
CHAPTER EIGHT

IMPLEMENTATION AND MONITORING REVIEW

POLICY 8.1 IMPLEMENTATION

Strategic

- A The Mayor will work collaboratively to deliver a positive approach to enabling new development in London, optimising land use and promoting/enabling locations for strategic development. In particular the Mayor will work with boroughs, developers and infrastructure providers and other key stakeholders in the public, private, voluntary and community sectors across London and in neighbouring areas of the south east of England to ensure the effective development and implementation of the Community Infrastructure Levy.
 - B The Mayor will consider promoting the establishment of further Mayoral Development Corporations (MDCs) and Enterprise Zones (EZs) as well as further Tax Increment Finance (TIF) initiatives where they would assist significantly with realising substantial development potential. He will also work with Government to develop Housing Zones (HZs) to deliver the full housing potential of Opportunity Areas.
 - C The Mayor will work with boroughs, infrastructure providers, national government, regulators and others involved in infrastructure planning, funding and implementation to ensure the effective development and delivery of the infrastructure needed to support the sustainable management of growth in London and maintain its status as a world city in accordance with the vision and objectives set in Policy 1.1.
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- 8.1 This chapter of the plan sets out the Mayor's approach to implementing the London Plan to ensure delivery of his vision, objectives and detailed policies. It is based on two fundamental approaches:

Collaboration across London

- 8.2 The Mayor recognises the complexities of delivering new development in London, with a wide range of organisational, infrastructure and other issues that have to be considered. The most effective way of achieving delivery is to work together in a collaborative manner towards agreed goals. The Mayor is committed to engagement with all groups and individuals concerned with planning for London, including:
- Government from national to local level
 - other public bodies/agencies
 - private businesses and trade/representative bodies
 - voluntary and community sector groups.
- 8.3 The Mayor agrees that the planning system can play a major role in decentralising power, strengthening communities and neighbourhoods and promoting London's sustainable development. He sees this Plan as playing a vital part in this, providing an essential resource for localism, providing an evidence base and a framework for more local decisions to be made in ways that help ensure the needs of the city as a whole are addressed. To support this, he will:
- ensure a co-ordinated approach to policy-making and delivery on the ground across the GLA Group of organisations
 - provide information and expert advice needed across London to support policy-making (including at the local level), implementation and monitoring outcomes and specialist services supporting planning in London, like the London Development Database
 - support partnerships to enable delivery at the local and neighbourhood levels
 - provide a strong voice for effective planning in the capital.
- 8.4 The Mayor will work with boroughs, other agencies with planning responsibilities, enterprises and their organisations and other stakeholders to ensure that planning decisions are taken as close as to the communities and interests they affect, and in as inclusive a way, as is appropriate having regard to the planning system and the nature of the decision concerned. He recognises that community and voluntary groups, local business organisations and other interest groups have particular contributions to make to planning decisions, plans and strategies to shape neighbourhoods (see Policy 7.1 and paragraph 7.6) and will support their involvement. He will also consider what guidance and support it would be appropriate for him to offer to aid neighbourhood planning.

- 8.5 In the same way, the Mayor supports approaches to planning, regeneration and development that harness the knowledge, commitment and enthusiasm of local communities, enterprises and other groups. In particular, he will encourage use of tools such as community land trusts, which enable communities to shape their own neighbourhoods through the management and development of land and other assets (including those transferred from public sector organisations). He recognises the importance of development trusts, other community organisations and local business partnerships and bodies in helping to shape and develop neighbourhoods, sometimes in ways that the public sector cannot.
- 8.6 Planning for London is also affected by constant and rapid change. This can include change to legislation, guidance and procedures, economic, social or technological change. Change is inevitable and (generally) desirable. Again, good collaborative working will help to ensure that Londoners and relevant organisations are kept informed about changes and how they may affect the delivery of new development and the improvement of every Londoner's quality of life.
- 8.6A The Mayor will work with partners including boroughs and communities to realise the potential of large development areas. Where appropriate, this may include promoting Mayoral Development Corporations (MDCs), Enterprise Zones (EZs), Tax Increment Finance (TIF) initiatives, or Housing Zones (HZs).
- MDCs can be established by the Mayor²⁴⁸ and are designed to drive regeneration in designated areas by providing a range of coordinated planning and, if necessary, land use related powers. The Mayor designated London's first MDC, the London Legacy Development Corporation, in 2012.
 - EZs are designated by Government²⁴⁹ working with Local Enterprise Partnerships and other partners to provide incentives for business to invest including business rate discounts and, to support regeneration, local retention of growth in business rates for 25 years. London's Local Enterprise Partnership drives the activities of the capital's first EZ, the Royal Docks, which was designated in 2011.
 - TIFs are innovative funding mechanisms²⁵⁰ deploying projected future tax gains in an area to finance regeneration, especially infrastructure investment. Within the Vauxhall Nine Elms Battersea Opportunity Area a TIF will fund the Northern Line Extension.
 - HZs represent a new initiative proposed through the Mayor's draft Housing Strategy 2013. Measures in a HZ could include targeted tax incentives and effective land assembly to unlock development and optimise delivery²⁵¹. The

248 For further details see: Localism Act 2011 (c. 20), Part 8, Chapter 2

249 For further details see: www.gov.uk/government/publications/enterprise-zone-prospectus

250 For definition of TIFs see Glossary

251 For further details see: <https://www.london.gov.uk/what-we-do/housing-and-land/increasing-housing-supply/housing-zones>

Mayor will work with Government on developing implementation options for these Zones, and with boroughs on potential locations.

Infrastructure

8.6B Infrastructure is essential to support the delivery of the vision and objectives of this Plan. Its quality and capacity has to be assessed against forecast demand. A wide and complex range of stakeholders is involved in infrastructure planning, funding and implementation. The regulatory frameworks applied by the different regulators to determine infrastructure funding can have a significant impact on development. The promotion of London’s infrastructure planning and delivery is an important theme of the Mayor’s 2020 Vision. He considers that there is scope for improvement and intends to take a leading role in working collaboratively with the public, private and third sector in London as well as with partners beyond its geographical boundaries (see also Policy 2.2) to realise such improvements. The Mayor has also launched his ‘Smart London’ initiative²⁵² to promote and realise the potential of new technologies, which will over time provide opportunities to make London’s infrastructure more efficient and mitigate the adverse impacts of demand growth. Based on a recommendation by the London Finance Commission, a long term Infrastructure and Investment Plan for London is being prepared, which will set out London’s infrastructure needs and explore costs and funding opportunities.

Table 8.1 Key Infrastructure Requirements

Type	Description	London Plan Policy References
Transport	Transport schemes	6.1
	Land for transport	6.2
Water	Waste water treatment / supply	5.14 – 5.15
	Flood risk management	5.12 – 5.13
Energy	Electricity and gas supply	5.4A
	Decentralised energy	5.5 – 5.6
Telecoms	ICT infrastructure	4.11
Waste	Waste management and treatment	5.17
Social	Social Infrastructure provision	3.16 – 3.19
Green	Green Infrastructure enhancements	2.18

8.6C Table 8.1 lists strategic infrastructure requirements as addressed in the London Plan Implementation Plan (see also paragraph 8.20) and is promoted in particular

252 For details please see <https://www.london.gov.uk/what-we-do/business-and-economy/science-and-technology/smart-london>

through these policies of the London Plan.

- 8.7 The early part of the period covered by this Plan at least is likely to see significant constraints on public expenditure, with fewer resources available for infrastructure and other provision needed to support the growth identified in this Plan. Working with boroughs, business and other stakeholders, the Mayor will continue to lobby Government to ensure London receives the level of public funding that allows for investment in key infrastructure (such as Crossrail and the Underground) and other priorities (such as housing, education and skills), addressing London's particular needs and circumstances and enabling the capital to continue to make its contribution to the nation's prosperity. The Mayor will also work with others to seek greater financial independence for London, exploring ways of streamlining the way central government grants are distributed and the scope for innovative funding techniques such as tax increment funding/ accelerated development zones (allowing future tax income in an area to support local infrastructure and regeneration). He will examine the scope to make better use of existing resources and tools such as planning obligations and the Community Infrastructure Levy (see Policies 8.2 and 8.3) and support the development and implementation of innovative forms of funding and partnership across the public, private and community/voluntary sectors to seek to lever more resources to support London priorities, and to ensure maximum cost effectiveness in their delivery.

Plan-Monitor-Manage

- 8.8 As Chapter 1 points out, the Mayor recognises that in a city as dynamic as London it is impossible to anticipate all the ways in which change will happen. This Plan is based on a number of projections based on the best research and evidence available when this document was prepared. While these give a sound basis for the Plan's overall direction and policies, it is important to understand that circumstances can change. It is vital that we can adjust, especially to changes that could give rise to reconsideration of the Plan's direction or policies, either in part or in whole (decisions on public spending, for example). This approach is at the heart of the plan-monitor-manage process underpinned by robust monitoring and reporting.
- 8.9 The London Development Database (LDD) is a live monitoring system for planning permissions and completions across London. It draws on information provided by the London boroughs with a central co-ordinating and management role at the GLA. It is a valuable resource for monitoring development trends; it also supports the production of the London Plan Annual Monitoring Report (AMR) and provides a wide range of other specific development monitoring reports for all or parts of London.
- 8.10 The Annual Monitoring Report is a key element in the Plan – Monitor – Manage cycle. It enables the Mayor and others to pay attention to emerging trends in between full reviews of the London Plan. Previous AMRs have been an important factor in developing this Plan and the Mayor will use future AMRs to monitor the
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impact of the London Plan and ensure that it is kept up to date and relevant. An Implementation Plan will also be published regularly setting out key actions necessary to deliver the London Plan.

Planning obligations and the Community Infrastructure Levy

POLICY 8.2 PLANNING OBLIGATIONS

Strategic

- A The Mayor will provide guidance for boroughs and other partners on the preparation of frameworks for negotiations on planning obligations in DPDs, reflecting the strategic priorities set out below. In particular, the Mayor wishes to develop with boroughs voluntary systems of pooling contributions for the provision of facilities related to proposed developments that cannot be addressed through the Community Infrastructure Levy.

Planning decisions

- B When considering planning applications of strategic importance, the Mayor will take into account, among other issues including economic viability of each development concerned, the existence and content of planning obligations.
- C Development proposals should address strategic as well as local priorities in planning obligations.
- D Affordable housing; supporting the funding of Crossrail where this is appropriate (see Policy 6.5); and other public transport improvements should be given the highest importance. Where it is appropriate to seek a Crossrail contribution in accordance with Policy 6.5, this should generally be given higher priority than other public transport improvements.
- E Importance should also be given to tackling climate change and air quality, social infrastructure and the provision of small shops.

LDF preparation

- F Boroughs should set out a clear framework for negotiations on planning obligations in DPDs having regard to relevant legislation, central Government policy and guidance and local and strategic considerations to the effect that:
- a It will be a material consideration whether a development makes an appropriate contribution or other provision (or some combination thereof) towards meeting the requirements made necessary by, and related to, the proposed development
 - b Negotiations should seek a contribution towards the full cost of all

such provision that is fairly and reasonably related in scale and kind to the proposed development and its impact on a wider area

- c Boroughs must refer to planning obligations that would be sought in the relevant parts of the DPDs (such as transport and housing policies).

- 8.11 Planning obligations (or 'section 106 agreements') are an important aspect of major planning applications. Their use in accordance with national guidance and legislation (particularly the Community Infrastructure Levy Regulations 2010, which sets out three tests for the proper use of planning obligations with statutory force) balances the impacts of development and enables them to be addressed. London boroughs have a range of locally based priorities to be fulfilled through planning obligations. Some boroughs have supplementary planning documents setting out these priorities and the likely scale of contributions that different types of development are likely to require.
- 8.12 The Mayor takes a London wide overview of the strategic priorities that London needs. Over the past decade or so the two lead priorities have consistently been affordable housing and transport. This situation continues, with now an added emphasis on contributions toward the Crossrail funding package (see Policy 6.5).
- 8.13 Other important priority uses for s106 funding that apply generally across London are measures to mitigate and adapt to climate change, the improvement of air quality, the provision of social infrastructure and small shops.
- 8.14 The role of planning obligations will change as a result of introduction of the Community Infrastructure Levy (see below). The Government's expectation is that the Levy will be the principal means of funding infrastructure, but it is likely that planning obligations will continue to have an important role with regard to affordable housing for impact mitigation and for items that are not infrastructure (contributions towards revenue costs, for example).

POLICY 8.3 COMMUNITY INFRASTRUCTURE LEVY

Strategic

- A The Mayor will work with Government and other stakeholders to ensure the effective development and implementation of the Community Infrastructure Levy (CIL).
 - B The Mayor will keep under review the charging schedule he approved in accordance with the Community Infrastructure Levy Regulations 2010 to enable him to use the CIL to fund Crossrail, and will bring forward further proposals should that prove appropriate.
 - C The Mayor will prepare guidance for boroughs and other partners setting out a clear framework for application of the CIL to ensure the costs incurred in providing the infrastructure which supports the policies in this Plan (particularly public transport – including Crossrail –
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see Policy 6.5) can be funded wholly or partly by those with an interest in land benefiting from the grant of planning permission.

LDF preparation

D The Mayor will work with boroughs to ensure that priorities for the application of the CIL for strategically important infrastructure are identified through the LDF process, particularly to support development of opportunity and intensification areas.

- 8.15 National Government has introduced the Community Infrastructure Levy (CIL) – a charge which local authorities (including the Mayor) can levy on most types of development to help fund infrastructure needed to support the development of an area in line with local development plans. Initially at least, the Mayor will only be able to use the CIL to support transport infrastructure (including Crossrail). The process for setting a CIL is set out in the Community Infrastructure Levy Regulations 2010 (as amended), and involves two rounds of consultation and a public examination before the charging schedule – the legal document setting a CIL for an area – can be approved. The Mayor approved his charging schedule, intended to raise £300 million towards the cost of Crossrail, as required by the Crossrail funding agreement (see Policy 6.5) in February 2012, with charging starting from 1 April. In making these proposals he had regard to the potential effect on the economic viability of development across Greater London, and the potential effect on the area’s overall development. He has made clear his intention to monitor the effects of his CIL, and to conduct two-yearly formal reviews to ensure the rates and other details of his CIL remain appropriate.
- 8.15A The CIL is likely to play an important part in ensuring delivery of the infrastructure required to support London’s sustainable growth. The Mayor will work closely with boroughs to ensure the CIL is applied appropriately and effectively to achieve the objectives set out in this Plan and, in particular, to support optimisation of the opportunity/ intensification areas and other strategic development opportunities identified in Chapter Two.
- 8.16 The introduction of the CIL will affect use of planning obligations to help fund the infrastructure. Under the CIL Regulations, obligations can continue to be used to address issues specific to particular developments; limited pooling of contributions to contribute to the costs of particular projects or types of infrastructure across not more than five individual developments is also permitted. However, it is not permitted to seek contributions through planning obligations towards infrastructure which the charging authority has indicated it will use the CIL to fund. These restrictions do not apply to contributions sought under Policy 6.5, but in putting forward his proposals for a CIL (see para. 8.15), the Mayor has sought to ensure that decisions on both the CIL charging schedule and the level of section 106 contributions for Crossrail are taken in tandem. He will also take steps to ensure that CIL payments will be offset from contributions made under Policy 6.5. Planning obligations will continue to be used to fund affordable housing and

non-infrastructure items, such as revenue costs of new or enhanced bus services.

- 8.17 The Mayor is working with boroughs and other stakeholders to ensure the CIL is introduced in London smoothly and to ensure underlying infrastructure planning is carried out effectively (particularly as regards the strategic infrastructure for which he and his functional bodies are responsible). With this in mind, he may issue further guidance in consultation with all relevant stakeholders and provide local authorities with appropriate support.

Monitoring

POLICY 8.4 MONITORING AND REVIEW

Strategic

- A The implementation of the London Plan will be kept under review using the Key Performance Indicators set out in Table 8.2 and reported in the Annual Monitoring Report.
- B The Mayor produces an Implementation Plan which includes a range of strategic actions that the Mayor, boroughs and key stakeholders across the public, private, voluntary and community sectors will deliver to ensure the implementation of this Plan. The Implementation Plan is produced separately, but clear links between implementation actions and policies in the London Plan are included and it will be updated regularly.
- C The London Plan will be reviewed regularly to reflect trends identified in the Annual Monitoring Report and any other relevant changes to London's situation.

- 8.18 It is important to retain a succinct set of indicators and targets against which to monitor the Plan so that it is easy for everyone with an interest to assess the extent to which the objectives and policies in this Plan are being successfully implemented and to understand the key trends. These have to be deliverable within the resources available and capable of maintaining a high level of consistency with previous monitoring in order to generate a meaningful time series of data. The target for each indicator should be regarded as a benchmark showing the direction and scale of change. These targets contribute to measuring the performance of the objectives of this Plan but do not represent themselves additional policy.
- 8.19 The monitoring regime of the previous London Plan was based on 28 Key Performance Indicators (KPIs). It has been recognised that some of these were ineffective. However, it is also important to retain useful KPIs as the real value of monitoring is in building up a time series of performance, which will assist in identifying trends and creating suitable policy responses. The new set of 24 KPIs
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is listed in Table 8.2. These will be monitored in the Annual Monitoring Report, to be published each February.

Table 8.2 Key Performance Indicators

No	Key Performance Indicator	Target	Relevant Plan Objectives*
1	Maximise the proportion of development taking place on previously developed land	Maintain at least 96 per cent of new residential development to be on previously developed land	1, 4, 5, 6
2	Optimise the density of residential development	Over 95 per cent of development to comply with the housing density location and the density matrix (Table 3.2)	1, 2, 3
3	Minimise the loss of open space	No net loss of open space designated for protection in LDFs due to new development	4, 5
4	Increase the supply of new homes	Average completion of a minimum of 42,000 net additional homes per year	1
5	An increased supply of affordable homes	Completion of 17,000 net additional affordable homes per year	1, 3
6	Reducing Health Inequalities	Reduction in the difference in life expectancy between those living in the most and least deprived areas of London (shown separately for men and women)	1
7	Sustaining economic activity	Increase in the proportion of working age London residents in employment 2011–2031	2
8	Ensure that there is sufficient development capacity in the office market	Stock of office planning permissions to be at least three times the average rate of starts over the previous three years	2
9	Ensure that there is sufficient employment land available	Release of industrial land (B2/B8 use over 1,000 sqm) to be in line with benchmarks in the Industrial Capacity SPG	2
10	Employment in Outer London	Growth in total employment in Outer London	2, 3

11	Increased employment opportunities for those suffering from disadvantage in the employment market	Reduce the employment rate gap between Black, Asian and Minority Ethnic (BAME) groups and the white population and reduce the gap between lone parents on income support in London vs England & Wales average	3
12	Improving the provision of social infrastructure and related services	Reduce the average class size in primary schools	1, 2, 3
13	Achieve a reduced reliance on the private car and a more sustainable modal split for journeys	Use of public transport per head grows faster than use of the private car per head	6
14	Achieve a reduced reliance on the private car and a more sustainable modal split for journeys.	Zero car traffic growth for London as a whole	1, 6
15	Achieve a reduced reliance on the private car and a more sustainable modal split for journeys	Increase the share of all trips by bicycle from 2 per cent in 2009 to 5 per cent by 2026	3, 4, 6
16	Achieve a reduced reliance on the private car and a more sustainable modal split for journeys	A 50 per cent increase in passengers and freight transported on the Blue Ribbon Network from 2011–2021	6
17	Increase in the number of jobs located in areas with high PTAL values	Maintain at least 50 per cent of B1 development in PTAL zones 5–6	2, 6
18	Protection of biodiversity habitat	No net loss of designated Sites of Importance for Nature Conservation	5
19	Increase in municipal waste recycled or composted and elimination of waste to landfill by 2026	At least 45 per cent of waste recycled/composted by 2015 and 0 percent of biodegradable or recyclable waste to landfill by 2026	4, 5
20	Reduce carbon dioxide emissions through new development	Annual average percentage carbon dioxide emissions savings for strategic developments proposals progressing towards zero carbon in residential development by 2016 and zero carbon in all development by 2019	5

21	Increase in energy generated from renewable sources	Production of 8550 GWh of energy from renewable sources by 2026	5						
22	Increase urban greening	Increase the total area of green roofs in the CAZ	4, 5						
23	Improve London's Blue Ribbon Network	Restore 15km of rivers and streams* 2009 - 2015 and an additional 10km by 2020 (*defined as main river by the Environment Agency – includes larger streams and rivers but can also include smaller watercourses of local significance)	4, 5						
24	Protecting and improving London's heritage and public realm	Reduction in the proportion of designated heritage assets at risk as a percentage of the total number of designated heritage assets in London	2, 4						
<p>* Plan Objectives</p> <table> <tr> <td>Objective 1 meet the challenge of growth</td> <td>Objective 4 delight the senses</td> </tr> <tr> <td>Objective 2 support a competitive economy</td> <td>Objective 5 improve the environment</td> </tr> <tr> <td>Objective 3 support the neighbourhoods</td> <td>Objective 6 improve access/transport</td> </tr> </table>				Objective 1 meet the challenge of growth	Objective 4 delight the senses	Objective 2 support a competitive economy	Objective 5 improve the environment	Objective 3 support the neighbourhoods	Objective 6 improve access/transport
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Implementation Plan

8.20 A key aspect of this London Plan is the introduction of an Implementation Plan. At its centre is a range of strategic and tangible implementation actions for the GLA Group, partner organisations and delivery agencies covering all policy areas. The implementation actions support and facilitate the implementation of the Plan's policies. For each implementation action, information about responsible delivery bodies, a timescale for delivery and a degree of certainty/ commitment are provided. The Implementation Plan also addresses more specifically the strategic infrastructure that is required to support the growth set out in the Plan. It is published as a separate document to the London Plan and will be monitored with progress reported regularly. There are clear links to the policies the identified implementation actions are supporting:

Looking to the future

8.21 Chapter 1 noted that change is the only constant in London. Inevitably, new trends, issues and ideas will emerge over the period to 2036 which will have to be taken up in monitoring and reviewing the Plan and in taking the decisions about how we plan for our city's future. These might include changes to population trends, the world's

economy and London's place within it or the effects of climate change. This revision has been driven partly by the realisation that the population of London has grown much faster than was anticipated in the 2011 London Plan. However, the extent to which this unexpected level of growth is structural or cyclical is unknown as is the ability of the Plan's existing strategies and philosophy to successfully accommodate the envisaged level of growth. In light of this a full review of the Plan will commence in 2015.