

MAYOR OF LONDON

# The London Plan

## **Intend to Publish** (clean version)

Spatial Development Strategy  
for Greater London



December 2019

|   |                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
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|   | important opportunities for building relationships during the daytime, evening and night time                                                                                                                                                                                                                                                                                                                                                             |
| G | ensure that new buildings and the spaces they create are designed to reinforce or enhance the identity, legibility, permeability, and inclusivity of neighbourhoods, and are resilient and adaptable to changing community requirements                                                                                                                                                                                                                   |
| H | support and promote the creation of a London where all Londoners, including children and young people, older people, disabled people, and people with young children, as well as people with other protected characteristics, can move around with ease and enjoy the opportunities the city provides, creating a welcoming environment that everyone can use confidently, independently, and with choice and dignity, avoiding separation or segregation |
| I | support and promote the creation of an inclusive London where all Londoners, regardless of their age, disability, gender, gender identity, marital status, religion, race, sexual orientation, social class, or whether they are pregnant or have children, can share in its prosperity, culture and community, minimising the barriers, challenges and inequalities they face.                                                                           |

## **Making the best use of land**

- 1.2.1 London's population is set to grow from 8.9 million today to around 10.8 million by 2041. As it does so, employment is expected to increase on average by 49,000 jobs each year, reaching 6.9 million over the same period. This rapid growth will bring many opportunities, but it will also lead to increasing and competing pressures on the use of space. To accommodate growth while protecting the Green Belt, and for this growth to happen in a way that improves the lives of existing and new Londoners, this Plan proposes more efficient uses of the city's land.
- 1.2.2 The key to achieving this will be taking a rounded approach to the way neighbourhoods operate, making them work not only more space-efficiently but also better for the people who use them. This will mean creating places of higher density in appropriate locations to get more out of limited land,

encouraging a mix of land uses, and co-locating different uses to provide communities with a wider range of services and amenities.

- 1.2.3 The benefits of this approach are wide-ranging, going well beyond the simple ability to provide more homes and jobs. High-density, mixed-use places support the clustering effect of businesses known as ‘agglomeration’, maximising job opportunities. They provide a critical mass of people to support the investment required to build the schools, health services, public transport **and other** infrastructure that neighbourhoods need to work. They are places where local amenities are within walking and cycling distance, and public transport options are available for longer trips, supporting good health, allowing strong communities to develop, and boosting the success of local businesses.
- 1.2.4 Making the best use of land means directing growth towards the most accessible and well-connected places, making the most efficient use of the existing and future public transport, walking and cycling networks. Integrating land use and transport in this way is essential not only to achieving the Mayor’s target for 80 per cent of all journeys to be made by walking, cycling and public transport, but also to creating vibrant and active places and ensuring a compact and well-functioning city.
- 1.2.5 All options for using the city’s land more effectively will need to be explored as London’s growth continues, including the redevelopment of brownfield sites and the intensification of existing places, including in outer London. New and enhanced transport links will play an important role in allowing this to happen, unlocking homes and jobs growth in new areas and ensuring that new developments are not planned around car use.
- 1.2.6 As London develops, the Mayor’s Good Growth by Design programme - which seeks to promote and deliver a better, more inclusive form of growth on behalf of all Londoners - will ensure that homes and other developments are of high quality. Existing green space designations will remain strong to protect the environment, and improvements to green infrastructure, biodiversity and other environmental factors, delivering more than 50 per cent green cover across London, will be important to help London become a National Park City.
- 1.2.7 London’s distinctive character and heritage is why many people want to come to the city. London’s heritage holds local and strategic significance for the city and for Londoners, and will be conserved and enhanced. As new developments are designed, the special features that Londoners value

about a place, such as cultural, historic or natural elements , should be used positively to guide and stimulate growth, and create distinctive, attractive and cherished places.

- 1.2.8 Making the best use of land will allow the city to grow in a way that works for everyone. It will allow more high-quality homes and workspaces to be developed as London grows, while supporting local communities and creating new ones that can flourish in the future.

## **GG2 Making the best use of land**

To create successful sustainable mixed-use places that make the best use of land, those involved in planning and development must:

- A enable the development of brownfield land, particularly in Opportunity Areas, on surplus public sector land, and sites within and on the edge of town centres, as well as utilising small sites
- B prioritise sites which are well-connected by existing or planned public transport
- C proactively explore the potential to intensify the use of land to support additional homes and workspaces, promoting higher density development, particularly in locations that are well-connected to jobs, services, infrastructure and amenities by public transport, walking and cycling
- D applying a design-led approach to determine the optimum development capacity of sites
- E understand what is valued about existing places and use this as a catalyst for growth, renewal, and place-making, strengthening London's distinct and varied character
- F protect and enhance London's open spaces, including the Green Belt, Metropolitan Open Land, designated nature conservation sites and local spaces, and promote the creation of new green infrastructure and urban greening, including aiming to secure net biodiversity gains where possible

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| G | plan for good local walking, cycling and public transport connections to support a strategic target of 80 per cent of all journeys using sustainable travel, enabling car-free lifestyles that allow an efficient use of land, as well as using new and enhanced public transport links to unlock growth |
| H | maximise opportunities to use infrastructure assets for more than one purpose, to make the best use of land and support efficient maintenance.                                                                                                                                                           |

### **Creating a healthy city**

- 1.3.1 The mental and physical health of Londoners is, to a large extent, determined by the environment in which they live. Transport, housing, education, income, working conditions, unemployment, air quality, green space, climate change and social and community networks can have a greater influence on health than healthcare provision or genetics. Many of these determinants of health can be shaped by the planning system, and local authorities are accordingly responsible for planning and public health.
- 1.3.2 As set out in the Mayor's Health Inequalities Strategy, the scale of London's health inequalities is great and the need to reduce them is urgent. Healthy life expectancy is lower in more deprived areas, and the differences between parts of London is stark – more than 15 years for men and almost 19 years for women. London's ongoing growth provides an opportunity to reduce these inequalities. Delivering Good Growth will involve prioritising health in all of London's planning decisions, including through design that supports health outcomes, and the assessment and mitigation of any potential adverse impacts of development proposals on health and health inequality.
- 1.3.3 The causes of London's health problems are wide-ranging. Many of London's major health problems are related to inactivity. Currently only 34 per cent of Londoners report doing the 20 minutes of active travel each day that can help them to stay healthy, but good planning can help them to build this into their daily routine. Access to green and open spaces, including waterways, can improve health, but access and quality varies

accessibility and capacity of an area, such as Crossrail 2, DLR extensions, extension of the Elizabeth Line, and the Bakerloo line Extension. It may be necessary to require the **phasing of development proposals** to maximise the benefits from major infrastructure and services investment whilst avoiding any unacceptable impacts on existing infrastructure prior to the new capacity being available.

- 3.2.6 In order to support the Healthy Streets Approach, development proposals should take account of the existing and planned **connectivity of a site via public transport and active modes** to town centres, social infrastructure and other services and places of employment. Opportunities to improve these connections to support higher density development should be identified.

## **Policy D3 Optimising site capacity through the design-led approach**

### **The design-led approach**

- A All development must make the best use of land by following a design-led approach that optimises the capacity of sites, including site allocations. The design-led approach requires consideration of design options to determine the most appropriate form of development that responds to a site's context and capacity for growth, and existing and planned supporting infrastructure capacity (as set out in Policy D2 Infrastructure requirements for sustainable densities), and that best delivers the requirements set out in Part B.
- B Development proposals should:

### **Form and layout**

- 1) enhance local context by delivering buildings and spaces that positively respond to local distinctiveness through their layout, orientation, scale, appearance and shape, with due regard to existing and emerging street hierarchy, building types, forms and proportions
- 2) encourage and facilitate active travel with convenient and inclusive pedestrian and cycling routes, crossing points, cycle parking, and

legible entrances to buildings, that are aligned with peoples' movement patterns and desire lines in the area

- 3) be street-based with clearly defined public and private environments
- 4) facilitate efficient servicing and maintenance of buildings and the public realm, as well as deliveries, that minimise negative impacts on the environment, public realm and vulnerable road users

### **Experience**

- 5) achieve safe, secure and inclusive environments
- 6) provide active frontages and positive reciprocal relationships between what happens inside the buildings and outside in the public realm to generate liveliness and interest
- 7) deliver appropriate outlook, privacy and amenity
- 8) provide conveniently located green and open spaces for social interaction, play, relaxation and physical activity
- 9) help prevent or mitigate the impacts of noise and poor air quality
- 10) achieve indoor and outdoor environments that are comfortable and inviting for people to use

### **Quality and character**

- 11) respond to the existing character of a place by identifying the special and valued features and characteristics that are unique to the locality and respect, enhance and utilise the heritage assets and architectural features that contribute towards the local character
- 12) be of high quality, with architecture that pays attention to detail, and gives thorough consideration to the practicality of use, flexibility, safety and building lifespan through appropriate construction methods and the use of attractive, robust materials which weather and mature well

13) aim for high sustainability standards (with reference to the policies within London Plan Chapter's 8 and 9) and take into account the principles of the circular economy

14) provide spaces and buildings that maximise opportunities for urban greening to create attractive resilient places that can also help the management of surface water.

C Where development parameters for allocated sites have been set out in a Development Plan, development proposals that do not accord with the site capacity in a site allocation can be refused for this reason.

- 3.3.1 For London to accommodate the growth identified in this Plan in an inclusive and responsible way every new development needs to make the most efficient use of land. The design of the development must **optimise site capacity**. Optimising site capacity means ensuring that the development takes the most appropriate form for the site and that it is consistent with relevant planning objectives and policies. The optimum capacity for a site does not mean the maximum capacity; it may be that a lower density development – such as Gypsy and Traveller pitches – is the optimum development for the site.
- 3.3.2 **A design-led approach** to optimising site capacity should be based on an evaluation of the site's attributes, its surrounding context and its capacity for growth to determine the appropriate form of development for that site.
- 3.3.3 The **area assessment** required by Part A of Policy D1 London's form, character and capacity for growth, coupled with an area's assessed capacity for growth as required by Part B of Policy D1 London's form, character and capacity for growth, will assist in understanding a site's context and determining what form of development is most appropriate for a site. Design options for the site should be assessed to ensure the proposed development best delivers the design outcomes in Part B of this policy.
- 3.3.4 Designating appropriate development capacities through site allocations enables boroughs to proactively optimise the capacity of strategic sites

- 10.5.8 **Short-stay cycle parking** must be available for shoppers, customers, messengers and other visitors, and must be convenient and readily accessible. It must have step-free access and be located within 15 metres of the main entrance wherever possible.
- 10.5.9 The provision of **space for folding bicycles** is generally not an acceptable alternative to conventional cycle parking. An exception may be applied in office developments in the CAZ, where the location of rail termini lends itself to greater levels of folding bicycle use. This should only be applied for up to 10 per cent of long-stay spaces and where the full provision could not otherwise be provided. Provision of cycle hire caters for a different market of cyclist and also should not be accepted in lieu of cycle parking.
- 10.5.10 Where standards are based on floorspace, these have been calculated on the basis of the level of demand and potential growth in relation to Gross External Area (GEA). This calculation already takes into account that not all of the area covered by GEA will generate cycling trips.

### **Policy T6 Car parking**

- A Car parking should be restricted in line with levels of existing and future public transport accessibility and connectivity.
- B Car-free development should be the starting point for all development proposals in places that are (or are planned to be) well-connected by public transport, with developments elsewhere designed to provide the minimum necessary parking ('car-lite'). Car-free development has no general parking but should still provide disabled persons parking in line with Part E of this policy.
- C An absence of local on-street parking controls should not be a barrier to new development, and boroughs should look to implement these controls wherever necessary to allow existing residents to maintain safe and efficient use of their streets.
- D The maximum car parking standards set out in Policy T6.1 Residential parking to Policy T6.5 Non-residential disabled persons parking should be applied to development proposals and used to set local standards within Development Plans.

- E Appropriate disabled persons parking for Blue Badge holders should be provided as set out in Policy T6.1 Residential parking to Policy T6.5 Non- residential disabled persons parking.
- F Where provided, each motorcycle parking space should count towards the maximum for car parking spaces at all use classes.
- G Where car parking is provided in new developments, provision should be made for infrastructure for electric or other Ultra-Low Emission vehicles in line with Policy T6.1 Residential parking, Policy T6.2 Office parking, Policy T6.3 Retail parking, and Policy T6.4 Hotel and leisure uses parking. All operational parking should make this provision, including offering rapid charging. New or re-provided petrol filling stations should provide rapid charging hubs and/or hydrogen refuelling facilities.
- H Where electric vehicle charging points are provided on-street, physical infrastructure should not negatively affect pedestrian amenity and should ideally be located off the footway. Where charging points are located on the footway, it must remain accessible to all those using it including disabled people.
- I Adequate provision should be made for efficient deliveries and servicing and emergency access.
- J A Parking Design and Management Plan should be submitted alongside all applications which include car parking provision, indicating how the car parking will be designed and managed, with reference to Transport for London guidance on parking management and parking design.
- K Boroughs that have adopted or wish to adopt more restrictive general or operational parking policies are supported, including borough-wide or other area-based car-free policies. Outer London boroughs wishing to adopt minimum residential parking standards through a Development Plan Document (within the maximum standards set out in Policy T6.1 Residential parking) must only do so for parts of London that are PTAL 0-1. Inner London boroughs should not adopt minimum standards. Minimum standards are not appropriate for non-residential use classes in any part of London.

- L Where sites are redeveloped, parking provision should reflect the current approach and not be re-provided at previous levels where this exceeds the standards set out in this policy. Some flexibility may be applied where retail sites are redeveloped outside of town centres in areas which are not well served by public transport, particularly in outer London.

- 10.6.1 To manage London's road network and ensure that people and businesses can move about the city as the population grows and housing delivery increases significantly, new parking provision must be carefully controlled. The **dominance of vehicles on streets** is a significant barrier to walking and cycling, reduces the appeal of streets as public places and has an impact on the reliability and journey times of bus services. Reduced parking provision can facilitate higher-density development and support the creation of mixed and vibrant places that are designed for people rather than vehicles. As the population grows, a fixed road network cannot absorb the additional cars that would result from a continuation of current levels of car ownership and use. Implementing the parking standards in this Plan is therefore an essential measure to support the delivery of new housing across the city. In some areas, it will be necessary for boroughs to introduce additional parking controls to ensure new development is sustainable and existing residents can continue to park safely and efficiently.
- 10.6.2 **Maximum standards for car parking** take account of PTAL as well as London Plan spatial designations and use classes. Developments in town centres generally have good access to a range of services within walking distance, and so car-free lifestyles are a realistic option for many people living there. Opportunity Areas offer the potential to coordinate new transport investment with development proposals to embed car-free or car-lite lifestyles from the outset. Differences in car use and ownership between inner and outer London are recognised, with trip distances and trip patterns sometimes making walking and cycling difficult in outer London.
- 10.6.3 The approach to parking in **outer London Opportunity Areas** should be set out in Opportunity Area Planning Frameworks, complementing the OA mode share target.<sup>187</sup> Through OAPFs, parking provision can vary within an

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187 As required by the Mayor's Transport Strategy

outer London OA to reflect PTAL, but the overall quantum must not exceed the relevant maximum standard.

- 10.6.4 When **calculating general parking provision within the relevant standards**, the starting point for discussions should be the highest existing or planned PTAL at the site, although consideration should be given to local circumstances and the quality of public transport provision, as well as conditions for walking and cycling. Disabled persons parking provision for Blue Badge holders, car club spaces and provision for electric or other Ultra-Low Emission vehicles should be included within the maximum provision and not in addition to it.
- 10.6.5 **Where no standard is provided**, the level of parking should be determined on a case-by-case basis taking account of Policy T6 Car parking, current and future PTAL and wider measures of public transport, walking and cycling connectivity.
- 10.6.6 The quantum of any parking provision, as well as its design and implementation, should have regard to the need to promote active modes and public transport use. Provision should be **flexible for different users and adaptable** to future re-purposing in the context of changing requirements, including technological change. Alternative uses could include: seating, places for people to stop and spend time, areas of planting or additional cycle parking.
- 10.6.7 The general principles outlined in paragraphs 10.6. 4 to 10.6.6 above apply to the parking standards set for residential, office (and Use Classes B2 and B8), retail, and hotel and leisure uses under Policy T6.1 Residential parking to Policy T6.5 Non-residential disabled persons parking. In relation to Policy T6 Car parking Part L, where industrial sites are redeveloped parking will be considered on a case by case basis as set out in paragraph 10.6. 18.
- 10.6.8 Surface-level car parking should be **permeable** in accordance with Policy SI 13 Sustainable drainage.

### **Policy T6.1 Residential parking**

- A New residential development should not exceed the maximum parking standards set out in Table 10.3. These standards are a hierarchy with

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|   | the more restrictive standard applying when a site falls into more than one category.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |
| B | Parking spaces within communal car parking facilities (including basements) should be leased rather than sold.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
| C | All residential car parking spaces must provide infrastructure for electric or Ultra-Low Emission vehicles. At least 20 per cent of spaces should have active charging facilities, with passive provision for all remaining spaces.                                                                                                                                                                                                                                                                                                                                                                                                                                                                     |
| D | Outside of the CAZ, and to cater for infrequent trips, car club spaces may be considered appropriate in lieu of private parking. Any car club spaces should have active charging facilities.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |
| E | Large-scale purpose-built shared living, student accommodation and other sui generis residential uses should be car-free.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
| F | The provision of car parking should not be a reason for reducing the level of affordable housing in a proposed development.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
| G | <p>Disabled persons parking should be provided for new residential developments. Residential development proposals delivering ten or more units must, as a minimum:</p> <ol style="list-style-type: none"> <li>1) ensure that for three per cent of dwellings, at least one designated disabled persons parking bay per dwelling is available from the outset</li> <li>2) demonstrate as part of the Parking Design and Management Plan, how an additional seven per cent of dwellings could be provided with one designated disabled persons parking space per dwelling in future upon request as soon as existing provision is insufficient. This should be secured at the planning stage.</li> </ol> |
| H | <p>All disabled persons parking bays associated with residential development must:</p> <ol style="list-style-type: none"> <li>1) be for residents' use only (whether M4(2) or M4(3) dwellings)</li> <li>2) not be allocated to specific dwellings, unless provided within the curtilage of the dwelling</li> </ol>                                                                                                                                                                                                                                                                                                                                                                                      |

- 3) be funded by the payment of a commuted sum by the applicant, if provided on-street (this includes a requirement to fund provision of electric vehicle charging infrastructure)
- 4) count towards the maximum parking provision for the development
- 5) be designed in accordance with the design guidance in BS8300vol.1
- 6) be located to minimise the distance between disabled persons parking bays and the dwelling or the relevant block entrance or lift core, and the route should be preferably level or where this is not possible, should be gently sloping (1:60-1:20) on a suitable firm ground surface.

**Table 10.3 - Maximum residential parking standards**

| Location                                                                                                                                           | Maximum parking provision*      |
|----------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------|
| Central Activities Zone<br>Inner London Opportunity Areas<br>Metropolitan and Major Town Centres<br>All areas of PTAL 5 – 6<br>Inner London PTAL 4 | Car free~                       |
| Inner London PTAL 3                                                                                                                                | Up to 0.25 spaces per dwelling  |
| Inner London PTAL 2<br>Outer London PTAL 4<br>Outer London Opportunity Areas                                                                       | Up to 0.5 spaces per dwelling   |
| Inner London PTAL 0 – 1<br>Outer London PTAL 3                                                                                                     | Up to 0.75 spaces per dwelling  |
| Outer London PTAL 2                                                                                                                                | Up to 1 space per dwelling      |
| Outer London PTAL 0 – 1                                                                                                                            | Up to 1.5 spaces per dwelling ^ |