

## CHAPTER SEVEN

# LONDON'S LIVING PLACES AND SPACES

- 7.1 This chapter sets out policies on a range of issues about the places and spaces in which Londoners live, work and visit that are integral to delivery of the Mayor's vision and objectives set out in Chapter 1, but in particular those that London should be:
- **A city of diverse, strong, secure and accessible neighbourhoods** to which Londoners feel attached, which provide all of its residents, workers, visitors and students – whatever their origin, background, age or status – with opportunities to realise and express their potential and a high quality environment for individuals to enjoy, live together and thrive.
  - **A city that delights the senses** and takes care over its buildings and streets, having the best of modern architecture while also making the most of London's built heritage, and which makes the most of and extends its wealth of open and green spaces, natural environment and waterways, realising their potential for improving Londoners' health, welfare and development.
- 7.2 This chapter focuses on a broad range of policy areas that impact directly on how people perceive and use the places they live in, work in and visit. The quality and function of neighbourhoods and places, access, heritage, local character, landscapes, inclusive design, safety, security and resilience, green infrastructure, biodiversity, air quality, soundscapes and the Blue Ribbon Network all contribute towards making London a special place and improve quality of life.
- 7.3 Achieving this requires wide-ranging policies and actions and therefore goes beyond the themes of this chapter. It also requires action on issues outside the scope of the London Plan and will be addressed in other mayoral strategies and programmes, for example action on crime and anti-social behaviour.

## Place shaping

### POLICY 7.1 BUILDING LONDON'S NEIGHBOURHOODS AND COMMUNITIES

#### Strategic

- A In their neighbourhoods, people should have a good quality environment in an active and supportive local community with the best possible access to services, infrastructure and public transport to wider London. Their neighbourhoods should also provide a character that is easy to understand and relate to.

#### Planning decisions

- B Development should be designed so that the layout, tenure, and mix of uses interface with surrounding land and improve people's access to social and community infrastructure (including green spaces), the Blue Ribbon Network, local shops, employment opportunities, commercial services and public transport.
- C Development should enable people to live healthy, active lives; should maximize the opportunity for community diversity, inclusion and cohesion; and should contribute to people's sense of place, safety and security. Places of work and leisure, streets, neighbourhoods, parks and open spaces should be designed to meet the needs of the community at all stages of people's lives, and should meet the principles of lifetime neighbourhoods.
- D The design of new buildings and the spaces they create should help reinforce or enhance the character, legibility, permeability and accessibility of the neighbourhood.

- E The policies in this chapter provide the context within which the targets set out in other chapters of this Plan should be met.

### **LDF preparation**

- F Boroughs should prepare plans to ensure infrastructure and services will be delivered to meet the needs of existing and new development. Cross-borough and/or sub-regional working is encouraged, where appropriate.

- G Boroughs should work with their local communities to set goals for their neighbourhoods and strategies for achieving them.

- 7.4 People should be able to live and work in a safe, healthy, supportive and inclusive neighbourhood with which they are proud to identify<sup>1</sup>. They should have easy access to services and facilities that are relevant to them and should be able to navigate their way easily around their neighbourhood through high quality spaces, while having good access to the wider city. They should have access to a network of open and green spaces that meets their recreational needs and a natural and built environment that reinforces a strong, unique local history and character.

- 7.5 Against the background of a rising number of both younger and older Londoners over the Plan period, increasing the opportunities everyone has to access and participate in their communities will help all Londoners to enjoy and feel secure in their neighbourhoods<sup>2</sup>. This can be achieved by extending the inclusive design principles embedded in The Lifetime Homes standards (see Policy 3.8) to the neighbourhood level. Ensuring that families with small children, older people and disabled people can move around, enjoy and feel secure in

their neighbourhoods, enables everyone to participate in, and contribute to, the life of the community. Lifetime neighbourhoods<sup>3</sup>, where access to public transport, basic amenities, local shops, cultural facilities, places to meet and relax, and green and open spaces are within easy reach of homes, and where facilities such as public toilets and seating are consciously planned into proposals at the outset, help to build cohesive, successful and sustainable communities. The Mayor will assist boroughs and other agencies in developing lifetime neighbourhoods by providing advice and guidance in updated supplementary guidance on *'Accessible London: achieving an inclusive environment'*, and through the Mayor's Housing SPG and Shaping Neighbourhoods SPG. This guidance will also include information and other resources to support neighbourhood planning.

- 7.6 Boroughs should be clear about their expectations for their communities and their neighbourhoods. They should work with local communities to prepare and communicate strategies for meeting those expectations, ensuring communities are engaged in shaping and delivering their local strategies and encouraging a sense of belonging to their neighbourhood. Local strategies and neighbourhood plans should take into account the current and future population profile and the building types of each neighbourhood as they influence the character of the local area (Policy 7.4). Identification and realisation of neighbourhood development goals should not be limited to planning policy; positive change can also come through management practices and investment and maintenance decisions. Engagement in cross-borough and/or sub-regional working is encouraged, where appropriate (See Policy 3.16).

## POLICY 7.2 AN INCLUSIVE ENVIRONMENT

### Strategic

- A The Mayor will require all new development in London to achieve the highest standards of accessible and inclusive design and supports the principles of inclusive design which seek to ensure that developments:

- a can be used safely, easily and with dignity by all regardless of disability, age, gender, ethnicity or economic circumstances
- b are convenient and welcoming with no disabling barriers, so everyone can use them independently without undue effort, separation or special treatment
- c are flexible and responsive taking account of what different people say they need and want, so people can use them in different ways
- d are realistic, offering more than one solution to help balance everyone's needs, recognising that one solution may not work for all.

- B The Mayor will assist boroughs and other agencies in implementing accessible and inclusive design in all development proposals by updating the advice and guidance in the Supplementary Planning Guidance '*Accessible London: Achieving an inclusive environment*'; by continuing to contribute to the development of national technical access standards and by supporting training and professional development programmes.

### Planning decisions

- C Design and access statements submitted with development proposals should explain how, following engagement with relevant user groups, the principles of inclusive design, including the specific needs of older and disabled people, have been integrated into the proposed development,

whether relevant best practice standards such as British Standard BS 8300:2009 have been complied with, and how inclusion will be maintained and managed.

### LDF preparation

- D Boroughs should develop detailed policies and proposals in consultation with user groups that ensure the physical environment can meet the highest standards of accessibility and inclusion and that the principles of inclusive design are adopted at the earliest stages of the development process including when drawing up masterplans, area planning frameworks and development briefs.

7.7 This policy seeks to achieve the highest standards of accessible<sup>4</sup> and inclusive design<sup>5</sup>, in all new developments in London. Inclusive design is a process to ensure the diverse needs of all Londoners are integrated into development proposals from the outset<sup>6</sup>. This is key to ensuring that the built environment is safe, accessible and convenient and enables everyone to access jobs, opportunities and facilities. It is fundamental to improving the quality of life for all Londoners, and particularly for disabled and older people who, despite progress in building a more accessible city in the last decade, still experience considerable barriers to living independent and dignified lives as a result of the way the built environment is designed, built and managed.

7.8 In their design and access statements, applicants for planning permission should demonstrate their commitment to achieving high quality inclusive design, how their proposals ensure an accessible environment, how they have engaged with users (including for example organisations of disabled and older people) and the processes used to achieve these. Examples of good practice include the Olympic Delivery Authority's



Inclusive Design Strategy and Standards and Stratford City Consultative Access Group. The outcome should be places where people want to live and feel they belong, which are accessible and welcoming to everyone.

- 7.9 Advice on developing and implementing effective inclusive design strategies, on an inclusive development process and on technical inclusive access standards is available in CABE's *Principles of Inclusive Design*, in the London Development Agency's *Inclusive Design Toolkit* and in the GLA's *Supplementary Planning Guidance Accessible London: achieving an inclusive environment*.

### **POLICY 7.3 DESIGNING OUT CRIME**

#### **Strategic**

- A Boroughs and others should seek to create safe, secure and appropriately accessible environments where crime and disorder, and the fear of crime do not undermine quality of life or community cohesion.

#### **Planning decisions**

- B Development should reduce the opportunities for criminal behaviour and contribute to a sense of security without being overbearing or intimidating. In particular:
- a routes and spaces should be legible and well maintained, providing for convenient movement without compromising security
  - b there should be an indication of whether a space is private, semi-public or public, with natural surveillance of publicly accessible spaces
  - c design should encourage a level of human activity that is appropriate to the location, incorporating a mix of uses where appropriate, to maximize activity throughout the day and night, creating

a reduced risk of crime and a sense of safety at all times

- d places should be well designed to promote a sense of ownership and respect
- e places, buildings and structures should incorporate appropriately designed security features
- f schemes should be designed with on-going management and future maintenance costs of the particular safety and security measures proposed in mind.

The above measures should be incorporated at the design stage to ensure that overall design quality is not compromised.

- 7.10 Measures to design out crime should be integral to development proposals and be considered early in the design process, taking into account the principles contained in Government guidance on 'Safer Places'<sup>7</sup> and other guidance such as 'Secured by Design'<sup>8</sup> published by the Police. Development should reduce the opportunities for criminal and anti-social behaviour and contribute to a sense of security without being overbearing or intimidating. Places and buildings should incorporate well-designed security features as appropriate to their location and use, which maximise the security of people and property without compromising the quality of the local environment. All spaces should have clear ownership, and be managed in a way that shows clearly that the space is cared for. Future maintenance of the space or building should be considered at the design stage.
- 7.11 Buildings and spaces should be designed in a way that clearly defines whether they are public, semi-public or private, and provides opportunities for activity and casual surveillance of publicly accessible spaces. Pedestrian, cycle and vehicular routes should

be well defined and integrated, and limit opportunities for concealment.

- 7.12 An integrated mix of land uses throughout a neighbourhood will add to its vitality and security but should be carefully managed to minimise conflict between incompatible activities. Day time and night time uses should be incorporated into development where appropriate to ensure that spaces are active and informally monitored.

## **POLICY 7.4 LOCAL CHARACTER**

### **Strategic**

- A Development should have regard to the form, function, and structure of an area, place or street and the scale, mass and orientation of surrounding buildings. It should improve an area's visual or physical connection with natural features. In areas of poor or ill-defined character, development should build on the positive elements that can contribute to establishing an enhanced character for the future function of the area.

### **Planning decisions**

- B Buildings, streets and open spaces should provide a high quality design response that:
- a has regard to the pattern and grain of the existing spaces and streets in orientation, scale, proportion and mass
  - b contributes to a positive relationship between the urban structure and natural landscape features, including the underlying landform and topography of an area
  - c is human in scale, ensuring buildings create a positive relationship with street level activity and people feel comfortable with their surroundings
  - d allows existing buildings and structures that make a positive contribution to the

character of a place to influence the future character of the area

- e is informed by the surrounding historic environment.

### **LDF preparation**

- C Boroughs should consider the different characters of their areas to identify landscapes, buildings and places, including on the Blue Ribbon Network, where that character should be sustained, protected and enhanced through managed change. Characterisation studies can help in this process.

- 7.13 The social, cultural, environmental and economic relationships between people and their communities are reinforced by the physical character of a place. Based on an understanding of the character of a place, new development should help residents and visitors understand where a place has come from, where it is now and where it is going. It should reflect the function of the place both locally and as part of a complex urban city region, and the physical, economic, environmental and social forces that have shaped it over time and are likely to influence it in the future. Local character does not necessarily recognise borough boundaries. The Mayor therefore encourages cross-borough working to ensure a consistent approach to understanding and enhancing a sense of character. The Mayor will develop supplementary guidance to help boroughs with this work.

- 7.14 The physical character of a place can help reinforce a sense of meaning and civility – through the layout of buildings and streets, the natural and man-made landscape, the density of development and the mix of land uses. In some cases, the character is well preserved and clear. In others, it is undefined or compromised by unsympathetic development. Through characterisation

studies, existing character can be identified and valued, and used to inform a strategy for improving the place. This should help ensure the place evolves to meet the economic and social needs of the community and enhances its relationship with the natural and built landscape. The community should be involved in setting these goals for the future of the area (Policy 7.1).

- 7.15 The Blue Ribbon Network has significant cultural, historic, economic and environmental value to local character. Later in this chapter a range of policies require buildings and spaces to have particular regard to their relationship to waterspaces in their form, scale and orientation. New development should enhance physical and visual access between existing streets and waterfront sites and incorporate features that make the best functional use of the site's proximity to a water resource. Buildings and spaces should be designed to activate the Blue Ribbon Network in a way that is appropriate to its character, infrastructure value and heritage significance.

## **POLICY 7.5 PUBLIC REALM**

### **Strategic**

- A London's public spaces should be secure, accessible, inclusive, connected, easy to understand and maintain, relate to local context, and incorporate the highest quality design, landscaping, planting, street furniture and surfaces.

### **Planning decisions**

- B Development should make the public realm comprehensible at a human scale, using gateways, focal points and landmarks as appropriate to help people find their way. Landscape treatment, street furniture and infrastructure should be of the highest quality, have a clear purpose,

maintain uncluttered spaces and should contribute to the easy movement of people through the space. Opportunities for the integration of high quality public art should be considered, and opportunities for greening (such as through planting of trees and other soft landscaping wherever possible) should be maximised. Treatment of the public realm should be informed by the heritage values of the place, where appropriate.

- C Development should incorporate local social infrastructure such as public toilets, drinking water fountains and seating, where appropriate. Development should also reinforce the connection between public spaces and existing local features such as the Blue Ribbon Network and parks and others that may be of heritage significance.

### **LDF preparation**

- D Boroughs should develop local objectives and programmes for enhancing the public realm, ensuring it is accessible for all and reflects the principles in Policies 7.1, 7.2, 7.3 and 7.4.

- 7.16 The quality of the public realm has a significant influence on quality of life because it affects people's sense of place, security and belonging, as well as having an influence on a range of health and social factors. For this reason, public and private open spaces, and the buildings that frame those spaces, should contribute to the highest standards of comfort, security and ease of movement possible. Open spaces include green and civic spaces, both of which contribute to the provision of a high quality public realm (see Policy 7.18). Legibility and signposting can also make an important contribution to whether people feel comfortable in a place, and are able to understand it and navigate their way around. On going maintenance

of this infrastructure should be a key consideration in the design of places.

7.17 The public realm should be seen as a series of connected spaces that help to define the character of a place. Places should be distinctive, attractive, vital and of the highest quality, allowing people to meet, congregate and socialise, as well as providing opportunity for quiet enjoyment. They should also, wherever possible, make the most of opportunities to green the urban realm through new planting or making the most of existing vegetation. This will support the Mayor's aims for two million trees to be planted in London by 2025 and, to secure additional greening in the Central Activities Zone (CAZ) to help mitigate the urban heat island effect (Policy 5.10). Encouraging activities along the waterways can also contribute to an attractive townscape and public realm.

7.18 The effects of traffic can have a significant impact on the quality of the public realm in terms of air quality, noise and amenity of a space. The negative effects of traffic should be minimised to ensure people's enjoyment of public realm is maximised. The principles of shared space should be promoted in line with Policy 6.10 on Walking and in the Mayor's Transport Strategy. They should be implemented to accord with local context and in consultation with relevant stakeholders (including organisations of disabled and visually impaired people).

7.19 The lighting of the public realm also needs careful consideration to ensure places and spaces are appropriately lit, and there is an appropriate balance between issues of safety and security, and reducing light pollution.

7.20 The public realm does not necessarily recognise borough boundaries. Cross-borough working at the interface of borough

boundaries should therefore be maximised to ensure a consistent high quality public realm. There is a range of guidance such as *Better Streets*<sup>9</sup>, *Manual for Streets*<sup>10</sup>, *Manual for Streets 2*<sup>11</sup>, *Principles of Inclusive Design*<sup>12</sup>, and *Streets for All*<sup>13</sup> which can help inform the design of the public realm. This should be part of a wider strategy based on an understanding of the character of the area.

## **POLICY 7.6 ARCHITECTURE**

### **Strategic**

- A Architecture should make a positive contribution to a coherent public realm, streetscape and wider cityscape. It should incorporate the highest quality materials and design appropriate to its context.

### **Planning decisions**

- B Buildings and structures should:
- a be of the highest architectural quality
  - b be of a proportion, composition, scale and orientation that enhances, activates and appropriately defines the public realm
  - c comprise details and materials that complement, not necessarily replicate, the local architectural character
  - d not cause unacceptable harm to the amenity of surrounding land and buildings, particularly residential buildings, in relation to privacy, overshadowing, wind and microclimate. This is particularly important for tall buildings
  - e incorporate best practice in resource management and climate change mitigation and adaptation
  - f provide high quality indoor and outdoor spaces and integrate well with the surrounding streets and open spaces
  - g be adaptable to different activities and land uses, particularly at ground level

- h meet the principles of inclusive design
- i optimise the potential of sites.

7.21 Architecture should contribute to the creation of a cohesive built environment that enhances the experience of living, working or visiting in the city. This is often best achieved by ensuring new buildings reference, but not necessarily replicate, the scale, mass and detail of the predominant built form surrounding them, and by using the highest quality materials. Contemporary architecture is encouraged, but it should be respectful and sympathetic to the other architectural styles that have preceded it in the locality. All buildings should help create streets and places that are human in scale so that their proportion and composition enhances, activates and appropriately encloses the public realm, as well as allowing them to be easily understood, enjoyed and kept secured. The building form and layout should have regard to the density and character of the surrounding development and should not prejudice the development opportunities of surrounding sites.

7.22 A building should enhance the amenity and vitality of the surrounding streets. It should make a positive contribution to the landscape and relate well to the form, proportion, scale and character of streets, existing open space, waterways and other townscape and topographical features, including the historic environment. New development, especially large and tall buildings, should not have a negative impact on the character or amenity of neighbouring sensitive land uses. Lighting of, and on, buildings should be energy efficient and appropriate for the physical context.

7.23 The massing, scale and layout of new buildings should help make public spaces coherent and complement the existing streetscape. They should frame the public

realm at a human scale and provide a mix of land uses that activate its edges and enhance permeability in the area. New buildings should integrate high quality urban design ensuring an appropriate balance between designing out crime principles and appropriate levels of permeability. Consideration should also be given to the future management of buildings in their design and construction.

7.24 New buildings should achieve the highest standards of environmental, social and economic sustainability by meeting the standards of sustainable design and construction set out in Chapter 5 and by being consistent with the existing or planned future capacity of social, transport and green infrastructure.

## **POLICY 7.7 LOCATION AND DESIGN OF TALL AND LARGE BUILDINGS**

### **Strategic**

- A Tall and large buildings should be part of a plan-led approach to changing or developing an area by the identification of appropriate, sensitive and inappropriate locations. Tall and large buildings should not have an unacceptably harmful impact on their surroundings.

### **Planning decisions**

- B Applications for tall or large buildings should include an urban design analysis that demonstrates the proposal is part of a strategy that will meet the criteria below. This is particularly important if the site is not identified as a location for tall or large buildings in the borough's LDF.
- C Tall and large buildings should:
- a generally be limited to sites in the Central Activity Zone, opportunity areas, areas of intensification or town

centres that have good access to public transport

- b only be considered in areas whose character would not be affected adversely by the scale, mass or bulk of a tall or large building
- c relate well to the form, proportion, composition, scale and character of surrounding buildings, urban grain and public realm (including landscape features), particularly at street level;
- d individually or as a group, improve the legibility of an area, by emphasising a point of civic or visual significance where appropriate, and enhance the skyline and image of London
- e incorporate the highest standards of architecture and materials, including sustainable design and construction practices
- f have ground floor activities that provide a positive relationship to the surrounding streets
- g contribute to improving the permeability of the site and wider area, where possible
- h incorporate publicly accessible areas on the upper floors, where appropriate
- i make a significant contribution to local regeneration.

**D Tall buildings:**

- a should not affect their surroundings adversely in terms of microclimate, wind turbulence, overshadowing, noise, reflected glare, aviation, navigation and telecommunication interference
- b should not impact on local or strategic views adversely

**E** The impact of tall buildings proposed in sensitive locations should be given particular consideration. Such areas might include conservation areas, listed buildings and their settings, registered historic parks

and gardens, scheduled monuments, battlefields, the edge of the Green Belt or Metropolitan Open Land, World Heritage Sites or other areas designated by boroughs as being sensitive or inappropriate for tall buildings.

**LDF preparation**

- F** Boroughs should work with the Mayor to consider which areas are appropriate, sensitive or inappropriate for tall and large buildings and identify them in their Local Development Frameworks. These areas should be consistent with the criteria above and the place shaping and heritage policies of this Plan.

7.25 Tall and large buildings are those that are substantially taller than their surroundings, cause a significant change to the skyline<sup>14</sup> or are larger than the threshold sizes set for the referral of planning applications to the Mayor. Whilst high density does not need to imply high rise, tall and large buildings can form part of a strategic approach to meeting the regeneration and economic development goals laid out in the London Plan, particularly in order to make optimal use of the capacity of sites with high levels of public transport accessibility. However, they can also have a significant detrimental impact on local character. Therefore, they should be resisted in areas that will be particularly sensitive to their impacts and only be considered if they are the most appropriate way to achieve the optimum density in highly accessible locations, are able to enhance the qualities of their immediate and wider settings, or if they make a significant contribution to local regeneration.

7.26 Tall and large buildings should always be of the highest architectural quality, (especially prominent features such as roof tops for tall buildings) and should not have a negative impact on the amenity of surrounding uses.



Opportunities to offer improved permeability of the site and wider area should be maximised where possible.

- 7.27 The location of a tall or large building, its alignment, spacing, height, bulk, massing and design quality should identify with and emphasise a point of civic or visual significance over the whole area from which it will be visible. Ideally, tall buildings should form part of a cohesive building group that enhances the skyline and improves the legibility of the area, ensuring tall and large buildings are attractive city elements that contribute positively to the image and built environment of London.
- 7.28 The Mayor will work with boroughs to identify locations where tall and large buildings might be appropriate, sensitive or inappropriate. He will help them develop local strategies to help ensure these buildings are delivered in ways that maximise their benefits and minimise negative impacts locally and across borough boundaries as appropriate. It is intended that Mayoral supplementary guidance on characterisation could help set the context for this. In balancing these impacts, unacceptable harm may include criteria in parts D and E of Policy 7.7. Opportunity area planning frameworks can provide a useful opportunity for carrying out such joint work.

## Historic environment and landscapes

### **POLICY 7.8 HERITAGE ASSETS AND ARCHAEOLOGY**

#### **Strategic**

- A London's heritage assets and historic environment, including listed buildings, registered historic parks and gardens and other natural and historic landscapes, conservation areas, World Heritage

Sites, registered battlefields, scheduled monuments, archaeological remains and memorials should be identified, so that the desirability of sustaining and enhancing their significance and of utilising their positive role in place shaping can be taken into account.

- B Development should incorporate measures that identify, record, interpret, protect and, where appropriate, present the site's archaeology.

#### **Planning decisions**

- C Development should identify, value, conserve, restore, re-use and incorporate heritage assets, where appropriate.
- D Development affecting heritage assets and their settings should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail.
- E New development should make provision for the protection of archaeological resources, landscapes and significant memorials. The physical assets should, where possible, be made available to the public on-site. Where the archaeological asset or memorial cannot be preserved or managed on-site, provision must be made for the investigation, understanding, recording, dissemination and archiving of that asset.

#### **LDF preparation**

- F Boroughs should, in LDF policies, seek to maintain and enhance the contribution of built, landscaped and buried heritage to London's environmental quality, cultural identity and economy as part of managing London's ability to accommodate change and regeneration.

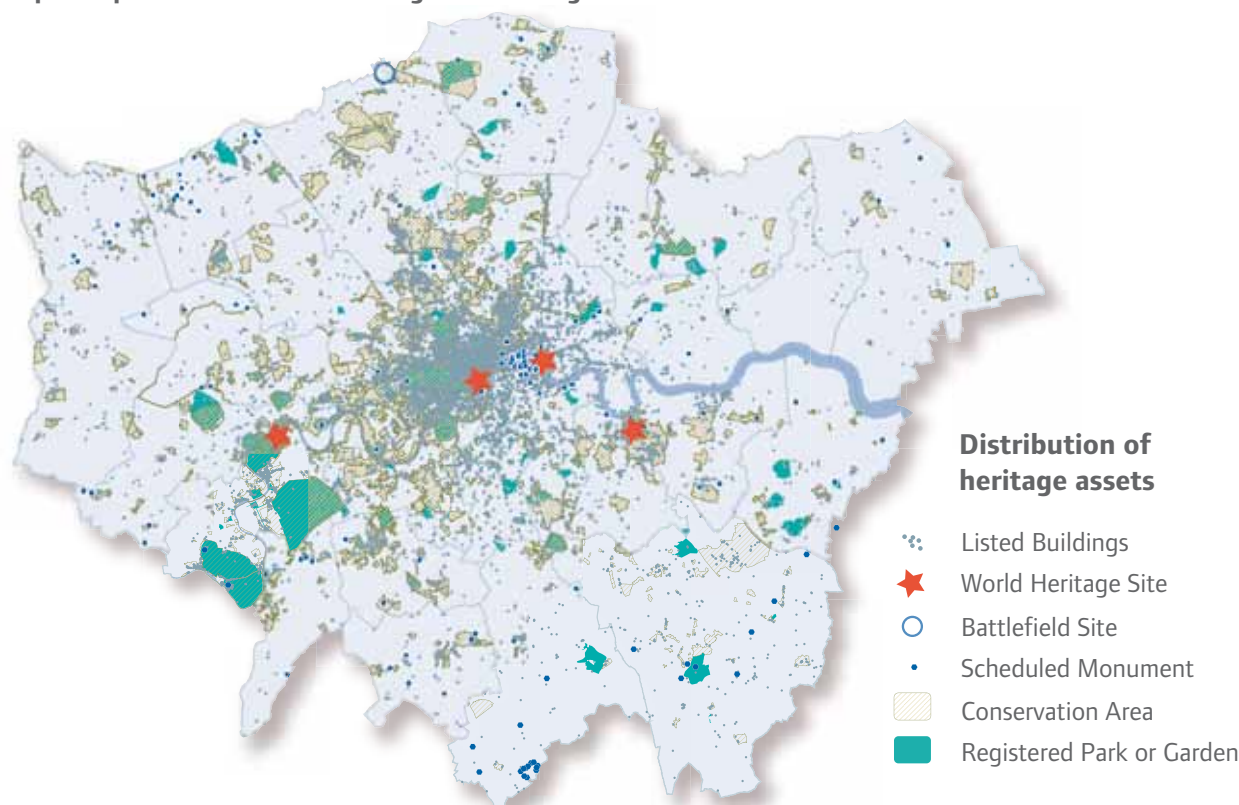
G Boroughs, in consultation with English Heritage, Natural England and other relevant statutory organisations, should include appropriate policies in their LDFs for identifying, protecting, enhancing and improving access to the historic environment and heritage assets and their settings where appropriate, and to archaeological assets, memorials and historic and natural landscape character within their area.

7.29 London's built and landscape heritage provides a depth of character that has immeasurable benefit to the city's economy, culture and quality of life. Natural landscapes can help to provide a unique sense of place<sup>15</sup> whilst layers of architectural history provide an environment that is of local, national and world heritage value. It is to London's benefit that some of the best examples of architecture from the past 2000 years sit side

by side to provide a rich texture that makes the city a delight to live, visit, study and do business in. Ensuring the identification and sensitive management of London's heritage assets, in tandem with promotion of the highest standards of modern architecture, will be key to maintaining the blend of old and new that gives the capital its unique character. Identification and recording heritage through, for example, character appraisals, conservation plans and local lists, which form the Greater London Historic Environmental Record (GLHER) are essential to this process<sup>16</sup>.

7.30 London's diverse range of designated and non-designated heritage assets contribute to its status as a world class city. Designated assets currently include 4 World Heritage Sites, over 1,000 conservation areas, almost 19,000 listed buildings, over 150 registered parks and gardens, more than 150 scheduled

**Map 7.1 Spatial distribution of designated heritage assets**





monuments and 1 battlefield (Barnet)<sup>17</sup>. Those designated assets at risk include 72 conservation areas, 493 listed buildings, 37 scheduled monuments and 14 registered parks and gardens<sup>18</sup>. The distribution of designated assets differs across different parts of London, and is shown in Map 7.1. London's heritage assets range from the Georgian squares of Bloomsbury to Kew Gardens (Victorian) and the Royal Parks, and include ancient places of work like the Inns of Court (medieval in origin), distinctive residential areas like Hampstead Garden Suburb (early twentieth century) and vibrant town centres and shopping areas like Brixton and the West End. This diversity is a product of the way London has grown over the 2000 years of its existence, embracing older settlements and creating new ones, often shaped by the age they were developed. This sheer variety is an important element of London's vibrant economic success, world class status and unique character.

- 7.31 Crucial to the preservation of this character is the careful protection and adaptive re-use of heritage buildings and their settings. Heritage assets such as conservation areas make a significant contribution to local character and should be protected from inappropriate development that is not sympathetic in terms of scale, materials, details and form. Development that affects the setting of listed buildings or conservation areas should be of the highest quality of architecture and design, and respond positively to local context and character outlined in the policies above. When considering re-use or refurbishment of heritage assets, opportunities should be explored to identify potential modifications to reduce carbon emissions and secure sustainable development. In doing this a balanced approach should be taken, weighing the extent of the mitigation of climate change

involved against potential harm to the heritage asset or its setting.

- 7.32 London's heritage assets and historic environment also make a significant contribution to the city's culture by providing easy access to the history of the city and its places. For example recognition and enhancement of the multicultural nature of much of London's heritage can help to promote community cohesion. In addition to buildings, people can perceive the story of the city through plaques, monuments, museums, artefacts, photography and literature. Every opportunity to bring the story of London to people and ensure the accessibility and good maintenance of London's heritage should be exploited. In particular, where new development uncovers an archaeological site or memorial, these should be preserved and managed on-site. Where this is not possible provision should be made for the investigation, understanding, dissemination and archiving of that asset.

## **POLICY 7.9 HERITAGE-LED REGENERATION**

### **Strategic**

- A Regeneration schemes should identify and make use of heritage assets and reinforce the qualities that make them significant so they can help stimulate environmental, economic and community regeneration. This includes buildings, landscape features, views, Blue Ribbon Network and public realm.

### **Planning decisions**

- B The significance of heritage assets should be assessed when development is proposed and schemes designed so that the heritage significance is recognised both in their own right and as catalysts for regeneration. Wherever possible heritage assets (including buildings at risk) should

be repaired, restored and put to a suitable and viable use that is consistent with their conservation and the establishment and maintenance of sustainable communities and economic vitality.

### **LDF Preparation**

- C Boroughs should support the principles of heritage-led regeneration in LDF policies.

7.33 Based on an understanding of the value and significance of heritage assets, the sensitive and innovative use of historic assets within local regeneration should be encouraged. Schemes like Townscape Heritage Initiatives, Heritage Lottery Fund, Heritage Economic Regeneration Schemes or Buildings at Risk Grants can play an important role in fostering regeneration of historic areas while also promoting the maintenance and management of heritage assets and developing community appreciation of them.

## **POLICY 7.10 WORLD HERITAGE SITES**

### **Strategic**

- A Development in World Heritage Sites and their settings, including any buffer zones, should conserve, promote, make sustainable use of and enhance their authenticity, integrity and significance and Outstanding Universal Value. The Mayor will work with relevant stakeholders to develop supplementary planning guidance to define the setting of World Heritage Sites.

### **Planning decisions**

- B Development should not cause adverse impacts on World Heritage Sites or their settings (including any buffer zone). In particular, it should not compromise a viewer's ability to appreciate its Outstanding Universal Value, integrity, authenticity or significance. In considering planning applications, appropriate weight

should be given to implementing the provisions of the World Heritage Site Management Plans.

### **LDF preparation**

- C LDFs should contain policies to:
  - a protect, promote, interpret, and conserve, the historic significance of World Heritage Sites and their Outstanding Universal Value, integrity and authenticity
  - b safeguard and, where appropriate, enhance both them and their settings.
- D Where available, World Heritage Site Management Plans should be used to inform the plan making process.

7.34 The World Heritage Sites at Maritime Greenwich, Royal Botanic Gardens Kew, Palace of Westminster and Westminster Abbey including St Margaret's Church and Tower of London are embedded in the constantly evolving urban fabric of London. The surrounding built environment must be carefully managed to find a balance between protecting the elements of the World Heritage Sites that make them of Outstanding Universal Value and allowing the surrounding land to continue to change and evolve as it has for centuries. To help this process, the Mayor will encourage the development and implementation of World Heritage Management Plans.

7.35 Darwin's Landscape Laboratory is currently included on UNESCO's Tentative List for designation as a World Heritage Site. Development affecting Tentative List Sites should also be evaluated so that their Outstanding Universal Value is not compromised.

7.36 Development in the settings (including buffer zones where appropriate) of these World

Heritage Sites should provide opportunities to enhance their setting through the highest quality architecture and contributions to the improvement of the public realm consistent with the principles of the World Heritage Site Management Plans. Development in the setting of World Heritage Sites must contribute to the provision of an overall amenity and ambience appropriate to their World Heritage status<sup>19</sup>.

### **POLICY 7.11 LONDON VIEW MANAGEMENT FRAMEWORK**

#### **Strategic**

- A The Mayor has designated a list of strategic views (Table 7.1) that he will keep under review. These views are seen from places that are publicly accessible and well used. They include significant buildings or urban landscapes that help to define London at a strategic level. These views represent at least one of the following categories: panoramas across substantial parts of London; views from an urban space of a building or group of buildings within a townscape setting (including narrow, linear views to a defined object); or broad prospects along the river Thames. Development will be assessed for its impact on the designated view if it falls within the foreground, middle ground or background of that view.
- B Within the designated views the Mayor will identify landmarks that make aesthetic, cultural or other contributions to the view and which assist the viewer's understanding and enjoyment of the view.
- C The Mayor will also identify strategically important landmarks in the views that make a very significant contribution to the image of London at the strategic level or provide a significant cultural orientation

point. He will seek to protect vistas towards strategically important landmarks by designating landmark viewing corridors and wider setting consultation areas. These elements together form a protected vista. Each element of the vista will require a level of management appropriate to its potential impact on the viewer's ability to recognise and appreciate the strategically important landmark.

- D The Mayor will also identify and protect aspects of views that contribute to a viewer's ability to recognise and to appreciate a World Heritage Site's authenticity, integrity, significance and Outstanding Universal Value.
- E The Mayor has prepared supplementary planning guidance on the management of the designated views. This supplementary guidance includes plans for the management of views as seen from specific assessment points within the viewing places. The guidance provides advice on the management of the foreground, middle ground and background of each view. The Mayor will, when necessary, review this guidance.

- 7.37 A number of views make a significant contribution to the image and character of London at the strategic level. This could be because of their composition, their contribution to legibility, or because they provide an opportunity to see key landmarks as part of a broader townscape, panorama or river prospect. The Mayor will seek to protect the composition and character of these views, particularly if they are subject to significant pressure from development. New development will often make a positive contribution to the views and can be encouraged. However, in others, development is likely to compromise the setting or visibility of a key landmark and should be resisted.

Table 7.1 Designated views

<b>London Panoramas</b>	1	Alexandra Palace to Central London
	2	Parliament Hill to Central London
	3	Kenwood to Central London
	4	Primrose Hill to Central London
	5	Greenwich Park to Central London
	6	Blackheath Point to Central London
<b>Linear Views</b>	7	The Mall to Buckingham Palace
	8	Westminster Pier to St Paul's Cathedral
	9	King Henry VIII's Mound, Richmond to St Paul's Cathedral
<b>River Prospects</b>	10	Tower Bridge
	11	London Bridge
	12	Southwark Bridge
	13	Millennium Bridge and Thameside at Tate Modern
	14	Blackfriars Bridge
	15	Waterloo Bridge
	16	The South Bank
	17	Golden Jubilee/Hungerford Footbridges
	18	Westminster Bridge
	19	Lambeth Bridge
	20	Victoria Embankment between Waterloo and Westminster Bridges
	21	Jubilee Gardens and Thameside in front of County Hall
<b>Townscape Views</b>	22	Albert Embankment between Westminster and Lambeth Bridges along Thames Path near St Thomas' Hospital
	23	Bridge over the Serpentine, Hyde Park to Westminster
	24	Island Gardens, Isle of Dogs to Royal Naval College
	25	The Queen's Walk to Tower of London
	26	St James' Park to Horse Guards Road
	27	Parliament Square to Palace of Westminster

7.38 There are three types of strategic views designated in the London Plan – London Panoramas, River Prospects, Townscape Views (including Linear Views). Each view can be considered in three parts. The front and middle ground areas are the areas between the viewing place and a landmark, or the natural features that form its setting. The background area to a view extends away from the foreground or middle ground into the distance. Part of the background may include built or landscape elements that provide a backdrop to a strategically important landmark.

7.39 The Mayor identifies three strategically important landmarks in the designated views: St Paul's Cathedral, the Palace of Westminster and the Tower of London. Within some views, a protected vista to a strategically important landmark will be defined and used to protect the viewer's ability to recognise and appreciate the strategically important landmark. The protected vista is composed of two parts:

- Landmark Viewing Corridor – the area between the viewing place and a strategically important landmark that must

be maintained if the landmark is to remain visible from the viewing place.

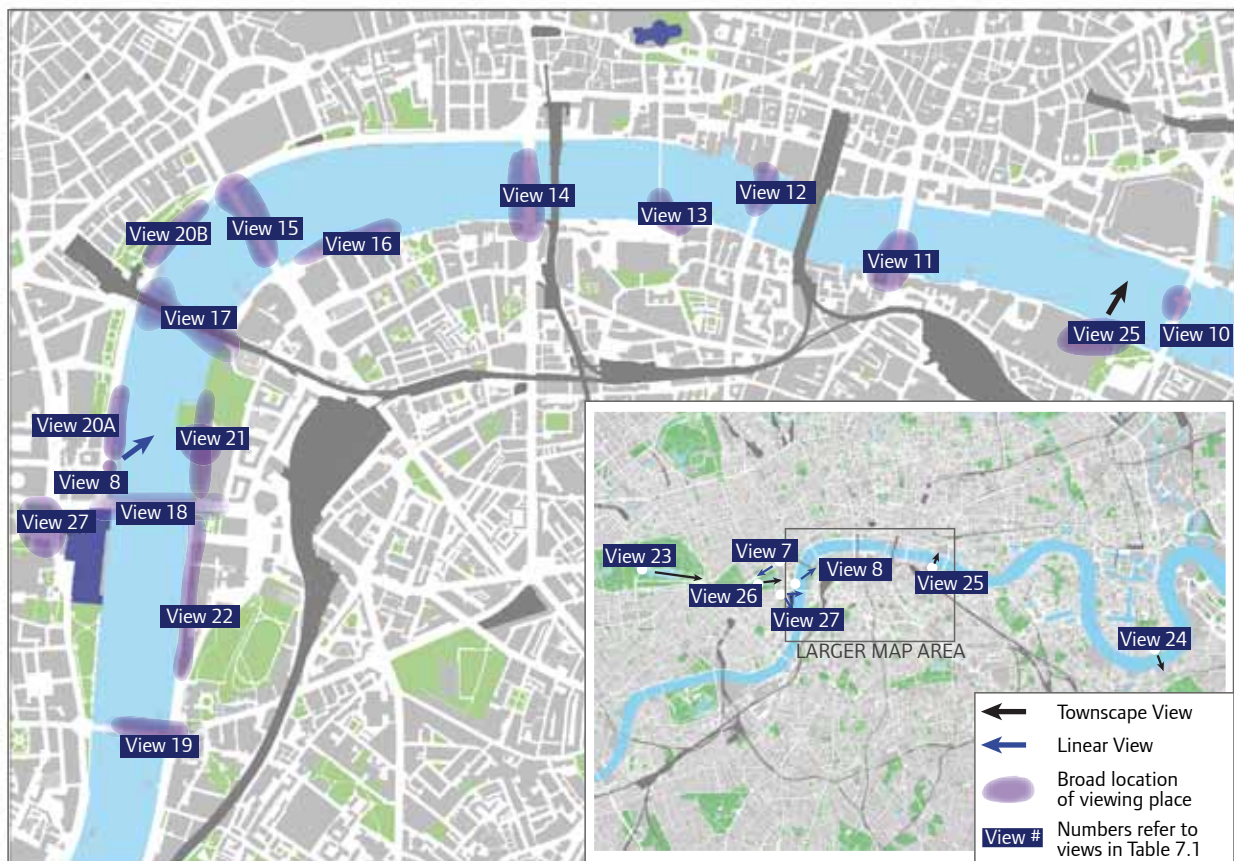
- Wider Setting Consultation Area – the area enclosing the landmark viewing corridor in both the foreground and middle ground, and background of the protected vista. Development above a threshold height in this area could compromise the viewer's ability to recognise and appreciate the strategically important landmark.

which viewing locations can be identified. It also specifies individual assessment points from which management guidance and assessment should be derived. Some views are experienced as a person moves through a viewing place and assessment of development proposals should consider this. This guidance will be reviewed when necessary to ensure it is compliant with Policies 7.11 and 7.12.

7.40 The Mayor has prepared supplementary guidance (SPG) on the management of views designated in this Plan. This guidance identifies viewing places within

7.41 The SPG provides guidance on the treatment of all parts of the view, and where appropriate the components of the protected vista, for each view.

**Map 7.2 View Management Framework**





## **POLICY 7.12 IMPLEMENTING THE LONDON VIEW MANAGEMENT FRAMEWORK**

### **Strategic**

- A New development should not harm, and where possible should make a positive contribution to, the characteristics and composition of the strategic views and their landmark elements. It should also preserve or enhance viewers' ability to recognise and to appreciate strategically important landmarks in these views and, where appropriate, protect the silhouette of landmark elements of World Heritage Sites as seen from designated viewing places.

### **Planning decisions**

- B Development in the foreground and middle ground of a designated view should not be overly intrusive, unsightly or prominent to the detriment of the view.
- C Development proposals in the background of a view should give context to landmarks and not harm the composition of the view as a whole. Where a silhouette of a World Heritage Site is identified by the Mayor as prominent in a Townscape or River Prospect, and well preserved within its setting with clear sky behind it, it should not be altered by new development appearing in its background. Assessment of the impact of development in the foreground, middle ground or background of the view or the setting of a landmark should take into account the effects of distance and atmospheric or seasonal changes.
- D In addition to the above, new development in designated views should comply with the following:
  - a London Panoramas – should be managed so that development fits

within the prevailing pattern of buildings and spaces and should not detract from the panorama as a whole. The management of views containing strategically important landmarks should afford them an appropriate setting and prevent a canyon effect from new buildings crowding in too close to the strategically important landmark in the foreground, middleground or background where appropriate.

- b River Prospects – views should be managed to ensure that the juxtaposition between elements, including the river frontages and key landmarks, can be appreciated within their wider London context.
- c Townscape and Linear Views – should be managed so that the ability to see specific buildings, or groups of buildings, in conjunction with the surrounding environment, including distant buildings within views, is preserved.
- E Viewing places should be accessible and managed so that they enhance people's experience of the view.
- F In addition to the above, where there is a protected vista:
  - a development that exceeds the threshold height of a landmark viewing corridor should be refused
  - b development in the wider setting consultation area should form an attractive element in its own right and preserve or enhance the viewer's ability to recognise and to appreciate the strategically important landmark. It should not cause a canyon effect around the landmark viewing corridor
  - c development in the foreground of the wider setting consultation area should not detract from the prominence of the

strategically important landmark in this part of the view.

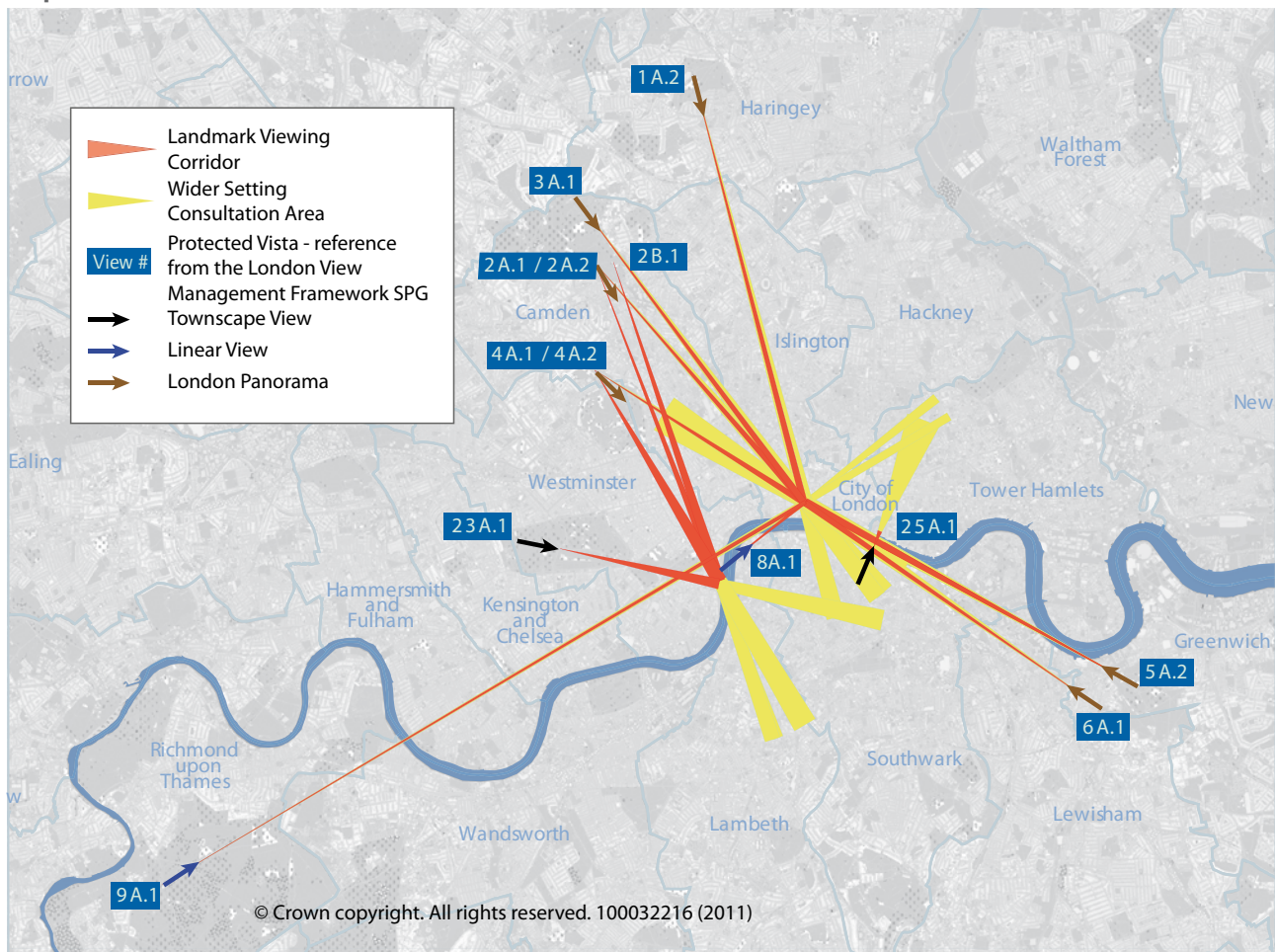
- G In complying with the above, new development should not cause negative or undesirable local urban design outcomes.
- H The Mayor will identify, in some designated views, situations where the silhouette of a World Heritage Site, or part of a World Heritage Site, should be protected.

### LDF preparation

- J Boroughs should reflect the principles of this policy and include all designated views, including the protected vistas, into their Local Development Frameworks. Boroughs may also wish to use the principles of this policy for the designation and management of local views.

7.42 Protected vistas are designed to preserve the viewer's ability to recognise and appreciate a strategically important landmark from a designated viewing place. Development that exceeds the threshold plane of the landmark viewing corridor will have a negative impact on the viewer's ability to see the strategically important landmark and is therefore contrary to the London Plan. Development in the foreground, middle ground or background of a view can exceed the threshold plane of a wider setting consultation area if it does not damage the viewer's ability to recognise and to appreciate the strategically important landmark and if it does not dominate the strategically important landmark in the foreground or middle ground of the view.

Map 7.3 Protected vistas



- 7.43 In complying with the requirements of Policies 7.11 and 7.12 development should comply with other policies in this chapter and should not have a negative effect on the surrounding land by way of architecture or relationship with the public realm.
- 7.44 Protected vistas will be developed in consultation with the Secretary of State. The Mayor will seek the Secretary of State's agreement to adopt protected vista directions that are in conformity with the London Plan policies and the London View Management Framework SPG.

## Safety, Security and Resilience to Emergency

### POLICY 7.13 SAFETY, SECURITY AND RESILIENCE TO EMERGENCY

#### Strategic

- A The Mayor will work with relevant stakeholders and others to ensure and maintain a safe and secure environment in London that is resilient against emergencies including fire, flood, weather, terrorism and related hazards.

#### Planning decisions

- B Development proposals should contribute to the minimisation of potential physical risks, including those arising as a result of fire, flood and related hazards. Development should include measures to design out crime that, in proportion to the risk, deter terrorism, assist in the detection of terrorist activity and help defer its effects.

#### LDF preparation

- C Boroughs should work with the Mayor and other stakeholders to ensure their LDF policies provide for the spatial aspect of London's emergency plans and safeguard

them so that London remains resilient against, and well able to cope with, emergencies, with minimal loss of life or property.

- 7.45 New development should incorporate fire safety solutions and represent best practice in fire safety planning in both design and management. The London Fire and Emergency Planning Authority (LFEPA) should be consulted early in the design process to ensure major projects and venues have solutions to fire engineering built-in. Flooding issues and designing out the effects of flooding are addressed in Chapter 5.
- 7.46 Measures to design out crime, including counter terrorism measures, should be integral to development proposals and considered early in the design process<sup>20</sup>. This will ensure they provide adequate protection, do not compromise good design, do not shift the vulnerabilities elsewhere, and are cost-effective. Development proposals should incorporate measures that are proportionate to the threat by way of the risk of an attack and the likely consequences of one. New development should incorporate elements that deter terrorists, maximise the probability of detecting intrusion, and delay any attempts at disruption until a response can be activated (see also Policy 7.3 on designing out crime). Consideration should be given to physical and electronic security (including detailed questions of design and choice of material, vehicular stand off and access, air intakes and telecommunications infrastructure). The Metropolitan Police should be consulted to ensure major projects contain appropriate design solutions, which respond to the potential level of risk whilst ensuring the quality of places is maximised.



## Air and Noise Pollution

### POLICY 7.14 IMPROVING AIR QUALITY

#### Strategic

- A The Mayor recognises the importance of tackling air pollution and improving air quality to London's development and the health and well-being of its people. He will work with strategic partners to ensure that the spatial, climate change, transport and design policies of this plan support implementation of his Air Quality and Transport strategies to achieve reductions in pollutant emissions and minimise public exposure to pollution.

#### Planning decisions

- B Development proposals should:
- a minimise increased exposure to existing poor air quality and make provision to address local problems of air quality (particularly within Air Quality Management Areas (AQMAs) and where development is likely to be used by large numbers of those particularly vulnerable to poor air quality, such as children or older people) such as by design solutions, buffer zones or steps to promote greater use of sustainable transport modes through travel plans (see Policy 6.3)
  - b promote sustainable design and construction to reduce emissions from the demolition and construction of buildings following the best practice guidance in the GLA and London Councils' *'The control of dust and emissions from construction and demolition'*
  - c be at least 'air quality neutral' and not lead to further deterioration of existing poor air quality (such as areas

designated as Air Quality Management Areas (AQMAs).

- d ensure that where provision needs to be made to reduce emissions from a development, this is usually made on-site. Where it can be demonstrated that on-site provision is impractical or inappropriate, and that it is possible to put in place measures having clearly demonstrated equivalent air quality benefits, planning obligations or planning conditions should be used as appropriate to ensure this, whether on a scheme by scheme basis or through joint area-based approaches
- e where the development requires a detailed air quality assessment and biomass boilers are included, the assessment should forecast pollutant concentrations. Permission should only be granted if no adverse air quality impacts from the biomass boiler are identified

#### LDF preparation

- C Boroughs should have policies that:
- a seek reductions in levels of pollutants referred to in the Government's National Air Quality Strategy having regard to the Mayor's Air Quality Strategy
  - b take account of the findings of their Air Quality Review and Assessments and Action Plans, in particular where Air Quality Management Areas have been designated.

7.47 Poor air quality is a public health issue that is linked to the development of chronic diseases and can increase the risk of respiratory illness. Action is needed to improve air quality in London and the Mayor is committed to working towards meeting the EU limit values of fine particulate matter (PM<sub>10</sub>) by 2011 and nitrogen dioxide (NO<sub>2</sub>) by 2015. The Mayor's Air Quality Strategy sets out policies

and proposals to address the full range of these air quality issues reducing emissions from transport, reducing emissions from homes, business and industry and increasing awareness of air quality issues. For example the Low Emission Zone (LEZ) will continue to deliver health benefits by reducing emissions from the oldest heavy diesel engined vehicles. The Strategy also includes proposals to extend the LEZ to heavier vans and mini buses from 2012 and to introduce a new standard for nitrogen oxides (NO<sub>x</sub>) in 2015. Other transport policies to contribute to achieving these limit values address:

- encouraging smarter choices and sustainable travel behaviour
- promoting technological change and cleaner vehicles
- reducing emissions from public transport and public transport fleets.

7.48 The London Plan policies specifically address the spatial implications of the Air Quality Strategy and, in particular, how development and land use can help achieve its objectives. In his Air Quality Strategy (December 2010), the Mayor also encourages local authorities to publish supplementary planning documents to ensure that air quality is fully embedded within the planning process. The Mayor will also use the Local Implementation Plan (LIP) process to ensure that air quality improvement measures are included in borough transport plans. The Air Quality Strategy includes a mechanism for boroughs to set appropriate emission reduction targets that will assist in setting out the process where the offsetting of negative air quality impacts from development is required. The detailed air quality assessments that are required for certain types of development will assist in this process<sup>21</sup>. The GLA will develop a checklist to guide boroughs and developers in the assessment of potential emissions from development.

7.49 The GLA and London Council's Best Practice Guidance on '*The Control of Dust and Emissions from Construction and Demolition*' provides one mechanism by which planning can address such issues. It is proposed that this guidance will be reviewed with a view to it being consulted on and published as supplementary guidance to the London Plan.

7.50 Concerns have been raised over the air quality effects of some biomass boilers. In order to address these concerns, the Mayor will expect an air quality assessment to be undertaken where planning applications are submitted that include proposals for biomass boilers. Where an assessment demonstrates adverse effects associated with the biomass boiler, this type of biomass boiler should not be used in the development.

7.51 Increased exposure to existing poor air quality should be minimised by avoiding introduction of potentially new sensitive receptors in locations where they will be affected by existing sources of air pollution (such as road traffic and industrial processes). Particular attention should be paid to development proposals such as housing, homes for elderly people, schools and nurseries. Where additional negative air quality impacts from a new development are identified, mitigation measures will be required to ameliorate these impacts. This approach is consistent with PPS 23 (Planning and Pollution Control). These could include on-site measures such as design solutions, buffer zones and smarter travel measures that support and encourage sustainable travel behaviours. Where it can be clearly shown that on-site mitigation measures are impractical or inappropriate, and where measures having clearly demonstrated equivalent air quality benefits could be taken elsewhere, local planning authorities should use their planning powers to ensure this. The Mayor will produce guidance to assist boroughs in developing

supplementary planning documents on air quality for boroughs to assist them in determining planning applications and identifying appropriate offsetting and mitigation measures. Developer contributions and mitigation measures should be secured through planning conditions, Section 106 agreements or the Community Infrastructure Levy, where appropriate.

### **POLICY 7.15 REDUCING NOISE AND ENHANCING SOUNDSCAPES**

#### **Strategic**

- A The transport, spatial and design policies of this plan will be implemented in order to reduce noise and support the objectives of the Mayor's Ambient Noise Strategy.

#### **Planning decisions**

- B Development proposals should seek to reduce noise by:
- a minimising the existing and potential adverse impacts of noise on, from, within, or in the vicinity of, development proposals
  - b separating new noise sensitive development from major noise sources wherever practicable through the use of distance, screening, or internal layout in preference to sole reliance on sound insulation
  - c promoting new technologies and improved practices to reduce noise at source.

#### **LDF preparation**

- C Boroughs and others with relevant responsibilities should have policies to:
- a reduce the adverse impact of noise through the distribution of noise making and noise sensitive uses, and in highway

management and transport policies (see Chapter 6)

- b protect Quiet Areas, to be formally identified under Environmental Noise (England) Regulations 2006 (as amended) and consider protection of spaces of relative tranquillity or high soundscape quality, particularly through borough open space strategies.

7.52 Reducing noise pollution and protecting good soundscape quality where it exists, contributes to improving quality of life. The Mayor's published Ambient Noise Strategy<sup>22</sup> contains policies and proposals on noise related to road and rail traffic, aircraft, water transport and industry. The GLA Act 1999 excludes some sources from the definition of 'ambient noise', such as construction and neighbour noise, where powers are held by borough councils. London Plan policies address the spatial implications of the Ambient Noise Strategy.

7.53 In March 2010, the Government published a Noise Action Plan for the London Agglomeration (larger than GLA area) under the Environmental Noise Directive 2002/49/EC and the Environmental Noise (England) Regulations 2006 (as amended). Airport operators have responsibility for Noise Action Plans for Airports (within the GLA area, Heathrow and London City). Boroughs will need to liaise with central Government on identification of 'Quiet Areas' (see Glossary). Where formal national designation may not be appropriate, boroughs still have opportunities to protect tranquil spaces or soundscapes of local importance.

### **Protecting London's Open and Natural Environment**

7.54 The Mayor strongly supports the protection, promotion and enhancement of London's open spaces and natural environments.

Chapter 2 sets out the spatial aspects of London's green infrastructure.

## **POLICY 7.16 GREEN BELT**

### **Strategic**

- A The Mayor strongly supports the current extent of London's Green Belt, its extension in appropriate circumstances and its protection from inappropriate development.

### **Planning decisions**

- B The strongest protection should be given to London's Green Belt, in accordance with national guidance. Inappropriate development should be refused, except in very special circumstances. Development will be supported if it is appropriate and helps secure the objectives of improving the Green Belt as set out in national guidance.

7.55 PPG 2: Green Belts<sup>23</sup> gives clear policy guidance on the functions the Green Belt performs, its key characteristics, acceptable uses and how its boundaries should be altered, if necessary. Green Belt has an important role to play as part of London's multifunctional green infrastructure and the Mayor is keen to see improvements in its overall quality and accessibility. Such improvements are likely to help human health, biodiversity and improve overall quality of life. Positive management of the Green Belt is a key to improving its quality and hence its positive benefits for Londoners.

## **POLICY 7.17 METROPOLITAN OPEN LAND**

### **Strategic**

- A The Mayor strongly supports the current extent of Metropolitan Open Land (MOL), its extension in appropriate circumstances

and its protection from development having an adverse impact on the openness of MOL.

### **Planning decisions**

- B The strongest protection should be given to London's Metropolitan Open Land and inappropriate development refused, except in very special circumstances, giving the same level of protection as in the Green Belt. Essential ancillary facilities for appropriate uses will only be acceptable where they maintain the openness of MOL.

### **LDF preparation**

- C Any alterations to the boundary of MOL should be undertaken by boroughs through the LDF process, in consultation with the Mayor and adjoining authorities.
- D To designate land as MOL boroughs need to establish that the land meets at least one of the following criteria:
  - a it contributes to the physical structure of London by being clearly distinguishable from the built up area
  - b it includes open air facilities, especially for leisure, recreation, sport, the arts and cultural activities, which serve either the whole or significant parts of London
  - c it contains features or landscapes (historic, recreational, biodiversity) of either national or metropolitan value
  - d it forms part of a Green Chain or a link in the network of green infrastructure and meets one of the above criteria.

7.56 The policy guidance of PPG 2 on Green Belts applies equally to Metropolitan Open Land (MOL). MOL has an important role to play as part of London's multifunctional green infrastructure and the Mayor is keen to see improvements in its overall quality and accessibility. Such improvements are likely to help human health, biodiversity and quality

of life. Development that involves the loss of MOL in return for the creation of new open space elsewhere will not be considered appropriate. Appropriate development should be limited to small scale structures to support outdoor open space uses and minimise any adverse impact on the openness of MOL. Green chains are important to London's open space network, recreation and biodiversity. They consist of footpaths and the open spaces that they link, which are accessible to the public. The open spaces and links within a Green Chain should be designated as MOL due to their Londonwide importance.

### **POLICY 7.18 PROTECTING LOCAL OPEN SPACE AND ADDRESSING LOCAL DEFICIENCY**

#### **Strategic**

- A The Mayor supports the creation of new open space in London to ensure satisfactory levels of local provision to address areas of deficiency.

#### **Planning decisions**

- B The loss of local protected open spaces must be resisted unless equivalent or better quality provision is made within the local catchment area. Replacement of one type of open space with another is unacceptable unless an up to date needs assessment shows that this would be appropriate.

#### **LDF preparation**

- C When assessing local open space needs LDFs should:
  - a include appropriate designations and policies for the protection of local open space
  - b identify areas of public open space deficiency, using the open space categorisation set out in Table 7.2 as a

benchmark for all the different types of open space identified therein

- c ensure that future open space needs are planned for in areas with the potential for substantial change such as opportunity areas, regeneration areas, intensification areas and other local areas
- d ensure that open space needs are planned in accordance with green infrastructure strategies to deliver multiple benefits.

- D Use the CABI Space/Mayor of London Best Practice Guidance '*Open Space Strategies*' as guidance for developing policies on the proactive creation, enhancement and management of open space.

7.57 As part of London's multifunctional green infrastructure, local open spaces are key to many issues, such as health and biodiversity. Needs assessments can be part of existing borough strategies on issues such as allotments, play, trees and playing pitches, and the preparation of an open space strategy will need to bring together the outputs of these borough strategies. The categorisation of open space in Table 7.2 provides a benchmark for boroughs to assess their own provision for the different categories of open space found throughout London. These standards can be used to highlight areas of open space deficiency and to facilitate cross-borough planning and management of open space. The London Parks and Green Spaces Forum can provide a useful mechanism to support this co-ordination. Cross-borough boundary planning is particularly relevant for the larger metropolitan and regional parks and for facilities such as playing pitches, where a sub-regional approach to planning is recommended.

**Table 7.2 Public open space categorisation**

Open Space categorisation	Size guideline	Distances from homes
<b>Regional Parks</b> Large areas, corridors or networks of open space, the majority of which will be publicly accessible and provide a range of facilities and features offering recreational, ecological, landscape, cultural or green infrastructure benefits. Offer a combination of facilities and features that are unique within London, are readily accessible by public transport and are managed to meet best practice quality standards.	400 hectares	3.2 to 8 kilometres
<b>Metropolitan Parks</b> Large areas of open space that provide a similar range of benefits to Regional Parks and offer a combination of facilities at a subregional level, are readily accessible by public transport and are managed to meet best practice quality standards.	60 hectares	3.2 kilometres
<b>District Parks</b> Large areas of open space that provide a landscape setting with a variety of natural features providing a wide range of activities, including outdoor sports facilities and playing fields, children's play for different age groups and informal recreation pursuits.	20 hectares	1.2 kilometres
<b>Local Parks and Open Spaces</b> Providing for court games, children's play, sitting out areas and nature conservation areas.	2 hectares	400 metres
<b>Small Open Spaces</b> Gardens, sitting out areas, children's play spaces or other areas of a specialist nature, including nature conservation areas.	Under 2 hectares	Less than 400 metres
<b>Pocket Parks</b> Small areas of open space that provide natural surfaces and shaded areas for informal play and passive recreation that sometimes have seating and play equipment.	Under 0.4	Less than 400 metres
<b>Linear Open Spaces</b> Open spaces and towpaths alongside the Thames, canals and other waterways; paths, disused railways; nature conservation areas; and other routes that provide opportunities for informal recreation. Often characterised by features or attractive areas which are not fully accessible to the public but contribute to the enjoyment of the space.	Variable	Wherever feasible

Source: GLA 2011

7.58 The value of green infrastructure not designated as local open space is considered to be a material consideration that needs to be taken into account in the planning process. These values are set out in Policy 2.18 on green infrastructure.

### **POLICY 7.19 BIODIVERSITY AND ACCESS TO NATURE**

#### **Strategic**

A The Mayor will work with all relevant partners to ensure a proactive approach to the protection, enhancement, creation, promotion and management of biodiversity in support of the Mayor's Biodiversity Strategy. This means planning for nature from the beginning of the development process and taking opportunities for positive

gains for nature through the layout, design and materials of development proposals and appropriate biodiversity action plans.

- B Any proposals promoted or brought forward by the London Plan will not adversely affect the integrity of any European site of nature conservation importance (to include special areas of conservation (SACs), special protection areas (SPAs), Ramsar, proposed and candidate sites) either alone or in combination with other plans and projects. Whilst all development proposals must address this policy, it is of particular importance when considering the following policies within the London Plan: 1.1, 2.1-2.17, 3.1, 3.3, 5.14, 5.15, 5.17, 5.20, 6.3, 7.14, 7.15, 7.25, and 7.26. Whilst all opportunity and intensification Areas must address the policy in general, specific locations requiring consideration are referenced in Annex 1.

### Planning decisions

- C Development proposals should:
- a wherever possible, make a positive contribution to the protection, enhancement, creation and management of biodiversity
  - b prioritise assisting in achieving targets in biodiversity action plans (BAPs) set out in Table 7.3 and/or improve access to nature in areas deficient in accessible wildlife sites
  - c not adversely affect the integrity of European sites, and be resisted where they have significant adverse impact on European or nationally designated sites or on the population or conservation status of a protected species, or a priority species or habitat identified in a UK, London or appropriate regional BAP or borough BAP.

- D On Sites of Importance for Nature Conservation development proposals should:

- a give the highest protection to sites with existing or proposed international designations<sup>24</sup> (SACs, SPAs, Ramsar sites) and national designations<sup>25</sup> (SSSIs, NNRs) in line with the relevant EU and UK guidance and regulations
- b give strong protection to sites of metropolitan importance for nature conservation (SMIs). These are sites jointly identified by the Mayor and boroughs as having strategic nature conservation importance
- c give sites of borough and local importance for nature conservation the level of protection commensurate with their importance.

- E When considering proposals that would affect directly, indirectly or cumulatively a site of recognised nature conservation interest, the following hierarchy will apply:

- 1 avoid adverse impact to the biodiversity interest
- 2 minimize impact and seek mitigation
- 3 only in exceptional cases where the benefits of the proposal clearly outweigh the biodiversity impacts, seek appropriate compensation.

### LDF preparation

- F In their LDFs, boroughs should:

- a use the procedures in the Mayor's Biodiversity Strategy to identify and secure the appropriate management of sites of borough and local importance for nature conservation in consultation with the London Wildlife Sites Board.
- b identify areas deficient in accessible wildlife sites and seek opportunities to address them



- c include policies and proposals for the protection of protected/priority species and habitats and the enhancement of their populations and their extent via appropriate BAP targets
- d ensure sites of European or National Nature Conservation Importance are clearly identified.
- e identify and protect and enhance corridors of movement, such as green corridors, that are of strategic importance in enabling species to colonise, re-colonise and move between sites

7.59 London contains numerous sites of importance for nature conservation. The Mayor expects London's biodiversity and natural heritage to be conserved and enhanced for the benefit of current and future Londoners. These sites form an integral part of London's green infrastructure and should be linked to other parts of the network to enhance its value. Many of these sites are of international or national importance. Any adverse effects on European sites that are vulnerable will need to be addressed. Natural England will need to be consulted on any application that affects these sites.

7.60 The Mayor's Biodiversity Strategy<sup>26</sup> sets out criteria and procedures for identifying land of importance for London's biodiversity for protection in LDFs and identifying areas of deficiency in access to nature. Protecting the sites at all levels serves to protect the significant areas of Biodiversity Action Plan (BAP) priority habitat in London and most priority species. However, protection of biodiversity outside designated sites will also be needed. The Mayor and the London Biodiversity Partnership have identified targets in Table 7.3 for the re-creation and restoration of priority habitats, as recommended in PPS 9: *Biodiversity and*

*Geological Conservation*<sup>27</sup>. Broad areas where habitat restoration and re-creation would be appropriate have been identified for each of the priority habitats. These have been prepared by Greenspace Information for Greater London on behalf of the London Biodiversity Partnership. Priority should be placed on connecting fragmented habitat and increasing the size of habitat areas to increase resilience to climate change.

7.61 Development proposals should begin by understanding their wider context and viewing promotion of nature conservation as integral to the scheme not as an 'add-on'. The indirect impacts of development (eg noise, shading, lighting etc) need to be considered alongside direct impacts (eg habitat loss). New development should improve existing or create new habitats or use design (green roofs, living walls) to enhance biodiversity and provide for its ongoing management. Most wildlife habitats are difficult to recreate, accordingly the replacement or relocation of species and habitats should only be a last resort. Access to nature can be an important contributor to people's health and the Mayor wants to see better access to both existing and new wildlife habitats and has identified priorities to redress areas of deficiency<sup>28</sup>.

7.62 The richness of London's biodiversity is also dependant on private gardens, parks and open spaces and green corridors along canals and railways as well as on the River Thames and its tributaries (Policy 7.28 and 7.29) that allow essential interconnection between London wildlife sites. The network formed by biodiversity sites and the spaces between them will have a significant role in assisting biodiversity to adapt to climate change. Further guidance on this is given in London Climate Change Partnership's *Adapting to Climate Change: creating natural*



*resilience*'. Policy 2.18 also recognises how green infrastructure can assist in enabling biodiversity to move to adapt effectively to the impacts.

**Table 7.3 London regional BAP habitat targets for 2020**

Habitat type	Maintain current net extent (ha unless stated) – 2008 figures	Target to enhance by 2020 (ha unless stated) – from 2008 baseline	Target to increase by 2020 (ha unless stated) – from 2008 baseline
Coastal and floodplain grazing marsh	850	200	50
Chalk grassland	350	30	10
Acid grassland	1466	40	10
Heathland	45	20	5
Reedbeds	131	20	16
Woodland	4909	500	20
Orchards	18	13	5
Meadows and pastures	685	40	20
Tidal Thames	2300 <sup>1</sup>	2 km <sup>2</sup>	-
Rivers & streams <sup>3</sup>	614 km	100 <sup>4</sup>	25 <sup>5</sup>
Standing water <sup>6</sup> (large and small sites + 2 ha combined)	599	7 >2ha sites 20 <2ha sites	250 ponds <2ha
Fen, marsh and swamp	109	10	-
Open Mosaic habitats on previously developed land <sup>7</sup>	185 (conserved and/or created)	-	-

Notes

- <sup>1</sup> 2300 ha includes habitat features found with the tidal Thames including mudflats, saltmarsh and reedbeds
- <sup>2</sup> Target for enhancement relates primarily to small interventions along river walls. Enhancement and restoration targets for other habitat types found within the tidal Thames are dealt with separately in the table.
- <sup>3</sup> Defined as main river by the Environment Agency – includes larger streams and rivers but can include smaller watercourses of local significance.
- <sup>4</sup> Enhancement includes interventions such as control of invasive species, removal of toe-boarding, etc
- <sup>5</sup> Increase involves fullscale restoration resulting from de-culverting or reprofiling of the river channel
- <sup>6</sup> Includes canals
- <sup>7</sup> Formerly wastelands. The new title reflects UK BAP priority habitat nomenclature. The target for the former wastelands habitat differs from the others as it remains the Mayor's target, not that of the London Biodiversity Partnership and does not seek to protect the whole of the existing habitat resource. 185ha is the area of wasteland habitat estimated within the framework of strategic importance for biodiversity set out in paragraph 7.60. This target should be used to inform the redevelopment of brownfield land so that important elements of wasteland habitat are incorporated in development proposals as well as recreating the characteristics of the habitat within the design of new development and public spaces, for example on green roofs (policy 5.11)

Source: GLA 2011

## POLICY 7.20 GEOLOGICAL CONSERVATION

### Planning decisions

- A Development proposals should:
- a wherever possible, make a positive contribution to the protection and enhancement of geodiversity
  - b be resisted where they have significant adverse impact on sites with existing or proposed European or national designations in accordance with Government guidance
  - c protect regionally important geological sites (RIGS)
  - d give locally important geological sites (LIGS) the level of protection commensurate with their importance

### LDF preparation

- B In their LDFs boroughs should:
- a establish clear goals for the management of identified sites to promote public access, appreciation and the interpretation of geodiversity
  - b ensure sites of European, national or regional conservation importance are clearly identified
  - c use the guidance set out in *London's Foundations* (2009) and work with appropriate organisations to investigate additional sites that maybe of value in the local area and afford them the appropriate level of protection in LDFs.

7.63 New development should have regard to the conservation of geological features and should take opportunities to achieve gains for conservation through the form and design of development. Where development is proposed which would affect an identified geological site the approach should be to avoid adverse impact to the geological interest. If this is not possible, the design

should seek to retain some of the geological interest and enhance this where possible, for example by incorporating permanent sections within the design. The negative impacts of development should be minimised and any residual impacts mitigated. On behalf of the London Geodiversity Partnership, and working with Natural England, the Mayor has published '*London's Foundations*' as implementation guidance to advise boroughs on fulfilling their statutory duty set out in PPS 9 to protect geodiversity. The Mayor will continue to work with all relevant partners to identify regionally important geological sites.

## POLICY 7.21 TREES AND WOODLANDS

### Strategic

- A Trees and woodlands should be protected, maintained, and enhanced, following the guidance of the London Tree and Woodland Framework (or any successor strategy). In collaboration with the Forestry Commission the Mayor will produce supplementary guidance on tree strategies to guide each borough's production of a tree strategy covering the audit, protection, planting and management of trees and woodland. This should be linked to the borough's open space strategy.

### Planning decisions

- B Existing trees of value should be retained and any loss as the result of development should be replaced following the principle of 'right place, right tree'<sup>29</sup>. Wherever appropriate, the planting of additional trees should be included in new developments, particularly large-canopied species.

### LDF preparation

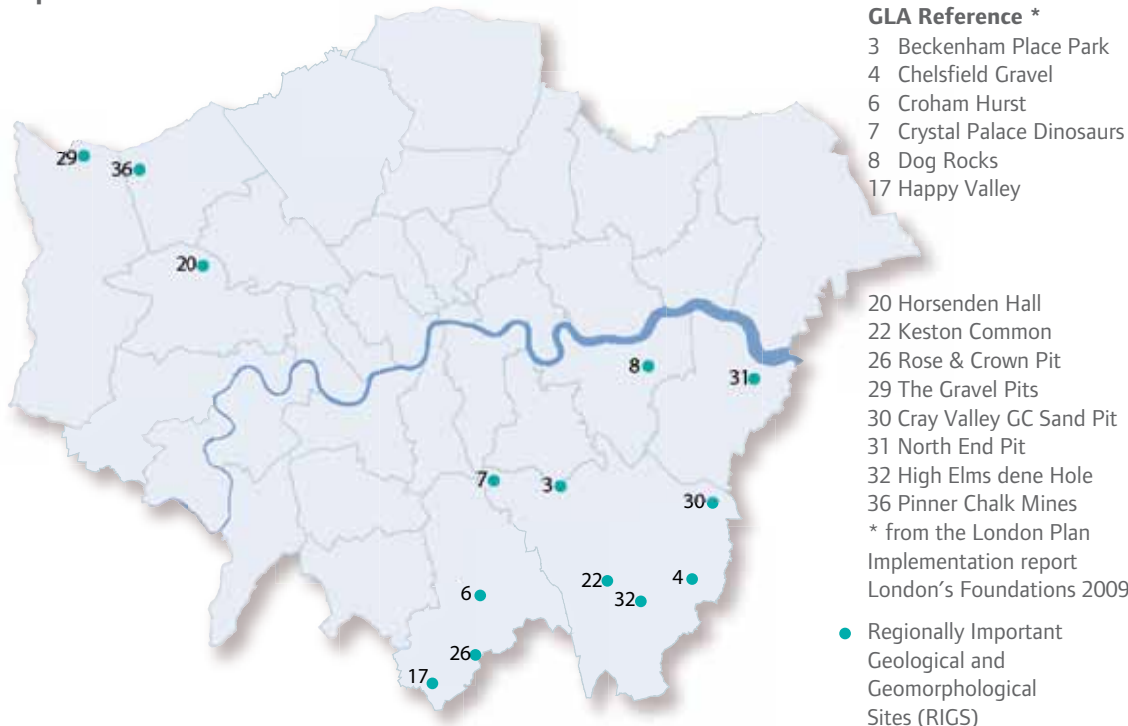
- C Boroughs should follow the advice of PPS 9 to protect 'veteran' trees and ancient woodland where these are not already part of a protected site.

D Boroughs should develop appropriate policies to implement their borough tree strategy.

7.64 Trees play an invaluable role in terms of the natural environment, air quality, adapting to and mitigating climate change and contributing to the quality and character of London's environment. There are approximately seven million trees in London; a quarter in woodland. The Mayor is keen to see more trees and wants to see an increase in tree cover with an additional two million trees by 2025. Borough tree strategies can help to co-ordinate this work. The Mayor has also funded a programme to plant an additional 10,000 street trees throughout London. Ancient woodland and individual veteran trees should be given protection as once lost they can never be replaced. Policy 7.19 gives protection to sites of nature conservation importance and this will apply to all areas of ancient woodland.

7.65 The Mayor has published the *Tree and Woodland Framework*<sup>30</sup> that promotes the guiding principle of 'right place, right tree', taking account of the context within which a tree is to be planted and addressing the issue of planting species appropriate to expected future climates. Assessment of an existing tree's value should be derived using a combination of amenity assessment (BS5837) and a recognised tree valuation method (CAVAT or i-tree)<sup>31</sup> that also takes into account social, economic and environmental factors. In terms of tree planting on development sites, cost benefit analysis that recognises future tree value should be used to support the case for designing developments to accommodate trees that develop larger canopies. Boroughs should take this advice and the work of the Trees and Design Action Group<sup>32</sup> into account in producing LDF policies and determining planning applications.

**Map 7.4 Recommended RIGs in London**



Source British Geographical Survey  
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## **POLICY 7.22 LAND FOR FOOD**

### **Strategic**

- A The Mayor will seek to encourage and support thriving farming and land-based sectors in London, particularly in the Green Belt.
- B Use of land for growing food will be encouraged nearer to urban communities via such mechanisms as 'Capital Growth'.

### **LDF preparation**

- C Boroughs should protect existing allotments. They should identify other potential spaces that could be used for commercial food production or for community gardening, including for allotments and orchards. Particularly in inner and central London innovative approaches to the provision of spaces may need to be followed, these could include the use of green roofs.

7.66 Providing land for food growing will have many benefits, it will help promote more active lifestyles, better diets and food security, social benefits and support for local food growers. Agriculture is an appropriate use in the Green Belt and farmers adopting agri-environmental stewardship schemes will deliver good environmental practice, including longer term biodiversity benefits, particularly in the urban fringe. The Mayor's Food Strategy<sup>33</sup> provides more detailed information on local food production. The implementation priorities of the Food Strategy have recently been reviewed and initiatives are being progressed that will develop the markets for local food. For example, encouraging public sector procurement of local and sustainable food and engaging with managers of wholesale markets on mechanisms for local food sourcing.

7.67 Capital Growth aims to transform the capital with 2,012 new food growing spaces by 2012. The scheme identifies suitable patches of land around London and offers financial and practical support to groups of enthusiastic gardeners or organisations that want to grow food for themselves and for the local community. These spaces also help to compensate for the lack of statutory allotments in inner and central London. London Food, the Mayor's advisory board will continue to encourage the development of the land-based sector in London.

## **POLICY 7.23 BURIAL SPACES**

### **Strategic**

- A The Mayor will work with boroughs, cemetery providers and other key stakeholders to protect existing burial spaces and to promote new provision.

### **LDF preparation**

- B Boroughs should ensure provision is made for London's burial needs, including the needs of those groups for whom burial is the only option. Provision should be based on the principle of proximity to local communities and reflect the different requirements for types of provision.

7.68 Some boroughs have either run out of, or are about to run out of burial space. For inner and central London boroughs this means requiring provision in outer London or beyond, and this can cause serious problems of access and cost. This tends to have a disproportionate effect on London's poorest communities. To ensure it is retained as a choice for Londoners, boroughs should continue to make provision for burial. Woodland burial sites with public access can provide additional links to London's green infrastructure.

- 7.69 Work carried out on a national level in 2005<sup>34</sup> indicated that local authority cemeteries in London only had an average of 12 years supply remaining, although the figures in different areas varied widely. The Mayor, in conjunction with cemetery providers and other key stakeholders has established the current situation<sup>35</sup> and identified barriers to supply and any necessary changes to planning policy. Consideration will be given to the provision of supplementary guidance to address these issues.

### Blue Ribbon Network

- 7.70 The Blue Ribbon Network (BRN) is London's strategic network of waterspaces (see Map 7.5) and covers the River Thames, canals, tributary rivers, lakes, reservoirs and docks alongside smaller waterbodies. The network is of cross cutting and strategic importance for London; every London borough contains some element of the network – 17 border the Thames and 15 contain canals. The nature of waterbodies is that they are linked, natural or semi natural systems, therefore the concept of the network is of vital importance.

#### POLICY 7.24 BLUE RIBBON NETWORK

##### Strategic

- A The Blue Ribbon Network is a strategically important series of linked spaces. It should contribute to the overall quality and sustainability of London by prioritising uses of the waterspace and land alongside it safely for water related purposes, in particular for passenger and freight transport. Regard should be paid to the Thames River Basin Management Plan.
- 7.71 The Blue Ribbon Network is multi functional. It provides a transport corridor, drainage and flood management, a source of water, discharge of treated effluent, a series of

diverse and important habitats, green infrastructure, heritage value, recreational opportunities and important landscapes and views. The starting point for consideration of development and use of the Blue Ribbon Network and land alongside it must be the water. The water is the unique aspect and consideration must initially be given as to how it can be used, maintained and improved.

- 7.72 The Environment Agency has published the first Thames River Basin Management Plan. This covers all the waterbodies within London. It includes actions, which aim to improve their ecological status and potential (see paragraph 5.58).

#### POLICY 7.25 INCREASING THE USE OF THE BLUE RIBBON NETWORK FOR PASSENGERS AND TOURISM

##### Strategic

- A The Mayor will seek to increase the use of the Blue Ribbon Network for passenger and tourist river services, and supports the principle of additional cruise liner facilities on the Thames.

##### Planning decisions

- B Development proposals:
- a should protect existing facilities for waterborne passenger and tourist traffic. Applications which remove existing facilities should be refused unless suitable replacement facilities are provided
  - b which provide new facilities for passenger and tourist traffic, especially on the central London stretch of the River Thames, will be supported
  - c which provide improved facilities for cruise ships in London will be supported.

### LDF preparation

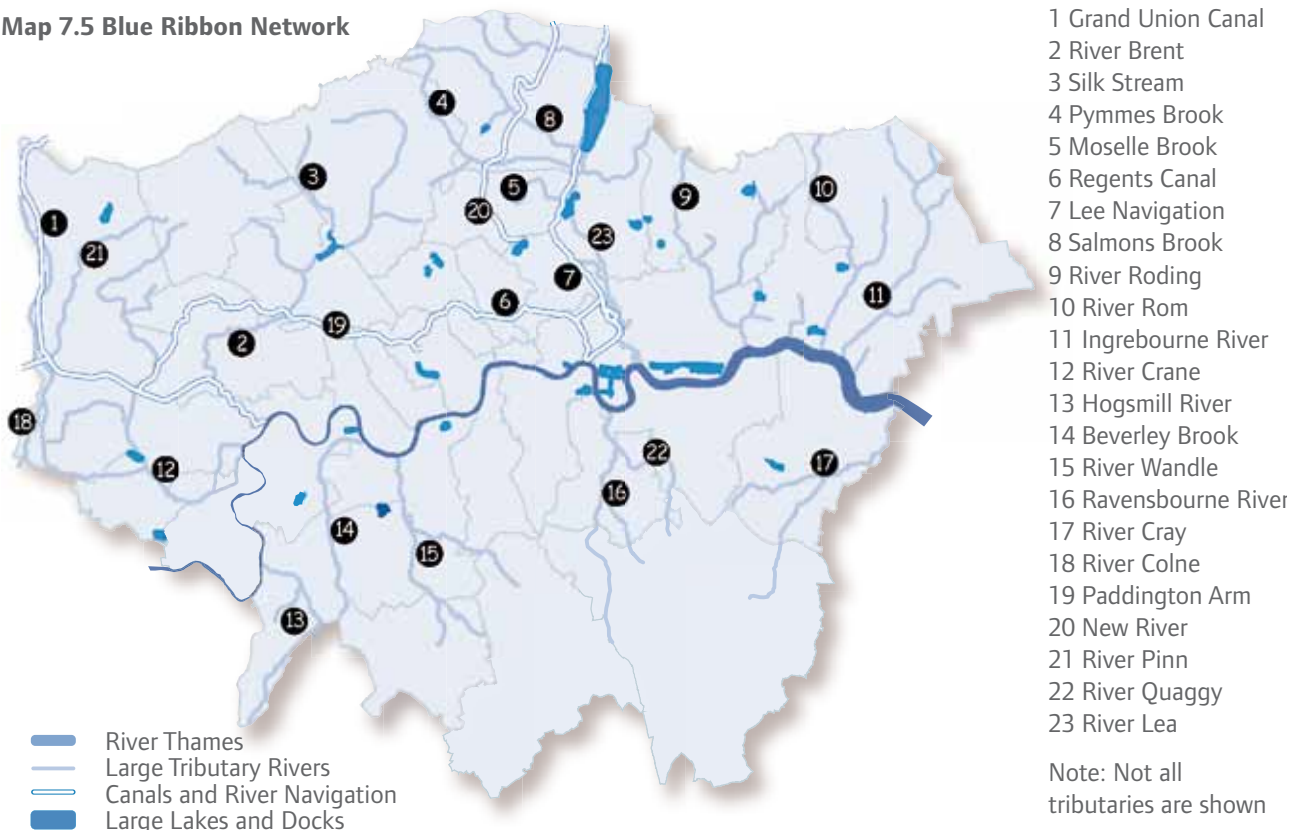
- C Within LDFs boroughs should identify locations that are suitable for passenger, tourist or cruise liner facilities.

7.73 On the navigable parts of the network, the Mayor wishes to ensure that uses of the water and land alongside it are prioritised, within sustainable limits, for transport purposes – both passenger and freight. By reducing demand for other forms of surface transport, particularly on roads, the benefits of water transport link through to other key aspects of this Plan, notably climate change mitigation and improving the quality of life. For too long these uses have been marginalised and compromised by competing developments. In some cases higher value developments have squeezed out landward facilities, in other cases waterborne developments such

as permanent moorings have restricted the speed or berthing abilities for transport craft. Recent years have seen substantial growth in the use of passenger services on the Thames. This followed investment in piers by Transport for London and investment in vessels by private operators. The Mayor is keen to see continued growth and his River Services Concordat Group has identified a number of actions to fulfil this aim, including identifying a number of locations, particularly in central London, where pier facilities require increases to capacity.

7.74 In 2009 the GLA and London Development Agency commissioned research into cruise liner facilities<sup>36</sup>. This demonstrated that a suitable terminal facility in London would be expected to attract a significant increase in cruise ship visits. This would also boost

Map 7.5 Blue Ribbon Network



Source Environment and Scientific Services, British Waterways  
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the profile of London and help to diversify the economy. In practice there are a limited number of locations where a cruise terminal would be viable. The Mayor will work with strategic partners including appropriate boroughs to identify suitable opportunities over the period of the Plan.

### **POLICY 7.26 INCREASING THE USE OF THE BLUE RIBBON NETWORK FOR FREIGHT TRANSPORT**

#### **Strategic**

- A The Mayor seeks to increase the use of the Blue Ribbon Network to transport freight.

#### **Planning decisions**

- B Development proposals:
- a should protect existing facilities for waterborne freight traffic, in particular safeguarded wharves should only be used for waterborne freight handling use. The redevelopment of safeguarded wharves for other land uses should only be accepted if the wharf is no longer viable or capable of being made viable for waterborne freight handling (criteria for assessing the viability of wharves are set out in paragraph 7.77). Temporary uses should only be allowed where they do not preclude the wharf being reused for waterborne freight handling uses (see paragraph 7.78). The Mayor will review the designation of safeguarded wharves prior to 2012
  - b which increase the use of safeguarded wharves for waterborne freight transport, especially on wharves which are currently not handling freight by water, will be supported
  - c adjacent or opposite safeguarded wharves should be designed to minimise the potential for conflicts of use and disturbance

d close to navigable waterways should maximize water transport for bulk materials, particularly during demolition and construction phases.

#### **LDF preparation**

- C Within LDFs boroughs should identify locations that are suitable for additional waterborne freight.

- 7.75 Using water based transport for freight is fully in line with a range of national planning policies, in particular PPG13, which aims to deliver a modal shift in freight transport to more sustainable modes. Water transport is recognised as one of the most sustainable modes, particularly for low value, non time-critical bulk movements.
- 7.76 The safeguarding of a number of wharves is a well established aspect of planning in London. The safeguarding directions, some of which have been in existence since 1997, have successfully maintained a number of sites which can now be used to transport goods through London. The Mayor will support positive action, including the use of compulsory purchase powers where necessary, to bring inactive sites into use. The specific sites that are safeguarded are set out in the *Safeguarded Wharves Implementation Report*, January 2005. Appropriate access to the highway network and relevant freight handling infrastructure such as jetties should also be protected. The safeguarding will be reviewed and updated approximately every five years. The next review will look at opportunities to consolidate wharves, expand the use of water freight and consider whether it is appropriate to safeguard any wharf facilities on London's canal network.
- 7.77 The redevelopment of safeguarded wharves should only be accepted if the wharf is no longer viable or capable of being made viable

for waterborne freight handling uses. The only exception to this would be for a strategic proposal of essential benefit for London, which cannot be planned for and delivered on any other site in Greater London. The viability of a wharf is dependant on:

- its size, shape, navigational access, road access, rail access (where possible), planning history, environmental impact and surrounding land use context
- its geographical location, in terms of proximity and connections to existing and potential market areas
- the existing and potential contribution it can make towards reducing road based freight movements
- existing and potential relationships between the wharf and other freight handling sites or land uses
- the location and availability of capacity at comparable alternative wharves, having regard to current and projected Port of London and wharf capacity and market demands.

7.78 Appropriate temporary uses on vacant safeguarded wharves can ensure that investment in the wharf is maintained and image problems are minimised for the wider area. Temporary uses must maintain the existing freight handling infrastructure to a specified standard, be limited by a temporary permission with a specific end date and priority should be given to uses which require a waterside location. Temporary uses should not be permitted where a permanent freight handling use is available.

7.79 Some wharves are increasingly surrounded by different land uses that do not have an industrial or freight purpose. Many wharves are in the opportunity areas identified in Chapter 2. The challenge is to minimise conflict between the new and the old land uses. This must be met through modifications

and safeguards built into new and established developments. Wharf operators should use appropriate available means to mitigate the environmental impacts of freight handling. New development next to or opposite wharves should utilise the layout, use and environmental credentials of buildings to design away these potential conflicts. Appropriate highway access to wharves for commercial vehicles needs to be maintained when considering proposals for development of neighbouring sites.

## **POLICY 7.27**

### **BLUE RIBBON NETWORK: SUPPORTING INFRASTRUCTURE AND RECREATIONAL USE**

#### **Planning decisions**

- A Development proposals should enhance the use of the Blue Ribbon Network, in particular proposals:
  - a that result in the loss of existing facilities for waterborne sport and leisure should be refused, unless suitable replacement facilities are provided
  - b should protect and improve existing access points to (including from land into water such as slipways and steps) or alongside the Blue Ribbon Network (including paths). New access infrastructure into and alongside the Blue Ribbon Network will be sought
  - c should protect waterway support infrastructure such as boatyards, moorings, jetties and safety equipment etc. New infrastructure to support water dependent uses will be sought. New mooring facilities should normally be off line from main navigation routes, i.e. in basins or docks.

#### **LDF preparation**

- B Within LDFs boroughs should identify the location of waterway facilities and any



opportunities for enhancing or extending facilities, especially within opportunity areas.

- 7.80 In order to make the maximum use of the Blue Ribbon Network, particularly for effective transport, a range of supporting infrastructure is required. The infrastructure includes, but is not limited to: boatyards, jetties, slipways, steps and water side paths/cycleways.
- 7.81 The Mayor commissioned research in 2007 to investigate the provision of boatyards in London<sup>37</sup>. From this it is clear that there is a particular shortage of boatyard facilities that are capable of inspecting, maintaining and repairing the larger passenger craft on the Thames. One of the actions in the Implementation Plan (see Chapter 8) will be to promote such a new facility.
- 7.82 Similarly, the historic steps and slipways to the Thames foreshore are often overlooked, neglected or even removed. These facilities are vital for enabling access to the Thames foreshore given the huge tidal range of the river and the Mayor wishes to see these facilities retained, improved and where disused, brought back into use.
- 7.83 The promotion of the use of the Blue Ribbon Network for leisure facilities is an important objective. Water provides opportunities for particular types of leisure and sporting activities such as rowing, canoeing and sailing. Water-based sport and recreation should be prioritised and facilities that enable or enhance these activities should be supported.
- 7.84 The range of permanently moored vessels, for example residential barges, restaurants, bars and offices, can add to the diversity and vibrancy of waterways and London in general. However, their siting needs

careful consideration so that the navigation, hydrology and biodiversity of the waterways are not compromised. New moorings should be managed in a way that respects the character of the waterways and the needs of its users. The BRN should not be used as an extension of the developable land in London nor should parts of it be a continuous line of moored craft.

## **POLICY 7.28 RESTORATION OF THE BLUE RIBBON NETWORK**

### **Planning decisions**

- A Development proposals should restore and enhance the Blue Ribbon Network by:
- a taking opportunities to open culverts and naturalise river channels
  - b increasing habitat value; development which reduces biodiversity should be refused
  - c preventing development and structures into the water space unless it serves a water related purpose (see paragraph 7.84)
  - d protecting the value of the foreshore of the Thames and tidal rivers
  - e resisting the impounding of rivers
  - f protecting the open character of the Blue Ribbon Network.

### **LDF preparation**

- B Within LDFs boroughs should identify any parts of the Blue Ribbon Network where particular biodiversity improvements will be sought, having reference to the London River Restoration Action Plan (see paragraph 7.86).

- 7.85 London's rivers have been hugely altered from their natural state. This has generally had the effect of reducing their value to wildlife, and often amenity too (see also policies 2.18 and 7.19). Ultimately this has

resulted in the complete loss of rivers such as the Fleet, Tyburn or Effra which now form part of the city's sewerage network. This cannot be allowed to continue and a strong policy direction is needed to reverse previous unsustainable alterations. The improvement of waterbodies to 'good ecological/potential' and not allowing any deterioration in the status of water bodies are key requirements of the Water Framework Directive (see Policy 5.14). In particular, pollution from vessels should also be minimised.

- 7.86 A partnership led by the Environment Agency has produced a River Restoration Action Plan. This database sets out the location of opportunities to restore and enhance the Blue Ribbon Network. Some of these will be implemented through capital projects and some through nearby redevelopments. The database is reviewed regularly and interactively invites suggestions for further restoration projects.

## **POLICY 7.29 THE RIVER THAMES**

### **Strategic**

- A The River Thames is a strategically important and iconic feature of London. This role should be protected and promoted.

### **Planning decisions**

- B Development proposals within the Thames Policy Area identified in LDFs should be consistent with the published Thames Strategy for the particular stretch of river concerned.

### **LDF preparation**

- C Following appraisal in accordance with the criteria in paragraph 7.90, Thames-side boroughs should identify a Thames Policy Area within their LDFs and formulate policies and a strategy for this area

covering the matters set out in paragraphs 7.93 and 7.94. Boroughs are encouraged to work in subregional partnerships to progress this work. The existing Thames Strategies have identified a range of actions and planning priorities that should be reflected in relevant LDFs.

- 7.87 The River Thames is one of London's icons and merits special attention. The river changes a great deal in its size and character as it flows through London, particularly given the twice daily changes brought by the tidal nature of the river.
- 7.88 The central London stretches of the Thames are world famous locations, featuring well known landmarks and views. Many other stretches have important historic, cultural and natural connections. These aspects of the Thames should be protected.
- 7.89 As outlined in policies 7.25–7.27, there are opportunities to increase the role that the Thames plays in transport terms. The Mayor believes that river transport should be increased within sustainable limits, and that owners and users of riverside sites should consider how they could contribute to or benefit from river transport.
- 7.90 The Thames is a borough boundary for the vast majority of its length, therefore co-ordinated planning approaches are essential. The Thames Policy Area is a well established tool for ensuring this co-ordination. Setting the boundary of the Thames Policy Area should be done in consultation with neighbouring authorities, including those across the river. In defining the boundaries, boroughs should have regard to maps 7.6–7.9 at the end of this chapter and the following criteria:
- proximity to the Thames, including its tributaries and associated areas of water

such as docks, canals, filter beds and reservoirs, whether or not directly linked to the Thames, but where an association with the Thames is retained together with a proportion of open water

- contiguous areas with clear visual links between areas/buildings and the river, including views from across the river and areas where it may be beneficial to establish future visual links
- specific geographical features such as main roads, railway lines, hedges, identified as particularly relevant for defining the boundary across large open spaces
- the whole curtilage of properties or sites adjacent to the Thames, except where major development sites have been identified and it is intended to publish master plans/strategies for future development
- areas and buildings whose functions relate or link to the Thames and/or river-related uses or sites that have the potential to be linked
- areas and buildings that have an historic, archaeological or cultural association with the Thames, including planned vistas marked by existing or former landscape features
- boundaries should have coherence with neighbouring authorities.

- 7.91 Boroughs are encouraged to carry out appraisal, Thames Policy Area designation and policy and strategy formulation in collaboration with other boroughs, and relevant stakeholders. There are three existing partnerships within London that have delivered strategies for the Thames in their stretches of the river. These are:
- Thames Strategy Hampton–Kew
  - Thames Strategy Kew–Chelsea
  - Thames Strategy East

- 7.92 These strategies provide a good sub-regional context in which decisions relating to the

planning and management of the river can be set. Furthermore, all of the strategies are supported by the key regional/national stakeholders. The Mayor encourages all of the relevant boroughs to participate in the strategies and for the boroughs between Vauxhall Bridge and Tower Bridge to take a similar sub-regional overview of their high profile stretch of the Thames.

- 7.93 The strategies should be reviewed regularly and would be expected to consider:

- the local character of the river
- water-based passenger and freight transport nodes (both existing and potential)
- development sites and regeneration opportunities
- opportunities for environmental and urban design improvements
- sites of ecological or archaeological importance
- areas, sites, buildings, structures, landscapes and views of particular sensitivity and importance
- focal points of public activity
- public access
- recreation and marine infrastructure
- indicative flood risk.

- 7.94 They should also identify areas of deficiency, and the actions needed to address these deficiencies, through facilities for:

- water-based passenger, tourism and freight transport
- water-based sport and leisure
- access and safety provision
- marine support facilities and infrastructure and moorings.

- 7.95 The strategies should be used as guidance for LDFs and development control decisions. They also include specific implementation projects for local authorities and other

organisations in a position to implement river-related projects. They should also be used to identify important riverside sites and determine the river-related expectations for them. As such, the strategies should be expressed through DPD policies or SPD as appropriate.

7.96 As part of major development proposals for sites with a Thames frontage, consideration should be given to the need and desirability of having facilities to enable access to and from the river, both for boats and for pedestrians. This may include the retention, refurbishment or reinstatement of existing or former access points or the provision of new facilities. Along the Thames in east London there are locations where a large amount of development is envisaged in opportunity areas. Some of these locations offer the opportunity for creating significant public open spaces, which should be pursued. These may be dovetailed with the need to allow a margin of land for future flood defences.

7.97 In some parts of London the Thames is designated as open space, for example as Metropolitan Open Land or falls within conservation areas. In areas where it is likely to be feasible to increase transport use of the river, such designations need careful consideration such that they do not hinder or prevent the development of and improvements to these water-based uses.

7.98 During the lifetime of this London Plan the Thames Tideway Sewer Tunnels will be constructed (see Policy 5.14). These should be designed to minimise impacts on the river, maximise water based freight and consider permanent uses for any required infrastructure such as jetties.

## **POLICY 7.30**

### **LONDON'S CANALS AND OTHER RIVERS AND WATERSPACES**

#### **Planning decisions**

- A Development proposals along London's canal network and other rivers and waterspace (such as reservoirs, lakes and ponds) should respect their local character and contribute to their accessibility and active water related uses, in particular transport uses, where these are possible.
- B Development within or alongside London's docks should protect and promote the vitality, attractiveness and historical interest of London's remaining dock areas by:
  - a preventing their partial or complete in-filling
  - b promoting their use for mooring visiting cruise ships and other vessels
  - c encouraging the sensitive use of natural landscaping and materials in and around dock areas
  - d promoting their use for water recreation
  - e promoting their use for transport.

#### **LDF preparation**

- C Within LDFs boroughs should identify any local opportunities for increasing the local distinctiveness and use of their parts of the Blue Ribbon Network.

7.99 London's wide diversity of waterspaces that constitute the Blue Ribbon Network require a careful approach to their planning and management. Rivers, lakes and ponds are heavily affected by natural forces such as flooding and erosion, even manmade canals and reservoirs are affected to some degree. It is important to see these as dynamic systems and ensure that development in or close to the network respects its particular characteristics (see also policies 5.12-5.15). There are some aspects of the management



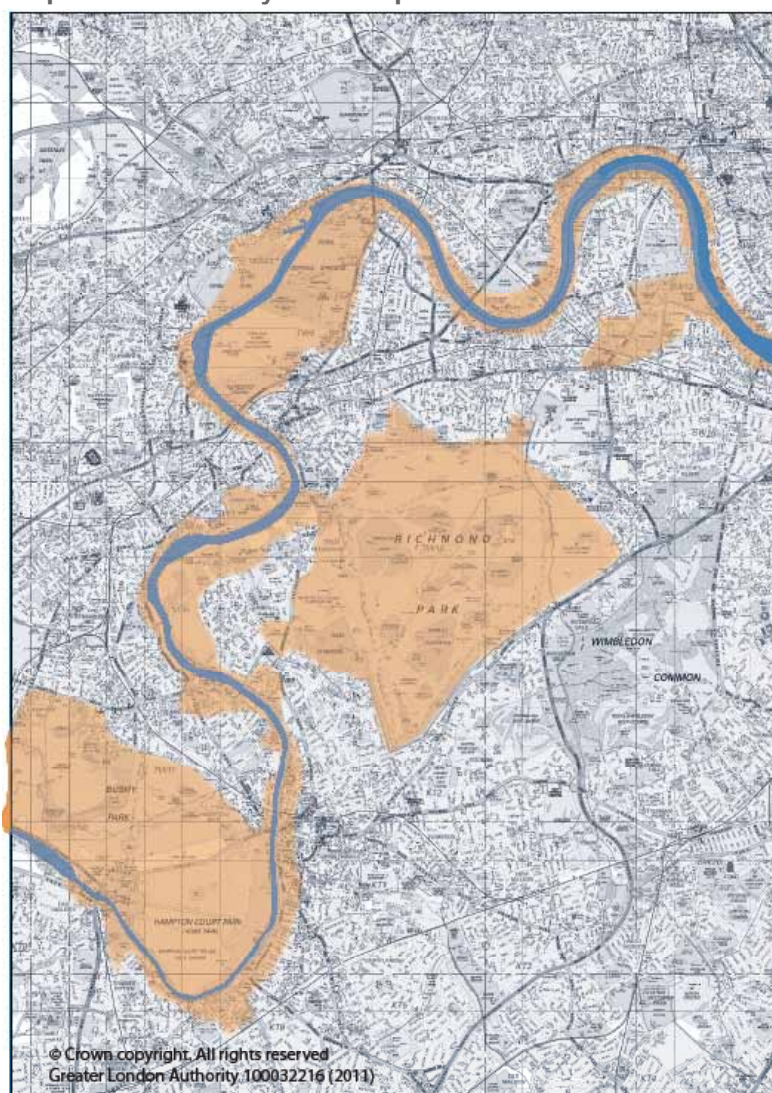
of the Blue Ribbon Network – cleaning of rivers, for example – where lines of responsibility are blurred. The Mayor will work with the relevant organisations to seek to clarify these responsibilities.

7.100 The Mayor places great emphasis on ensuring that new development utilises the water space; primarily for transport purposes where that is possible, but also for active water based leisure, for informal waterside recreation or access, for regeneration purposes through water-related development, and for the protection and enhancement of biodiversity. The facilities supporting recreational use mentioned in Policy 7.27 have significant value on canals supporting the visitor economy.

7.101 The Blue Ribbon Network is also a valuable educational resource and several organisations have been established which specifically promote water-based educational programmes. The Blue Ribbon Network is often an appropriate setting for public art and performance. People generally like to gather by the waterside and opportunities for this should be encouraged.

7.102 The Mayor is particularly mindful that the very nature of the Blue Ribbon Network is that it flows into London from adjoining regions and that the Thames flows out of London in the two adjoining regions. Communication across regional and local authority boundaries will be important to sustainable management of the system.

**Map 7.6 Thames Policy Area Hampton to Wandsworth**

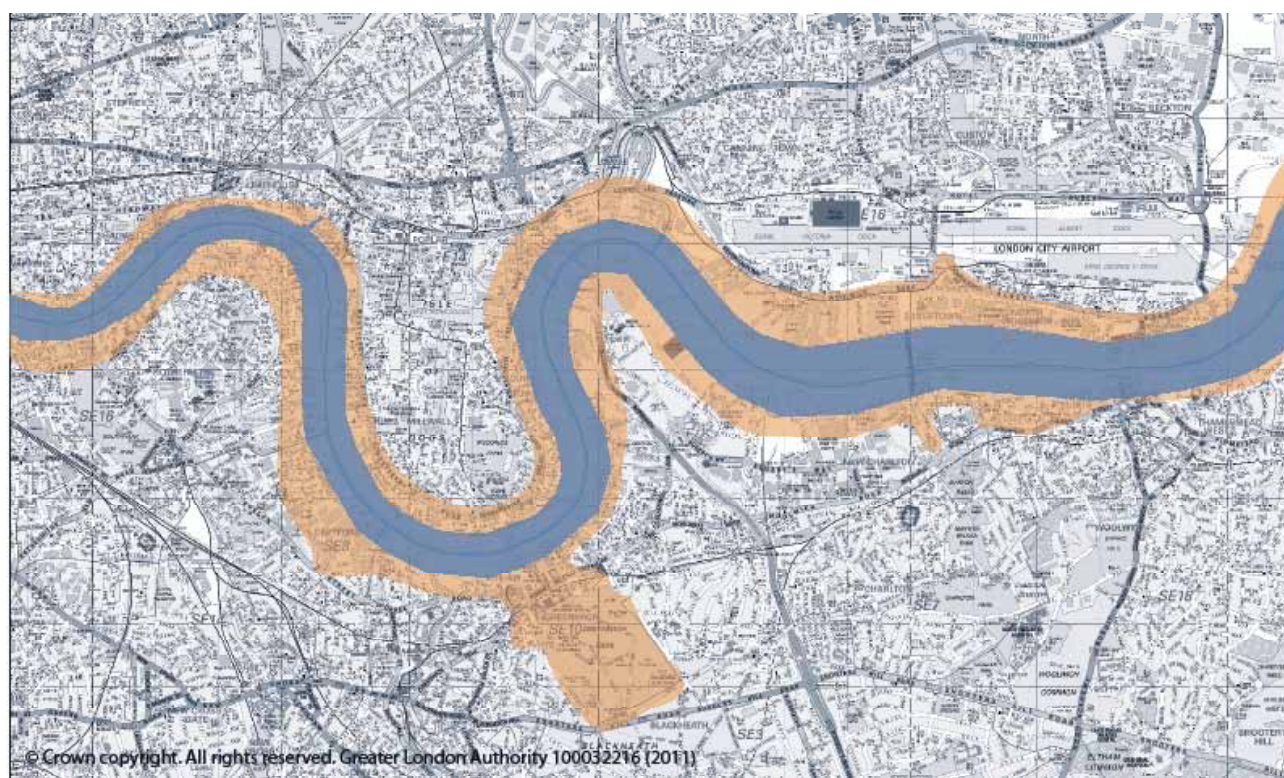




Map 7.7 Thames Policy Area Wandsworth to Bermondsey

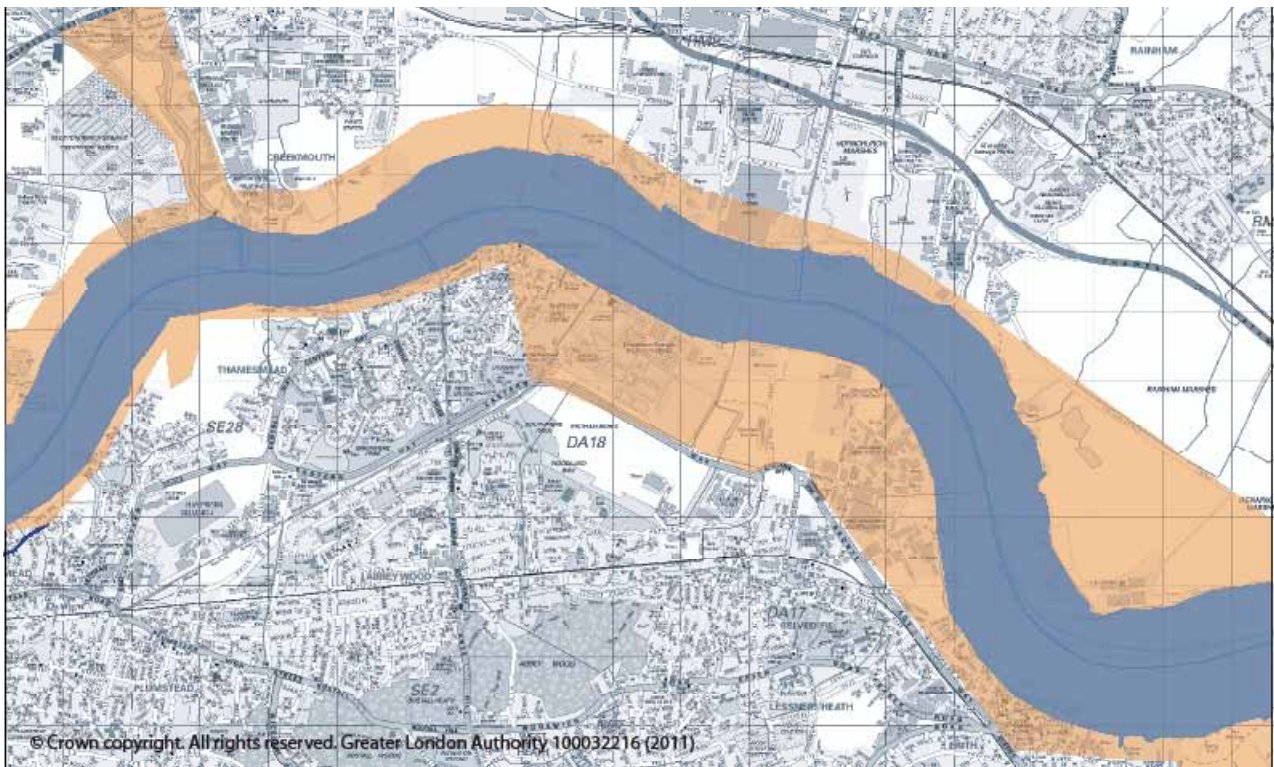


Map 7.8 Thames Policy Area Bermondsey to Woolwich





Map 7.9 Thames Policy Area Woolwich to Crayford Ness



## Endnotes

- 1 Commission for Architecture and the Built Environment (CABE), Home Builders Federation and Design for Homes, Building for Life, CABE November 2008
- 2 Commission for Architecture and the Built Environment (CABE), Inclusion by Design Equality, Diversity and the Built Environment, November 2008
- 3 Department for Communities and Local Government (DCLG), Lifetime Homes Lifetime Neighbourhoods: A National Strategy for Housing in an Ageing Society, February 2008
- 4 British Standards Institution, BS 8300, Design of buildings and their approaches to meet the needs of disabled people – Code of practice. March 2009
- 5 Commission for Architecture and the Built Environment (CABE), The principles of inclusive design (They include you), 2006
- 6 London Development Agency (LDA), Inclusive Design Toolkit, 2009
- 7 Office for the Deputy Prime Minister (ODPM), Safer Places: the Planning System and Crime Prevention, Thomas Telford Ltd, April 2004
- 8 Association of Chief Police Officers Project and Design Group, Secured By Design, 2004
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