
The London Plan

The Spatial Development Strategy for Greater London

Draft for public consultation

DECEMBER 2017

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HOW TO GIVE YOUR VIEWS

This new draft London Plan (the Spatial Development Strategy for Greater London) is published for consultation and your comments are invited. You can also view this document online at www.london.gov.uk/new-london-plan

Please note you can submit your comments online through a consultation tool at www.london.gov.uk/new-london-plan

Please reference your comments to the relevant policy or paragraph of the document.

All comments must be received by 5pm on Friday 2nd March 2018. They should either be submitted via the online consultation tool or sent to:

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Comments can also be emailed to LondonPlan@london.gov.uk with 'New Draft London Plan' as the title.

Please note, if you send in a response via the online consultation or email it is not necessary for you also to send in a hard copy.

All representations will be made available for public inspection.

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FOREWORD



I am proud to publish this new and ambitious London Plan. Many Londoners won't know about or have come across the London Plan, but it shapes their lives on a daily basis. It is one of the most crucial documents for our city, and what it contains shapes how London evolves and develops over coming years. Since I was elected Mayor in May 2016, publishing a new and revised London Plan, one that reflected the policies and issues on which I was elected by the people of this great city, has been a major priority for my administration. This new London Plan marks a break with previous London Plans, represents a step-change in our approach and serves as a blueprint for the future development and sustainable, inclusive growth of our city.

Over many decades, London has evolved, resulting in an extraordinary web of distinctive residential streets, squares, markets, parks, offices, and industrial and

creative spaces. And the built environment we see today – the legacy of previous generations – has not just shaped the way our city looks, but has had a profound impact on how and where we live, work, study and socialise with one another.

Throughout this evolution, London has seen waves of growth and our surroundings reflect these past chapters of rapid development and change. We now face another wave of growth, the likes of which we've not seen for a century. Our population is projected to increase by 70,000 every year, reaching 10.5 million in 2041. This means that just to meet demand, at least 66,000 new homes need to be built – along with space for tens of thousands of new jobs – every single year.

Preparing to deal with such a level of growth is undoubtedly one of the biggest challenges of our times, putting pressure on land, housing, infrastructure and the environment. It also comes as we are facing other unprecedented challenges: Brexit and the uncertainty this is causing; air pollution; climate change; and entrenched inequality. Yet despite these challenges, I am optimistic that we can embrace London's population rise as a once in a lifetime opportunity to write the next big chapter in London's history and to deliver a new vision for our city. We let down future generations if we do not properly plan for accommodating growth in a way which is environmentally, economically and socially sustainable.

So this London Plan sets out a new way of doing things, something I am calling Good Growth. Good Growth is about working to re-balance development in London towards more genuinely affordable homes for working Londoners to buy and rent. And it's about delivering a more socially integrated and sustainable city, where people have more of a say and growth brings the best out of existing places while providing new opportunities to communities.

Good Growth is not about supporting growth at any cost, which for too long has been the priority, leaving many Londoners feeling excluded and contributing to a lack of community cohesion and social integration.

Some of the very richest and very poorest people in the country live in London, with life expectancy differing by up to 19 years between boroughs. The economic prosperity and wealth, often right on some people's doorsteps, seems more remote and inaccessible to them than ever before. For too many Londoners, the thought of buying somewhere to call home is out of reach.

Instead, what we need is growth that allows us to build thousands of genuinely affordable homes at the same time as creating a more inclusive, greener and safer city that supports the health and wellbeing of all Londoners.

There are no quick fixes to the housing crisis London faces. I have always been honest with Londoners that it's going to be a marathon, not a sprint. But we are already making progress and this plan underscores my determination to address this huge problem.

Central to the plan is how we can help boroughs better co-ordinate growth across London. It includes strong new measures and sets ambitious targets for every London borough for building the housing we need – with the goal of roughly doubling the current rate of homebuilding. This goes alongside my strategic target for half of new homes to be genuinely affordable.

Unlike previous versions of the London Plan, which have often read as sweeping statements of ambition rather than concrete plans for action, this document places a specific focus on tangible policies and planning issues and provides greater clarity over how the plan will be implemented and where in London major development and infrastructure should be delivered.

Crucially, the plan also details how my housing, social, economic, cultural, environmental and transport policies tie together to achieve maximum impact. This integration across different policy areas is key to creating the conditions for sustainable growth, spawning new and exciting opportunities for Londoners and helping to deliver my wider vision for our city.

Through this London Plan, I want to build a city that works for all Londoners – where everyone has the opportunity to reach their potential, lead fulfilling lives and build tight bonds with people from many different backgrounds within their communities.

My vision is for a city with an economy that supports more and better paid jobs spread across the capital. A city where people can spend less time commuting because we have so many thriving parts of London, with good affordable housing, combined with exciting, cutting-edge career opportunities. And a city where

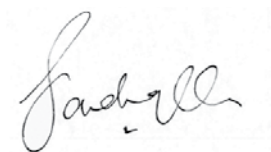
access to great culture is built into the fabric of every part of London, with our rich heritage and cultural offer supporting our growing world-class creative industries.

I also see the London Plan revolutionising the way we get around our city - enabling a boom in active travel, with walking and cycling becoming the primary, default choice for millions of Londoners because we have made it far easier and safer. I envisage London as a greener city, with high quality open spaces, parks and commons, and one where we lead the way in tackling climate change by moving towards a zero-carbon city by 2050. And when I look to the future, I see London as a city with clean air for our children to breathe, and a pioneering smart city with world-class digital connectivity supporting more digital devices to improve the lives of Londoners and enable businesses to thrive.

This London Plan is fundamentally about taking a holistic approach and utilising all the levers we have in London to shape our city for the better, built around the needs, health and wellbeing of all Londoners. It combines a purpose and a vision. This new approach sets us up for some exciting and innovative times ahead as our population grows. But we need everyone to do their bit, including boroughs, developers, land owners, existing residents, architects and, of course, the Government.

The level of growth we must plan for will require significant investment - both from businesses and the public sector - in transport, infrastructure and affordable housing. And in order to deliver the fundamental change we need in the long-term, the Government should step up and give more powers and investment to London.

There is no question we face some huge challenges ahead. But this London Plan is an opportunity we must grasp to shape the future of our city for generations to come - not only in regard to the way it looks and feels, but in its character and how Londoners live prosperous and fulfilling lives.



Sadiq Khan
Mayor of London

Introducing the Plan



Introducing the Plan

- 0.0.1 This section explains what the London Plan is, how to use the document and what process the draft Plan must go through before it is formally published.

What is the London Plan?

- 0.0.2 Under the legislation establishing the Greater London Authority (GLA), the Mayor is required to publish a Spatial Development Strategy (SDS) and keep it under review. The SDS is known as the London Plan. As the overall strategic plan for London, it sets out an integrated economic, environmental, transport and social framework for the development of London over the next 20-25 years.
- 0.0.3 The general objectives for the London Plan, and the process for drawing it up, altering it and replacing it, are set out in the Greater London Authority Act 1999 (as amended) and supporting detailed regulations. The Plan has been developed in line with these requirements.
- 0.0.4 The legislation stipulates that the London Plan should only deal with things of strategic importance to Greater London¹ taking account of the principal purposes of the Greater London Authority which are²:
- promoting economic development and wealth creation in Greater London
 - promoting social development in Greater London; and
 - promoting the improvement of the environment in Greater London.
- 0.0.5 In developing this strategy, in accordance with the legislation³ and associated regulations, the Mayor has had regard to:
- the principle that there should be equality of opportunity for all people
 - reducing health inequality and promoting Londoners' health
 - achieving sustainable development in the United Kingdom
 - climate change and the consequences of climate change
 - the desirability of promoting and encouraging the use of the Thames, particularly for passenger and freight transportation
 - the resources available to implement the Mayor's strategies.

¹ GLA Act 1999, section 334(5)

² GLA Act 1999, section 30

³ GLA Act 1999, Section 41

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- 0.0.6 In drawing up the new London Plan, the Mayor has also had regard to:
- All relevant European Union legislation and policy instruments like the European Spatial Development Perspective
 - The need to ensure consistency with national policies and international treaty obligations notified to the Mayor by Government, without seeking to repeat national policy
 - The Mayor's other statutory obligations including the duty for the GLA to do all it reasonably can to prevent crime and disorder under the Crime and Disorder Act 1998, and the public-sector equality duty, as set out in Section 149 of the Equality Act 2010, covering race, disability, gender, age, sexual orientation, religion or belief, pregnancy and maternity, and gender reassignment
 - the specific requirements of the Town and Country Planning (London Spatial Development Strategy) Regulations 2000.
- 0.0.7 The document brings together the geographical and locational aspects of the Mayor's other strategies, including those dealing with:
- Transport
 - Environment
 - Economic Development
 - Housing
 - Culture
 - Health and Health Inequalities.
- 0.0.8 The draft Plan has been developed alongside the Mayor's other statutory strategies to ensure consistency with those strategies.
- 0.0.9 The London Plan is legally part of each of London's Local Planning Authorities' Development Plan and must be taken into account when planning decisions are taken in any part of London. Planning applications should be determined in accordance with it, unless there are sound planning reasons (other material considerations) which indicate otherwise. The Plan provides the strategic, London-wide policy context for borough local development plan documents; all local development plan documents and Neighbourhood Plans have to be 'in general conformity' with the London Plan.
-

How to use the document

- 0.0.10 Planning in London is the joint responsibility of the Mayor of London and the 32 London boroughs, the City of London Corporation and the Mayoral Development Corporations (MDCs), of which there are currently two: the London Legacy Development Corporation and the Old Oak Park Royal Development Corporation. When the Plan refers to 'boroughs' it is referring to the 32 London boroughs, the City of London and the MDCs. This approach has been taken to make the document more readable.
- 0.0.11 This Plan must be read as a whole. The placement of the topic chapters and the policies within the chapters is no reflection on their importance or weight – it does not represent a hierarchy.
- 0.0.12 The Plan sets out policies and supporting text (also known as reasoned justification). These take account of:
- the legal requirements related to the development of the Plan (including those discussed above) and the various issues that European and national legislation requires to be considered
 - other requirements of planning law and Government planning policy and guidance (without seeking to repeat these)
 - the integrated impact and habitats regulations assessment
 - the evidence that underpins the Plan (without seeking to repeat it).
- 0.0.13 The final Plan will also take account of the comments received during the consultation process and the recommendations of the panel that conduct the Examination in Public (see Next Steps).
- 0.0.14 This London Plan runs from 2019 to 2041. This date has been chosen to provide a longer-term view of London's development to inform decision making. However, some of the more detailed elements of the Plan, such as the housing targets are set only for the first ten years of the Plan. This reflects the dynamic nature of London's land market and means that there will need to be a review of the housing targets before 2029. Other elements of the Plan will need to be updated over time through Supplementary Planning Guidance as part of the 'plan, monitor, manage' approach⁴.

⁴

The draft Plan is underpinned by housing and economic projections. These projections are based on past trends. Monitoring this sort of information and the implementation of the Plan identifies when policies may need to be reviewed and changed.

- 0.0.15 To help the reader navigate through the Plan, paragraphs include key words in bold. The bold font does not signify extra weight or suggest that the paragraph is the only place that the specific issue is discussed.
- 0.0.16 A glossary has also been included to provide a definition of words or phrases where necessary.

A new Plan

- 0.0.17 This is a new Plan (also known as a Replacement Plan). This means it is not an alteration or update to previous Plans. This Plan will be the third London Plan, the previous ones being the 2004 Plan produced by former Mayor of London Ken Livingstone and the 2011 Plan produced by former Mayor of London Boris Johnson. All of the other iterations of the London Plan from 2004-2016 have been alterations. Once adopted this Plan will replace all previous versions.
- 0.0.18 This Plan is different to those that have gone before it. It is more ambitious and focused than any previous Plans. The concept of Good Growth – growth that is socially and economically inclusive and environmentally sustainable – underpins the Plan and ensures that it is focused on sustainable development.
- 0.0.19 As well as taking account of the relevant legislation, regulations and Government policy, this Plan also seeks to deliver the Mayor’s manifesto commitments and - alongside the Mayor’s other strategies – set the framework for how these commitments can be achieved in spatial development terms.
- 0.0.20 The policies in the Plan have been developed over a number of months and are supported by a proportionate evidence base⁵. In their development, the Mayor has had regard to the need to ensure consistency with national policies, but does not seek to repeat them. Instead the London Plan seeks to develop an approach tailored for London, and act as the key document shaping planning decisions across the capital. On some occasions, the Plan deviates from existing national policy and guidance; this is mainly where the Plan is delivering on a specific Mayoral commitment and reflects the particular circumstances of London. The scale of the Mayor’s election victory provides a significant political mandate to use the planning system to deliver his manifesto commitments.

⁵ <https://www.london.gov.uk/what-we-do/planning/london-plan/new-london-plan/full-review-evidence-base>

- 0.0.21 The drafting of the Plan aims to ensure that London is ready to implement this ambitious Plan as soon as possible and that the policies do not take years to implement due to the time it can take to update local development plan documents. As the London Plan is part of every borough's development plan, there is no requirement for the policies to be repeated at the local level before they can be implemented. However, in some instances a local approach is required within the context of the overall policy. The Plan clearly sets out where this is the case.
- 0.0.22 This Plan provides the framework to address the key planning issues facing London. This allows boroughs to spend time and resources on those issues that have a distinctly local dimension and on measures that will help deliver the growth London needs. This includes area-based frameworks, action plans and Supplementary Planning Documents, site allocations, brownfield registers and design codes.
- 0.0.23 It is crucial that all those involved in planning and development in London understand how London's two-tier planning system works and do not seek to duplicate policy or evidence unnecessarily.
- 0.0.24 The Mayor is legally required to keep the London Plan under review⁶. The Key Performance Indicators set out in the final chapter of the Plan provide a basis for this ongoing review, allowing an assessment of the effectiveness of the Plan to be made over time. Alongside this, key assumptions which underpin the Plan will also be monitored, in particular population and household growth and employment growth.

A City for all Londoners

- 0.0.25 In October 2016, the Mayor published 'A City for All Londoners'. This document set the tone for all of the Mayor's strategies and the direction of travel for the Mayoralty. It discussed the high-level responses to the big challenges that London faces: the pressure that a fast-growing population exerts on the city; the increasing diversity of Londoners; rising inequality; the changing nature of the economy; the uncertainty caused by the EU referendum result; and the effects of climate change.
- 0.0.26 The document was put out to consultation and the feedback from it has helped shape all the Mayoral strategies. In addition, to inform the development of the London Plan, a number of workshops were held which provided an opportunity for a range of stakeholders to come together and discuss the challenges and opportunities the city faces.

⁶ GLA Act 1999, section 339(1)

Integrated Impact Assessment

- 0.0.27 A key part of reviewing the London Plan is undertaking a full Integrated Impact Assessment (IIA) and Habitats Regulations Assessment (HRA). The IIA approach addresses the Mayor's legal duties to carry out a comprehensive assessment of the Plan and its proposed policies with one integrated process. The IIA incorporates the statutory requirements of:
- Strategic Environmental Assessment
 - Sustainability Appraisal
 - Equalities Impact Assessment
 - Health Impact Assessment
 - Community Safety Impact Assessment
- 0.0.28 The HRA assesses any aspects of the Plan that would cause a likely significant effect on any European Habitats Sites. The IIA and HRA have helped shape the preparation of the new London Plan ensuring that these key issues have been taken into account throughout the development process.

Structure of the Plan

- 0.0.29 Chapter one sets out six core 'good growth' policies which should be taken into account for all planning and development in London. These policies represent the overarching objectives of the Plan.
- 0.0.30 Chapter two sets out the overall spatial development pattern for London, focusing on the growth strategies for specific places in London and how they connect with the Wider South East.
- 0.0.31 Chapters three to twelve cover topic-based policies and implementation:
- Chapter 3 Design
 - Chapter 4 Housing
 - Chapter 3Chapter 5 Social Infrastructure
 - Chapter 6 Economy
 - Chapter 7 Heritage and Culture
 - Chapter 8 Green Infrastructure and Natural Environment
 - Chapter 9 Sustainable Infrastructure
 - Chapter 10 Transport
-

- Chapter 11 Funding the London Plan
- Chapter 12 Monitoring

Next Steps

- 0.0.32 Following the close of the consultation period, the next formal step will be the holding of the Examination in Public (EiP). This will be led by an independent panel, who will review the comments received during the consultation on the draft London Plan and will decide:
- which issues will be discussed at the EiP
 - who will be invited to take part
- 0.0.33 The EiP is a hearing based around a detailed discussion of selected subjects covered by the new draft London Plan. It is likely to be held in the autumn of 2018. After it is completed, the Panel will produce a report recommending changes to the Plan for the Mayor's consideration, which the Mayor can decide to accept or reject. Once the Mayor has decided which of the suggested changes he intends to accept, he will send a revised draft Plan to the Secretary of State for Communities and Local Government. They then have six weeks to decide whether or not they wish to direct that any changes should be made. Assuming the Secretary of State decides not to make a direction, the Mayor is required to lay a copy of the draft proposals before the London Assembly, which has 21 days to decide whether to reject it in its entirety (rejection requires two thirds of those voting in favour). Provided the London Assembly does not decide to reject the Plan, the Mayor can then publish the London Plan.
-