

introduction

London - our unique inheritance

- i London has undergone rapid change many times in its history. Over the last 2000 years, it has created an outstanding cultural, social, economic, environmental and built heritage. Its strengths are unique. It is:
 - one of the three world financial centres, Europe's financial capital, and the world's most economically internationalised city
 - the most culturally diverse city in the world
 - the largest city in the European Union
 - the UK's centre of government, culture and tourism as well as business
 - a city with a vast heritage of historic buildings, townscape, waterways and an environment that attracts visitors from all over the world
 - a city with an unsurpassed range of arts and cultural activity
 - a UK and international centre for the creative industries and the new knowledge economy
 - a safe and green city
 - a world centre of academic excellence, providing research and consulting services internationally
 - a hub of unsurpassed international transport connections
 - a city which has the important advantage that its main language, English, is as close to an international language as exists in the world today
 - a city with diverse suburban environments that offer many people a high quality of life.

- ii London, throughout its history, has succeeded in maintaining its unique character as a city and its distinctive network of neighbourhoods and town centres. This gives Londoners a wide choice as to the type of lifestyle they can support, enjoy and pursue. This distinctive character of diversity is not only one of London's greatest strengths but deeply appreciated by its population – a key factor contributing to its quality of life, and one which this plan seeks to strengthen.

Time for change

- iii Over the past 20 years London has changed dramatically. Some of these changes are being driven by international forces, including:
 - the globalisation of many economic sectors, and the dominance of the finance and business sectors, frequently interlinked with dramatic advances in technology
 - an increased inter-relationship between major economies, where internationalisation of investment and trade accompanies developments in telecommunications and rapid transport effectively shrinks distances between people, markets, and business decision takers



- a fundamental and accelerating environmental imperative to use energy and resources more efficiently, mitigate the impacts of, and adapt to, climate change, value the environment and reduce harmful emissions and environmental stress
 - movement of people across borders, bringing with them fresh ideas, new cultures, enhanced skills and access to new markets
 - growth of incomes and wealth with particularly strong rising demand for leisure and tourism activities
 - an increase in social and economic polarisation
 - changes in opinion and values making people welcome diversity and be less tolerant of discrimination, misuse of resources and pollution.
 - the 2012 Olympic and Paralympic Games which will allow London to host an exemplary Olympiad, to highlight London's unique diversity and to contribute to its development as an exemplary sustainable world city.
- iv The phenomenal growth in London's finance and business services sector, which has concentrated in central London, and in population, which has increased almost throughout the city, has not been matched by sufficient investment. Housing, transport, office stock, skills and the public realm have all experienced under-investment. The benefits of economic buoyancy have not been shared between all Londoners. Most strikingly, workless Londoners account for 16 per cent of all UK worklessnessⁱ.
- v The result has been:
- increased difficulties in travelling around London, with heavy traffic and slow and unreliable journey times – although alleviated in central London through the introduction of the congestion charge and major expansion in bus capacity.
 - upward pressure on business costs
 - acute housing shortages resulting in rising house prices, reducing real living standards, disadvantaging people on modest and low incomes, and creating a destabilising factor in the UK macro-economy
 - skills gaps in some sectors, alongside social deprivation in many areas and increased economic and social polarisation
 - continued social exclusion and discrimination, particularly affecting minority ethnic communities
 - increasing pollution, damaged environments and chronic under investment generally and in particular, in the public realm.
- vi These problems have been paralleled by a lack of investment in schools and health facilities, by a general growing shortage of skilled workers and rising fears about crime, safety and security.

- vii This was the context – a mixture of strengths, opportunities and concerns – in which the Mayor prepared the first strategic plan for Londoners in 20 years. The plan addresses current problems, but also looks to the future.
- viii The Mayor believes that London’s future will be significantly shaped by a number of factors driving change, which are described in Chapter 1. The most significant of these, at least for a spatial development strategy, is the projected rapid growth of people and jobs, driven by powerful market and demographic forces.

Growth

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



- xvi Regional Planning Guidance and the emerging Regional Spatial Strategies for the East and South East of Englandⁱⁱ support the central message of this plan: that London must fulfil its potential as a world city in the national interest as well as that of Londoners. Accommodating the anticipated growth in London will be beneficial both to London and the rest of the UK. This plan seeks to work with the market and to address the potential supply side constraints.
- xvii In today's competitive world, London needs a competitive strategy. If properly supported by adequate public investment, economic growth will help to pay for the many improvements in services, transport and the environment that are needed. It will improve the quality of life for all across London. It will provide the opportunities for Londoners to benefit from more and better jobs and from the improved standards of living that flow from them. It will also allow London to continue to make a substantial annual net contribution to the rest of the UK economyⁱⁱⁱ (also see Paragraph 1.11).

Equity

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

Sustainable development

- xx All policies, as will be seen from Chapter 2, are set within overarching policies to promote sustainable development and to tackle and adapt to climate change, which together form a powerful strand running throughout the plan.

- xxi A more compact city will enable the more effective use of scarce resources, including land, energy, transport infrastructure, water and construction materials. It means in turn that open spaces, rivers and other water features should be protected and enhanced so that growth can benefit the city's breathing spaces. Equally the quality of the existing and new-built environment will need to be enhanced, so that a more dynamic and active city can also enjoy more attractive surroundings.

The Mayor's vision

- xxii The three themes set out above, of growth, equity and sustainable development, are consistent themes throughout all the Mayor's strategies. The Economic Development Strategy sets out the framework for sustainable economic development founded on investment in London's places and infrastructure, its people and enterprise, and in marketing and promoting the best of what the capital has to offer.
- xxiii The Transport Strategy sets out policies and proposals to improve transport in London, which is a particular 'supply side' constraint to economic growth and quality of life. The Climate Change Adaptation Strategy, the Biodiversity, Air Quality, Municipal Waste Management, Ambient Noise, Energy and Culture Strategies seek to safeguard the environment and enhance the quality of life. By pulling these approaches together, the London Plan provides the framework that resolves the physical demands of integrating substantial growth within the structure of London to achieve both social and environmental benefit. It is this integration of policies that creates a strategy for truly sustainable growth.
- xxiv This takes us back to the Mayor's vision – to develop London as an exemplary, sustainable world city, based on the three balanced and interwoven themes of strong, long-term and diverse economic growth, social inclusivity and fundamental improvements in the environment and use of resources. The vision is set out in full in the Mayor's Introduction.

From vision to objectives

- xxv So that his vision can be fully implemented and integrated across all his strategies, the Mayor has set out five common themes for each strategy to ensure that London can become: a city for people, a prosperous city, a fair city, an accessible city and a green city. In this plan, each of these themes has been developed into a specific objective. Given the nature of the plan – which is the Mayor's spatial development strategy – an additional objective about the future spatial structure of London has been added as a forerunner to the others.

- xxvi These six objectives are set out below with an indication of the main elements they cover. Each objective is addressed, in order, by a chapter or section in the London Plan. Given the integrated nature of the plan, some of the elements within each objective are also addressed in other sections. They are purposely not mutually exclusive, but are designed to achieve integration. Nor are they hierarchical – they should be read as a whole.
- xxvii The achievement of these objectives will need co-ordination at the sub-regional level through the refinement of Sub-Regional Development Frameworks as Sub-Regional Implementation Frameworks (see Chapter 5) and through a wide range of stakeholders, as set out in Chapter 6. Performance measures have also been identified for each objective in Chapter 6 so that their achievement can be checked.

The Mayor's objectives

Policy I.1 The Mayor's objectives

In working with strategic partners, setting priorities for the GLA group, and in exercising his planning functions, the Mayor will seek to implement the following objectives. Policies in DPDs should take these objectives fully into account.

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

The key policy directions for achieving this objective are:

- make the most sustainable and efficient use of space in London and encourage intensification and growth in areas of need and opportunity, whilst promoting a low carbon city and mitigating climate change
- achieve an urban renaissance through higher density and intensification in line with public transport capacity, leading to a high quality, compact and secure city, building upon London's existing urban quality and sense of place (see also Chapter 4B)
- enable the Central Activities Zone and the main Opportunity Areas for development to intensify and to accommodate much of the growth in jobs (see also Chapter 3B and Chapter 5)
- make the Thames Gateway parts of North East and South East London the priority area for new development, regeneration and investment, including the prime location for the 2012 Olympic and Paralympic Games, introducing a new scale and quality of development (see also Chapter 5)
- promote London's polycentric development and a stronger and wider role for town centres, to meet the full range of local needs (including shopping, leisure, housing, local services and jobs) and to strengthen their sense of identity (see also Chapter 3D)



- prepare Sub-Regional Implementation Frameworks on the basis of the boundaries set out in Chapter 2
- foster improved, sustainable and mutually beneficial relationships with neighbouring regions (see also Chapter 1)
- prioritise Areas for Regeneration, in which spatial, economic and social services should be better co-ordinated and the objectives of the neighbourhood renewal programme promoted (see also Chapter 3A)
- improve suburban areas through better access, more co-ordinated services and measures to enhance safety and sustainability, including an improved economic base, quality of life and greater access to employment opportunities both locally and across London (see also Chapter 3D)
- protect and improve the green belt, Metropolitan Open Land, other designated open spaces, the Blue Ribbon Network and Green Grid (see also Chapter 3D and Chapter 4C).

Objective 2: To make London a healthier and better city for people to live in (see Chapter 3A).

The key policy directions for achieving this objective are:

- improve the quality of Londoners' lives and the environment through better designed buildings and public spaces (see also Chapter 4B)
- achieve targets for new housing, including affordable housing, that will cater for the needs of London's existing and future population and give more people who need it access to homes they can afford
- address the differing needs of London's diverse population
- promote policies to address health inequalities and the determinants of health in London and to improve the health of Londoners
- ensure that overall housing mix meets the needs of larger households
- promote public safety and security, including design measures that improve safety in buildings and the public realm (see also Chapter 4B)
- create a cleaner, healthier and more attractive environment in all parts of London (see also Objective 6 and Chapter 4A)
- improve the provision of playspace
- improve, by more effective working with partners, including the community and voluntary sectors, the availability of quality local services particularly education, health and provision for children and young people, including childcare facilities
- provide the spatial framework for the Mayor's Culture Strategy and enhance the cultural assets of London, encourage development of new facilities in new areas, building upon racial and cultural differences that reinforce London's diversity (see also Chapter 3D)





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

The key policy directions for achieving this objective are:

- provide the spatial framework for London's economic growth and regeneration and to realise the Mayor's Economic Development Strategy
- create and maintain an adequate infrastructural base for London's financial and business services sector, as its chief engine of economic growth and jobs creation, concentrated in the Central Activities Zone and its associated Opportunity Areas including the Isle of Dogs and Stratford
- enhance London's world, European and national role through attracting industries and tourism – building on the opportunities provided by the 2012 Olympic and Paralympic games, improving strategic transport links, collaborating with other world cities, European and regional neighbours (see also Chapter 1 and Chapters 3C and 3D)
- strengthen the offer of London's economy. Sustain and promote the rapid expansion of retail, leisure and cultural industries, including the night-time economy, that are key to London's economic base and are the most rapidly expanding sectors of expenditure
- strengthen the West End as a global shopping destination
- support emerging dynamic sectors of growth and innovation, such as green and creative industries, and encourage information technology and research, and the development of business intelligence in London (see also Chapter 4A)
- create incentives and opportunities to stimulate the supply of suitable floorspace in the right locations to accommodate economic growth, including mixed uses
- enhance the business environment across London and secure an attractive and safe public realm
- provide for small and ethnic minority businesses and encourage local enterprise, including social enterprise, throughout London
- release employment land that is no longer needed in its current use for new uses
- provide the relevant training, transport accessibility and support to allow Londoners to compete successfully for jobs across London (see also Chapter 3C)

Objective 4: To promote social inclusion and tackle deprivation and discrimination (see Chapters 3A and 3B).

The key policy directions for achieving this objective are:

- tackle unemployment by increasing access to high quality jobs across London through training, advice and other support, particularly for those women and young people and minority ethnic groups most in need
- improve the provision of social infrastructure and related services, including provision for health, playspace and childcare facilities and address health inequalities
- ensure the legacy of the 2012 Olympic and Paralympic games increases access to facilities from deprived areas
- tackle concentrations of deprivation with the aim of ensuring that no one is seriously disadvantaged by where they live within 5-15 years (see also Chapter 2)
- tackle homelessness
- tackle discrimination, building on the economic and cultural strengths of London's diversity and building a London that is more accessible to disabled people (see also Chapter 4B)
- provide a framework for the spatial policies and decisions of learning, health, safety and other key social and community services
- ensure that all Londoners benefit from economic growth and are engaged in the development process.



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

The key policy directions for achieving this objective are:

- provide the spatial framework for the development of London's transport system and ensure that development supports the Mayor's Transport Strategy
- improve and expand London's public transport through increased and phased investment in services and infrastructure and secure the early completion of Crossrail
- strengthen measures to reduce CO₂ emissions and the negative impacts of transport on air quality
- facilitate delivery of major transport improvements needed for the 2012 Olympic and Paralympic games
- reduce the need to travel especially by car, and the growth of journey lengths
- improve international, national and regional transport access to London, including a sustainable and balanced London area airport system

- integrate development with public transport to ensure that there is a proper fit between development and the capacity of the public transport network to service it over the period on the plan, taking appropriate opportunities to intensify the use of land where current or future transport capacity allows and to connect Londoners to employment opportunities (see also Chapter 2)
- further develop transport improvement plans for all areas of London
- continue to tackle congestion through levels of restraint of car use appropriate to different parts of London and the provision of alternatives, including the improvement of access on foot and cycling and better and safer facilities for pedestrians and cyclists
- improve the sustainable movement of freight within and around London, making more use of water and rail
- increase safety and security on the transport system.

Objective 6: To make London an exemplary world city in mitigating and adapting to climate change and a more attractive, well-designed and green city (see Chapter 4).

The key policy directions for achieving this objective are:

- address issues of mitigation of and adaptation to climate change and ensure that the environmental impact of a growing London does not contribute to global warming
- promote a range of actions to achieve the wider environmental sustainability of London, including setting challenging targets for energy use (including appropriate renewables), the reduction and treatment of waste, the reduction of noise pollution, the improvement of air quality and the promotion of biodiversity
- manage flood risk and water resource issues at an early stage, especially in the Thames Gateway region
- provide the spatial framework to achieve better use of resources and improvements to the environment in support of the Mayor's environmental strategies
- analyse the potential threat from summer hotspots and identify heat sensitive land uses
- encourage and support the development of green industries (see also Chapter 3B)
- make the fullest and most sustainable use of resources including land, water, energy and construction materials
- protect and enhance the quality of the townscape, through historic conservation and enhancing the public realm, open spaces and waterways, and create new resources, recognising their increased importance in a compact city (see also Chapter 2A and Chapter 3D)



- enhance world-class heritage assets, including World Heritage Sites and Royal Parks
- achieve the highest quality of safe and sustainable urban design, including for high buildings and the management of strategic views in London, and ensure that design is considered in the context of climate change
- re-use buildings and brownfield sites, rather than developing on green space
- enhance the use and environment of the Thames and the Blue Ribbon Network
- protect, enhance and create green open spaces
- protect and increase biodiversity

These objectives are underpinned by the detailed policies throughout the plan. The policies, or elements of policies, are of four types. First, those that commit the Mayor to certain actions. Second strategic development control policies. Third, policies which are to be implemented through DPDs (see also the Preamble and paragraph 6.66) and fourth, other spatial policies to be delivered by a variety of means and bodies.

The structure of this plan

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

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

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

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

- Part A, Living in London, concentrates on accommodating population growth and meeting the needs of communities, including for healthcare
- Part B, Working in London, concentrates on supporting economic growth
- Part C, Connecting London, focuses on the critical inter-relationship between transport accessibility and development opportunity

- Part D, Enjoying London, expands on the theme of improving the quality of life in London.

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

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

Chapter 5 – ‘The sub-regions’ looks in more detail at London’s five sub-regions, at provision for the 2012 Olympic and Paralympic Games, at the CAZ and the growth areas. It commits the Mayor, in partnership, to developing Sub-Regional Implementation Frameworks.

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

References

- i Labour Force Survey, 2007
- ii Government Offices for the South East and East of England and London.
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South East England Regional Assembly. Draft South East Plan. SEERA, 2006
- iii GLA Economics, Our London, Our Future, Planning for London's Growth II, GLA, 2005

