and jobs, and will build on the current Housing Zones programme.
3. Diversifying the tenure mix of new homes, where the Mayor will provide funding to increase the number of new and affordable homes. This will include funding to support more innovative forms of housing delivery.
4. Increasing capacity, where the Mayor will lead an improvement in the skills, capacity and building methods of the construction industry.

2.1.10 The Mayor's Transport Strategy seeks to ensure that dedicated public transport and walking and cycling provision are at the heart of planning for Opportunity Areas. It sets out that the Mayor will support growth in Opportunity Areas through transport investment and planning, and sets ambitious mode share targets.

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

Figure 2.3 - Key to symbols on the growth area figures

- International town centres
- Metropolitan town centres
- Major town centres
- Stategic Industrial Locations
- Strategic Areas for Regeneration
- Green Belt and Metropolitan Open Land

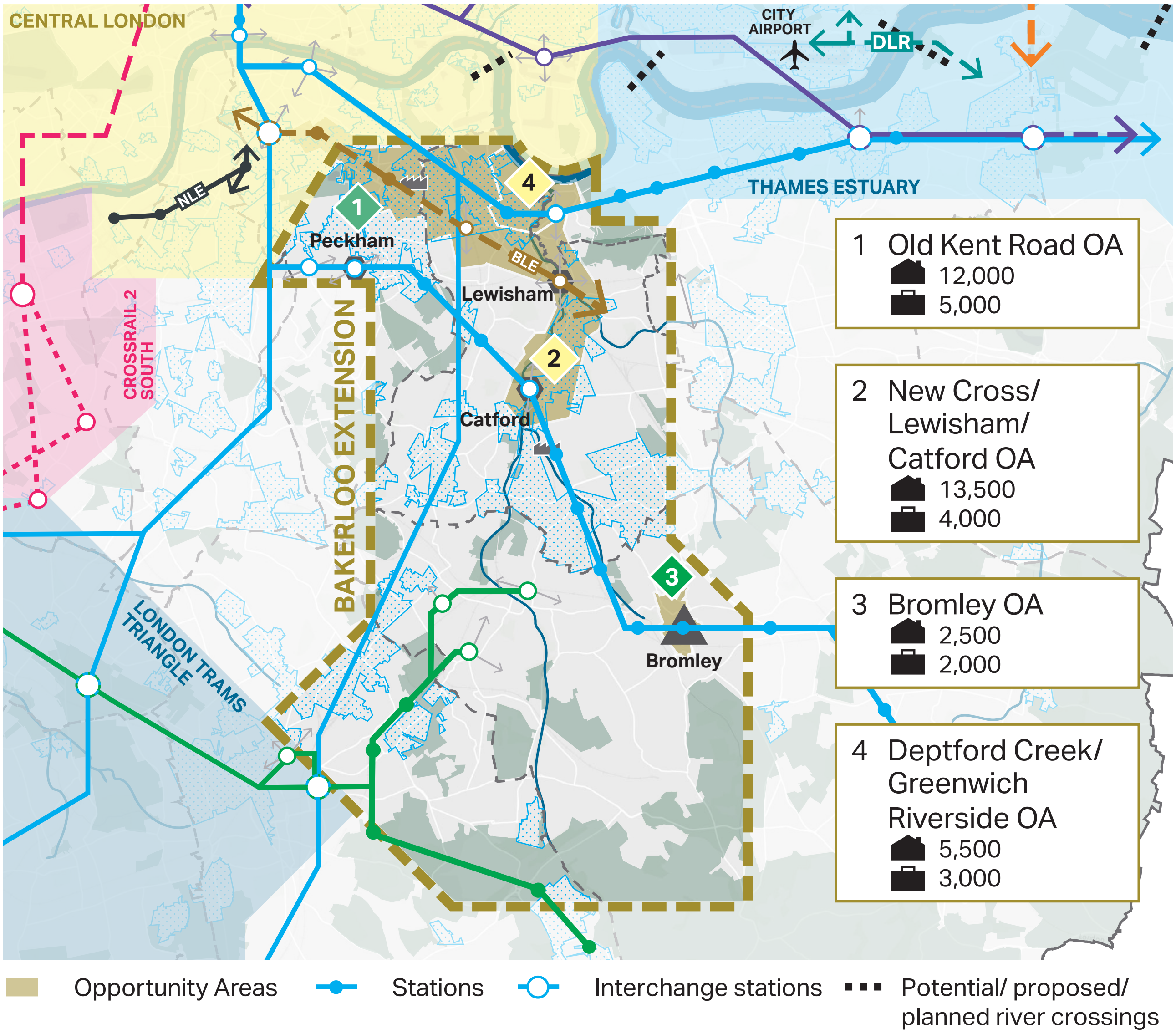
- New homes
- New jobs
- Nascent
- Ready to Grow
- Underway
- Maturing
- Mature

Bakerloo Line Extension

2.1.12 The Mayor is proposing to extend the Bakerloo Line from Elephant & Castle to Lewisham and beyond, serving Old Kent Road and New Cross Gate. The extension will improve connectivity, increase the capacity and resilience of the transport network and reduce journey times between key destinations. This will help London to grow by supporting new homes and jobs.

2.1.13 The Mayor has concluded that an extension to Lewisham via Old Kent Road and New Cross Gate is the best option for an initial Bakerloo Line Extension. There is also the potential for future extensions of the scheme beyond Lewisham. Planning frameworks should identify the development opportunities which are made possible as a result of the Bakerloo Line Extension, as well as how this would be phased to reflect the connectivity and capacity benefits it unlocks.

Figure 2.4 - Bakerloo Line Extension (BLE)



Old Kent Road OA

2.1.14 Southwark is preparing an Area Action Plan (AAP) which will set out how the BLE will enable significant residential and employment growth. The Old Kent Road OA contains the last remaining significant areas of Strategic Industrial Locations that lie in close proximity to the CAZ and the only SILs within Southwark. The AAP should plan for no net loss of industrial floorspace capacity and set out how industrial land can be intensified and provide space for businesses that need to relocate from any SIL identified for release. Areas that are released from SIL should seek to co-locate housing with industrial uses, or a wider range of commercial uses within designated town centres. Workspace for the existing creative industries should also be protected and supported.

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

New Cross/Lewisham/Catford OA

2.1.16 There remain significant opportunities for redevelopment especially around stations, which should complement the existing education, leisure, employment and retail offer in New Cross as well as provide additional housing alongside public realm and highways improvements. The proposal for an extension of the Bakerloo Line at New Cross Gate will enable delivery of these developments and improvements. The area has an established commercial centre capable of supporting commercial expansion and diversification, building on the existing assets such as Goldsmiths College, University of London and the emerging artistic and cultural character. Development should improve north-south connections and pedestrian and cycling movement across the traffic dominated New Cross Road (A2) as well as connectivity between New Cross Gate and surrounding communities.

2.1.17 Lewisham will grow in function and population and has potential to become a town centre of Metropolitan importance. The town centre retail and commercial functions are being intensified, rationalisation of the public highway will create improved pedestrian routes, and significant residential developments surrounding the town centre are underway, including Lewisham Gateway. The potential for further growth at Lewisham will be supported by the arrival of the Bakerloo Line at Lewisham Interchange. This will bring enhanced access to central London and encourage the delivery of employment, leisure, service and community uses that serve the local and sub-regional population. Public realm and environmental enhancements of the town centre and surrounding employment, mixed-use and residential re-developments will continue to be delivered and will assist the continued transformation of Lewisham into a high performing and vibrant retail hub with excellent leisure services.

2.1.18 Catford has potential for significant urban renewal. Large-scale redevelopment of five key sites - Catford Shopping Centre and Milford Towers, Laurence House, Town Hall and Civic Centre, Plassy Island, Wickes and Halfords - will help to transform the town centre by 2026. There is scope to restore the fractured town centre and to re-invigorate it by boosting the existing civic and cultural facilities and by providing an improved retail, office and leisure offer. To support the area, approximately 2,700 new homes can be accommodated in the heart of the town centre. In the longer term, the potential routing of the Bakerloo Line Extension Phase 2 through Catford could unlock further development potential elsewhere in the town centre and beyond.

Crossrail 2

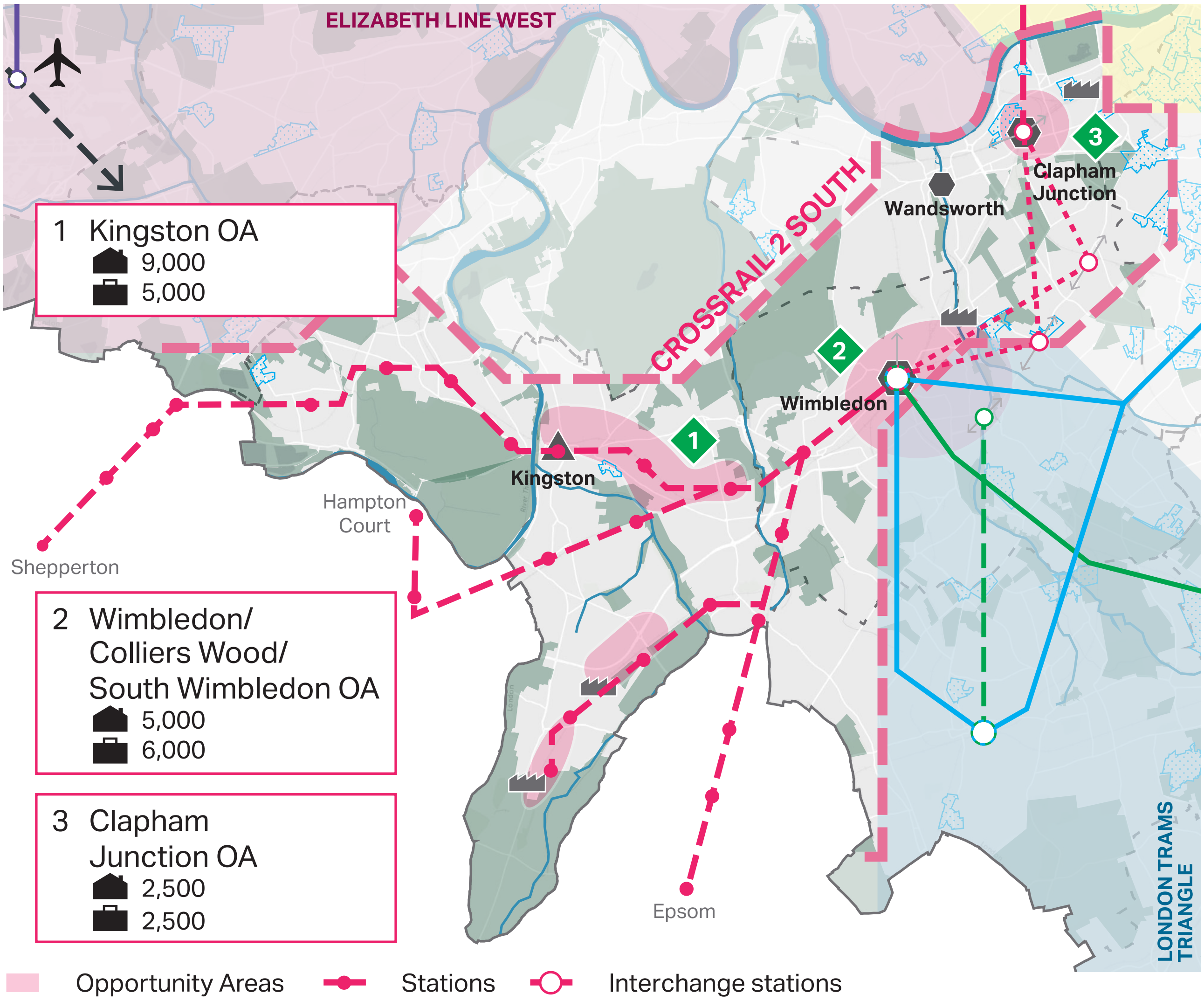
2.1.19 Crossrail 2 is a proposed new railway serving London and the Wider South East. To the south, it will connect the South West Mainline via new tunnels from Wimbledon, through central London to New Southgate and Tottenham Hale where it will connect with the West Anglia Mainline. As well as reducing journey times, increasing capacity, and reducing crowding across London's transport network, it will transform connectivity to and from key growth areas across London and beyond. It will support up to 200,000 new homes and 200,000 new jobs, connecting some of London's major growth locations with potential strategic growth locations outside London.

2.1.20 It is anticipated that Crossrail 2 will be operational by 2033. The Mayor has submitted the Strategic Outline Business Case for the scheme to the Government. Crossrail 2 and associated investment will have a significant impact on the locations it serves and the wider catchments of stations and linked services. This regeneration impact will help support the delivery of housing, mixed-use and commercial development across the corridor and the opportunity areas located within it, as described below. Planning frameworks for all areas affected by Crossrail 2 should respond to the significant development capacity unlocked by Crossrail 2. Frameworks should outline how this additional development capacity would be phased to reflect the transport connectivity and capacity improvements that Crossrail 2 enables.

2.1.21 Beyond London's boundaries Crossrail 2 is part of two Strategic infrastructure Priorities (see Figure 2.15 (4) and (10)).

Crossrail 2 South

Figure 2.5 - South West London/Crossrail 2 South



Kingston OA

2.1.22 The Royal Borough of Kingston upon Thames's network of town centres with their good levels of public transport accessibility have been identified as areas capable of accommodating development and intensification to provide leisure, cultural and night-time activity, commercial and retail uses, as well as high density housing. A Direction of Travel document was adopted in 2016 to guide planning policies in these areas. In particular it identified four areas where there is scope for significant change:

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

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

2.1.24 In the longer term, and in line with the opening of Crossrail 2 in 2033, there may be potential to accommodate growth in the following areas:

- Berrylands and Hogsmill Valley
- Chessington

Wimbledon OA

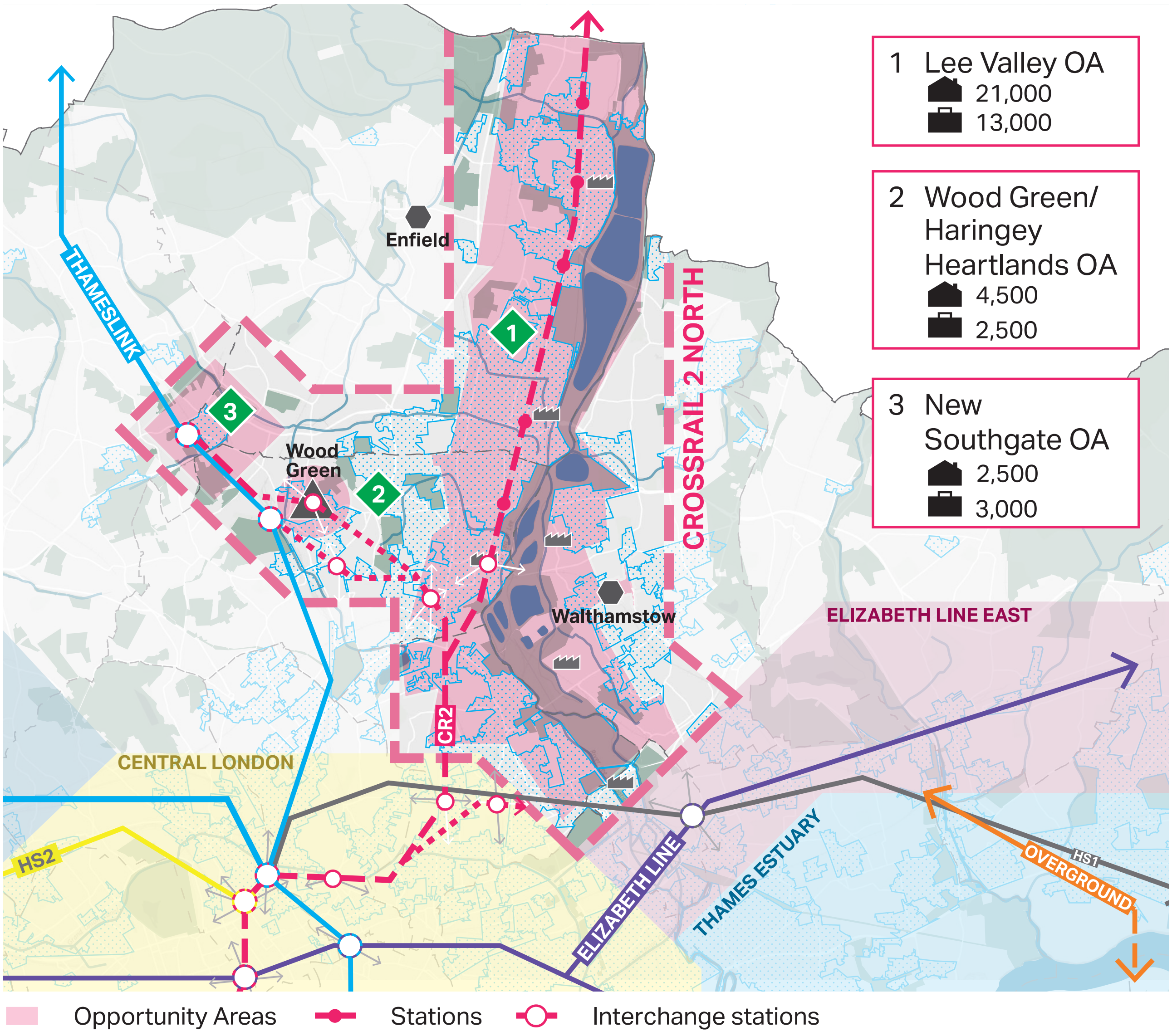
2.1.25 The step change in transport capacity and connectivity offered by Crossrail 2 will transform Wimbledon into a major transport hub with opportunities for interchange with National Rail, trams and the Underground. The redevelopment required to deliver the Crossrail 2 tunnel offers the opportunity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

Clapham Junction OA

2.1.26 Clapham Junction is Europe's busiest interchange station, and a designated Major town centre. The proposal for a Crossrail 2 station represents a unique opportunity to make more efficient use of land surrounding the station for residential and commercial development, including new offices. The station suffers from over-crowding at peak times, and requires significant investment to allow it to accommodate future growth in passenger numbers. The Planning Framework will need to fully explore and evaluate options for comprehensive over-station development, which would be reliant on a reconfiguration of the station layout. This will include the consideration of complex technical issues related to the operation of the railway and the integration with other transport infrastructure and services, including Crossrail 2. Careful consideration will need to be given to the urban design and place-making of the development and its integration into the existing streets and functions surrounding the station. It will be important to consider integration of any development with surrounding residential areas, and the Housing Zone.

Crossrail 2 North

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



Lee Valley OA

2.1.27 The Lee Valley occupies a strategic position in the London-Stansted-Cambridge-Peterborough growth corridor and provides a range of development opportunities for higher density development. These opportunities include the growth at Tottenham Hale, Blackhorse Lane, Meridian Water, Ponders End, Lea Bridge and Leyton, Stamford Hill, Clapton and the Lea Bridge roundabout, as well as other accessible sites within and on the edges of town centres, especially in the A10 and A1010 corridors. Crossrail 2 will transform transport connectivity and capacity in the Upper Lee Valley and is vital to support the full, long-term potential development capacity.

2.1.28 In the shorter term, a four-trains-per-hour service on the West Anglia Main Line at Meridian Water and Northumberland Park will support development and regeneration. Beyond this, four tracking of the line between Coppermill Junction and Broxbourne can unlock development capacity along the route.

2.1.29 Development in the Opportunity Area should fully capture the benefits of these significant transport interventions and provide the stimulus for regeneration, broadening employment opportunities for existing communities including those in Edmonton, the Tottenham corridor from Stoke Newington to Northumberland Park, and around Blackhorse Lane and Walthamstow.

2.1.30 The Lee Valley is ideally located for freight and logistics, straddling both the North Circular and M25, and providing a link to Stansted, Cambridge and beyond in the north, and to Central London in the south. It will continue to play an important strategic role in providing industrial and logistics functions to support the wider London economy and contribute to local employment.

2.1.31 The Planning Framework should quantify the full development potential of the area as a result of Crossrail 2. It should ensure that industrial, logistics and commercial uses continue to form part of the overall mix of uses in the area, with no net loss of industrial floorspace capacity, and that opportunities for intensification of industrial land and co-location of industrial and residential uses are fully explored. Tottenham and Walthamstow contain clusters of creative industries which should be protected and supported. The Planning Framework should also protect and improve sustainable access to the Lee Valley Regional Park and reservoirs, and ensure links through to Hackney Wick and the Lower Lea Valley. Planning frameworks should include an assessment of any effects on the Epping Forest Special Area of Conservation and appropriate mitigation strategies.

Wood Green/Haringey Heartlands OA

2.1.32 A range of development opportunities will be delivered with the aim of creating a revitalised employment-led Metropolitan town centre. The area benefits from excellent, and - subject to confirmation of Crossrail 2 coming to the area - improving public transport connections and capacity, which make Wood Green an ideal location for growth in employment and service provision to serve the central portion of north London. Key sites with development potential include the Clarendon Road gas works and adjacent Wood Green Cultural Quarter, as well as significant publicly-owned land parcels around the High Road, and Wood Green Shopping City. Mixed-use regeneration of these sites will deliver an expanded employment, retail and leisure offer, as well as new homes.

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

New Southgate OA

2.1.34 The arrival of Crossrail 2 at New Southgate can significantly enhance accessibility and connectivity to support regeneration in the wider area. The Planning Framework should review the development capacity of this area in the light of Crossrail 2. Initial estimates indicate that this could be significantly greater than the current estimated capacity for new homes and jobs.

2.1.35 The benefits of the existing good public transport accessibility to the north and east are hampered by the severance effect of major transport corridors through the area. The area to the west of the East Coast Main Line and to the south of the A406 North Circular suffer from poor quality environment and lack of proper connections to the stations and the wider area. The high traffic flows on the North Circular Road have a dominant and adverse impact on local residents and businesses by way of congestion, noise, air pollution and poor public realm along the corridor.

2.1.36 There is potential to deck over a small section of the North Circular immediately to the south of New Southgate Station and/or tunnel a section of the North Circular between New Southgate and Green Lanes. The Planning Framework should also consider the benefits and viability of these options including their potential to unlock the delivery of new homes and jobs as well as complement other transport initiatives in the area and the wider environmental, health and public realm benefits.

Thames Estuary North and South

2.1.37 The corridor either side of the Thames Estuary represents the largest concentration of Opportunity Areas in the city. It continues to be a priority for regeneration and economic development, with potential for over 250,000 new homes and 200,000 new jobs.

2.1.38 Development in a number of the Opportunity Areas in this corridor is coming forward at a fast pace, with significant development in the Isle of Dogs, Greenwich Peninsula and Woolwich. Others are about to benefit from new transport infrastructure, such as Barking Riverside with the extension of the Overground, and Thamesmead/Abbey Wood with the Elizabeth Line. Others are dependent on the development of infrastructure schemes in order to unlock their full potential, such as Bexley Riverside.

2.1.39 The Mayor has set out his vision to transform the Thames Estuary into a hub for large-scale state-of-the-art production facilities with an initial focus on creative and cultural industries. In their Local Plans, boroughs should consider how to encourage and support large-scale production facilities to create jobs, enhance the skills of local people and drive growth to benefit the area.

2.1.40 The Mayor will continue to work with the Thames Gateway Strategic Group, and the Thames Estuary Growth Commission, to support and promote investment in the Gateway, both within and outside London.

2.1.41 The lack of river crossings in the area is holding back growth and development, and the Mayor has prioritised or is exploring a number of schemes which will help to unlock and/or connect growth areas:

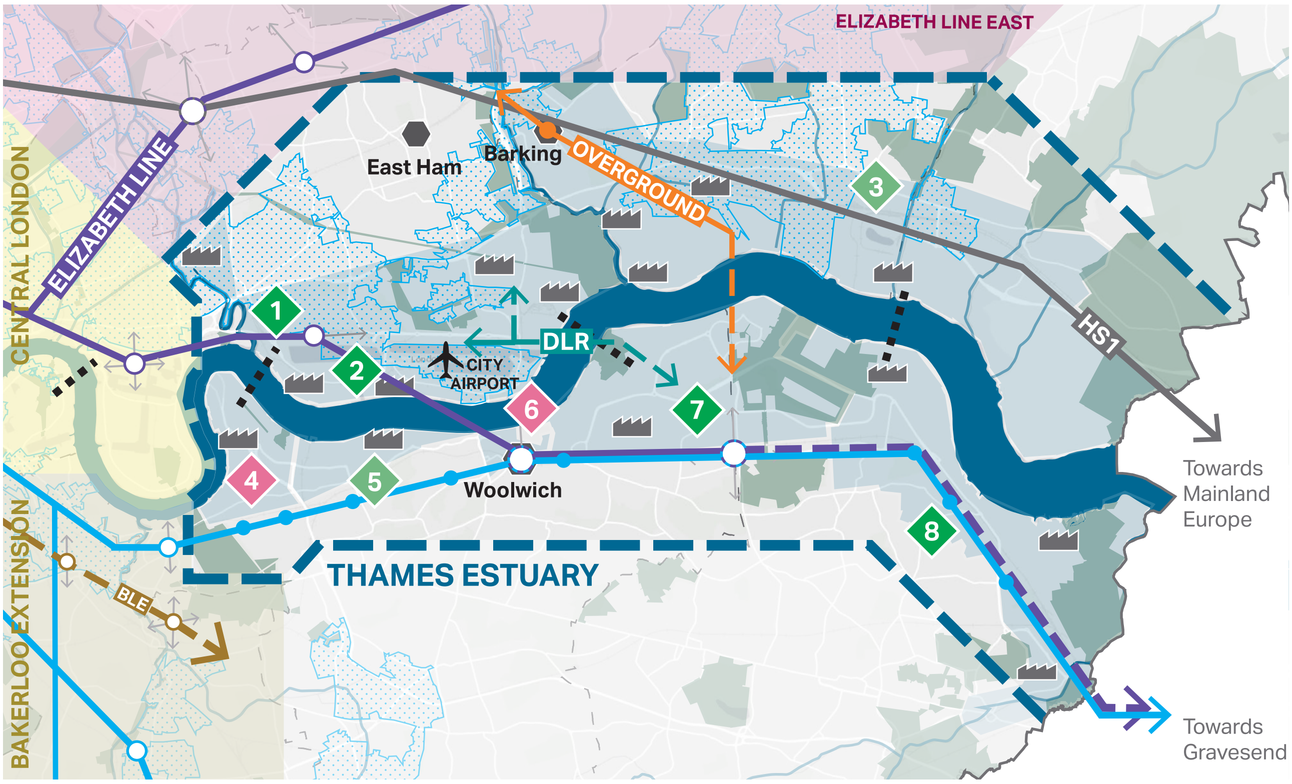
- Silvertown Tunnel
- a new river crossing linking Rotherhithe and Canary Wharf
- an extension of the DLR across the river from Gallions Reach to Thamesmead and beyond
- Barking Riverside to Abbey Wood London Overground crossing.

2.1.42 The Mayor will also support the Thames Gateway Kent Strategic Corridor by assisting boroughs in seeking a Government-led project to extend the Elizabeth Line through Bexley to north Kent.

2.1.43 This corridor links beyond London's boundaries into two Strategic Infrastructure Priorities (see Figure 2.15 (6) and (7)).

Thames Estuary

Figure 2.7 - Thames Estuary



1 Poplar Riverside OA
9,000
3,000

2 Royal Docks and Beckton Riverside OA
30,000
41,500

3 London Riverside OA
44,000
29,000

4 Greenwich Peninsula OA
17,000
15,000

5 Charlton Riverside OA
8,000
1,000

6 Woolwich OA
5,000
2,500

7 Thamesmead and Abbey Wood OA
8,000
4,000

8 Bexley Riverside OA
6,000/
19,000

Poplar Riverside OA

2.1.44 Poplar Riverside lies south of the Olympic Legacy Supplementary Planning Guidance area, and between the Isle of Dogs & South Poplar and Royal Docks Opportunity Areas. The new OA designation incorporates parts of the Lower Lee Valley area that are outside the Olympic SPG and LLDC areas. It contains the Poplar Riverside Housing Zone on the Tower Hamlets side of the River Lea. This has the potential for 9,000 new homes and improved connectivity in a part of the borough with significant infrastructure challenges.

2.1.45 The OA crosses the boundary of the River Lea into the London Borough of Newham, where there are opportunities to provide both intensified employment uses and residential development. Cross-boundary working is required to maximise investment of the Housing Zone funding and the development potential of upgrades to Canning Town station and the arrival of the Elizabeth Line at Custom House. Significant local transport improvements are needed to allow better pedestrian and cycle accessibility over the River Lea via footbridges and to remove the severance effect of major infrastructure such as DLR lines and the A12 at Gillender Street.

Royal Docks OA

2.1.46 This area sits at the heart of the Thames Gateway presenting one of the largest regeneration opportunities in London. It benefits from the presence of important existing industry and attractors such as ExCEL and City Airport, and will soon see an Elizabeth Line station at Custom House. The Royal Docks will become a vibrant new London quarter, creating a world-class business, industrial, cultural and residential district. Key to delivering this will be ensuring high-quality development with new infrastructure, homes and workspaces, including creative cultural, evening and night-time economy uses, in recognition of the Mayor’s aspiration for a Thames Estuary Production Corridor for culture and creative industries.

2.1.47 Significant housing-led mixed-use developments have already been completed or are underway, such as Royal Wharf, Barrier Park East, Gallions Quarter and Great Eastern Quays. The consented major new mixed-use schemes at Advanced Business Parks (London) and Silvertown Quay will contribute to the transformation of the area.

2.1.48 The Mayor has established the Royal Docks Delivery Team to guide development of the Enterprise Zone and surrounding Opportunity Area.

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

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

2.1.50 The DLR provides the key transport links through the area, and Beckton Depot will be retained and expanded to support the upgrade of the DLR fleet.

Thamesmead and Abbey Wood OA

2.1.51 Housing Zone status and investment by Peabody in estate renewal in the area will improve the quality of the environment and bring new housing opportunities. To deliver wider regeneration benefits to Thamesmead, other interventions to support the growth of the Opportunity Area are needed. These include: the redevelopment and intensification of employment sites to enable a range of new activities and workspaces to be created in parallel with new housing development; a review of open space provision in the area to create better quality, publicly accessible open spaces; the creation of a new local centre around Abbey Wood station, the revitalisation of Thamesmead town centre and Plumstead High Street; and improved local transit connections. The Planning Framework should ensure that there is no net loss of industrial floorspace capacity.

2.1.52 Alongside the opening of the Elizabeth Line in December 2018, major investments in transport infrastructure such as the proposed DLR extension from Gallions Reach are also needed to support high density development and provide access to areas of significant employment growth, such as the Royal Docks for existing and new residents of Thamesmead. To accommodate the expected growth in the area, utility infrastructure - in particular water and electricity supply, broadband and a local heat network - should be upgraded and/or planned for accordingly. In view of the low-lying nature of parts of the area, particular attention should also be given to flood risk management.

Bexley Riverside OA

2.1.53 The Bexley Riverside OA stretches along the south side of the Thames and includes the areas of Belvedere, Erith, Slade Green and Crayford. Future improvements to accessibility through better services on the existing transport network, and the extension of the Elizabeth Line to Slade Green and beyond, offer the opportunity for significant redevelopment around the stations. The Mayor will support the borough and the adjoining Kent authorities in seeking a Government-led extension of the Elizabeth Line. In the interim, within London, the Planning Framework should explore the level of growth that could be supported through significantly enhanced bus services and priority measures.

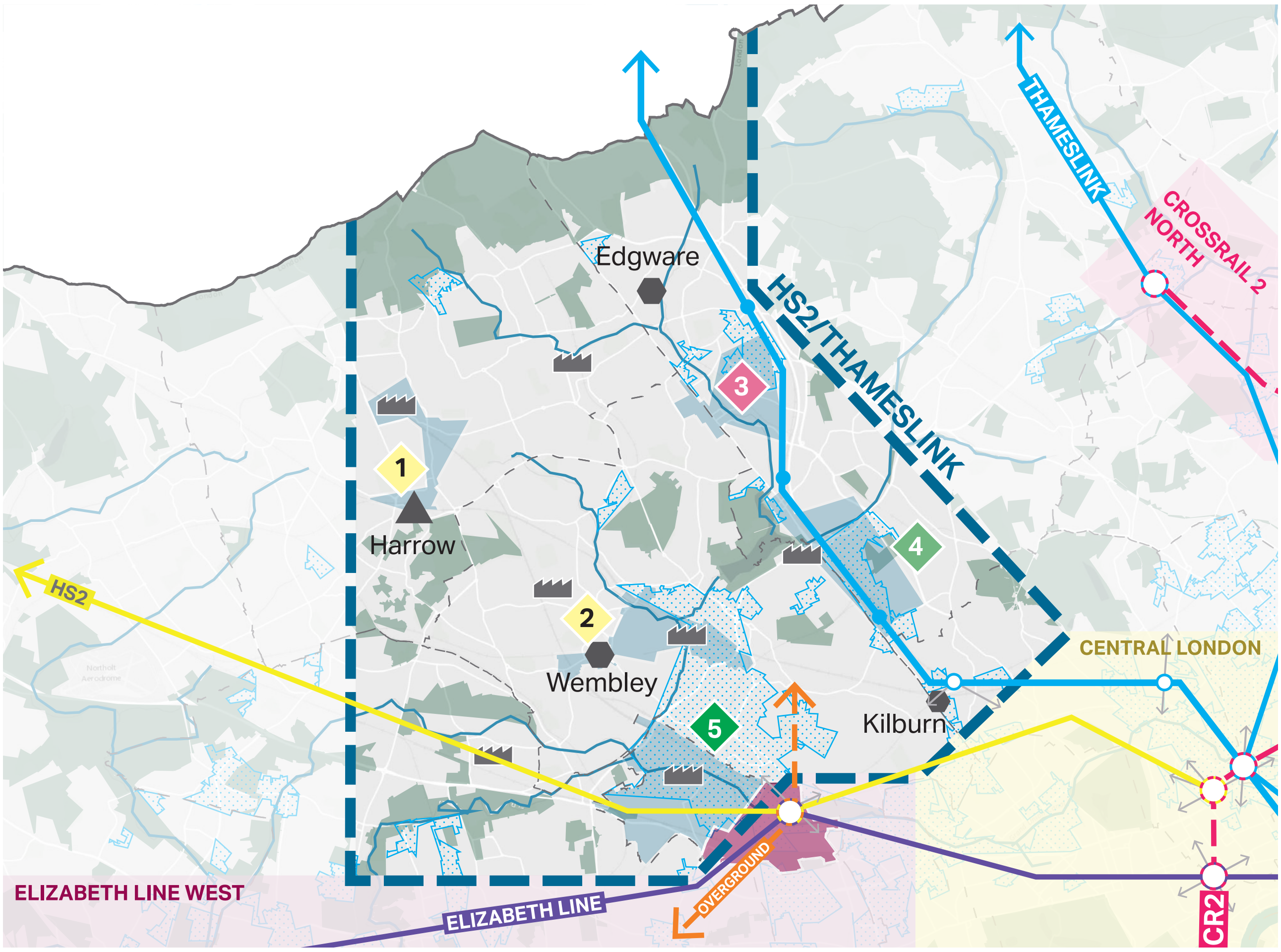
2.1.54 Industrial and logistics uses will continue to play a significant role in the area. The Planning Framework should ensure that there is no net loss of industrial floorspace capacity, and that industrial uses are retained and intensified, and form part of the mix in redevelopment proposals.

High Speed 2 / Thameslink

2.1.55 At the heart of this area, Old Oak is set to be transformed in 2026 with the opening of Old Oak Common Station, which will connect the Elizabeth Line and National Rail services to the newly built High Speed 2 line. The creation of this new station will dramatically improve public transport in the immediate area, and across London. The boroughs are examining the feasibility of a new rail link from Brent Cross to Hounslow, via Old Oak. This West London Orbital Line could unlock significant new growth in the area.

2.1.56 This corridor links beyond London's boundaries into a Strategic Infrastructure Priority (see Figure 2.15 (12)).

Figure 2.8 - High Speed 2 / Thameslink



Opportunity Areas — Stations — Interchange stations

1 Harrow and Wealdstone OA
5,000
1,000

2 Wembley OA
14,000
13,500

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

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

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

Old Oak / Park Royal

2.1.57 The Mayor has established the Old Oak and Park Royal Development Corporation (OPDC) to drive forward regeneration of this area. A Local Plan has been published which recognises the huge regeneration potential of the area and sets out a clear strategy for how redevelopment should help to optimise economic growth and regeneration potential, create a new town centre and bring tangible benefits for local communities and Londoners.

2.1.58 Old Oak Common station (connecting HS2, the Elizabeth Line and National Rail) is set to open in 2026. There are significant opportunities to bring forward regeneration in advance of this date around the existing and potential new rail stations in the area. This includes North Acton on the Central line and Willesden Junction on the Bakerloo Line and London Overground, as well as the potential new local stations at Hythe Road and Old Oak Common Lane on the Overground.

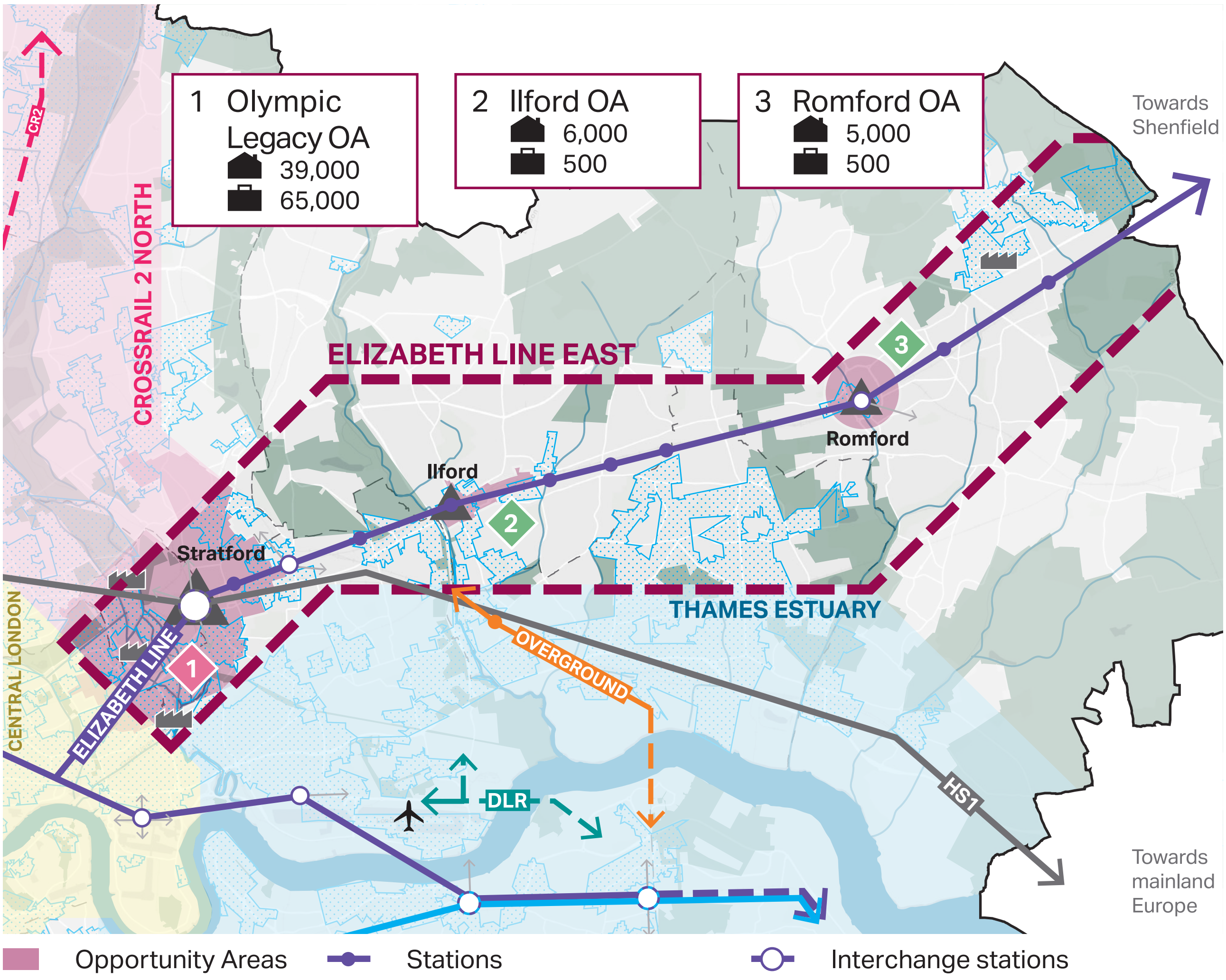
2.1.59 Park Royal is a strategically-important industrial estate for the functioning of London's economy and should be protected, strengthened and intensified.

Elizabeth Line East

2.1.60 The Elizabeth Line will open in 2019 and transform connectivity along the route. It is already leading to increased development in central London and has the potential to bring forward growth and development from Stratford eastwards.

2.1.61 This corridor links beyond London's boundaries into a Strategic Infrastructure Priority (see Figure 2.15 (5)).

Figure 2.9 - Elizabeth Line East



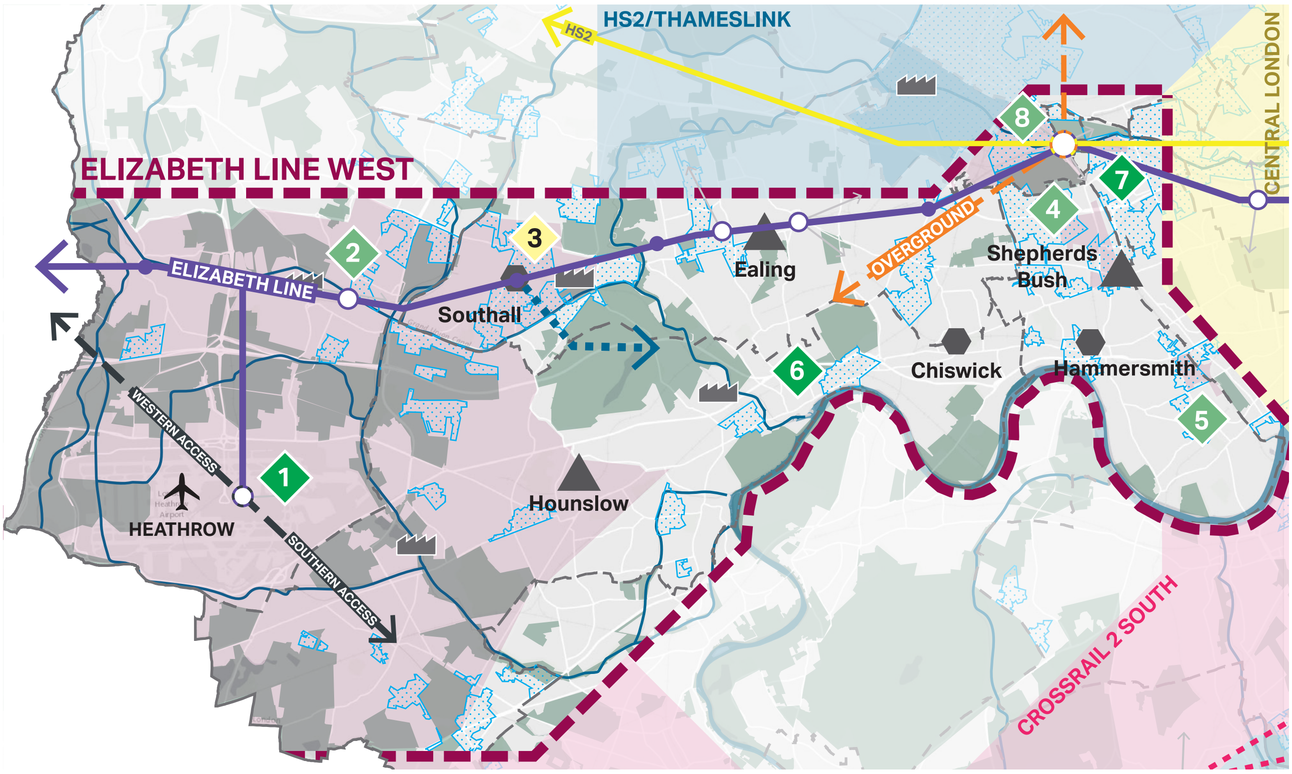
Heathrow/Elizabeth Line West

2.1.62 The area contains a range of opportunities to support London's economic development and deliver new housing and environmental improvements. Policy T8 Aviation confirms that the Mayor will oppose any expansion of Heathrow Airport unless it can be shown that: no additional noise or air quality harm would result; the benefits of future regulatory and technology improvements would be fairly shared with affected communities; and that sufficient surface access capacity would be provided by the Government and/or the airport authority.

2.1.63 The Mayor will therefore review and clarify the area's potential contribution to London's growth when expansion proposals and their spatial and environmental implications are clearer.

2.1.64 This corridor links beyond London's boundaries into a Strategic Infrastructure Priority (see Figure 2.15 (11)).

Figure 2.10 - Elizabeth Line West



Opportunity Areas — Stations — Interchange stations

1 Heathrow OA
13,000
11,000

2 Hayes OA
4,000
1,000

3 Southall OA
9,000
3,000

4 White City OA
7,000
2,000

5 Earls Court and West Kensington OA
6,000
5,000

6 Great West Corridor OA
7,500
14,000

7 Kensal Canalside OA
3,500
2,000

8 Old Oak and Park Royal OA
25,500
65,000

Central London

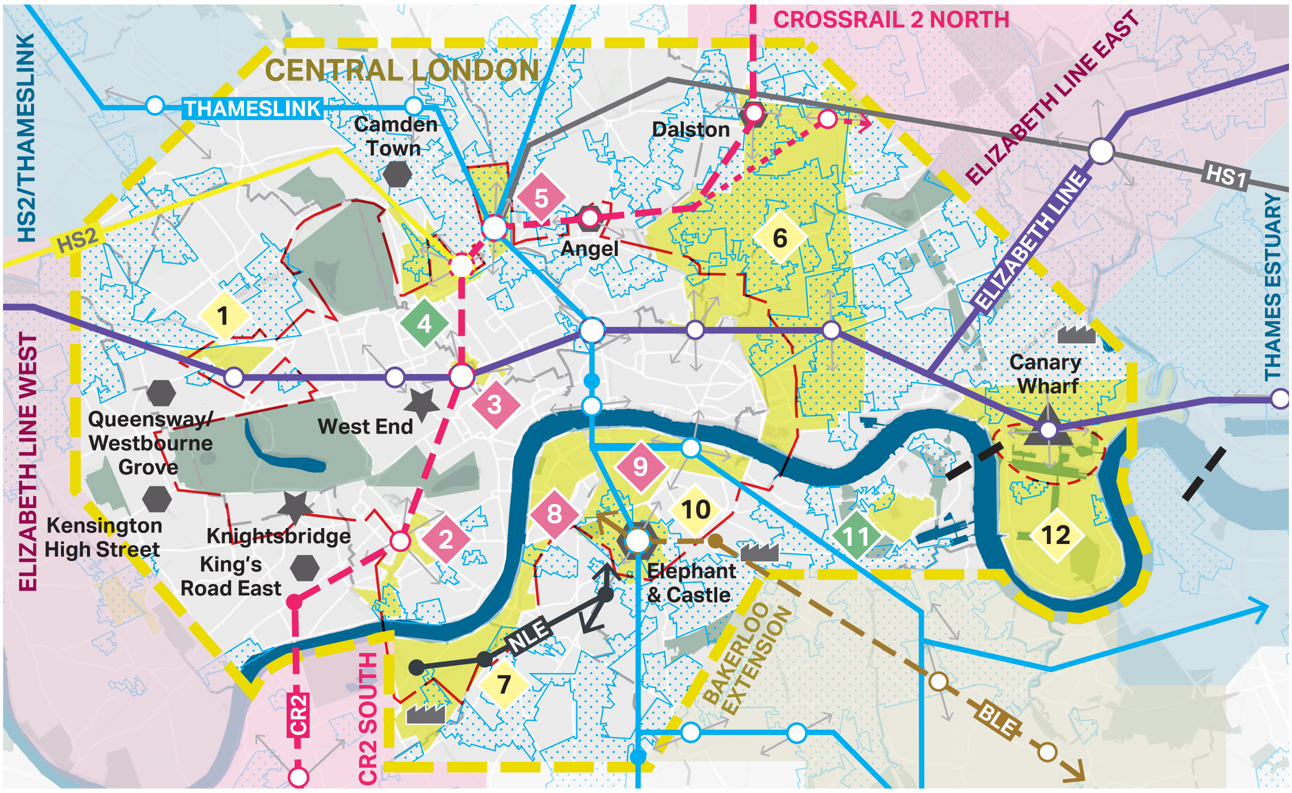
2.1.65 Central London is a key driver for both London's economy and the UK economy as a whole, comprising both the CAZ and Northern Isle of Dogs (see Policy SD4 The Central Activities Zone (CAZ) and Policy SD5 Offices, other strategic functions and residential development in the CAZ) and the closely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

Euston

2.1.66 Euston is a major national and commuter rail terminal with good public transport links to the rest of the CAZ. The existing mainline station is outdated, the local environment has areas of poor quality, and the over-station airspace and adjacent areas are underused. There is significant potential for intensification and an opportunity to comprehensively transform Euston and the immediate area into a world-class transport interchange and new residential and business district. Scope exists to reconfigure Euston Square Gardens and the bus station to enhance this space and improve transport facilities and to also complement the expanding knowledge quarter. This should support the area's strengths in the Life Sciences and Tech industries. The 'Euston Area Plan' produced by the GLA, working with Transport for London and Camden Council was adopted in 2015.

2.1.67 HS2 has now received Royal Assent and options for the potential redevelopment of the existing station have come forward in addition to proposals for a Crossrail 2 interchange. This could greatly assist in improving interchange capacity in the longer term. Working with the station operators, the GLA and Camden Council, the Department for Transport is seeking to pool the various land interests and secure a development partner to assist in delivering a comprehensive redevelopment at Euston. A planning brief for the area around Euston Station is currently being produced.

Figure 2.11 - Central London



Opportunity Areas — Stations — Interchanges — CAZ / Northern Isle of Dogs

1 Paddington OA
- 1,000
- 13,000

2 Victoria OA
- 1,000
- 4,000

3 Tottenham Court Road OA
- 300
- 6,000

4 Euston OA
- 2,800-3,800
- 16,500

5 King's Cross OA
- 1,000
- 48,000

6 City Fringe/ Tech City OA
- 15,500
- 50,500

7 Vauxhaul Nine Elms Battersea OA
- 18,500
- 18,500

8 Waterloo OA
- 1,500
- 6,000

9 London Bridge Bankside OA
- 4,000
- 5,500

10 Elephant & Castle OA
- 5,000
- 10,000

11 Canada Water OA
- 5,000
- 20,000

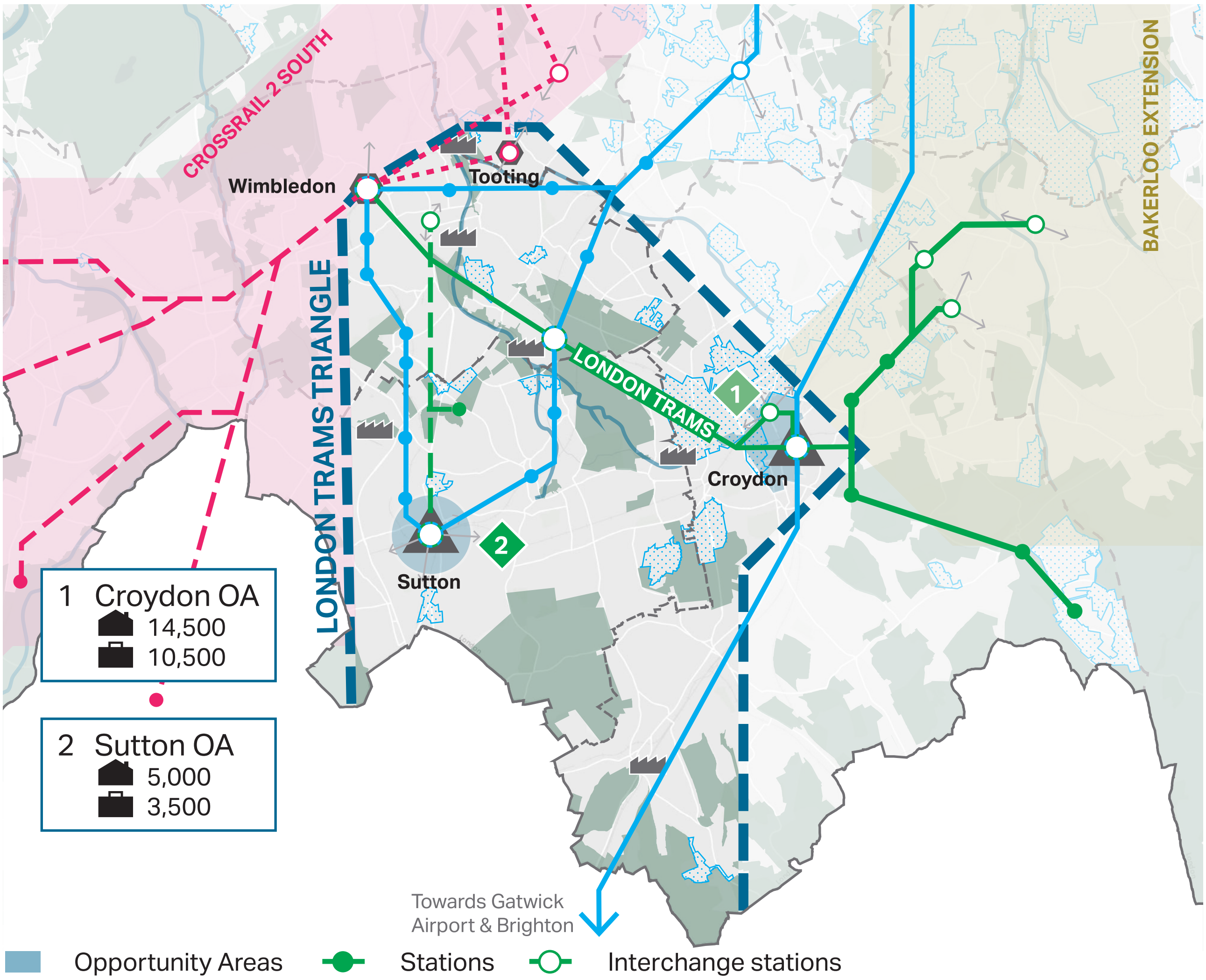
12 Isle of Dogs OA
- 29,000
- 110,000

Trams Triangle/London-Gatwick-Brighton mainline

2.1.68 This area of South London contains the key town centres of Croydon, Sutton and Wimbledon, with important links to central London and Gatwick via the Brighton mainline and, in the future, Crossrail 2. The Tram has transformed travel opportunities in the area and provides the potential for further growth in homes and jobs. The proposal to extend the Tram to Sutton Town Centre, and potentially beyond to the proposed Cancer Hub, would improve public transport accessibility to the town centre and St. Helier Hospital, and support the delivery of at least 10,000 homes. TfL and the GLA are working with the boroughs to produce a robust business case and funding package, demonstrating how housing and employment growth can be unlocked.

2.1.69 This corridor links beyond London's boundaries into a Strategic Infrastructure Priority (see Figure 2.15 (9)).

Figure 2.12 - Tram Triangle



Policy SD2 Collaboration in the Wider South East

A The Mayor will work with partners across the Wider South East (WSE) to address appropriate regional and sub-regional challenges and opportunities through recently-developed strategic coordination arrangements.

B To secure an effective and consistent strategic understanding of the demographic, economic, environmental and transport issues facing the WSE, the Mayor supports joint working with WSE partners to ensure that plan-making is, as far as possible, informed by consistent technical evidence.

C The Mayor will take account of the views of WSE partners in discharging his Duties to Inform and Consult with authorities beyond London and will respond to their Duty to Co-operate requests for views on Development Plans insofar as they bear strategically on London.

D The Mayor supports recognition of long-term trends in migration in the development of Local Plans outside London.

E The Mayor will work with WSE partners to find solutions to shared strategic concerns such as: barriers to housing and infrastructure delivery (including 'smart' solutions - see also paragraph 9.6.7); factors that influence economic prosperity; the need to tackle climate change (including water management and flood risk); improvements to the environment (including air quality) and waste management (including the promotion of Circular Economies); wider needs for freight, logistics and port facilities; and scope for the substitution of business and industrial capacity where mutual benefits can be achieved.

2.2.1 London is not an island. Though it is significantly larger than other centres in the Wider South East, it is part of an **extensive and complex network of centres** of different sizes and functions. Some are of considerable strategic importance in their own right and the focus of their own sub-regional networks of centres. The network as a whole, and the orbital and radial linkages which hold it together, comprise the most productive region in the UK accounting for nearly half its output and making by far the biggest net contribution to the national exchequer.

2.2.2 The WSE is home to 24.2 million people (8.9 million in London), 10.0 million households (3.6 million in London) and 13.7 million jobs (5.7 million in

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

2.2.3 Both London and the rest of the WSE benefit from this regional dynamism. The effects of London's housing and labour markets and their related **multiplier effects** extend far beyond its administrative boundaries. 800,000 commuters travel into London each day (more than half of the workforce in some of the local authorities bordering London – see Figure 2.13) and make an important contribution to its economy as well as to the commuters' own local economies when they return home. Figure 2.14 illustrate trends in migration flows into and out of London.

2.2.4 There are mutual benefits for authorities across the WSE in working together to tackle these regionally important matters. Historically, a formal regional structure was in place to coordinate approaches to them. A non-statutory **strategic structure** has now been put in its place to address them[7], facilitated by South East England Councils, the East of England Local Government Association, London Councils and the Mayor.

2.2.5 The new structure provides the basis for coordinated approaches to Government on pan-regional, general issues referred to in part E of the policy. Opportunities to collaborate should be considered where **mutual benefits** can be achieved. The promotion of good links to/from potential employment locations outside London by the Mayor to help realise corresponding employment opportunities within and outside London is an example of such mutual benefits.

2.2.6 This structure complements the GLA Act requirement for the spatial development strategy to address matters of strategic importance to Greater London (GLA Act, VIII, S.334 (5)) and the **Mayor's statutory Duties to Inform and Consult** (GLA Act, VIII, S.335 'with adjoining counties and districts', S.339 'authorities outside London', S.348 'authorities in the vicinity of London').

2.2.7 Authorities outside London have a similar **Duty to Co-operate** (Localism Act 2011) with the Mayor on relevant matters of strategic importance as part of the process of preparing their Local Plans. In addition, Planning Practice Guidance[8] states that 'cooperation between the Mayor, boroughs

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

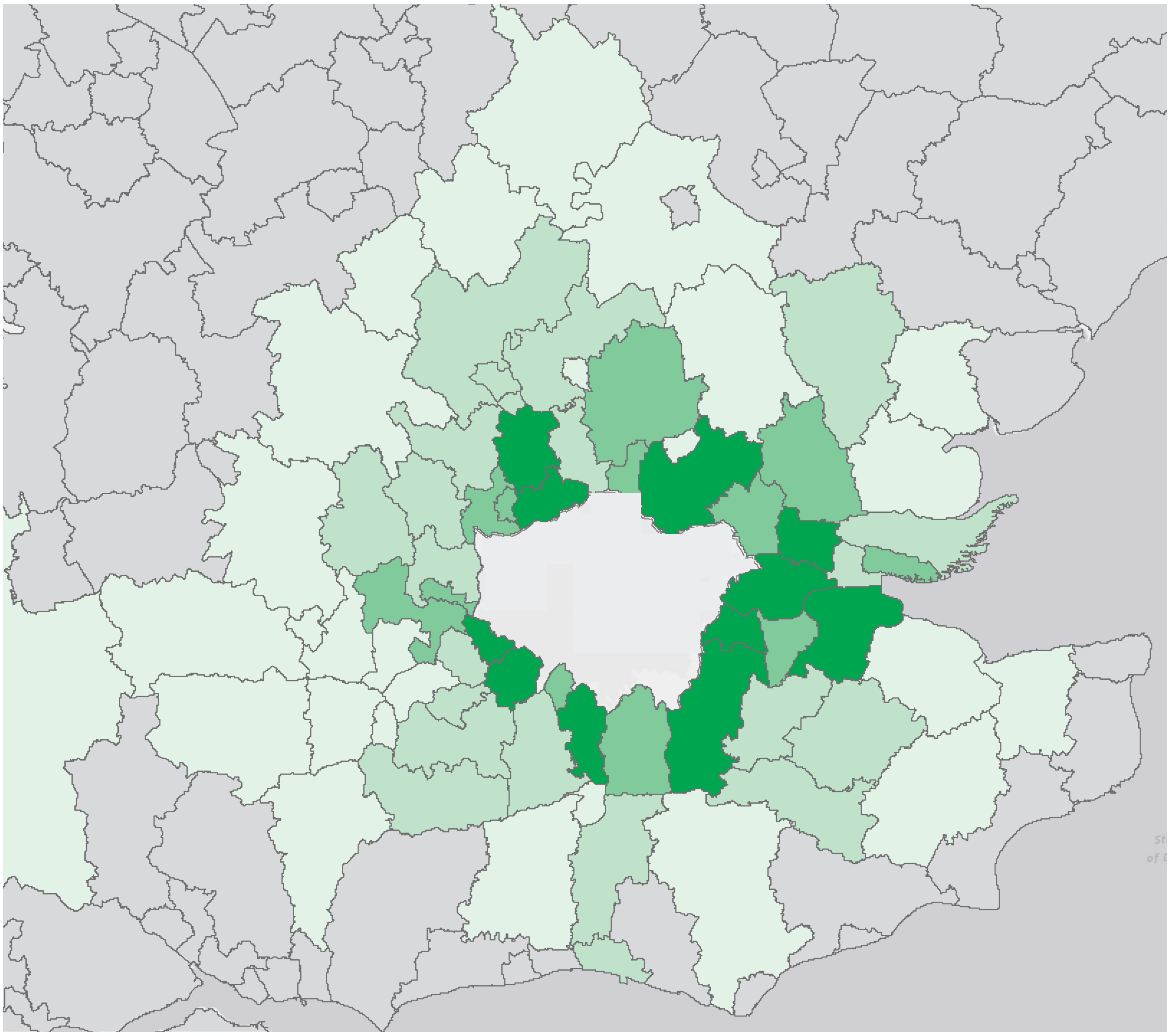
8 NPPG – Paragraph: 007 Reference ID: 9-007-20140306

and local planning authorities bordering London will be vital to ensure that important strategic issues, such as housing delivery and economic growth, are planned effectively'.

2.2.8 The Mayor supports and encourages collaborative regional working through his planning activities. However, locally-specific **cross-border matters** between individual London boroughs and authorities beyond London may be addressed most effectively by the relevant local authorities on the basis of their Duties to Cooperate.

2.2.9 To inform local housing need assessments the GLA has prepared authoritative and consistent **demographic projections** across the whole of the UK, which take into account the significant short-term, cyclical changes in migration flows from London. Partners are also exploring the scope to collate other consistent regional datasets.

Figure 2.13 - Spatial Distribution of Commuting to London



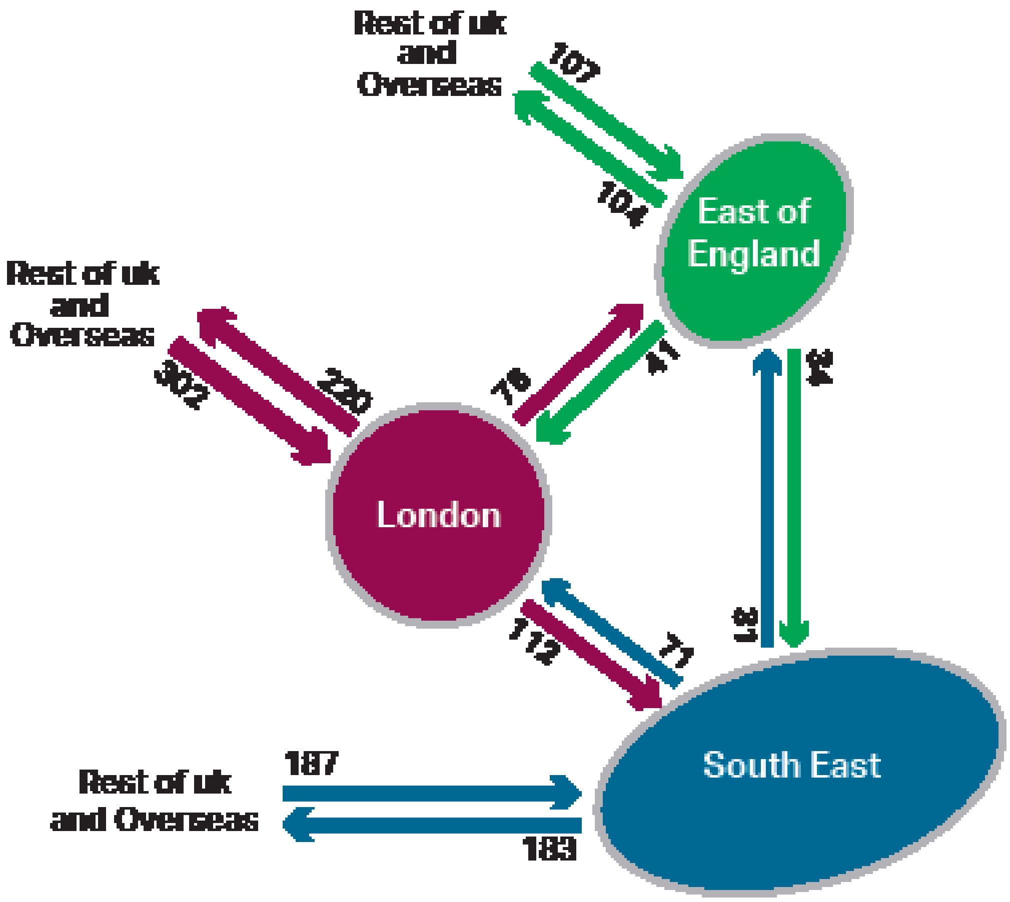
Commuting flows from districts in England and Wales to London in 2011

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

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

Source: 2011 Census

Figure 2.14 - Average annual gross migration flows 2016 – 2041



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

Policy SD3 Growth locations in the Wider South East and beyond

A The Mayor will work with relevant WSE partners, Government and other agencies to realise the potential of the wider city region and beyond through investment in strategic infrastructure to support housing and business development in growth locations to meet need and secure mutual benefits for London and relevant partners.

B The Mayor supports recognition of these growth locations with links to London in relevant Local Plans.

2.3.1 This Plan aims to accommodate all of **London's growth** within its boundaries without intruding on its Green Belt or other protected open spaces. As with any successful urban area this does not mean that in- and out-migration will cease, but that as far as possible sufficient provision will be made to **accommodate the projected growth within London**.

2.3.2 To ensure a **common understanding of growth projections** across the wider region the GLA will provide regionally-consistent demographic data, which takes into account long-term trends, and the Mayor will refer to this data as part of his representations on emerging Local Plans.

2.3.3 The GLA's new **Strategic Housing Market Assessment** shows that London has a need for approximately 66,000 additional homes a year. The Strategic Housing Land Availability Assessment suggests that London has the capacity for around 65,000 additional homes a year and the housing targets in this Plan reflect this.

2.3.4 Despite this Plan seeking to accommodate the vast majority of London's future growth, some migration will continue. Given the pressure for growth in both London and the WSE, the barriers to housing delivery that need to be overcome to avoid a further increase of the backlog, and potential changes to projections over time, it is prudent to plan for longer-term contingencies. Therefore, the Mayor is interested in **working with willing partners** beyond London to explore if there is potential to accommodate more growth in sustainable locations outside the capital.

2.3.5 This **partnership work** could help deliver more homes, address housing affordability and improve economic opportunities outside London. The focus is on locations that are (or are planned to be) well-connected by public transport and where development can help meet local growth aspirations as well as wider requirements. Recognising that investment in public transport can often bring significant benefits to wider areas, such partnerships could focus on optimising rail capacity between London, the wider region and beyond. Another area of focus could be proposals for new/garden settlements with good links to London. Government has already indicated support for a similar approach[9]. The Mayor could help to investigate and secure mutually beneficial infrastructure funding to unlock these opportunities.

2.3.6 Figure 2.15 shows London in its wider regional setting. 13 WSE **Strategic Infrastructure Priorities** have been endorsed by the WSE partners for initial delivery. Eight of these are radial priorities that connect directly to

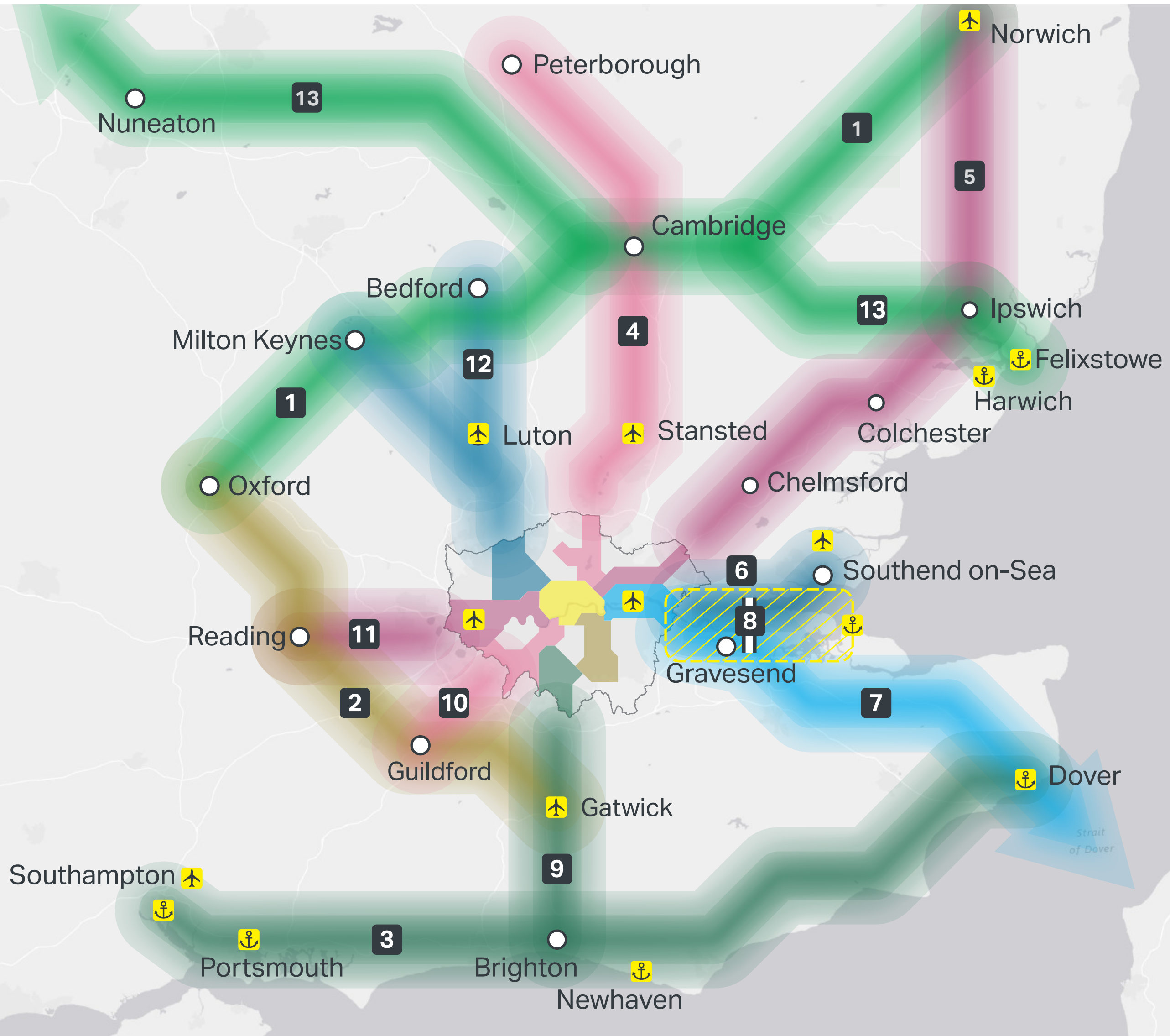
9 Locally-led Garden Villages, Towns and Cities (DCLG, March 2016)

Growth Corridors within London. The remaining five are orbital priorities that can help reduce transit through London and stimulate the WSE economy beyond the capital. Some of these orbital priorities may have more capacity to accommodate additional growth than the radial ones.

2.3.7 Collaboration with willing partners can help alleviate some of the pressure on London while achieving local ambitions in the WSE for growth and development, recognising that this may require further infrastructure. The Mayor will work with key **willing partners**, including local authorities, Local Enterprise Partnerships, the National Infrastructure Commission and Government, to explore strategic growth opportunities where planning and delivery of strategic infrastructure (in particular public transport) improvements can unlock development that supports the wider city region.

2.3.8 It will be important to ensure that growth in the WSE contributes to local vibrancy and economic activity at all times of the day and week, and that the scale of planned growth is proportional to public transport capacity in the area. Where appropriate, the Mayor will support for example Memoranda of Understanding to formalise **partnership agreements**/ commitments between relevant authorities. Work with some individual authorities and groups of authorities in the WSE has been initiated and is being pursued further. The Mayor continues to encourage authorities outside London to become willing partners and work with the capital on opportunities for growth, where mutual interest can be achieved.

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



Strategic Infrastructure Priorities

Airport

Port

Thames Estuary Ports

London Growth Areas

Source: Wider South East Partnership

Strategic Infrastructure Priorities

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

Policy SD4 The Central Activities Zone (CAZ)

A The unique international, national and London-wide roles of the CAZ, based on an agglomeration and rich mix of strategic functions as well as local uses, should be promoted and enhanced.

B The nationally and internationally significant office functions of the CAZ should be supported and enhanced by all stakeholders, including the intensification and provision of sufficient space to meet demand for a range of types and sizes of occupier and rental values.

C The distinct environment and heritage of the CAZ should be sustained and enhanced.

D Taking account of the dense nature of the CAZ, practical measures should be taken to improve air quality, using an air quality positive approach where possible (Policy SI1 Improving air quality) and to address issues related to climate change and the urban heat island effect.

E The unique concentration and diversity of cultural, arts, entertainment, night-time economy and tourism functions should be promoted and enhanced.

F The vitality and viability of the international shopping and leisure destinations of the West End and Knightsbridge together with other CAZ retail clusters should be supported.

G The CAZ as a centre of excellence and specialist clusters including functions of state, health, law, education, creative and cultural activities, and other more local Special Policy Areas should be supported and promoted.

H The attractiveness of the CAZ to residents, visitors and businesses should be enhanced through public realm improvements and the reduction of traffic dominance, as part of the Healthy Streets Approach (see Policy T2 Healthy Streets).

I Infrastructure to sustain and enhance the CAZ and its agglomeration of strategic functions including its public transport and digital connectivity and its potential to accommodate new development should be secured.

J The safety, security and resilience of the CAZ should be promoted working with businesses and communities.

K The attractions of predominantly residential neighbourhoods, where more local uses predominate, should be conserved.

L Development of social infrastructure that meets the distinct needs of the CAZ should be supported.

M Sufficient capacity for industry and logistics should be identified and protected, including last mile distribution, freight consolidation and other related service functions within or close to the CAZ and Northern Isle of Dogs to support the needs of businesses and activities within these areas.

N In Development Plans, boroughs should:

1) define the detailed boundary of the CAZ and specialist clusters of strategic functions having regard to the CAZ Diagram shown in Figure 2.16
2) develop locally sensitive policies to meet this Plan's objectives for the CAZ
3) define the detailed boundaries of the CAZ satellite and reserve locations.

2.4.1 The CAZ is the vibrant heart and globally-iconic core of London. It is one of the world's most attractive and competitive business locations. It accommodates one third of London's jobs and generates almost 10 per cent of the UK's output. It contains the seat of national Government and is internationally renowned for its culture, night-time economy, tourism, shopping and heritage. It is also home to more than 230,000 residents.

2.4.2 The density, scale and mix of business functions and activities in the CAZ are unique and are underpinned by the connectivity provided by public transport, walking and cycling networks. This agglomeration results in exceptional levels of productivity, which is not replicated elsewhere in the UK, and provides national benefits. It requires different or tailored approaches to the application of national policy to address its distinct circumstances.

2.4.3 For the purposes of CAZ policies, the Northern Isle of Dogs (NIOD) is recognised as a CAZ 'satellite'[10] location for world city office functions.

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

Future potential reserve[11] locations for CAZ office functions are Stratford and Old Oak Common.

2.4.4 The **strategic** functions of the CAZ include, but are not necessarily limited to:

a. functions associated with the State, Government and Monarchy
b. diplomatic organisations (such as embassies and high commissions)
c. agglomerations of nationally and internationally significant offices and company headquarters connected with finance, business, professional bodies, associations and institutions
d. uses connected with science, technology, media, communications and cultural sectors of regional, national and international importance
e. centres of excellence for higher and further education and research
f. centres of medical excellence and associated specialist facilities
g. legal establishments of regional, national and international importance
h. arts, culture, leisure, entertainment and activities and areas of regional, national and international importance
i. retailing, including specialist outlets, of regional, national and international importance
j. tourism facilities including hotels and conference centres
k. specialist creative clusters including for example clothing, fashion, jewellery, printing, antiques, musical instruments, art and culture
l. transport facilities, especially for public transport of regional, national and international importance
m. places of worship and places of assembly of regional, national and international importance
n. use and enjoyment of the River Thames
o. heritage, built environment, the Royal Parks and other green and open spaces (public and private).

2.4.5 Alongside the range of strategic functions, the CAZ also contains housing, social infrastructure and community uses to address the needs of

11 These locations are identified as future strategic reserves for nationally significant office functions in the event that future demand for office space exceeds development capacity in the CAZ.

residents, visitors and workers. Whilst they are not strategic functions of the CAZ, these **locally orientated uses** also play an important role in the character and function of the Zone as a vibrant mixed-use area, ensuring activity and vitality at different times of the day and week. New residential development should be complementary and not compromise the strategic functions of the CAZ.

2.4.6 As a whole, the CAZ supports a nationally and internationally significant scale and **agglomeration of offices**, enabled by the hyper-connectivity of its public transport infrastructure. The CAZ has important clusters in areas such as tech, the creative industries and life sciences[12], adding to its strengths in the business, professional and financial services sector, arts and culture, health, education and law. A supportive policy approach to the wide variety of business space requirements, quality and range of rental values is essential to enable these sectors to flourish and for small and medium-sized enterprises to fulfil their economic potential alongside larger businesses[13].

2.4.7 The distinct **environment and heritage** of the CAZ should be sustained and enhanced through development decisions, Local Plans and other initiatives[14] such as the transformation of Oxford Street. This should recognise both its strategic elements, including the River Thames, the Royal Parks, World Heritage Sites, Designated Views and unique concentration of heritage assets, as well as more local features including the public realm, smaller waterways and green and open spaces.

2.4.8 **Air quality** in the CAZ is particularly poor due to the intensity of the road network and land uses. The CAZ also experiences high levels of construction which results in dust and emissions from construction activities and equipment that adversely affect air quality. The Mayor is taking practical steps to improve air quality in the CAZ including the T-charge and stricter Ultra-Low Emission Zone which will impose charges on the most polluting vehicles[15].

2.4.9 **Arts, culture, tourism and entertainment activities** are a defining feature of the vibrant and distinctive character of the CAZ with its varied

12 Ramidus Consulting. 2017 London Office Policy Review. GLA, 2017

13 Ramidus Consulting, Small Offices and Mixed Use Development in CAZ, GLA 2015

14 Mayor's Environment Strategy 2017

15 Details on the TfL website: https://tfl.gov.uk/modes/driving/emissions-surcharge, https://tfl.gov.uk/modes/driving/ultra-low-emission-zone; See also the Mayor's Environment Strategy 2017.

mix of daytime, evening and night-time uses. Together they make a vital contribution to London's culture and heritage, ensuring the capital is an attractive place in which to live, work, visit and invest. The CAZ includes several areas that are rich in cultural activity including the West End, South Bank/Bankside/London Bridge, the Barbican, King's Cross and the South Kensington museums complex, along with more local clusters and cultural venues. It also contains the country's largest concentrations of night-time activity in Soho, Covent Garden and Shoreditch. These areas and functions should be recognised, nurtured and supported in line with CAZ Policy and other policies related to culture and supporting the evening and night-time economy. Policies on hotels and other serviced accommodation in the CAZ (and elsewhere) are set out in the Economy chapter of this Plan.

2.4.10 The CAZ contains a vibrant, successful and diverse retail offer at a scale and quality that makes it a **shopping destination** of global significance. It contains a range of unique centres and mixed-use clusters with a predominant retail function which perform different roles in the wider London Plan town centre network (see Town Centre policies) including:

a. International centres - The West End (including the primary retail functions of Oxford Street, Regent Street, Bond Street and the wider West End Retail and Leisure Special Policy Area) and Knightsbridge

b. The West End Retail and Leisure Special Policy Area (WERLSPA) including Covent Garden and Soho, where retail should complement the strategic cultural, leisure, evening and night-time economy roles of these areas

c. CAZ retail clusters - significant mixed-use clusters with a predominant retail function and in terms of scale broadly comparable to Major or District centres in the London Plan town centre network (see Annex 1)

d. Locally identified CAZ retail centres – smaller clusters or parades of retail and related uses broadly comparable to local / neighbourhood centres in the London Plan town centre network and generally serving very localised areas

e. Specialist retail destinations / clusters – including for example Covent Garden, arcades, street markets, covered and specialist markets and niche retailing

f. Other retail clusters including areas within the CAZ defined in Local Plans as being appropriate for retail development and ancillary clusters of retail associated with public transport termini and stations.

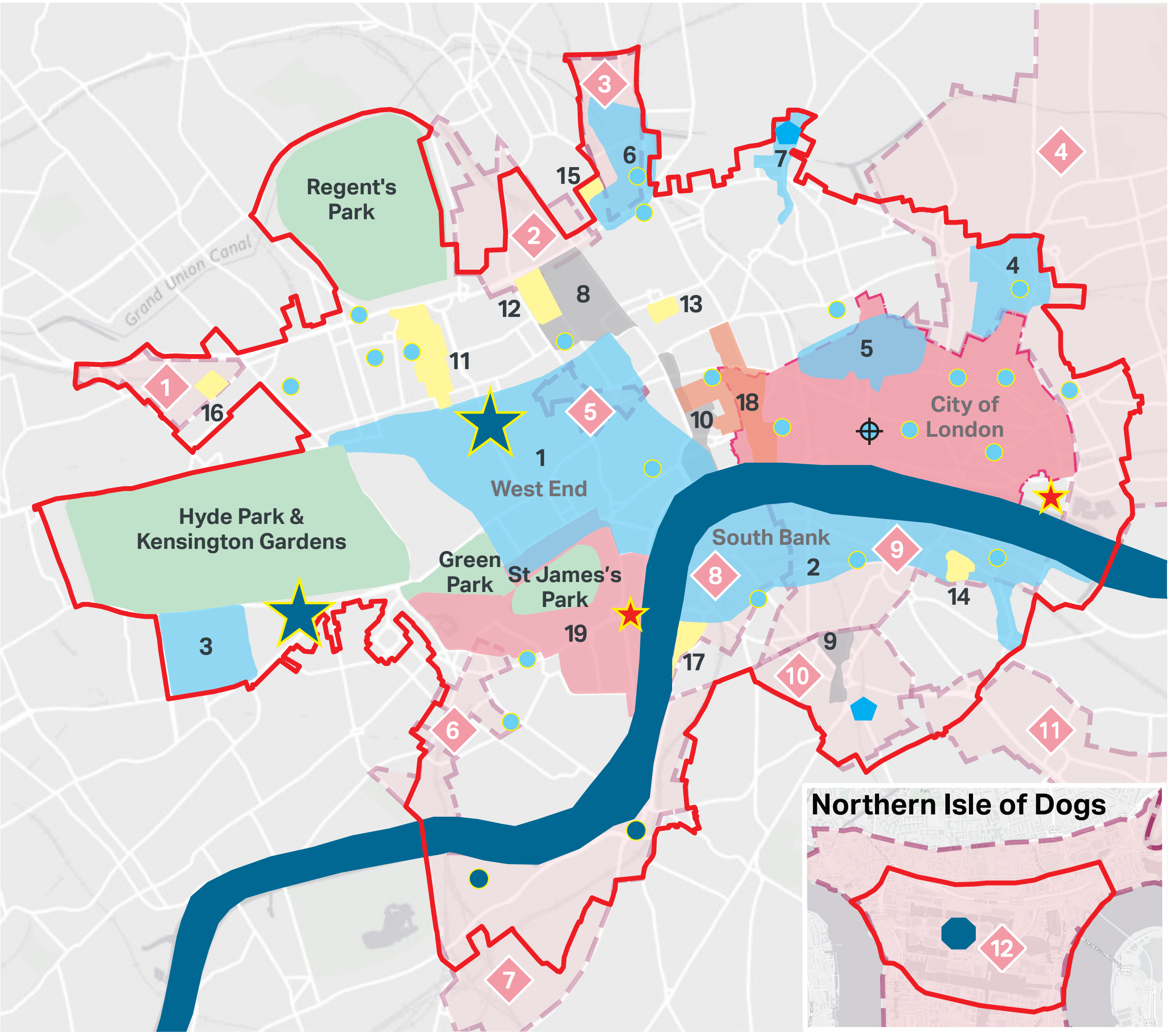
2.4.11 Wider trends in consumer expenditure and the emergence of **multi-channel retailing** present both challenges and opportunities for retailing within the CAZ. Overall, the CAZ is projected to have demand for approximately 375,000 sq m of additional comparison goods retail floorspace over the period 2016-2041[16] (after the committed pipeline of retail development is taken into account). Within this context the vitality and viability of the international shopping centres and other CAZ retail clusters above should be enhanced along with improvements to the quality of the environment and public realm.

2.4.12 The CAZ contains several other important **specialist clusters of activity** which contribute towards the capital's international and national roles. These clusters include functions of state, health, law and education and are represented spatially in the CAZ Diagram (Figure 2.16). Many of these clusters have developed organically over time and the dynamic nature of the CAZ means that this process is continually evolving. It will be important to promote and sustain certain clusters such as Tech City; the arts, cultural and creative clusters in Soho/West End, Barbican/Smithfield/Farringdon, Shoreditch, South Kensington museums complex, King's Cross, Angel and London Bridge/Southbank; and the centres of medical excellence and life sciences research clusters around the Euston Road including the University College Hospital, the Wellcome Trust and the Francis Crick Institute (and on the CAZ fringe at Whitechapel and White City).

2.4.13 **Special Policy Areas** may be defined locally in specific and exceptional circumstances where development pressures and market conditions could lead to the loss of valued specialist clusters of uses or functions identified as having particular significance to London's unique identity, economic function or cultural heritage. Examples include St James's (art and antiques), Savile Row (bespoke tailoring), Denmark Street (musical instrument retail) and Hatton Garden (jewellery). Given the operation of the Use Classes Order and permitted development rights, Special Policy Areas often require the collaboration of landowners to achieve their objectives. They should only be defined in the above exceptional circumstances to avoid stifling innovation and change that is one of the defining features of the CAZ.

16 Experian. Consumer Expenditure and Comparison Goods Retail Floorspace Need in London, GLA, 2017

Figure 2.16 - CAZ Diagram



The Central Activities Zone and the Northern Isle of Dogs

- CAZ and NIOD
- St Paul's Cathedral
- World Heritage Site
- Royal Parks
- City of London
- River Thames
- Opportunity Area

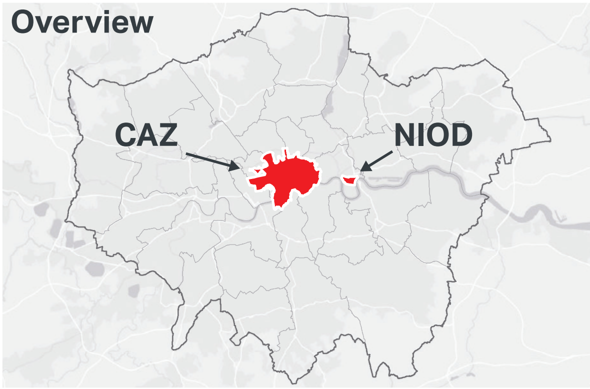
Specialist Clusters

- Academic
- Arts, culture and entertainment
- Health
- Legal
- State

Source: GLA Planning

Town Centres

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



Specialist Clusters

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

Opportunity Areas

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

2.4.14 The CAZ is one of the most connected places in the world. Crossrail and the Thameslink programme will significantly increase the number of people within 45 minutes' travel time of central London, improving access to the labour market and the competitiveness of businesses. Further investment in strategic **transport infrastructure** and capacity improvements are necessary to support the growth and success of the CAZ, in particular Crossrail 2.

2.4.15 **Digital connectivity** and associated infrastructure is a key consideration in the CAZ where densities of commercial development in particular are high. Where necessary, applicants should seek to aggregate demand in areas not currently served by high-speed connectivity and liaise jointly with providers to ensure that infrastructure requirements can be planned and delivered appropriately (see Policy SI6 Digital connectivity infrastructure).

2.4.16 Local Plans and development proposals should respond to issues related to climate change taking into account the distinct circumstances of the CAZ including the **urban heat island effect** (whereby the CAZ suffers from higher local temperatures than surrounding parts of London) and its vulnerability to **surface water flooding** due to low-lying land and the high proportion of impermeable surfaces.

2.4.17 The quality and character of the CAZ's **predominantly residential neighbourhoods** should be conserved and enhanced. This should ensure a variety of housing suitable to the needs of diverse communities, including affordable housing, whilst ensuring that development does not compromise strategic CAZ functions. Boroughs should also consider **social infrastructure** demands generated by residents, workers and visitors in the CAZ when undertaking social infrastructure need assessments.

2.4.18 In the high-value land market within the CAZ there is very limited **industrial and logistics capacity**. Differentials between industrial and non-industrial land values in the CAZ boroughs puts immense pressure on sites in industrial use for conversion to non-industrial uses[17]. In Development Plans and development decisions, boroughs (particularly but not exclusively those in CAZ and inner London) should take into account the supply and demand for industrial and related uses providing essential functions and services to the CAZ. These functions include: sustainable

17 AECOM et al. London Industrial Land Supply and Economy Study. GLA, 2016. CAG Consulting. London Industrial Land Demand Study, GLA, 2017

distribution and logistics; 'just-in-time' servicing such as food service activities, printing, administrative and support services, office supplies, repair and maintenance; construction; waste management and recycling; and land to support transport functions (see also Policies Policy E4 Land for industry, logistics and services to support London's economic function, Policy E5 Strategic Industrial Locations (SIL) and Policy E6 Locally Significant Industrial Sites).

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

A New residential development should not compromise the strategic functions of the CAZ.

B Residential development is not appropriate in the commercial core of the City of London and Northern Isle of Dogs (detailed boundaries to be defined by boroughs in Development Plans).

C Offices and other CAZ strategic functions are to be given greater weight relative to new residential development in other core commercial areas of the CAZ including:

1) other parts of the City of London and Northern Isle of Dogs (outside core areas in part B above)
2) the West End, Knightsbridge and other core commercial areas in the City of Westminster including Soho, Covent Garden, its Opportunity Areas and commercial parts of Marylebone and Fitzrovia
3) commercial core areas identified in the City Fringe/Tech City Opportunity Area Planning Framework
4) all other Opportunity Areas (except Vauxhall, Nine Elms, Battersea and Elephant & Castle)
5) identified clusters of specialist CAZ strategic functions, CAZ retail clusters and locally identified Special Policy Areas.

D Offices and other CAZ strategic functions are given equal weight relative to new residential in other parts of the CAZ not covered in parts B or C above including:

1) Vauxhall, Nine Elms, Battersea Opportunity Area
2) Elephant & Castle Opportunity Area

3) predominantly residential neighbourhoods or wholly residential streets (with exceptions in appropriate circumstances – for example clusters of specialist CAZ strategic functions, Special Policy Areas and CAZ retail clusters).

E In Development Plans, boroughs should develop local policies and define detailed boundaries for the areas in parts B, C and D above.

F The Mayor will work with boroughs and support them to introduce Article 4 Directions to remove office to residential permitted development rights across the whole of the CAZ and the Northern Isle of Dogs (and those parts of Tech City and Kensington & Chelsea lying outside the CAZ).

G Mixed-use office/residential proposals are supported in principle in areas defined in parts C and D above where there is an equivalent or net increase in office floorspace.

H Residential development proposals should not lead to a loss of office floorspace in any part the CAZ unless there is no reasonable and demonstrable prospect of the site being used for offices and/or alternative provision is made for the provision of net additional office space near the development (including through swaps and credits – see part I below).

I Local approaches to mixed-use development of offices with housing should take into account the potential to use land use swaps, credits and off-site contributions to sustain strategically-important clusters of commercial activities such as those in the City of London, other parts of the commercial core of the CAZ and the Northern Isle of Dogs.

2.5.1 The CAZ is an internationally and nationally significant office location, complemented by the Northern Isle of Dogs and Tech City.

2.5.2 Table 6.1 indicates that the CAZ and the Northern Isle of Dogs are projected to accommodate more than 367,000 additional office jobs and a net increase of 3.5 million sq m (GIA) of office floorspace over the period 2016- 2041[18], an average of 140,000 sq m per annum. The **provision of a range of office floorspace** in terms of size, quality and cost should be supported through a combination of intensification, redevelopment and refurbishment whilst ensuring a suitable supply of secondary stock, which

18 Ramidus Consulting, London Office Policy Review 2017, GLA

provides relatively affordable lower-cost market provision of business space (see Policy E2 Low-cost business space and Policy E3 Affordable workspace).

2.5.3 The agglomerations of offices and other CAZ strategic functions should not be compromised by new **residential development**. In particular, residential development is considered inappropriate in the commercial core areas of the **City of London and Northern Isle of Dogs** reflecting the prominent role of these locations in providing capacity for world city business functions. This policy will ensure that the current and future potential to assemble and deliver office development in these locations is not compromised by residential development.

2.5.4 Offices and other CAZ strategic functions are given greater weight relative to new residential development in the **West End** and other core commercial areas of the CAZ reflecting the importance attached to CAZ strategic functions in these locations.

2.5.5 The Opportunity Areas of **Vauxhall Nine Elms Battersea and Elephant & Castle** have potential to deliver greater levels of housing alongside employment than the other CAZ Opportunity Areas. In these areas, offices and other CAZ strategic functions may be given equal weight relative to new residential development.

2.5.6 Development Plans will play a key role in setting out detailed office policies for the CAZ and the appropriate balance between CAZ strategic functions (including offices) and residential in mixed-use areas and in identifying locations or sites where residential development is appropriate.

2.5.7 The Mayor supports a co-ordinated approach to the introduction of **Article 4 Directions** by the CAZ boroughs before the exemptions expire in May 2019 to ensure that London's nationally-significant offices in and around the CAZ are safeguarded. Boroughs are encouraged to draw on both strategic[19] and local evidence to support these Directions.

2.5.8 **Land use swaps, credits and off-site contributions** can be used to support local balances between CAZ strategic functions and housing. A land use swap is where a developer provides an off-site office development to satisfy the requirements of part I by a specified residential or mixed residential and commercial development. The planning applications for the two sites are considered at the same time

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

by the planning authority and are linked by a Section 106 agreement or planning condition. A land use credit is where new off-site office provision is provided in advance by a developer on the basis that it could be drawn down to satisfy the requirements of part I by a specified residential or mixed residential and commercial development.

2.5.9 **Affordable housing** provision should be provided on-site as part of residential and mixed-use schemes in the CAZ (see Policy H5 Delivering affordable housing). In exceptional circumstances, off-site and cash in lieu contributions can be provided in line with Policy H5 where this serves to sustain important clusters of commercial activities in the CAZ and Northern Isle of Dogs.

Policy SD6 Town centres

A London's varied town centres and their vitality and viability should be promoted and enhanced as:

1) strong, resilient, accessible, inclusive and viable hubs for a diverse range of uses including employment, business space, shopping, culture, leisure, night-time economy, tourism, civic, community, social infrastructure and residential development
2) locations for mixed-use or housing-led intensification and higher-density renewal, securing a high-quality environment and complementing local character and heritage assets
3) the structure for delivering sustainable access by walking, cycling and public transport to a competitive range of services and activities
4) the main focus for Londoners' sense of place and local identity in the capital
5) the primary locations for commercial activity beyond the CAZ and important contributors to the local as well as London-wide economy
6) a key mechanism for building sustainable, healthy, walkable neighbourhoods with the Healthy Streets Approach embedded in their development and management.

B The adaptation and restructuring of town centres should be supported in response to the challenges and opportunities presented by multi-channel shopping and changes in technology and consumer behaviour, including improved management of servicing and deliveries.

C The potential for new housing within and on the edges of town centres should be realised through higher-density mixed-use or residential development, capitalising on the availability of services within walking and cycling distance, and their current and future accessibility by public transport. Residential-only schemes in town centres may be appropriate outside of primary and secondary shopping frontages where it can be demonstrated that they would not undermine local character and the diverse range of uses required to make a town centre vibrant and viable.

D The particular suitability of town centres for smaller households, Build to Rent, older people's housing and student accommodation should be considered and encouraged.

E The redevelopment, change of use and intensification of identified surplus office space to other uses including housing should be supported, taking into account the impact of office to residential permitted development rights (see Policy E1 Offices) and the need for affordable business space (Policy E3 Affordable workspace).

F The management of vibrant daytime, evening and night-time activities should be promoted to enhance town centre vitality and viability, having regard to the role of individual centres in the night-time economy (see Figure 7.7 and Table A1.1) and supporting the development of cultural uses and activity.

G Tourist infrastructure, attractions and hotels in town centre locations, especially in outer London, should be enhanced and promoted (see Policy E10 Visitor infrastructure).

H The delivery of a barrier-free and inclusive town centre environment that meets the needs of all Londoners, including disabled and older Londoners and families with young children, should be provided. This may include Shopmobility schemes, the provision of suitably designed crossing points, dropped kerbs and tactile paving, seating and public toilets.

I The provision of social infrastructure should be enhanced, and facilities should be located in places that maximise footfall to surrounding town centre uses.

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

2.6.1 London's **town centres are central to the lives of Londoners**. They provide a focus for the local community, both geographically and in relation to the sense of identity and broad mix of uses they provide. The spaces within and around town centres have an important public function, with high streets, public squares, markets, parks, gardens and other open spaces providing opportunities for people to gather, meet, socialise, and be entertained. Town centres are usually transport hubs, served by rail, tram and bus networks, and are accessible for people walking and cycling. Town centres and high streets have social value, providing access to a range of shops and services, employment opportunities, social contact, and information and support. The agglomeration of town centres gives rise to formal and informal networks of businesses, supply chains, customers, employees, institutions, and volunteers that can provide mutual support, advice and economic benefit. Many town centres in London are of historic interest and contain high concentrations of heritage assets.

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

2.6.3 Retailing has evolved to become multi-channel, with a mix of physical stores, 'click and collect' points, direct delivery to homes and workplaces, and showrooms for digital businesses. Overall, household expenditure on retail is projected to rise but this demand will be spread unevenly across London's town centres, reflecting **trends towards the polarisation of retail space** towards the larger and stronger centres in London[20]. Approximately 76 per cent of the gross comparison goods retail

[20] Experian. Consumer Expenditure and Comparison Goods Retail Floorspace Need in London, GLA, 2017

floorspace requirement is anticipated to be focused in the International, Metropolitan and Major town centres and CAZ frontages, with 11 per cent in District centres[21]. As many as 60 per cent of District centres in London are likely to have surplus comparison goods retail space over the Plan period.

2.6.4 These trends present significant challenges and opportunities for retailing in all town centres and associated high streets including adapting to new innovative forms of retailing, accommodating new space where there is identified demand, and managing the transition of surplus retail floorspace to other uses, such as leisure, business, and more intensive forms of mixed-use development that include a residential component, in appropriate locations. Boroughs and other stakeholders will need to proactively manage their town centres to take account of these trends and the impacts on centres of different types and sizes.

Policy SD7 Town centre network

A The changing roles of town centres should be proactively managed in relation to the town centre network as a whole (see Figure 2.17 and Annex 1). This process should support sustainable economic growth across the Greater London boundary to enhance the vitality and viability of London's centres and complement those in the Wider South East.

B Identified deficiencies in the London town centre network can be addressed by promoting centres to function at a higher level in the network, designating new centres (see Annex 1) or reassessing town centre boundaries (see Policy SD8 Town centres: development principles and Development Plan Documents). Centres with current or projected declining demand for commercial, particularly retail, floorspace may be reclassified at a lower level in the hierarchy.

C The classification of International, Metropolitan and Major town centres (see Annex 1) can only be changed through the London Plan. Potential future changes to the strategic town centre network are set out in Figure A1.1 in Annex 1. Changes to District, Local and Neighbourhood centres can be brought forward through Local Plans where supported by evidence in development capacity assessments and town centre health checks

21 Experian. Consumer Expenditure and Comparison Goods Retail Floorspace Need in London, GLA, 2017

and subject to assessments of retail impact where appropriate (see Policy SD8 Town centres: development principles and Development Plan Documents).

D International, Metropolitan and Major town centres should be the focus for the majority of higher order comparison goods retailing, whilst securing opportunities for higher density employment, leisure and residential development in a high quality environment.

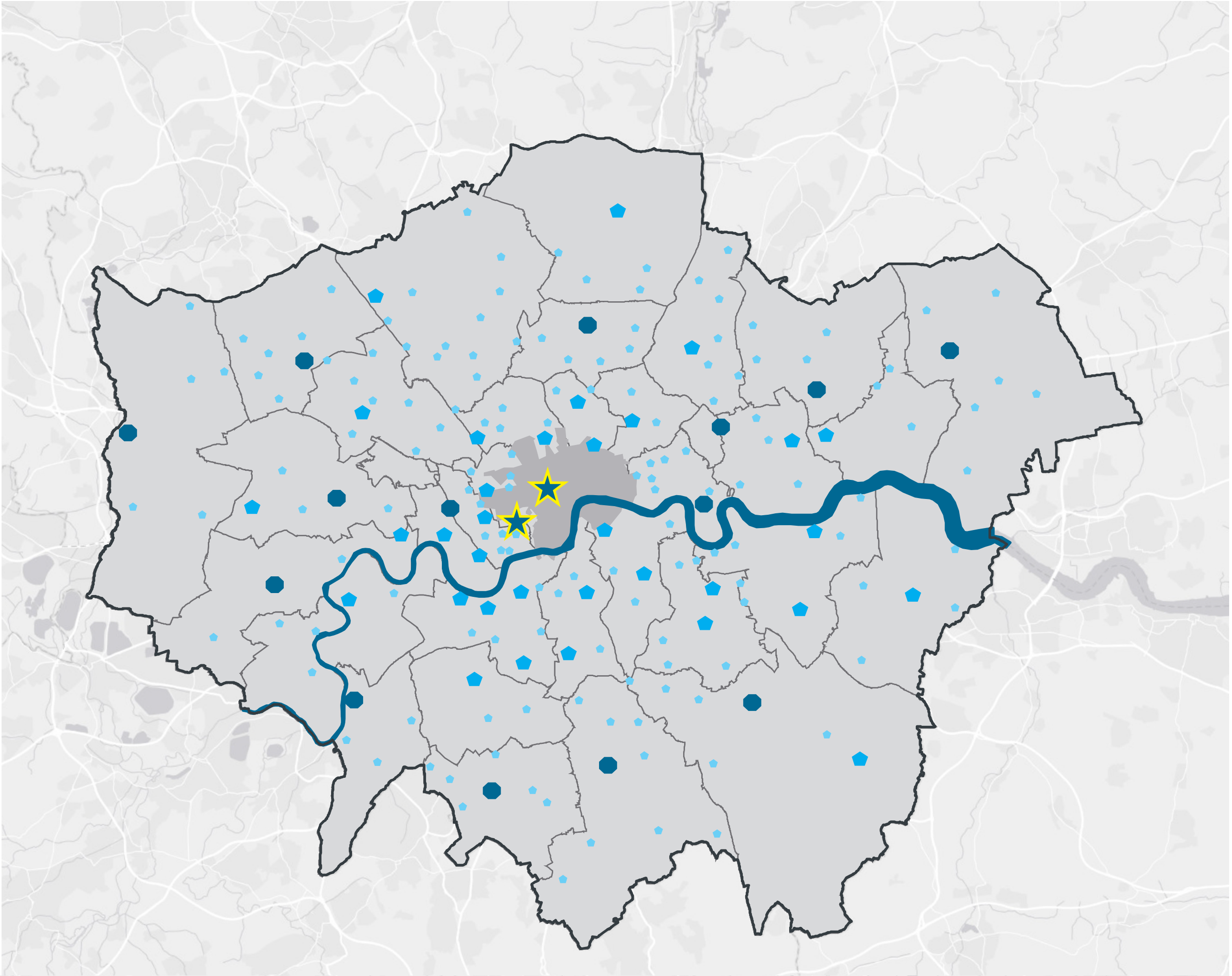
E District centres should focus on the consolidation of a viable range of functions, particularly convenience retailing, leisure, local employment and workspace, whilst addressing the challenges of new forms of retailing and securing opportunities to realise their potential for higher density mixed-use residential development and improvements to their environment.

F Local and neighbourhood centres should focus on providing convenient and attractive access by walking and cycling to local goods and services needed on a day-to-day basis.

G Boroughs and other stakeholders should have regard to the broad policy guidelines for individual town centres in Annex 1 including:

1) indicative growth potential (commercial and residential)
2) centres associated with the Areas for Regeneration (see Policy SD10 Strategic and local regeneration)
3) night-time economy roles (see Policy HC6 Supporting the night-time economy)
4) viable office locations including those with strategic office development potential and/or need to retain existing office functions in light of office to residential permitted development rights (see Policy E1 Offices).

Figure 2.17 - Town Centre Network



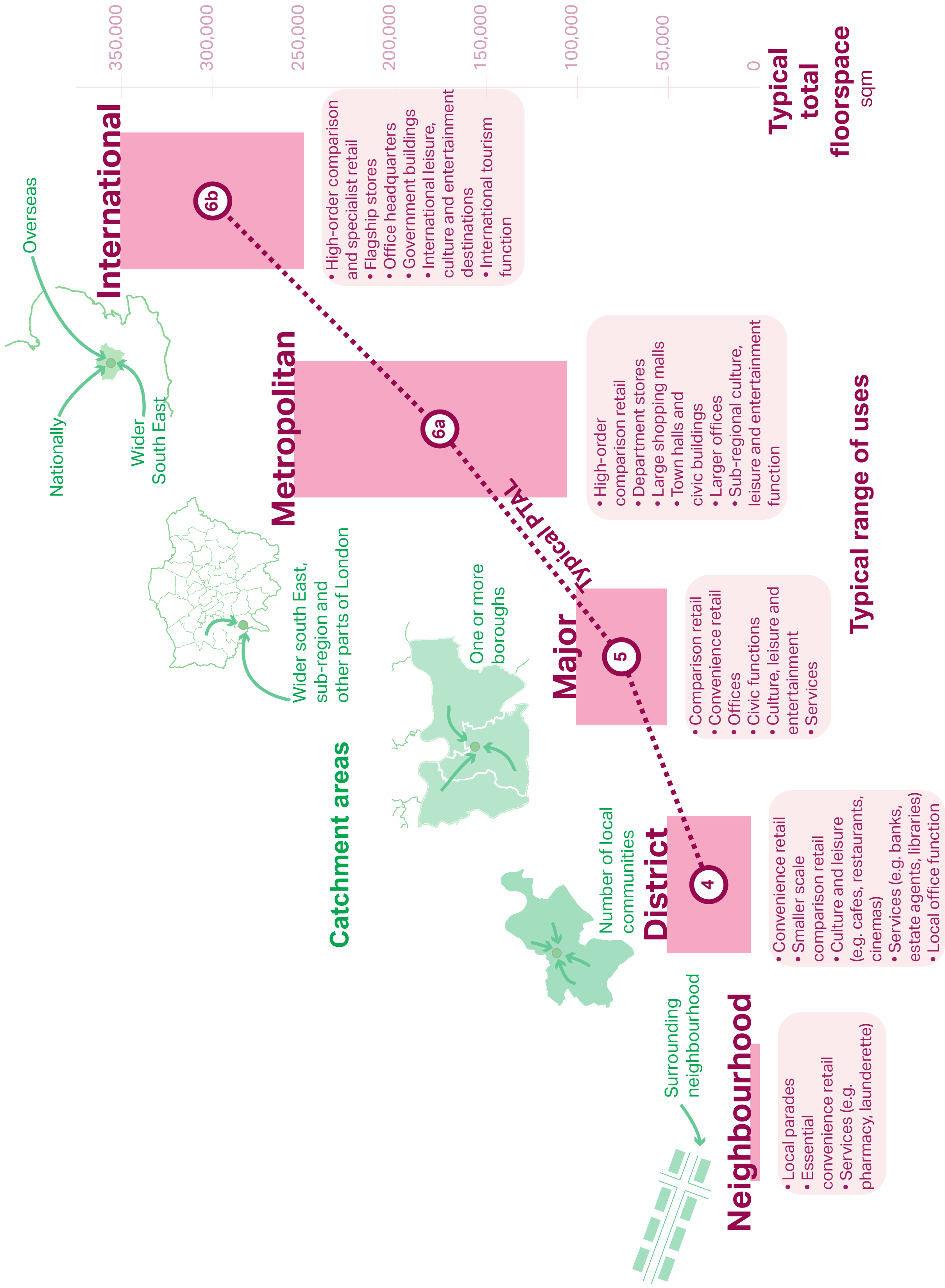
Town Centre Network

- International
- Metropolitan
- Major
- District
- CAZ

Source: GLA Planning

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

Figure 2.18 - Town centre classifications



2.7.1 **London's town centre network** is a vital element of London's economy and is crucial for meeting the needs of Londoners and those who work in and visit London. It promotes a broad distribution of centres of different roles and sizes across the capital, complementing the role of the Central Activities Zone, allowing all parts of London to access a wide variety of services, and enabling and encouraging local economies to thrive. Figure 2.4 shows typical characteristics of town centres within each classification.

2.7.2 The town centre network is dynamic, and allows the role and function of centres to change over time. The role of individual centres within **the network will need to be proactively managed** in order to ensure that the network as a whole continues to serve the needs of Londoners and London's economy. In some instances, particularly within Opportunity Areas, it may be appropriate to designate new town centres to meet the needs of the local community and to serve areas of deficiency for certain uses. It may also be appropriate to re-classify some existing centres, in order to respond to shifts in demand for commercial uses or to reflect significant spatial, environmental and public transport connectivity improvements to existing out-of-centre retail parks.

2.7.3 Given the strategic importance of the larger town centres, **changes to the classification** of existing or proposed International, Metropolitan and Major centres must only be undertaken through the London Plan. Changes to the classification of District, Local and Neighbourhood centres can be brought forward in Local Plans. It is important that any changes or additions to the town centres network are supported by robust evidence, particularly looking at the wider impact on the network, informed by regular town centre health checks, and undertaken alongside reviews of town centre boundaries. To assist with this process, Table A1.1 in Annex 1 provides an indication of potential future changes to the town centre network over the Plan period, including new potential centres.

2.7.4 These centres are not recommended for immediate reclassification, however it is recognised that they may be appropriate for future reclassification, subject to strategic and Local Plan policies and conditional on matters such as capacity analysis, impact assessments, land use, public transport, walking and cycling, planning approvals and full implementation. Many of the areas identified as future potential town centres, and centres with the potential to be reclassified at a higher level in the town centre hierarchy (see Annex 1), currently contain retail parks, dominated by large format stores and heavily reliant on travel by car. For these areas to be reclassified, a **clear strategy** should be developed and implemented that secures a broader mix of store sizes and formats and a variety of town centre uses including retail, leisure, employment and social infrastructure, subject to demand, capacity and impact. The sizes and uses of premises should relate to the role of the future centre within the town centre hierarchy. Such areas also present significant opportunities to reduce reliance on car travel, create attractive and welcoming places that encourage and enable walking, cycling and the use of public transport, and facilitate new housing.

Policy SD8 Town centres: development principles and Development Plan Documents

A Development Plans and development proposals should take a town centres first approach by:

1) adopting a sequential approach to accommodating town centre uses including retail, commercial, offices, leisure, entertainment, culture, tourism and hotels such that new development of these uses is focused on sites within town centres or (if no sites are available, suitable or viable) on sites on the edges of centres that are, or can be, well integrated with the existing centre, local walking and cycle networks, and public transport
2) firmly resisting out-of-centre development of town centre uses in line with the sequential approach in A(1) above, with limited exceptions for existing viable office locations in outer London (see Policy E1 Offices)
3) providing an impact assessment on proposals for new, or extensions to existing, edge or out-of-centre development for town centre uses in part A(1) above that are not in accordance with the Development Plan
4) realising the full potential of existing out of centre retail and leisure parks to deliver housing intensification through redevelopment and ensure such locations become more sustainable in transport terms, by securing improvements to public transport, cycling and walking. This should not result in a net increase in retail or leisure floorspace in an out-of-centre location having regard to parts A(1), (2) and (3) above.

B In Development Plans, boroughs should:

1) define the detailed boundary of town centres in policy maps including the overall extent of the town centre (taking into consideration associated high streets which have particular economic or social

value) along with specific policy-related designations such as primary shopping areas, primary and secondary frontages and night-time economy in light of demand/capacity assessments for town centre uses and housing

2) develop policies through strategic and local partnership approaches (Policy SD9 Town centres: Local partnerships and implementation) to meet the objectives for town centres set out in Policy SD6 Town centres to support the development, intensification and enhancement of each centre, having regard to the current and potential future role of the centre in the network (Policy SD7 Town centre network)

3) develop policies for the edge and fringes of town centres, revising the extent of shopping frontages where surplus to forecast demand and introducing greater flexibility, permitting a range of non-residential uses particularly in secondary frontages taking into account local circumstances

4) identify centres that have particular scope to accommodate new commercial development and higher density housing, having regard to the growth potential indicators for individual centres in Annex 1. Criteria to consider in assessing the potential for intensification in town centres include:
    a) assessments of demand for retail, office and other commercial uses
    b) assessments of capacity for additional housing
    c) public transport accessibility and capacity
    d) planned or potential transport improvements – to indicate future capacity for intensification
    e) existing and potential level of density of development and activity
    f) relationship with wider regeneration initiatives
    g) vacant land and floorspace – as a further measure of demand and also of under-utilisation of the existing centre
    h) potential to complement local character, existing heritage assets and improve the quality of the town centre environment
    i) viability of development.

5) identify sites suitable for higher density mixed-use residential intensification capitalising on the availability of services within walking

and cycling distance and current and future public transport provision including, for example:

a) comprehensive redevelopment of low-density supermarket sites, surface car parks, and edge of centre retail/leisure parks

b) redevelopment of town centre shopping frontages that are surplus to demand

c) redevelopment of other low-density town centre buildings that are not of heritage value, particularly where there is under-used space on upper floors, whilst re-providing non-residential uses

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

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

C Development proposals should:

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

2) ensure that commercial space is appropriately located having regard to Part A above, fit for purpose, with at least basic fit-out and not compromised in terms of layout, street frontage, floor to ceiling heights and servicing, and marketed at rental levels that are related to demand in the area or similar to surrounding existing properties

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

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

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

2.8.2 Where **edge-of-centre developments of town centre** uses are proposed, and are not in accordance with the Development Plan, these should be accompanied by a robust and detailed impact assessment. This applies to retail, leisure and office development greater than 2,500 sq m. An impact assessment may also be required for developments below this threshold, for example where a borough has set a proportionate, local floorspace threshold. Impact assessment may also be required where a proposal is likely to give rise to development at a scale not related to the role and function of a centre, such as a large retail store in or on the edge of a neighbourhood or local centre.

2.8.3 Existing out-of-centre and edge-of-centre retail and leisure parks are often low density and car dependent, poorly integrated into the surrounding area. They usually suffer from an environment that creates barriers to cycling and walking, with extensive surface car parks and buildings that have large footprints and limited active frontages. Many of these places have significant potential to provide additional housing, improve the impact on the local environment, improve legibility, and become more sustainable in the modes of transport they enable and encourage. **Redevelopment of retail and leisure parks to deliver housing intensification** is encouraged, as set out in Policy H1 Increasing housing supply. This should not generally result in an increase of retail or leisure floorspace, taking account of the town centres first approach, the sequential approach to town centre uses, and impact assessments where appropriate. Some edge-of-centre retail parks may be appropriate for a wider range of employment uses, subject to sequential testing and impact assessment.

2.8.4 The **location, design, type, and level of fit-out** of commercial uses, particularly those in mixed-use development, should support the town centres first approach and ensure that commercial premises make a positive contribution to the vitality of the area and are quickly occupied. Out-of-centre housing-led developments should seek to maximise the provision of housing and create active frontages and welcoming streetscapes through the provision of ground floor windows, front doors and front gardens where appropriate. Where commercial uses are appropriate, it is important that the units are prominently and accessibly situated and clustered together. They should have flexible layouts with few columns or risers, be of a suitable depth to be able to accommodate back-of-house functions, and have adequate floor-to-ceiling heights. Units should be weather-tight and partially fitted-out, such as with toilets, kitchenettes, heating and services, to make them commercially attractive to potential occupiers, before residential units are occupied. A range of unit sizes should be provided, to ensure that town centres can provide floorspace for both large and small occupiers, and to support the diversity, vitality and vibrancy of town centres.

Policy SD9 Town centres: Local partnerships and implementation

A To develop strong, resilient and adaptable town centres, fulfilling their full potential to accommodate growth and development, strategic and local partnership approaches, community engagement, town centre management, business associations and Business Improvement Districts should be supported and encouraged. Each town centre should have a Town Centre Strategy produced in partnership at the local level in a way that is inclusive and representative of the local community.

B Regular town centre health checks should be undertaken to inform strategic and local policy and implementation.

C Boroughs should:

1) introduce targeted Article 4 Directions where appropriate and justified to remove permitted development rights for office, light industrial and retail to residential in order to sustain town centre vitality and viability and to maintain flexibility for more comprehensive approaches to town centre housing and mixed-use intensification. When considering office to residential Article 4 Directions in town centres, boroughs are encouraged to take into account guidelines in Annex 1 and Policy E1 Offices as well as local circumstances

2) take a proactive and partnership-based approach to bring sites forward for redevelopment, supporting land assembly in collaboration with local stakeholders including, where appropriate, through the compulsory purchase process

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

2.9.1 Each town centre is unique. They have their own economic geographies, specialisms and character. They are changing in different ways, and have different relationships with the residential and other areas around them. Some have more capacity and potential to grow than others. All town centres, however, will change – many of them significantly – due to the restructuring of the retail sector and other changes in the wider economy. It is therefore crucial that a **strategy is developed for each town centre**, to ensure that the local community continues to be well served and that the network of town centres across London continues to function successfully.

2.9.2 Town centre **strategies should be tailored to each town centre**, with a clear vision developed with the local community, taking account of the town centre's strategic role, opportunities for growth, and potential to support regeneration. Strategies should also consider the role of the night-time economy, as well as the cultural, heritage and tourism characteristics of the area. Town centre strategies should cover a broad remit, co-ordinating a tailored approach to planning, environmental health, licensing, Healthy Streets, transport strategy, highways management, logistics and servicing, regeneration, air quality, investment and projects. They should be developed with input from relevant stakeholders, including TfL, commercial landlords and investors, Business Improvement Districts and business associations, social infrastructure providers, Historic England, and community and amenity groups. Town centre strategies should pay particular regard to the social benefits of high streets and town centres, especially the formal and informal networks that support local communities, and should have regard to commercial and social activity that serves particular groups and communities.

2.9.3 Boroughs should undertake **town centre health checks** regularly. This should be informed by the London-wide town centre health check[22] and should be tailored to local circumstances. Town centre health checks should take information from a variety of sources, including desk-based research as well as on-the-ground surveys, to establish the overall health of the town centre. This should include an analysis of the performance of commercial premises in the town centre as well as wider issues such as environmental quality and accessibility.

2.9.4 In many town centres in London, there is particular pressure on commercial floorspace to be converted to residential use. In order to ensure the vitality and vibrancy of town centres it is important that they contain an appropriate mix and quantity of office and other commercial floorspace, which can be supported through **Article 4 Directions**. Article 4 Directions can also be a useful tool for ensuring that development is undertaken in accordance with the Development Plan, particularly where comprehensive redevelopment is planned. In putting in place Article 4 Directions, boroughs should have regard to local evidence such as employment land and premises studies and the indicative categorisations for individual town centres set out in Annex 1.

2.9.5 The implementation of policy to diversify, intensify and realise the housing potential of town centres can be supported by a **range of mechanisms for investment and ongoing management**. Examples include Real Estate Investment Trusts, Local Asset-Backed Vehicles and Tax Increment Financing as well as specialist forms of housing investment such as Build to Rent, older people's and student housing.

Policy SD10 Strategic and local regeneration

A Boroughs should:

1) identify Strategic Areas for Regeneration (see Figure 2.19) in Local Plans based on a thorough understanding of the demographics of communities and their needs

2) seek to identify Local Areas for Regeneration taking into account local circumstances.

[22] London Town Centre Health Check, GLA 2017

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

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

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

2.10.2 Regeneration can take many forms, and involve changes of different scale and with different impacts, depending on the needs of local communities and the character of the area. Often regeneration will take the form of incremental improvements over a number of years, involving a range of projects and initiatives, such as providing affordable workspace, creating more accessible and welcoming public realm, or investing in training and employment opportunities for local residents. Where proposed, large-scale development in Areas for Regeneration should seek to reduce spatial inequalities.

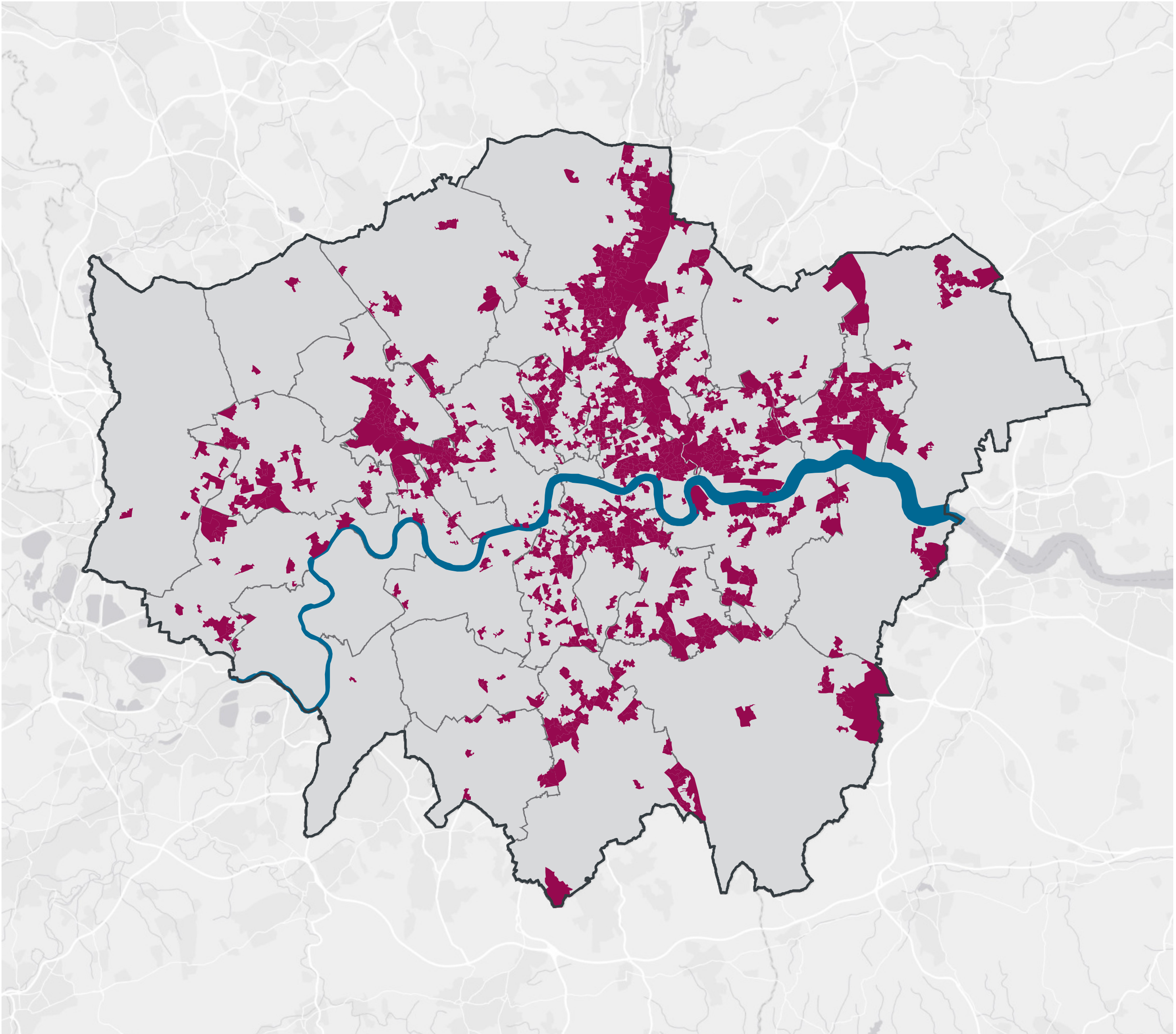
2.10.3 All stakeholders, communities and individuals have a role to play in tackling poverty, disadvantage, inequality and the causes of deprivation, particularly in places where their impacts are acutely felt. There should be a focus on these areas in strategies, decisions, and bids for funding undertaken by the boroughs, the GLA family and other stakeholders to ensure these areas benefit from investment in strategic infrastructure, social infrastructure, and regeneration initiatives. In order to be effective in improving the lives of those most affected by inequality, regeneration initiatives must be undertaken in **collaboration with local communities**, involving a broad spectrum of groups and individuals, to develop a shared vision for the area. Successful regeneration requires all stakeholders to operate in a collaborative way, pooling resources and creating partnerships. There should be a shared understanding of how the regeneration area needs to change, and how that change will be secured, managed, embedded within and supported by the community. By taking an integrated, spatial approach to a wide range of issues, Development Plans and Opportunity Area Planning Frameworks have a key role to play in tackling spatial inequalities and the causes of deprivation.

2.10.4 In identifying Local Areas for Regeneration, boroughs should use their local knowledge and that of their communities to **identify and understand the particular needs of the area**. The individual measures of deprivation that make up the IMD should be used to identify specific areas that are affected by particular issues, and regeneration strategies, investment and the approach taken in Local Plans should be tailored to reflect these. Local Plans should also look closely at the Strategic Areas for Regeneration and the particular issues that affect them and the surrounding areas.

2.10.5 Many of the Opportunity Areas identified in the London Plan intersect with Areas for Regeneration. Where this is the case, Development Plans and Opportunity Area Planning Frameworks should identify the particular needs and character of the area, and identify how investment and development should **tackle the specific causes of deprivation** that impact on the lives of people in the area, while enriching the qualities of the area that make it unique.

2.10.6 The Areas for Regeneration are home to many established and varied communities, and there is likely to be a strong sense of place, local identity, and character that is reflected in the buildings, streets and spaces in the area, the lives of the people that live there and the activities that take place. Local Plans, Opportunity Area Planning Frameworks, and regeneration strategies should identify, protect and promote the **places and spaces that are particularly valued by local communities**, including cultural venues, heritage assets, community facilities and social infrastructure, as well as creating new spaces for people to enjoy.

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



Strategic Areas for Regeneration

● Strategic areas for regeneration

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