

Chapter 4

Housing



Policy H1 Increasing housing supply

- A Table 4.1 sets the ten-year targets for net housing completions that each local planning authority should plan for. Boroughs must include these targets in their Development Plan Documents.
- B To ensure that ten-year housing targets are achieved, boroughs should:
- 1) prepare delivery-focused Development Plans which:
 - a) allocate an appropriate range and number of sites that are suitable for residential and mixed-use development and intensification
 - b) encourage development on other appropriate windfall sites not identified in Development Plans through the Plan period, especially from the sources of supply listed in B2
 - c) enable the delivery of housing capacity identified in Opportunity Areas, working closely with the GLA.
 - 2) optimise the potential for housing delivery on all suitable and available brownfield sites through their Development Plans and planning decisions, especially the following sources of capacity:
 - a) sites with existing or planned public transport access levels (PTALs) 3-6 or which are located within 800m distance of a station³⁹ or town centre boundary⁴⁰
 - b) mixed-use redevelopment of car parks and low-density retail parks and supermarkets
 - c) housing intensification on other appropriate low-density sites in commercial, leisure and infrastructure uses
 - d) the redevelopment of surplus utilities and public sector owned sites
 - e) small sites (see Policy H2 Small sites)
 - f) industrial sites that have been identified through the processes set out in Policy E4 Land for industry, logistics and services to support

³⁹ Tube, rail, DLR and tram stations

⁴⁰ District, major, metropolitan and international town centres – for the purposes of Policy H1 Increasing housing supply Part B2a, the 800m distance is measured from the edge of the town centre boundary

London's economic function, Policy E5 Strategic Industrial Locations (SIL), Policy E6 Locally Significant Industrial Sites and Policy E7 Industrial intensification, co-location and substitution.

- 3) establish ambitious and achievable build-out rates at the planning stage, incentivising build-out milestones to help ensure that homes are built quickly and to reduce the likelihood of permissions being sought to sell land on at a higher value.
- C Boroughs should proactively use brownfield registers and permission in principle to increase planning certainty for those wishing to build new homes.
 - D Boroughs should publish and annually update housing trajectories based on the targets in [Table 4.1](#) and should work with the Mayor to resolve any anticipated shortfalls.
 - E Where new sustainable transport infrastructure is planned, boroughs should re-evaluate the appropriateness of land use designations and the potential to accommodate higher-density residential and mixed-use development, taking into account future public transport capacity and connectivity levels.
 - F On sites that are allocated for residential and mixed-use development there is a general presumption against single use low-density retail and leisure parks. These developments should be designed to provide a mix of uses including housing on the same site in order to make the best use of land available for development.

- 4.1.1 The Mayor has carried out a London-wide Strategic Housing Market Assessment (SHMA) and Strategic Housing Land Availability Assessment (SHLAA). The SHMA has identified **need for 66,000 additional homes per year**. The SHMA covers overall housing need as well as exploring specific requirements for purpose-built student accommodation and specialist older persons' accommodation within the overall figure.
- 4.1.2 For the purposes of the Plan, London is considered as a single housing market area, with a series of complex and interlinked sub-markets. The advantage of **strategic planning** is that it allows London to focus development in the most sustainable locations, allowing all of London's land use needs to be planned for with an understanding of how best to deliver them across the capital. Because of London's ability to plan strategically, boroughs are not required to carry out

their own housing needs assessment⁴¹ but must plan for, and seek to deliver, the housing targets in this Plan. These have been informed by the SHLAA and the SHMA.

- 4.1.3 The Mayor recognises that development of this scale will require not just an increase in the number of homes approved but also a fundamental transformation in how new homes are delivered. The London Plan, London Housing Strategy and Mayor's Transport Strategy together provide a framework to help achieve this ambition but achieving this step change in delivery will require increased levels of funding to support the delivery of housing and infrastructure, which is discussed in more detail in Chapter 11.
- 4.1.4 In particular, the **London Housing Strategy** sets out the Mayor's proposals for working with boroughs and other partners to deliver the step change in housing supply required, through:
- **proactive intervention in London's land market** to unlock and accelerate housing delivery, including on public land and through compulsory purchase and other forms of land assembly
 - **increased and better-targeted investment** to de-risk development and maximise opportunities from new transport infrastructure
 - **diversification of the housebuilding industry** through increased Build to Rent development, more support for small and medium-sized builders, and more supply from councils and housing associations
 - **tackling the construction skills gap** and modernising construction methods.
- 4.1.5 The London Housing Strategy encourages boroughs to put in place clear plans to bring forward appropriate sites in their own ownership for housing delivery. Boroughs should align these plans with their Development Plans in order to speed up housing delivery and ensure planning policy implications are fully considered.
- 4.1.6 Also set out in the London Housing Strategy, is the Mayor's aim to ensure that Londoners have an opportunity to purchase new homes before they are marketed overseas – particularly those homes that ordinary Londoners are more likely to be able to afford. The Mayor is discussing with major homebuilders steps to make more new homes available to Londoners before anyone else. The Mayor would keep any such steps under review to ensure that they deliver his

⁴¹ Where boroughs wish to commission their own research on housing requirements to complement the London-wide SHMA, they are encouraged to do this on a sub-regional rather than single-borough basis.

objectives. Their effectiveness will be monitored and the Mayor will consider other measures if necessary.

- 4.1.7 **The ten-year housing targets** in [Table 4.1](#) are based on the 2017 London SHLAA. This includes an assessment of large housing sites (0.25 hectares and above) undertaken in partnership with boroughs, which provides the most comprehensive study available of the capital's capacity for housing delivery based on a consistent pan-London methodology. In addition, the SHLAA includes an assessment of small site capacity using a combination of trend data for certain types of development and an estimate of potential for intensification in existing residential areas. The differences between borough housing targets are a reflection of the variations in the constraints and opportunities affecting development on large sites and the capacity for development on small sites.⁴² This includes: transport connectivity; the availability of large brownfield sites; scope to accommodate higher residential densities around town centres and stations; planning designations for industrial land, Green Belt, Metropolitan Open Land and other protected open spaces; environmental constraints; heritage assets; and the need to accommodate other land uses.
- 4.1.8 The SHLAA shows that there is **capacity** across London for approximately 40,000 new homes a year on large sites. Modelling in the SHLAA also shows that there is capacity for development on small sites for 12,000 new homes a year. The allowance for windfall sites (that are not specifically identified) is considered appropriate given the policy framework set out in the London Plan; the capital's reliance on recycled brownfield sites in other active land uses; and the number of additional homes expected to be provided via incremental intensification of existing residential areas. Boroughs should identify as many sites, including small sites, as possible via their Development Plan Documents. However, because of the nature of some sites (as set out above), including the particular incremental characteristics of small sites, boroughs are supported in using windfall assumptions in their five-year housing trajectories based on the numbers set out in [Table 4.2](#). This is because, in contrast with recent annual trends on small sites, the figures in [Table 4.2](#) are considered to better reflect a minimum baseline for housing delivery given the policy focus on developing small sites for housing in this Plan ([Policy H2 Small sites](#)) and the package of measures outlined in the London Housing Strategy.
- 4.1.9 There will inevitably be variations in housing completions from one year to the next, as well as a degree of uncertainty in the delivery and phasing of large sites. Therefore, the Mayor will monitor both housing

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For a full discussion of the SHLAA methodology and findings see 2017 SHLAA report.



completions and the net pipeline of approved homes when assessing progress towards delivering the London Plan housing targets (see [Chapter 12 - Monitoring](#)). The ten-year housing targets set out in [Table 4.1](#) should be monitored in net terms taking into account homes lost through demolition, amalgamations⁴³ or change of use.⁴⁴ Net non-self-contained accommodation for students should count towards meeting housing targets on the basis of a 2.5:1 ratio, with two and a half bedrooms/units being counted as a single home. Net non-self-contained accommodation for older people (C2 Use Class) should count towards meeting housing targets on the basis of a 1:1 ratio, with each bedroom being counted as a single home. All other net non-self-contained communal accommodation should count towards meeting housing targets on the basis of a 1.8:1 ratio, with one point eight bedrooms/units being counted as a single home. The approach to **monitoring net housing provision** from different forms of non-self-contained accommodation is based on the amount of self-contained housing this form of supply will free up. The ratios for student accommodation and other forms of communal accommodation mirror the ratios set out in the Government's Housing Delivery Test Measurement Rulebook.

- 4.1.10 The Mayor will work closely with boroughs on their **housing trajectories** and Development Plans to ensure these targets are planned for effectively, particularly where issues are identified in terms of completions and the development pipeline. In order to effectively contribute towards meeting London's housing needs, it is essential that all permitted homes are built out in a timely manner. Boroughs should encourage ambitious and achievable build-out milestones for all development proposals and consider using tools such as viability reviews (see [Policy H5 Threshold approach to applications](#)). The increase in housing delivery required by these targets may be achieved gradually and boroughs are encouraged to set out a realistic and, where appropriate, stepped housing delivery target over a ten-year period. This should be supported by a clear articulation of how these homes will be delivered and any actions the boroughs will take in the event of under delivery.⁴⁵ With the support of the boroughs and taking account of the information published in accordance with Part D, the Mayor will monitor housing supply against targets on a London-wide basis.

⁴³ Amalgamating flats into larger homes.

⁴⁴ For example, a scheme involving 25 gross new homes and the loss of 10 existing homes would contribute 15 net additional homes towards meeting housing targets.

⁴⁵ This would also fulfil the requirement of a 'Housing Delivery Test action plan'



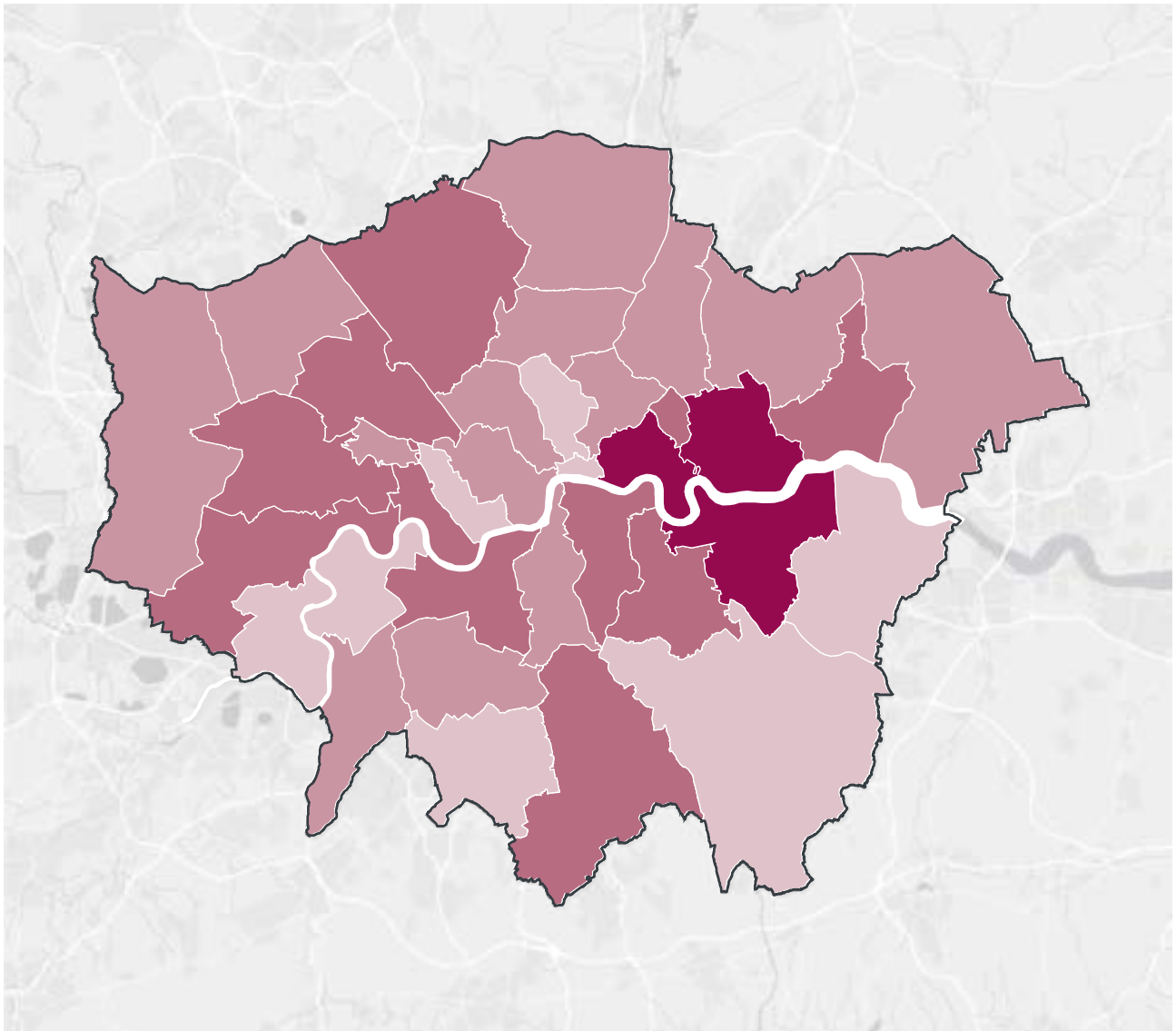
- 4.1.11 If a target is needed beyond the 10 year period (2019/20 to 2028/29), boroughs should draw on the 2017 SHLAA findings (which cover the plan period to 2041) and any local evidence of identified capacity, in consultation with the GLA, and should take into account any additional capacity that could be delivered as a result of any committed transport infrastructure improvements, and roll forward the housing capacity assumptions applied in the London Plan for small sites.
- 4.1.12 As identified in the Habitats Regulation Assessment, a mitigation strategy for Epping Forest Special Area of Conservation (SAC) is being produced to respond to the impact of additional recreational pressure and air pollution from nearby authorities, including some London boroughs. Should monitoring and evidence demonstrate adverse impacts on the SAC associated with development from London and following the implementation of the mitigation strategy, this will be considered as part of assessing whether a review of the London Plan is required. The GLA will engage with the relevant stakeholders on the formulation and delivery of the mitigation strategy.

Table 4.1 - 10 year targets for net housing completions (2019/20 -2028/29)

Planning Authority	Ten year housing target
Barking & Dagenham	19,440
Barnet	23,640
Bexley	6,850
Brent	23,250
Bromley	7,740
Camden	10,380
City of London	1,460
Croydon	20,790
Ealing	21,570
Enfield	12,460
Greenwich	28,240
Hackney	13,280
Hammersmith & Fulham	16,090
Haringey	15,920
Harrow	8,020
Havering	12,850
Hillingdon	10,830
Hounslow	17,820
Islington	7,750
Kensington & Chelsea	4,480
Kingston	9,640
Lambeth	13,350
Lewisham	16,670
London Legacy Development Corporation	21,540
Merton	9,180
Newham	32,800
Old Oak Park Royal Development Corporation	13,670
Redbridge	14,090
Richmond	4,110
Southwark	23,550
Sutton	4,690
Tower Hamlets	34,730
Waltham Forest	12,640
Wandsworth	19,500
Westminster	9,850
Total	522,870



Figure 4.1 - 10 Year Housing Target for Net Completions



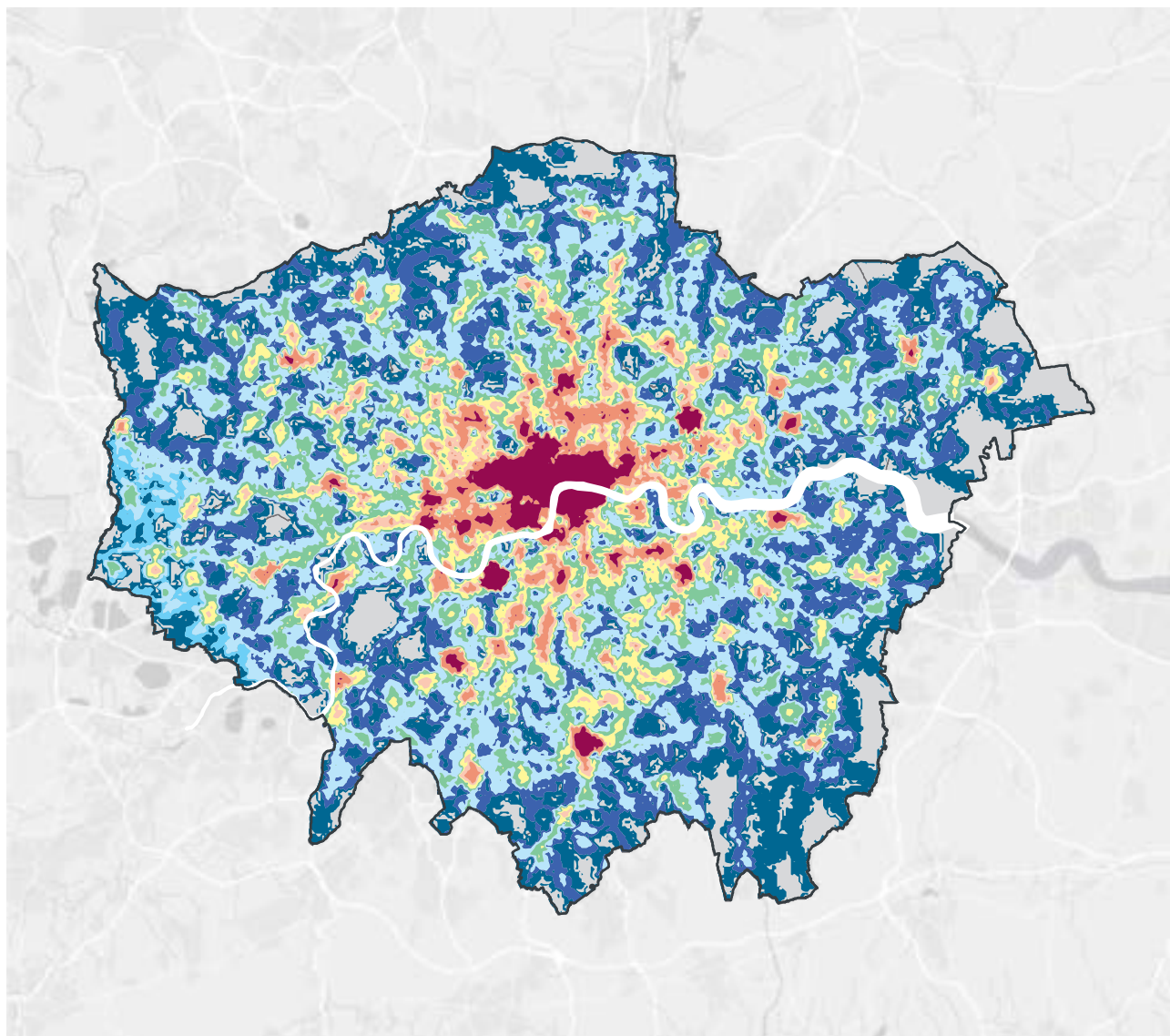
10 Year Housing Target for Net Completions

- 24,001 - 34,730
- 16,001 - 24,000
- 8,001 - 16,000
- 1,460 - 8,000

Source: GLA Planning

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Figure 4.2 - Public Transport Access



**Public Transport Access Levels
2021**

0	4
1a	5
1b	6a
2	6b
3	

Source: Transport for London (TfL)

Contains OS data ©
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Policy H2 Small sites

- A Boroughs should pro-actively support well-designed new homes on small sites (below 0.25 hectares in size) through both planning decisions and plan-making in order to:
- 1) significantly increase the contribution of small sites to meeting London's housing needs
 - 2) diversify the sources, locations, type and mix of housing supply
 - 3) support small and medium-sized housebuilders
 - 4) support those wishing to bring forward custom, self-build and community-led housing
 - 5) achieve the minimum targets for small sites set out in [Table 4.2](#) as a component of the overall housing targets set out in [Table 4.1](#).
- B Boroughs should:
- 1) recognise in their Development Plans that local character evolves over time and will need to change in appropriate locations to accommodate additional housing on small sites
 - 2) where appropriate, prepare site-specific briefs, masterplans and housing design codes for small sites
 - 3) identify and allocate appropriate small sites for residential development
 - 4) list these small sites on their brownfield registers
 - 5) grant permission in principle on specific sites or prepare local development orders.

- 4.2.1 For London to deliver more of the housing it needs, small sites (below 0.25 hectares in size) must make a substantially greater contribution to new supply across the city. Therefore, **increasing the rate of housing delivery from small sites** is a strategic priority. Achieving this objective will require positive and proactive planning by boroughs both in terms of planning decisions and plan-making.
- 4.2.2 Increasing housing output of this scale can also help to support a number of **related housing and planning policy objectives**. This includes:
- reviving the role of small and medium-sized developers in delivering new homes in London

- diversifying the sources, locations, type and mix of housing supply and the type of sites available in addition to large brownfield sites
- increasing housing provision in accessible parts of outer London to help address the substantial housing need in these areas and deliver market homes in more affordable price brackets
- providing opportunities for custom-build housing and community-led housing projects⁴⁶
- supporting town centre economies
- as with large sites, providing opportunities to support the use of modern methods of construction.

4.2.3 The **small sites minimum targets** in [Table 4.2](#) are informed by the 2017 London SHLAA and show the potential capacity for additional housing on sites of less than 0.25 hectares in size. The targets are based on trends in housing completions on sites of this size and the estimated capacity for net additional housing supply from intensification in existing residential areas, taking into account PTAL, proximity to stations and town centres, and heritage constraints. The small sites targets are a component of, and not additional to, the overall housing targets. The relative contribution from large and small sites in each borough may fluctuate across the target period, providing the overall 10 year borough target is met in a way that is consistent with the policies in the Plan. The small sites target can be taken to amount to a reliable source of windfall sites which contributes to anticipated supply and so provides the compelling evidence in this respect required by paragraph 70 of the National Planning Policy Framework of 2019.

4.2.4 **Incremental intensification** of existing residential areas within PTALs 3-6 or within 800m distance of a station⁴⁷ or town centre boundary⁴⁸ is expected to play an important role in contributing towards the housing targets for small sites set out in [Table 4.2](#). This can take a number of forms, such as: new build, infill development, residential conversions, redevelopment or extension of existing buildings, including non-residential buildings and residential garages, where this results in net additional housing provision. These developments should generally be supported where they provide well-designed additional housing to meet London's needs.

⁴⁶ See [Glossary](#)

⁴⁷ Tube, rail, DLR or tram station

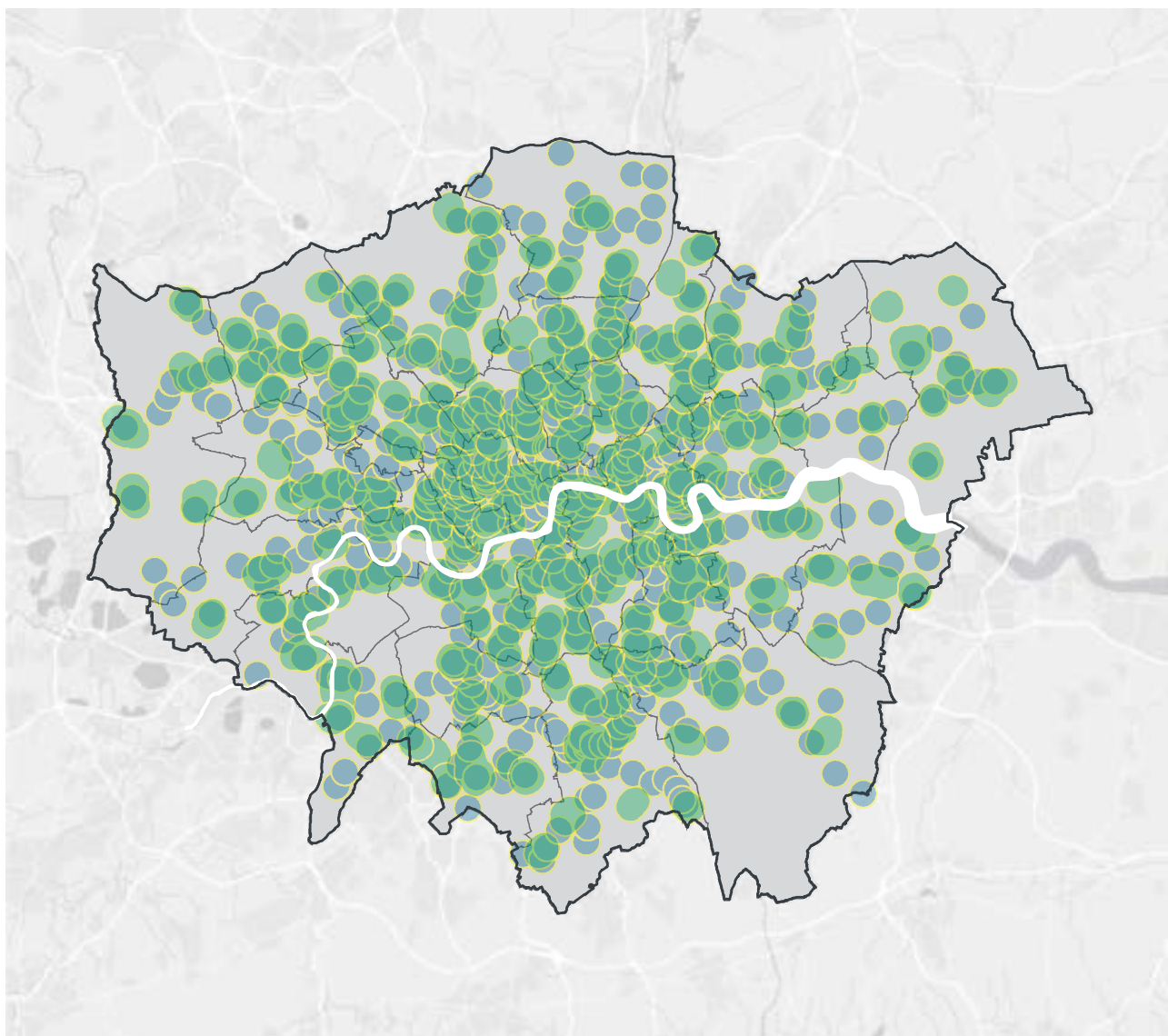
⁴⁸ District, major, metropolitan and international town centres



Table 4.2 - 10 year targets (2019/20 -2028/29) for net housing completions on small sites (below 0.25 hectares in size)

Planning Authority	Ten-year housing target
Barking & Dagenham	1,990
Barnet	4,340
Bexley	3,050
Brent	4,330
Bromley	3,790
Camden	3,280
City of London	740
Croydon	6,410
Ealing	4,240
Enfield	3,530
Greenwich	3,010
Hackney	6,580
Hammersmith & Fulham	2,590
Haringey	2,600
Harrow	3,750
Havering	3,140
Hillingdon	2,950
Hounslow	2,800
Islington	4,840
Kensington & Chelsea	1,290
Kingston	2,250
Lambeth	4,000
Lewisham	3,790
London Legacy Development Corporation	730
Merton	2,610
Newham	3,800
Old Oak Park Royal Development Corporation	60
Redbridge	3,680
Richmond	2,340
Southwark	6,010
Sutton	2,680
Tower Hamlets	5,280
Waltham Forest	3,590
Wandsworth	4,140
Westminster	5,040
Total	119,250

Figure 4.3 - Proximity to town centres and stations



Proximity to town centres and stations

- 800m distance to a underground, rail, DLR or tram station
- 800m distance to a district, major, metropolitan or international town centre

Source: Transport for London (TfL)

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- 4.2.5 The small sites target represents a small amount of the potential for intensification in existing residential areas, particularly in Outer London, therefore, they should be treated as minimums. To proactively increase housing provision on small sites through incremental development, Boroughs are encouraged to prepare **area-wide housing design codes**, in particular, for the following forms of development: residential conversions, redevelopment, extensions of houses and/or ancillary residential buildings.
- 4.2.6 The Mayor will set out design principles for housing developments on small sites across London in **design guidance**, which boroughs should draw on and supplement when preparing housing design codes. Housing design codes can be combined with local development orders, where appropriate. As a key purpose of housing design codes is to provide clarity and certainty for potential applicants, boroughs should support design proposals which accord with any published housing design code.
- 4.2.7 When assessing the benefits of additional housing provision, boroughs should recognise that schemes that provide relatively low numbers of new homes play an important cumulative role in helping to deliver housing targets alongside larger developments, subject to the scheme in question making the most efficient use of land.
- 4.2.8 Where existing houses are redeveloped or subdivided, boroughs may require the provision of **family-sized units** (3 bed + units) providing sufficient design flexibility is provided to allow the existing footprint of a house to be enlarged in order to meet this requirement. Where the amalgamation of separate flats into larger homes is leading to the sustained loss of homes and is not meeting the identified requirements of large families, boroughs are encouraged to resist this process.
- 4.2.9 Homes located on the ground floor on minor developments should meet the requirements of Policy D7 Accessible housing. Homes that are not on the ground floor on minor developments can comply with the M4(1) standard, which does not require step-free access, where provision of step-free access would be unfeasible.
- 4.2.10 Impacts on existing biodiversity or **green space**, as a result of minor housing developments, should be minimised and mitigated through measures such as returning hard standing to green space, the installation of green roofs and green walls, or the provision of landscaping that facilitates sustainable urban drainage in order to achieve the **principle of no net loss** of overall green cover.

- 4.2.11 Small sites can be particularly suitable for well-designed **community-led housing**⁴⁹ projects. Boroughs should support such projects where these developments are integrated with existing neighbourhoods and support mixed and inclusive communities.

Policy H3 Meanwhile use as housing

- A Boroughs are encouraged to identify opportunities for the meanwhile use of sites for housing to make efficient use of land while it is awaiting longer-term development

- 4.3.1 Meanwhile uses are a range of temporary uses on land and property awaiting longer-term development. Some vacant land is suitable for meanwhile use as housing. To make efficient use of land that would otherwise be left vacant, boroughs are encouraged to identify sites that are suitable for residential occupation to be used for **meanwhile housing** including land in both public and private ownership. Opportunities for the meanwhile use of land for housing on large-scale phased developments should be identified during the planning process. The meanwhile use of a site for housing does not change the established land use of the site, and this should be made clear in the temporary planning permission. However, meanwhile housing should count towards meeting a borough's housing target.
- 4.3.2 The meanwhile use of a site must not result in an unacceptable impact on residential amenity or prevent development sites from being brought forward for development in a timely fashion. **Parameters** for any meanwhile use, particularly its longevity and associated obligations, should be established from the outset and agreed by all parties.
- 4.3.3 Meanwhile housing can be provided in the form of **precision-manufactured homes**. This can reduce construction time and the units can potentially be reused at a later date on another site.
- 4.3.4 The **time period** for meanwhile uses will vary and temporary permission may be renewed with consideration for site circumstances. Boroughs should consider starting the time period for the meanwhile use from the date of occupation rather than the date of planning permission, in order to support the viability and delivery of meanwhile housing developments.

⁴⁹

See [Glossary](#)



Policy H4 Delivering affordable housing

- A The strategic target is for 50 per cent of all new homes delivered across London to be genuinely affordable. Specific measures to achieve this aim include:
- 1) requiring major developments which trigger affordable housing requirements⁵⁰ to provide affordable housing through the threshold approach ([Policy H5 Threshold approach to applications](#))
 - 2) using grant to increase affordable housing delivery beyond the level that would otherwise be provided
 - 3) all affordable housing providers with agreements with the Mayor delivering at least 50 per cent affordable housing across their development programme, and 60 per cent in the case of strategic partners⁵¹
 - 4) public sector land⁵² delivering at least 50 per cent affordable housing on each site and public sector landowners with agreements with the Mayor delivering at least 50 per cent affordable housing across their portfolio
 - 5) industrial land appropriate for residential use in accordance with [Policy E7 Industrial intensification, co-location and substitution](#), delivering at least 50 per cent affordable housing where the scheme would result in a net loss of industrial capacity.
- B Affordable housing should be provided on site. Affordable housing must only be provided off-site or as a cash in lieu contribution in exceptional circumstances.

⁵⁰ All major development of 10 or more units triggers an affordable housing requirement. Boroughs may also require affordable housing contributions from minor housing development in accordance with [Policy H2 Small sites](#)

⁵¹ Strategic partners are affordable housing providers who commit to deliver ambitious development programmes through a flexible partnership with the Mayor. Each partnership involves at least 1,000 new housing starts, with at least 60 per cent of them genuinely affordable.

⁵² Separate affordable housing requirements apply to estate regeneration schemes on public sector land, which are set out in [Policy H8 Loss of existing housing and estate redevelopment](#).

- 4.4.1 **Delivering more genuinely affordable housing**⁵³ is a key strategic issue for London. Meeting the need for circa 43,500 affordable homes per year, as established in the 2017 Strategic Housing Market Assessment, will require an increase in affordable housing contributions from all sources. All schemes are expected to maximise the delivery of affordable housing and make the most efficient use of available resources. This is critical to enabling London to meet the housing needs of its workforce and maintain the function and resilience of the city.
- 4.4.2 Past approaches have not adequately met levels of housing need. To provide greater certainty, speed up the planning process and increase affordable housing delivery, the Mayor is adopting a **threshold approach to viability**. This means that schemes meeting or exceeding the threshold without public subsidy,⁵⁴ and consistent with the requirements in Part C of Policy H5 Threshold approach to applications, are not required to submit viability information. The threshold approach was first introduced in the Mayor's Affordable Housing and Viability SPG. It provides the opportunity to move away from protracted viability debates, create certainty in terms of affordable housing requirements, embed the requirements into land values, and offer a clear incentive for developers to increase affordable housing delivered through the planning system above the level in planning permissions granted in recent years.
- 4.4.3 Schemes that do not meet this threshold, or require public subsidy to do so, will be required to submit detailed viability information which will be scrutinised and treated transparently. **Comprehensive review mechanisms** will be applied to schemes that do not meet the relevant threshold as set out in Part B of Policy H5 Threshold approach to applications, in order to ensure that affordable housing contributions are increased if viability improves over time.
- 4.4.4 Schemes are expected to deliver at least the threshold level of affordable housing without **grant or public subsidy** and to increase this proportion through the use of grant and other subsidy, where available. Only where there are clear barriers to delivery and it is fully justified through detailed viability evidence, in line with the methodology and assumptions set out in Policy H5 Threshold approach to applications and the Mayor's Affordable Housing and Viability SPG, should a lower level of affordable housing be considered.

⁵³ The NPPF defines affordable housing for planning purposes. Within this broad definition, sections 4.6.3 - 4.6.9 of this Plan set out the Mayor's preferred affordable housing tenures and other genuinely affordable housing products

⁵⁴ Public subsidy includes grant, public loans (including the Mayor's London Housing Bank) and any public land at a reduced cost



- 4.4.5 Given the extent of housing need identified for affordable housing in the 2017 SHMA, the delivery of overall housing targets should not be relied on as a reason for reducing affordable housing delivery or other policy requirements, subject to the approach in this policy, Policy H5 Threshold approach to applications and Policy DF1 Delivery of the Plan and Planning Obligations. In previous years where there has been a relaxation in affordable housing and other planning requirements this has typically led to higher land values, rather than an increase in housing delivery. Whilst the Plan sets out a clear approach for significantly increasing housing delivery in London, the London SHMA has identified that **65 per cent of London's need is for affordable housing**. Therefore, it is crucial that residential and mixed-use development contributes directly towards the provision of affordable housing and other policy requirements that support the delivery of sustainable development.
- 4.4.6 The Mayor expects all affordable housing providers to deliver as much affordable housing as possible. **Affordable housing providers with agreements with the Mayor** should deliver at least 50 per cent affordable housing across their development programme and, in the case of strategic partners, 60 per cent. Affordable housing commitments by these providers are not planning requirements that can be applied to individual sites as the commitments are only achievable if the affordable housing providers have the flexibility to use their resources strategically to maximise affordable housing provision across London.
- 4.4.7 **Public sector land** represents an opportunity to deliver homes that can meet the needs of London's essential workers who maintain the function and resilience of the city. The Mayor expects that residential proposals on public land should deliver at least 50 per cent affordable housing on each site. Public sector landowners with an agreement with the Mayor may provide 50 per cent affordable housing across a portfolio of sites provided at least 35 per cent affordable housing is provided on each site, with the required affordable housing tenure split on the initial 35 per cent.
- 4.4.8 Most **industrial land** fulfils a vital role in supporting London's economy. However, it is occasionally deemed appropriate for residential uses. In these circumstances, there is potential for a significant difference in value between the two uses. The Mayor expects that residential proposals on industrial land should deliver at least 50 per cent affordable housing where the scheme would result in a net loss of industrial capacity.
- 4.4.9 Affordable housing should be delivered on site to help deliver mixed and inclusive communities providing choice to a range of Londoners. Affordable housing should only be accepted as an **off-site contribution** in exceptional circumstances where it can be robustly demonstrated that affordable housing

cannot be delivered on-site or where an off-site contribution would better deliver mixed and inclusive communities than an on-site contribution.

- 4.4.10 **Cash in lieu** contributions should be used in even more limited circumstances,⁵⁵ and only where there is detailed evidence to demonstrate that on-site affordable housing delivery is not practical, off-site options have been explored but are not acceptable and that accepting a cash in lieu contribution will not be detrimental to the delivery of mixed and inclusive communities.
- 4.4.11 In each case, the approach must result in **additional affordable homes**, meaning the funding should not be used for affordable units that would otherwise have been delivered. It should also take account of the fact that all sites are expected to deliver at least the threshold level of affordable housing and any cash in lieu or off-site contribution should deliver units in addition to this.
- 4.4.12 Cash in lieu contributions should be held in a **separate affordable housing pot**, where resources can be pooled and ring-fenced to enable greater, or more appropriate, new provision to be made off-site. This should either be on an identified site or as part of an agreed programme, in compliance with the statutory tests for use of planning obligations.⁵⁶
- 4.4.13 To avoid incentivising off-site provision or in lieu contributions, agreements for this should provide no financial benefit to the applicant relative to on-site provision and should include **review mechanisms** in line with the Viability Tested Route. The policy target for schemes delivering off-site affordable housing or in lieu contributions is 50 per cent affordable housing provided across the main site and any linked sites when considered as a whole.
- 4.4.14 Boroughs must have in place **monitoring arrangements** to ensure that the additional homes are delivered. As per Policy H7 Monitoring of affordable housing, the Mayor requires information on off-site and cash in lieu delivery as part of the data collection for the Annual Monitoring Report.

⁵⁵ For exceptions see Policy H2 Small sites and Policy H16 Large-scale purpose-built shared living.

⁵⁶ Community Infrastructure Levy Regulations 2010, Regulation 122(2): http://www.legislation.gov.uk/uksi/2010/948/pdfs/ukxi_20100948_en.pdf



Policy H5 Threshold approach to applications

- A The threshold approach applies to major development proposals which trigger affordable housing requirements (see paragraph [4.5.15](#) for scheme types with bespoke approaches).
- B The threshold level of affordable housing on gross residential development is initially set at:
 - 1) a minimum of 35 per cent; or
 - 2) 50 per cent for public sector land where there is no portfolio agreement with the Mayor; or
 - 3) 50 per cent for Strategic Industrial Locations, Locally Significant Industrial Sites and Non-Designated Industrial Sites appropriate for residential uses in accordance with [Policy E7 Industrial intensification, co-location and substitution](#) where the scheme would result in a net loss of industrial capacity.
- C To follow the Fast Track Route of the threshold approach, applications must meet all the following criteria:
 - 1) meet or exceed the relevant threshold level of affordable housing on site without public subsidy
 - 2) be consistent with the relevant tenure split (see [Policy H6 Affordable housing tenure](#))
 - 3) meet other relevant policy requirements and obligations to the satisfaction of the borough and the Mayor where relevant
 - 4) demonstrate that they have taken account of the strategic 50 per cent target in [Policy H4 Delivering affordable housing](#) and have sought grant to increase the level of affordable housing.
- D Developments which provide 75 per cent or more affordable housing may follow the Fast Track Route where the tenure mix is acceptable to the borough or the Mayor where relevant.
- E Fast tracked applications are not required to provide a viability assessment at application stage. To ensure an applicant fully intends to build out the permission, the requirement for an Early Stage Viability Review will be

triggered if an agreed level of progress on implementation is not made within two years of the permission being granted (or a period agreed by the borough).

F Where an application does not meet the requirements set out in Part C it must follow the Viability Tested Route. This requires detailed supporting viability evidence to be submitted in a standardised and accessible format as part of the application:

- 1) the borough, and where relevant the Mayor, should scrutinise the viability information to ascertain the maximum level of affordable housing using the methodology and assumptions set out in this Plan and the Affordable Housing and Viability SPG
- 2) viability tested schemes will be subject to:
 - a) an Early Stage Viability Review if an agreed level of progress on implementation is not made within two years of the permission being granted (or a period agreed by the borough)
 - b) a Late Stage Viability Review which is triggered when 75 per cent of the units in a scheme are sold or let (or a period agreed by the borough)
 - c) Mid Term Reviews prior to implementation of phases for larger phased schemes.

G Where a viability assessment is required to ascertain the maximum level of affordable housing deliverable on a scheme, the assessment should be treated transparently and undertaken in line with the Mayor's Affordable Housing and Viability SPG.

Scheme amendments – Section 73 applications and deeds of variations

H For schemes that were approved under the Fast Track Route, and schemes determined before the threshold approach that would have qualified for the Fast Track Route, any subsequent applications to vary the consent will not be required to submit viability information, providing the resultant development continues to meet the relevant threshold and the criteria in Part C.

I For schemes where the original permission did not meet the threshold or required tenure split, including schemes determined before the threshold approach that would not have qualified for the Fast Track Route, viability information will be required where an application is submitted to vary the consent, and the borough or the Mayor where relevant, consider this would materially alter the economic circumstances of the scheme. Such cases will be assessed under the Viability Tested Route.

- J Any proposed amendments that result in a reduction in affordable housing, affordability or other obligations or requirements of the original permission should be rigorously assessed under the Viability Tested Route. In such instances, a full viability review should be undertaken that reconsiders the value, costs, profit requirements and land value of the scheme.
- K The Mayor should be consulted on any proposed amendments on referable schemes that change the level of affordable housing from that which was secured through the original planning
- 4.5.1 Applicants are strongly encouraged to take the **Fast Track Route** by providing the threshold level of affordable housing and meeting other Development Plan requirements to the satisfaction of the borough.
- 4.5.2 The **Viability Tested Route** will assess the maximum level of affordable housing that a scheme can deliver in cases where the threshold level of affordable housing cannot be met and where fixed or minimum affordable housing requirements are not in place. It is possible that, via the viability assessment using the detailed methodology in the SPG, a greater affordable housing contribution than the threshold level will be found to be viable and thus will be required.
- 4.5.3 The percentage of affordable housing on a scheme should be measured in **habitable rooms**⁵⁷ to ensure that a range of sizes of affordable homes can be delivered, including family-sized homes. Habitable rooms in affordable and market elements of the scheme should be of comparable size when averaged across the whole development. If this is not the case, it may be more appropriate to measure the provision of affordable housing using **habitable floorspace**.⁵⁸ Applicants should present affordable housing figures as a percentage of total residential provision in habitable rooms, units and floorspace to enable comparison.
- 4.5.4 The thresholds set out in this policy have been informed by viability testing. This approach seeks to **embed affordable housing requirements into land values** and create consistency and certainty across London. The 35 per cent threshold level will be monitored and reviewed in 2021 to determine whether this threshold should be increased. Any changes to the threshold will be consulted on as part of an updated Affordable Housing and Viability SPG or through a focused review of the London Plan.

⁵⁷ [Habitable room](#) is defined in the [Glossary](#)

⁵⁸ [Habitable floorspace](#) is defined in the [Glossary](#)



- 4.5.5 The Mayor recognises that **public sector land** can play a significant role in meeting affordable housing need. The threshold for public sector land (land that is owned or in use by a public sector organisation, or company or organisation in public ownership, or land that has been released from public ownership and on which housing development is proposed) is set at 50 per cent to be considered under the Fast Track Route. This is because these sites represent an opportunity to meet a range of objectives, including making better use of sites, improving services and delivering more affordable housing. Moreover, as public assets, these landholdings should be used to deliver development and outcomes that are most needed by – and matter most to – the public.
- 4.5.6 Public sector land also represents an opportunity to deliver homes that can meet the needs of London’s essential workers who maintain the function and resilience of the city, such as those working in health, fire, police, transport and support services. Where there is an agreement with the Mayor to deliver at least 50 per cent across the portfolio of sites, then the **35 per cent threshold should apply to individual sites**.
- 4.5.7 Given the difference in values between **industrial** and residential development, residential development proposals that would result in a net loss of industrial floorspace capacity⁵⁹ on Strategic Industrial Locations, Locally Significant Industrial Sites or Non-Designated Industrial Sites are expected to provide at least 50 per cent affordable housing to follow the Fast Track Route. If this is not possible, detailed viability evidence will be needed to justify a lower level of affordable housing.
- 4.5.8 Where the level of affordable housing offered meets the criteria of Part C, this should normally be considered as meeting the maximum amount of affordable housing which can be delivered through Section 106 (subject to an Early Stage Review Mechanism).
- 4.5.9 Where a scheme meets the threshold level of affordable housing, but the borough, and/or the Mayor where relevant, are not satisfied that the other

⁵⁹ Floorspace capacity is defined here as either the existing industrial and warehousing floorspace on site or the potential industrial and warehousing floorspace that could be accommodated on site at a 65 per cent plot ratio, whichever is the greater. For the purposes of [Policy H5 Threshold approach to applications](#), this floorspace-based approach applies to sites used for utilities infrastructure or land for transport functions that are no longer required. However, it is recognised that some surplus utilities sites are subject to substantial decontamination, enabling and remediation costs. If it is robustly demonstrated that extraordinary decontamination, enabling or remediation costs must be incurred to bring a surplus utilities site forward for development, then a 35 percent affordable housing threshold could be applied, subject to detailed evidence, including viability evidence, being made available.

relevant Development Plan requirements and or obligations for the scheme are met, then the applicant can be asked to provide detailed viability information and be required to follow the **Viability Tested Route**.

- 4.5.10 To incentivise schemes with a high proportion of genuinely affordable housing, schemes that propose **75 per cent or more genuinely affordable housing** may be considered under the Fast Track Route whatever the affordable housing tenure mix, where supported by the borough and, where relevant, the Mayor. This should be determined on a case-by-case basis having regard to the housing need met by the scheme and the level of public subsidy involved.
- 4.5.11 All schemes are expected to maximise the delivery of genuinely affordable housing and make the most efficient use of available resources to achieve this objective. Where **grant or other public subsidy** is available and would increase the proportion of affordable housing, this should be utilised. The higher proportion of affordable housing should be set out in the Section 106 agreement as being subject to grant availability, alongside the proportion viable without grant. Funding will be available on a tariff basis, details of which are set out in the Mayor's Homes for Londoners: Affordable Homes Programme 2016-23.⁶⁰ Applications for schemes of 150 units or more must evidence that they have sought grant to increase levels of affordable housing. Generally, this will be through evidenced discussions with the local authority and registered providers of social housing. Further detail is provided in the Affordable Housing and Viability SPG.
- 4.5.12 The Mayor has provided detailed **guidance on viability assessments** in his Affordable Housing and Viability SPG. This is a material planning consideration for planning applications in London. The Mayor will follow this guidance on referable applications and strongly encourages boroughs to follow it for all applications. Providing a standardised approach helps streamline the system and reduces uncertainty. The aim of a viability assessment is to establish whether the proposed level of affordable housing and other contributions are the maximum that can be reasonably supported or whether further obligations or a greater level of policy compliance could be achieved.
- 4.5.13 The **Existing Use Value Plus (EUV+)** approach to determining the benchmark land value is based on the current use value of a site plus an appropriate site premium. The benefit of this approach is that it clearly identifies the uplift in value arising from the grant of planning permission because it enables comparison with the value of the site without planning permission. The EUV+

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<https://www.london.gov.uk/what-we-do/housing-and-land/homes-londoners-affordable-homes-programmes>



approach is usually the most appropriate approach for planning purposes. It can be used to address the need to ensure that development is sustainable in terms of the NPPF and Development Plan requirements, and in most circumstances the Mayor will expect this approach to be used. An alternative approach should only be considered in exceptional circumstances which must be robustly justified by the applicant and/or the borough in line with the Mayor's SPG.

- 4.5.14 **Viability Review mechanisms** should be applied to all viability tested applications at early and late stages in the development process (and mid-term reviews in the case of longer phased schemes) to ensure that affordable housing delivery is maximised as a result of any future improvement in viability. Further guidance is provided in the Affordable Housing and Viability SPG.
- 4.5.15 Some schemes are not suitable to follow the Fast Track Route. These schemes must follow the **Viability Tested Route**. This includes:
- applications which propose affordable housing **off-site or a cash in lieu contribution** (as set out above)
 - applications for schemes that involve the **demolition of existing affordable dwellings** which should follow the approach set out in Policy H8 Loss of existing housing and estate redevelopment
 - schemes claiming the **vacant building credit**.
- 4.5.16 Policy H11 Build to Rent, Policy H13 Specialist older persons housing, Policy H15 Purpose-built student accommodation and Policy H16 Large-scale purpose-built shared living set out specific affordable housing approaches in those types of development.

Policy H6 Affordable housing tenure

- A The following split of affordable products should be applied to residential development:
- 1) a minimum of 30 per cent low-cost rented homes, as either London Affordable Rent or Social Rent, allocated according to need and for Londoners on low incomes
 - 2) a minimum of 30 per cent intermediate products which meet the definition of genuinely affordable housing, including London Living Rent and London Shared ownership

- 3) the remaining 40 per cent to be determined by the borough as low-cost rented homes or intermediate products (defined in Part A1 and Part A2) based on identified need.

B To follow the Fast Track Route the tenure of 35 per cent of homes must meet the requirements set out in Part A. The Fast Track Route is also available to applicants that elect to provide low-cost rented homes in place of intermediate homes, provided the relevant threshold level is reached. Where affordable homes are provided above 35 per cent, their tenure is flexible, provided the homes are genuinely affordable (defined in Part A1 and Part A2), and should take into account the need to maximise affordable housing provision, along with any preference of applicants to propose a particular tenure.

- 4.6.1 The 2017 SHMA shows London's significant need for low-cost rental housing; however, the current national funding programme is focused on intermediate products which limits the Mayor's ability to require higher levels of low-cost rented accommodation. The **tenure splits** set out in this policy provide sufficient flexibility to be tailored to meet local needs as well as ensuring that new development delivers a minimum level of low-cost rented accommodation and intermediate accommodation, contributing to the delivery of mixed and inclusive communities. The minimums in Part A1 and Part A2 will be monitored and reviewed in 2021 and, if necessary, updated through Supplementary Planning Guidance, taking account of future affordable housing funding agreements.
- 4.6.2 There is a presumption that the **40 per cent to be decided by the borough** will focus on Social Rent and London Affordable Rent given the level of need for this type of tenure across London. However, it is recognised that for some boroughs a broader mix of affordable housing tenures will be more appropriate either because of viability constraints or because they would deliver a more mixed and inclusive community. The appropriate tenure split should be determined through the Development Plan process or through supplementary guidance.
- 4.6.3 The Mayor is committed to delivering genuinely affordable housing. Within the broad definition of affordable housing, the Mayor's **preferred affordable housing tenures** are:
- homes based on social rent levels, including Social Rent and London Affordable Rent
 - London Living Rent



- London Shared Ownership.

These are described in more detail below.

- 4.6.4 **London Affordable Rent** and Social Rent homes are for households on low incomes where the rent levels are based on the formulas in the Social Housing Regulator's Rent Standard Guidance. The rent levels for Social Rent homes use a capped formula and London Affordable Rent homes are capped at benchmark levels published by the GLA. Rents for both are significantly less than 80 per cent of market rents, which is the maximum for Affordable Rent permitted in the NPPF. More detail is contained within the Mayor's Homes for Londoners Affordable Homes Programme funding guidance⁶¹. These homes will be allocated in accordance with need (based on the borough's allocations policy).
- 4.6.5 **London Living Rent** (LLR) offers Londoners on average incomes a lower rent, enabling them to save for a deposit. The Mayor is introducing LLR as an intermediate affordable housing product with low rents that vary by ward across London. Where funded by the Greater London Authority, LLR will be a Rent to Buy product, with sub-market rents on time-limited tenancies, which will help households on average income levels to save for a deposit. As London Living Rent can be a step to homeownership, it can be considered as an affordable homeownership product.⁶²
- 4.6.6 **London Shared Ownership** is an intermediate ownership product which allows London households who would struggle to buy on the open market, to purchase a share in a new home and pay a low rent on the remaining, unsold, share.
- 4.6.7 **Other affordable housing products** may be acceptable if, as well as meeting the broad definition of affordable housing, they also meet the London Housing Strategy⁶³ definition of genuinely affordable housing and are considered by the borough to be genuinely affordable.
- 4.6.8 Currently all intermediate rented products such as London Living Rent and Discounted Market Rent should be affordable to households on incomes of up to £60,000. Intermediate ownership products such as London Shared Ownership and Discounted Market Sale (where they meet the definition of affordable housing), should be affordable to households on incomes of up to £90,000. Further information on the **income caps** and how they are applied can be found

⁶¹ <https://www.london.gov.uk/what-we-do/housing-and-land/homes-londoners-affordable-homes-programmes>

⁶² Further details on LLR can be found in the London Housing Strategy

⁶³ Mayor of London, 2018, London Housing Strategy: https://www.london.gov.uk/sites/default/files/2018_lhs_london_housing_strategy.pdf



in the Annual Monitoring Report. The caps will be reviewed and updated where necessary in the Annual Monitoring Report.

- 4.6.9 For dwellings to be considered affordable, **annual housing costs**, including mortgage (assuming reasonable interest rates and deposit requirements), rent and service charge, should be no greater than 40 per cent of net household income, based on the household income limits set out above. Boroughs should seek to ensure that intermediate provision provides for households with a range of incomes below the upper limit. For London Living Rent – please refer to the rent setting guidance provided on the GLA website.
- 4.6.10 In addition to the income caps, boroughs may set **other eligibility criteria** for the intermediate units, reflecting local housing need. However, any local criteria including income caps below the maximum amounts set out above, should automatically cascade out to the London-wide eligibility criteria within three months to ensure that units are not left vacant. Re-sales and re-lets should be available to those meeting the London-wide income caps and not be restricted by local eligibility criteria. Homes should be made available through the new Homes for Londoners online portal.
- 4.6.11 To follow the Fast Track Route, the tenure of 35 per cent of homes must adhere to the **tenure split** set out in [Policy H6 Affordable housing tenure](#). Where a scheme is delivering more than 35 per cent, the tenure of the additional affordable housing is flexible and should take into account the need to maximise affordable housing provision along with any preference of applicants to propose a particular tenure.
- 4.6.12 If, when assessing a scheme under the Viability Tested Route, the evidence demonstrates that the threshold cannot be met, the affordable housing tenure split in [Policy H6 Affordable housing tenure](#) should be considered as the starting point for negotiations. It will, however, be for the borough, and the Mayor where relevant, to decide if there should be a greater number of affordable homes, or fewer homes at a deeper discount. Therefore Section 106 agreements should stipulate the **tenure mix** for a scheme and this should be consistent with the assumptions in the viability assessment.

Policy H7 Monitoring of affordable housing

- A Boroughs are required to have clear monitoring processes to ensure that the affordable housing secured on or off site is delivered and recorded in line with the Section 106 agreement.
- B Monitoring processes should ensure that any cash in lieu payments are used to deliver additional affordable housing.
- C Boroughs should ensure that where a review mechanism is triggered, it is implemented and the number of extra homes delivered, or cash in lieu secured, is recorded.
- D Boroughs must publish monitoring information on Parts A – C annually to ensure transparency in the planning process and so the public know how funds are being spent. This information should be shared with the GLA so it can be part of the annual monitoring process.

- 4.7.1 Policy H4 Delivering affordable housing, Policy H5 Threshold approach to applications and Policy H6 Affordable housing tenure set out the approach to affordable housing delivery in London. It is crucial that the implementation of Section 106 agreements and the outcome of review mechanisms are monitored. Policy H7 Monitoring of affordable housing will ensure that boroughs have **monitoring processes** in place to implement Section 106 agreements and that the information is in the public domain.

Policy H8 Loss of existing housing and estate redevelopment

- A Loss of existing housing should be replaced by new housing at existing or higher densities with at least the equivalent level of overall floorspace.
- B Loss of hostels, staff accommodation and shared and supported accommodation that meet an identified housing need should be satisfactorily re-provided to an equivalent or better standard.

Demolition and replacement of affordable housing

- C Before considering the demolition and replacement of affordable homes, boroughs, housing associations and their partners should always consider

alternative options first. They should balance the potential benefits of demolition and rebuilding of homes against the wider social and environmental impacts and consider the availability of Mayoral funding and any conditions attached to that funding.

- D Demolition of affordable housing, including where it is part of an estate redevelopment programme, should not be permitted unless it is replaced by an equivalent amount of affordable housing floorspace. Affordable housing that is replacing social rent housing must be provided as social rent housing where it is facilitating a right of return for existing tenants. Where affordable housing that is replacing social rent housing is not facilitating a right of return, it may be provided as either social rent or London Affordable Rent housing. Replacement affordable housing should be integrated into the development to ensure mixed and inclusive communities.
- E All development proposals that include the demolition and replacement of affordable housing are required to follow the Viability Tested Route and should seek to provide an uplift in affordable housing in addition to the replacement affordable housing floorspace

- 4.8.1 It is important that existing homes of all tenures are well-maintained and are of good quality as these will continue to house the majority of Londoners. However, the **redevelopment and intensification** of London's existing housing has played, and will continue to play, an important role in the evolution of London. The benefits of development proposals that involve the demolition and replacement of existing homes should be balanced against any potential harm.
- 4.8.2 Parts C, D and E of this policy concern the **redevelopment of social housing estates**. This will generally occur as part of a wider process of estate regeneration, some elements of which fall beyond the remit of the London Plan. The Mayor's Good Practice Guide to Estate Regeneration provides detailed guidance for assessing appropriate approaches to estate regeneration. In particular, only once the objectives of an estate regeneration scheme have been formulated in consultation with residents, should the physical interventions required to achieve them be considered. The approach taken will differ from project to project, depending on factors that include: the existing characteristics and quality of an estate; the financial resources available; any regeneration or redevelopment plans that affect the wider area; and the wishes of residents and other stakeholders.

- 4.8.3 The range of physical interventions that may be required to support the delivery of estate regeneration projects include: repairs to, and refurbishment of, existing homes; building new homes on 'infill' sites; and demolition and redevelopment. Different schemes will require different interventions, or a combination of some or all of the above – there is no 'one size fits all' approach. In the Good Practice Guide, the Mayor is clear that when considering options to deliver estate regeneration projects, boroughs, housing associations and their partners should **always consider alternative options to demolition first**. They should balance the potential benefits of demolishing and rebuilding homes against the wider social and environmental impacts of this option.
- 4.8.4 Regardless of whether an estate regeneration project includes the demolition and replacement of affordable homes, it is important that all such schemes are delivered with existing and new residents and communities in mind. All proposals for such schemes should take account of the requirements of the **Mayor's Good Practice Guide** to Estate Regeneration (2018) and the requirement for a ballot of residents when accessing Mayoral funding for schemes that involve demolition.
- 4.8.5 Estate regeneration that involves the loss and replacement of affordable housing should deliver an **uplift in affordable housing** wherever possible. Therefore, all such estate regeneration schemes must go through the Viability Tested Route to demonstrate they have maximised the delivery of any additional affordable housing. For the purposes of this policy, existing affordable housing floorspace includes both occupied and vacant floorspace regardless of the current condition of the stock.
- 4.8.6 Where an affordable housing provider is redeveloping an estate as part of a **wider programme** then it may be possible to re-provide a different mix of affordable housing on the estate (taking account of the wishes of people who want to return to the estate) if the overall level of provision is maintained across the programme and where the approach is acceptable to the borough and, where relevant, the Mayor (further guidance is provided in the Affordable Housing and Viability SPG). The Mayor will closely scrutinise proposals and will only agree to them where he is certain that the housing is being genuinely re-provided and that no better option is available. Given the impact of estate regeneration schemes on existing residents, it is particularly important that information about the viability of schemes is available to the public even where a high level of affordable housing is being delivered

Policy H9 Ensuring the best use of stock

- A Boroughs should promote efficient use of existing housing stock to reduce the number of vacant and under-occupied dwellings.
- B The Mayor will support boroughs with identified issues of new homes being left empty, sometimes known as 'buy to leave' properties, to put in place mechanisms which seek to ensure new homes are occupied.
- C Boroughs should take account of the impact on housing stock and local housing need when considering applications for a change of use from housing to short stay holiday rental accommodation to be used for more than 90 days a year.
- D Boroughs should take account of the role of houses in multiple occupation (HMOs) in meeting local and strategic housing needs. Where they are of a reasonable standard they should generally be protected.

- 4.9.1 Given the pressure for housing and competition for land in London for a variety of uses, it is important to ensure that new homes meet an identified need and are not left vacant long-term (over six months). While the number of **long-term vacant properties** in London has decreased significantly, and is now below one per cent of the housing stock,⁶⁴ to make best use of existing stock, where vacant properties are identified, local authorities should investigate why the units are vacant and where possible seek to bring them back into use. Boroughs should levy the council tax empty homes premium to incentivise occupation of vacant properties. Boroughs are encouraged to use all the tools at their disposal such as Empty Dwelling Management Orders to bring long-term vacant stock back into use as affordable housing. Boroughs should also ensure a range of new homes are provided that meet the needs of those who wish to downsize, and that tenants in affordable homes are supported to downsize where they wish to do so.
- 4.9.2 A recent phenomenon in some parts of London has seen a proportion of new homes being purchased by investors who rely solely on capital appreciation for their returns. New homes purchased for this purpose are sometimes known as '**buy to leave**'. Although GLA evidence suggests this practice is not particularly

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Table 615 from <https://www.gov.uk/government/statistical-data-sets/live-tables-on-dwelling-stock-including-vacants>



widespread, where it does happen it reduces the amount of new housing stock being occupied by households in need. Where the practice is widespread in a new building it can also negatively affect the provision of services to tenants.

- 4.9.3 It is unlawful for homes in greater London to be used **as short-term holiday rented accommodation** for a cumulative period of more than 90 days a year without seeking planning permission.⁶⁵ The use of dwellings as short-term holiday rentals can have a detrimental impact on neighbours' residential amenity and community cohesion in the wider area where concentrated in a particular location. The use also reduces the supply of homes available for people to live in.
- 4.9.4 **Houses in multiple occupation** (HMOs) are an important part of London's housing offer, reducing pressure on other elements of the housing stock. Their quality can, however, give rise to concern. Where they are of a reasonable standard they should generally be protected and the net effects of any loss should be reflected in Annual Monitoring Reports. In considering proposals which might constrain this provision, including Article 4 Directions affecting changes between Use Classes C3 and C4, boroughs should take into account the strategic as well as local importance of HMOs.

Policy H10 Housing size mix

- A Schemes should generally consist of a range of unit sizes. To determine the appropriate mix of unit sizes in relation to the number of bedrooms for a scheme, applicants and decision-makers should have regard to:
- 1) robust local evidence of need where available or, where this is not available, the range of housing need and demand identified by the 2017 London Strategic Housing Market Assessment
 - 2) the requirement to deliver mixed and inclusive neighbourhoods
 - 3) the need to deliver a range of unit types at different price points across London
 - 4) the mix of uses in the scheme
 - 5) the range of tenures in the scheme

⁶⁵ Pursuant to the Deregulation Act 2015 (sections 44 and 45: Short-term use of London accommodation: relaxation of restrictions and power to relax restrictions.): http://www.legislation.gov.uk/ukpga/2015/20/pdfs/ukpga_20150020_en.pdf



- 6) the nature and location of the site, with a higher proportion of one and two bed units generally more appropriate in locations which are closer to a town centre or station or with higher public transport access and connectivity
- 7) the aim to optimise housing potential on sites
- 8) the ability of new development to reduce pressure on conversion, sub-division and amalgamation of existing stock
- 9) the need for additional family housing and the role of one and two bed units in freeing up existing family housing.

B For low-cost rent, boroughs should provide guidance on the size of units required (by number of bedrooms) to ensure affordable housing meets identified needs. This guidance should take account of:

- 1) evidence of local housing needs, including the local housing register and the numbers and types of overcrowded and under-occupying households
- 2) other criteria set out in Part A, including the strategic and local requirement for affordable family accommodation
- 3) the impact of welfare reform
- 4) the cost of delivering larger units and the availability of grant.

4.10.1 The 2017 London Strategic Housing Market Assessment (SHMA) estimated the **unit size mix of new homes** required to meet London's current and projected housing needs using three different scenarios, the results of which are set out in the SHMA report addendum. The main factors influencing this size mix include the projected growth in different household types, assumptions about under-occupation, and the substantial number of overcrowded households in London, whose needs can be addressed by providing family-sized homes but also smaller homes for concealed households to move into. Boroughs can draw on the scenarios in the SHMA to understand housing mix requirements or to inform local assessments. While the SHMA identifies the full range of needs between 2016 and 2041, boroughs may wish to prioritise meeting the most urgent needs earlier in the Plan period, which may mean prioritising low-cost rented units of particular sizes.

4.10.2 Policy H10 Housing size mix sets out all the issues that applicants and boroughs should take into account when considering the **mix of homes on a**

site. Boroughs are encouraged to set out the preferred housing size mix (for all tenures) as part of a site allocation, ensuring that the housing size mix is determined in accordance with Parts A and B. It should be noted that in terms of delivering mixed and inclusive communities, a neighbourhood may currently have an over-concentration of a particular size of unit and a new development could help redress the balance.

- 4.10.3 Well-designed **one- and two- bedroom units** in suitable locations can attract those wanting to downsize from their existing homes, and this ability to free up existing family stock should be considered when assessing the unit mix of a new build development.
- 4.10.4 **One-bedroom units** play a very important role in meeting housing need, and provision in new developments can help reduce the pressure to convert and subdivide existing larger homes. However, one-person and one-bed units are the least flexible unit type so schemes should generally consist of a range of unit sizes.
- 4.10.5 As part of their housing strategy functions, local authorities are required to have an understanding of housing needs in their area (for example, as set out in a Strategic Housing Market Assessment) and this, along with their local Housing Register, will provide the evidence for the **size of low-cost rented homes** (in terms of number of bedrooms) required to meet identified need. Combined with the considerations set out in Part A, this information should inform local policy or guidance about the size (in terms of number of bedrooms) of low-cost rented units expected on a development. This clarity about the unit size mix for affordable homes, taken together with the threshold approach to affordable housing, will help ensure that applicants and landowners understand the cost implications of overall affordable housing requirements when formulating development proposals and purchasing land. Boroughs should take account of the availability of grant funding when producing guidance or policy on this issue.
- 4.10.6 The impact of this policy on the mix of homes in terms of numbers of bedrooms approved across London will be carefully **monitored and assessed** as part of the Annual Monitoring Report process. This will highlight any adverse impacts and identify if any revisions are necessary to the policy.

Policy H11 Build to Rent

- A Where a development meets the criteria set out in Part B, the affordable housing offer can be solely Discounted Market Rent (DMR) at a genuinely affordable rent, preferably London Living Rent level. DMR homes must be secured in perpetuity.
- B To qualify as a Build to Rent scheme the following criteria must be met:
- 1) the development, or block or phase within the development, has at least 50 units⁶⁶
 - 2) the homes are held as Build to Rent under a covenant for at least 15 years⁶⁷
 - 3) a clawback mechanism is in place that ensures there is no financial incentive to break the covenant
 - 4) all the units are self-contained and let separately
 - 5) there is unified ownership and unified management of the private and Discount Market Rent elements of the scheme
 - 6) longer tenancies (three years or more) are available to all tenants. These should have break clauses for renters, which allow the tenant to end the tenancy with a month's notice any time after the first six months
 - 7) the scheme offers rent and service charge certainty for the period of the tenancy, the basis of which should be made clear to the tenant before a tenancy agreement is signed, including any annual increases which should always be formula-linked
 - 8) there is on-site management. This does not necessarily mean full-time dedicated on-site staff, but that all schemes need to have systems for prompt resolution of issues and some daily on-site presence
 - 9) providers have a complaints procedure in place and are a member of a recognised ombudsman scheme

⁶⁶ Boroughs may set their own thresholds to reflect local housing market circumstances and affordable housing need. However, it is important that where a lower threshold is set, Build to Rent schemes must still operate according to the stipulations in this guidance in order to qualify for the application of the Built to Rent policy.

⁶⁷ Covenant periods are expected to increase as the market matures.

10) providers do not charge up-front fees of any kind to tenants or prospective tenants, other than deposits and rent-in-advance.

- C To follow the Fast Track Route, Build to Rent schemes must deliver at least 35 per cent affordable housing, or 50 per cent where the development is on public sector land or industrial land appropriate for residential uses in accordance with Policy E7 Industrial intensification, co-location and substitution. The Mayor expects at least 30 per cent of DMR homes to be provided at an equivalent rent to London Living Rent with the remaining 70 per cent at a range of genuinely affordable rents.⁶⁸ Schemes must also meet all other requirements of Part C of Policy H5 Threshold approach to applications.
- D Where the requirements of C above are not met, schemes must follow the Viability Tested Route set out in Policy H5 Threshold approach to applications. Viability assessments on such schemes should take account of the differences between Build to Rent and Build for Sale development and be undertaken in line with the Affordable Housing and Viability SPG.
- E On schemes that propose a proportion of homes as Build to Rent and a proportion for sale to the market, Part A of this policy will only be suitable for the Build to Rent element. The scheme should be assessed as a whole, with affordable housing calculated as a proportion of total habitable rooms across the scheme.

⁶⁸ Boroughs may publish guidance setting out the proportion of DMR homes to be provided at different rental levels to benefit from the Fast Track Route. In setting local DMR requirements boroughs should have regard to the relationship between the level of discount required and the viability of achieving the relevant threshold level.

- 4.11.1 Boroughs should take a **positive approach to the Build to Rent sector** to enable it to better contribute to the delivery of new homes. Build to Rent developments can make a positive contribution to increasing housing supply and are beneficial in a number of ways. They can:
- attract investment into London's housing market that otherwise would not exist
 - accelerate delivery on individual sites as they are less prone to 'absorption constraints'⁶⁹ on build-out rates
 - deliver more readily across the housing market cycle as they are less impacted by house price downturns
 - provide a more consistent and at-scale demand for off-site manufacture
 - offer longer-term tenancies and more certainty over long-term availability
 - ensure a commitment to, and investment in, place-making through single ownership
 - provide better management standards and better quality homes than much of the mainstream private rented sector.
- 4.11.2 The **Build to Rent Policy** has been developed in recognition of the fact that Build to Rent operates a different model to Build for Sale. Build to Rent relies on income through rent over a number of years, rather than an upfront return on sales (this is often referred to as the 'distinct economics' of the sector). Because of this, in some circumstances Build to Rent may not be able to compete for land on an equal footing with speculative Build for Sale, as it may generate lower initial land values. Longer term, however, Build to Rent is an attractive offer to institutional investors. This policy provides a specific approach to the affordable housing offer, where the aim is to maintain the integrity of the Build to Rent development, with unified ownership and management of all the homes.
- 4.11.3 Where a developer is proposing a Build to Rent development which meets the definition set out in Part B, the affordable housing offer can be entirely **Discounted Market Rent (DMR)**, managed by the Build to Rent provider and delivered without grant, i.e. entirely through planning gain. As it is not a requirement to be a local authority or a Registered Provider to deliver or manage intermediate rented homes that are delivered without grant, these units can be owned and/or managed by Build to Rent landlords themselves. DMR units should

⁶⁹ The absorption rate is how long it will take a home to sell or be let for the identified price. The main constraint on absorption is the number of buyers or renters in the market willing (or able) to buy or rent the property at the identified price.

be fully integrated into the development with no differences between DMR and market units.

- 4.11.4 The Mayor's strong preference is for DMR homes to be let at **London Living Rent** level, to ensure city-wide consistency in approach. Unlike other DMR products, London Living Rent has an advantage in that it has a London-wide electoral mandate, can be consistently understood and applied across London, can earn the public's trust as being genuinely affordable, and will be backed by the GLA who will uprate it every year. DMR should be allocated according to intermediate eligibility criteria, which can include locally defined eligibility criteria. Where the borough has an intermediate or DMR waiting list they should agree with the applicant a process for providing priority access to the DMR units for those on the waiting list.
- 4.11.5 A threshold level of affordable housing has been introduced to provide an opportunity for Built to Rent schemes to take advantage of the Fast Track Route offered to Build for Sale schemes.
- 4.11.6 To follow the **Fast Track Route** schemes should provide the threshold level of DMR homes with at least 30 per cent let at London Living Rent levels. The remainder should be provided at a range of genuinely affordable discounts below market rent based on local need to be agreed with the borough and Mayor where relevant. The thresholds and required discounts to market rent will be reviewed and if necessary updated in 2021 through Supplementary Planning Guidance.
- 4.11.7 Proposals that do not provide 35 per cent affordable housing at the required discount to market rents, or 50 per cent on public sector land, or 50 per cent on industrial land appropriate for residential uses in accordance with Policy E7 Industrial intensification, co-location and substitution where the scheme would result in a net loss of industrial capacity, or that do not meet the criteria of Part C of Policy H5 Threshold approach to applications will be subject to the **Viability Tested Route** under Part E of Policy H5 Threshold approach to applications.
- 4.11.8 In all cases the borough must ensure that the DMR units fully meet the definition of **intermediate housing** and are affordable to those eligible for intermediate rented housing in London, taking into account the Mayor's guidance on this issue.
- 4.11.9 Schemes that do not meet the Build to Rent definition set out in Part B and that do not provide a 15-year covenant or a clawback agreement in line with the Mayor's guidance will not qualify for the Build to Rent policy approach. These will be treated as **Build for Sale** developments for the purposes of determining affordable housing requirements.

- 4.11.10 Where justified in a Development Plan, boroughs can require a proportion of affordable housing as **low-cost rent** (social rent or London Affordable Rent see 4.6.4) on Build to Rent schemes in accordance with Part A of Policy H6 Affordable housing tenure. Low-cost rent homes must be managed by a registered provider. The low-cost rent affordable housing would contribute towards the relevant threshold required to meet the fast track route, as set out in paragraph 4.11.6. DMR is an intermediate product and is managed and allocated as such, therefore it is not appropriate to seek DMR at or close to social rent levels.
- 4.11.11 Schemes that qualify for the Fast Track Route will not need to provide a full viability assessment but will be subject the **15-year covenant and clawback** given the Build to Rent policy approach to affordable housing.⁷⁰
- 4.11.12 The majority of DMR products, where they meet the requirements of the Community Infrastructure Levy (CIL) regulations qualify for **mandatory CIL relief**.⁷¹
- 4.11.13 Further **support for Build to Rent** can be given by boroughs through:
- allocating specific sites for Build to Rent or requiring an element of Build to Rent on larger sites in order to accelerate build out of the site
 - encouraging long-term institutional investment, working with the GLA and partners
 - supporting institutional investment on public sector land, including exploring the use of joint ventures or deferred receipts.
- 4.11.14 Further guidance on Build to Rent schemes can be found in the Mayor's Affordable Housing and Viability SPG.

⁷⁰ A valuation of the market and affordable units must be included within the S106 agreement to enable the level of clawback to be calculated in the event that the covenant is broken.

⁷¹ The Community Infrastructure Levy (Amendment) Regulation 2015 – amendment to Part 6 – exemptions and reliefs.



Policy H12 Supported and specialised accommodation

A The delivery, retention and refurbishment of supported and specialised housing which meets an identified need should be supported. The form this takes will vary, and it should be designed to satisfy the requirements of the specific use or group it is intended for, whilst providing options within the accommodation offer for the diversity of London's population, including disabled Londoners (see [Policy D7 Accessible housing](#)) within a wider inclusive community setting. Boroughs should undertake assessments of the need for short-term, medium-term and permanent supported and specialised accommodation within their borough. Supported and specialised accommodation could include:

- 1) accommodation for people leaving hostels, refuges and other supported housing, as well as care leavers and people leaving prison to enable them to live independently
- 2) accommodation for young people with support needs
- 3) reablement accommodation (intensive short-term) for people who are ready to be discharged from hospital but who require additional support to be able to return safely to live independently at home, or to move into appropriate long-term accommodation
- 4) accommodation for disabled people (including people with physical and sensory impairments and learning difficulties) who require additional support or for whom living independently is not possible
- 5) accommodation (short-term or long-term) for people with mental health issues who require intensive support
- 6) accommodation for rough sleepers
- 7) accommodation for victims of domestic abuse
- 8) accommodation for victims of violence against women and girls

4.12.1 In undertaking **assessments of the need for supported and specialised accommodation**, existing accommodation options available within boroughs should be audited identifying any shortages in capacity or potential extra capacity within schemes, as well as accommodation in need of refurbishment. Boroughs should then use this information to plan to meet identified need, working with relevant authorities, such as children's and adult services, the NHS

and relevant charities. For some groups, need may be best assessed and met on a multi-borough or pan-London basis.

- 4.12.2 Supported and specialised accommodation can include accommodation that incorporates support for a particular group, sometimes until they are ready to move on. This could potentially be in a hostel setting and is likely to include some communal facilities, but it does not include visitor accommodation.

Policy H13 Specialist older persons housing

- A Boroughs should work positively and collaboratively with providers to identify sites which may be suitable for specialist older persons housing taking account of:
- 1) local housing needs information including data on the local type and tenure of demand, and the indicative benchmarks set out in [Table 4.3](#)
 - 2) the need for sites to be well-connected in terms of contributing to an inclusive neighbourhood, having access to relevant facilities, social infrastructure and health care, and being well served by public transport
 - 3) the increasing need for accommodation suitable for people with dementia.
- B Specialist older persons housing provision should deliver:
- 1) affordable housing in accordance with [Policy H4 Delivering affordable housing](#), and [Policy H5 Threshold approach to applications](#)
 - 2) accessible housing in accordance with [Policy D7 Accessible housing](#)
 - 3) the highest standards of accessible and inclusive design in accordance with [Policy D5 Inclusive design](#)
 - 4) suitable levels of safe storage and charging facilities for residents' mobility scooters
 - 5) pick up and drop off facilities close to the principal entrance suitable for taxis (with appropriate kerbs), minibuses and ambulances.

- 4.13.1 While London is a 'young city', it is expected to experience substantial growth in its older population. By 2029 the number of older person households (aged 65 and over) will have increased by 37 per cent, with households aged 75 and over (who are most likely to move into specialist older persons housing) increasing by 42 per cent. Appropriate accommodation is needed to **meet the needs of older Londoners**.
- 4.13.2 Some older Londoners may wish to **downsize**, move closer to family or friends or be closer to services and facilities, but they may not want to move into specialist older persons housing. Boroughs and applicants should recognise the important role that new, non-specialist residential developments play in providing suitable and attractive accommodation options for older Londoners, particularly developments in or close to town centres, near to relevant facilities and in areas well-served by public transport.
- 4.13.3 In some circumstances, older people may choose to seek alternative, more tailored **specialist accommodation**. There is a range of specialist accommodation options providing a different offer and level of care.
- 4.13.4 This policy contains requirements for 'specialist older person housing'. It does not apply to accommodation that has the following attributes, which is considered '**care home accommodation**':
- personal care and accommodation are provided together as a package with no clear separation between the two
 - the person using the service cannot choose to receive personal care from another provider
 - people using the service do not hold occupancy agreements such as tenancy agreements, licensing agreements, licences to occupy premises, or leasehold agreements or a freehold
 - likely CQC-regulated activity⁷² will be 'accommodation for persons who require nursing or personal care'

⁷²

Housing with care: Guidance on regulated activities for providers of supported living and extra care housing, Care Quality Commission, 2015 <https://www.cqc.org.uk/files/housing-care-october-2015>

- 4.13.5 Specialist older persons housing that does not provide an element of care but is specifically designed and managed for older people (minimum age of 55 years) is covered by the requirements of this policy.
- 4.13.6 In addition to this, the requirements of this policy also cover specialist older persons housing that has the following attributes:
- i. where care is provided or available;
 - a. there are separate contracts/agreements in place for the personal care and accommodation elements, and/or
 - b. residents have a choice as to who provides their personal care
 - ii. housing is occupied under a long lease or freehold, or a tenancy agreement, licensing agreement, license to occupy premises or a leasehold agreement
 - iii. housing provided is specifically designed and managed for older people (minimum age of 55 years)
 - iv. likely CQC-regulated activity⁷³ will be 'personal care'
- 4.13.7 Where a development does not meet the attributes of 'specialist older persons housing' as defined by paragraph 4.13.6 or the attributes of 'care home accommodation' as defined by paragraph 4.13.4, then the general housing policies in the Plan apply.
- 4.13.8 Research⁷⁴ has identified a **total potential demand** in London across all tenures for just over 4,000 specialist older persons units a year between 2017 and 2029. Table 4.3 provides annual borough benchmarks for specialist older persons housing 2017-2029.
- 4.13.9 These benchmarks are designed to inform **local level assessments** of specialist housing need. Boroughs should plan proactively to meet identified need for older persons accommodation.
- 4.13.10 Looking beyond 2029 to 2041, the number of older persons households will continue to increase, although at a slightly slower rate than from 2017 to 2029.
- 4.13.11 The fast track route for affordable housing delivery is available for specialist older persons housing providers. Where an application does not meet the requirements set out in Part C of Policy H5 Threshold approach to applications

⁷³ Housing with care: Guidance on regulated activities for providers of supported living and extra care housing, Care Quality Commission, 2015 <https://www.cqc.org.uk/files/housing-care-october-2015>

⁷⁴ London Plan research reports can be found at <https://www.london.gov.uk/what-we-do/planning/london-plan/london-plan-technical-and-research-reports>

it must follow the Viability Tested Route. However, the **tenure split** requirements for specialist older persons housing may differ to those set out in [Policy H6 Affordable housing tenure](#). Where they do, they should be clearly set out in local Development Plan Documents or supplementary guidance.

- 4.13.12 Specialist older persons housing developments should also provide a suitable level of **safe storage and charging facilities** for residents' mobility scooters, to prevent the storage of these in communal corridors or spaces which are not designed or suitable for this purpose.
- 4.13.13 **Dementia** does not just affect older people; however the total number of older people with dementia in London is forecast to rise from 73,825 in 2017 to 96,939 in 2029, an increase of 31 per cent. Methods of offering support for people with dementia have improved in recent years, as have accommodation options. There is currently no clear evidence identifying the best method of provision of dementia care or accommodation, and it is likely that a range of solutions will continue to develop. Boroughs should consider the need for accommodation for people with dementia within specialist older persons housing developments.
- 4.13.14 **Care home accommodation (C2)** is an important element of the suite of accommodation options for older Londoners and this should be recognised by boroughs and applicants. To meet the predicted increase in demand for care home beds to 2029, London needs to provide an average of 867 care home beds a year. The provision of Care Quality Commission rated Good or Outstanding care home beds is growing at around 3,525 bed-spaces a year in London and provision of dementia-capable bed spaces at a rate of 2,430 places a year. If the rates of supply and demand remain constant it should be possible to meet potential demand for both care home beds and dementia care home beds.

Table 4.3 - Annual borough benchmarks for specialist older persons housing 2017-2029

London Borough	Annual Benchmarks (units per annum)
Barking & Dagenham	70
Barnet	275
Bexley	145
Brent	230
Bromley	210
Camden	105
City of London	10
Croydon	225
Ealing	200
Enfield	195
Greenwich	105
Hackney	40
Hammersmith & Fulham	70
Haringey	110
Harrow	165
Havering	185
Hillingdon	180
Hounslow	135
Islington	60
Kensington & Chelsea	85
Kingston	105
Lambeth	70
Lewisham	100
Merton	105
Newham	85
Redbridge	155
Richmond	155
Southwark	65
Sutton	100
Tower Hamlets	45
Waltham Forest	110
Wandsworth	120
Westminster	100
Total	4,115

Policy H14 Gypsy and traveller accommodation

- A Boroughs should plan to meet the identified need for permanent gypsy and traveller pitches and must include ten-year pitch targets in their Development Plan Documents.
- B Boroughs that have not undertaken a needs assessment since 2008 should use the figure of need for gypsy and traveller accommodation provided in [Table 4.4](#) as identified need for pitches until a needs assessment is undertaken as part of their Development Plan review process.
- C Boroughs that have undertaken a needs assessment since 2008 should update this as part of their Development Plan review process.
- D Boroughs should undertake an audit of existing local authority provided gypsy and traveller sites and pitches, working with residents occupying these, identifying:
 - 1) areas of overcrowding
 - 2) areas of potential extra capacity within existing sites
 - 3) pitches in need of refurbishment and/or provision of enhanced infrastructure (including utilities, open space and landscaping).
- E Boroughs should plan to address issues identified in the audits.
- F Boroughs should actively plan to protect existing gypsy and traveller and Travelling Showpeople or circus people pitch or plot capacity, and this should be taken into account when considering new residential developments to ensure inclusive, balanced and cohesive communities are created.

- 4.14.1 Boroughs should **actively plan for gypsy and travellers' accommodation needs**, and should ensure that new sites are well-connected to social infrastructure, health care, education and public transport facilities, and contribute to a wider, inclusive neighbourhood.
- 4.14.2 The Mayor will initiate and lead a **London-wide gypsy and traveller accommodation needs assessment**, and will work to support boroughs in finding ways to make provision for gypsy and traveller accommodation. Until the findings of this new London-wide needs assessment are available for use in Development Plans boroughs should continue to plan to meet the need for permanent gypsy and traveller pitches in accordance with the requirements of [Policy H14 Gypsy and traveller accommodation](#), with a particular focus on Part B.

- 4.14.3 Insufficient pitch provision can lead to a rise in **unauthorised encampments**, with implications for the health and wellbeing of gypsy and travellers, community cohesion and costs for boroughs.
- 4.14.4 It is acknowledged that, in addition to permanent sites, suitable **short-term sites** are an important component of the suite of accommodation for gypsy and travellers. Research is currently underway to understand how a 'negotiated stopping' approach could work in London as a way of minimising the number of unauthorised encampments.
- 4.14.5 To assist boroughs in meeting identified need, **Mayoral funding** will be available through the Homes for Londoners Affordable Homes Programme for the provision of new pitches, on a single or multi-borough basis, and for refurbishment of existing pitches identified via an audit of existing pitches.
- 4.14.6 Where **new gypsy and traveller pitches** are proposed, the pitch and site layouts and the design of service blocks should be accessible and adaptable to ensure they are suitable for a range of users including disabled and older people, and families with young children.
- 4.14.7 If existing gypsy and traveller pitches or Travelling Showpeople's or circus people's sites or plots have to be **re-located or re-provided** within a borough, the new provision should take into account existing family or community groupings and avoid splitting these up wherever possible. Residents occupying pitches, sites or plots should be involved in the planning of any unavoidable re-locations to ensure satisfactory solutions are achieved, and replacement accommodation should be secured before relocation takes place.
- 4.14.8 The requirements of H14 are in addition to the duties under **section 124 of the Housing and Planning Act 2016**, which require local housing authorities to consider the needs of people residing in or resorting to their district with respect to the provision of both sites on which caravans can be stationed, or places on inland waterways where houseboats can be moored.

Table 4.4 - Need for gypsy and traveller pitches from London Boroughs' Gypsy and Traveller Accommodation Needs Assessment March 2008,⁷⁵ midpoint need figure 2007-2017

Borough	Need
Barking and Dagenham	8
Barnet	8
Bexley*	N/A
Brent	18
Bromley	74
Camden	4
City of London	0
Croydon	15
Ealing	38
Enfield	1
Greenwich	34
Hackney	24
Hammersmith and Fulham	3
Haringey	32
Harrow	8
Havering	20
Hillingdon	25
Hounslow	11
Islington	2
Kensington and Chelsea	9
Kingston upon Thames	10
Lambeth	7
Lewisham	12
Merton	10
Newham	15
Redbridge	11
Richmond upon Thames	9
Southwark	15
Sutton	11
Tower Hamlets	33
Waltham Forest	5
Wandsworth	7
Westminster	0

* London Borough of Bexley was excluded from the commissioning of this research and no survey work took place there.

⁷⁵ London Boroughs' Gypsy and Traveller Accommodation Needs Assessment, Forham Research, 2008: https://www.london.gov.uk/sites/default/files/london_boroughs_gypsy_and_traveller_accommodation_needs_assessment_-_final_report_-_2008_-_fordham_research.pdf

Policy H15 Purpose-built student accommodation

- A Boroughs should seek to ensure that local and strategic need for purpose-built student accommodation is addressed, provided that:
- 1) at the neighbourhood level, the development contributes to a mixed and inclusive neighbourhood
 - 2) the use of the accommodation is secured for students⁷⁶
 - 3) the majority of the bedrooms in the development including all of the affordable student accommodation bedrooms are secured through a nomination agreement for occupation by students of one or more higher education provider⁷⁷
 - 4) the maximum level of accommodation is secured as affordable student accommodation as defined through the London Plan and associated guidance:
 - a) to follow the Fast Track Route, at least 35 per cent of the accommodation must be secured as affordable student accommodation or 50 per cent where the development is on public land or industrial land appropriate for residential uses in accordance with Policy E7 Industrial intensification, co-location and substitution

⁷⁶ For the implementation of this policy a student is a person following a course in higher education as recognised by the Office for Students.

⁷⁷ A higher education provider is defined as an education institution that provides a designated course that has been approved by the Department for Education for higher education study which allows the student to apply for government-financed student loans. Higher education study is at qualification Level 4 or above (i.e. above A-level or equivalent). Further information on qualification levels can be found here: <https://www.gov.uk/what-different-qualification-levels-mean/list-of-qualification-levels>. The Office for Students provides a register listing all the English higher education providers that it officially recognises, which can be found at <https://www.officeforstudents.org.uk/advice-and-guidance/the-register/the-ofs-register/>. This register can be used to determine if a higher education provider delivers designated courses and thus satisfies the above definition. Further advice on higher education providers and designated courses can be obtained by contacting London Higher at enquiry@londonhigher.ac.uk

- b) where the requirements of 4a above are not met, applications must follow the Viability Tested Route set out in Policy H5 Threshold approach to applications, Part E
 - c) the affordable student accommodation bedrooms should be allocated by the higher education provider(s) that operates the accommodation, or has the nomination right to it, to students it considers most in need of the accommodation.
 - 5) the accommodation provides adequate functional living space and layout.
- B Boroughs, student accommodation providers and higher education providers are encouraged to develop student accommodation in locations well-connected to local services by walking, cycling and public transport, as part of mixed-use regeneration and redevelopment schemes.

- 4.15.1 London's higher education providers make a significant contribution to its economy and labour market. It is important that their attractiveness and potential growth are not compromised by inadequate provision for new student accommodation. The housing need of students in London, whether in **Purpose-Built Student Accommodation** (PBSA) or shared conventional housing, is an element of the overall housing need for London determined in the 2017 London SHMA. London's overall housing need in the SHMA is expressed in terms of the number of conventional self-contained housing units. However, new flats, houses or bedrooms in PBSA all contribute to meeting London's housing need. The completion of new PBSA therefore contributes to meeting London's overall housing need and is not in addition to this need.
- 4.15.2 The **overall strategic requirement for PBSA** in London has been established through the work of the Mayor's Academic Forum, and a requirement for 3,500 PBSA bed spaces to be provided annually over the Plan period has been identified.⁷⁸ Meeting the requirement for PBSA should not undermine policy to secure mixed and inclusive neighbourhoods.
- 4.15.3 The strategic need for PBSA is not broken down into borough-level targets as the location of this need will vary over the Plan period with changes in higher education providers' estate and expansion plans, availability of appropriate

⁷⁸ Student population projections and accommodation need for new London Plan 2017 (amended October 2018) GLA

sites, and changes in Government policy that affect their growth and funding. To demonstrate that there is a need for a new PBSA development and ensure the accommodation will be supporting London's higher education providers, the student accommodation must either be operated directly by a higher education provider or the development must have an agreement in place from initial occupation with one or more higher education providers, to provide housing for its students, and to commit to having such an agreement for as long as the development is used for student accommodation. This agreement is known as a **nomination agreement**. A majority of the bedrooms in the development must be covered by these agreements. Therefore, the borough should ensure, through condition or legal agreement, that the development will, from the point of occupation, maintain a nomination agreement or enter a new nomination agreement with one or more higher education provider(s) for a majority of the bedrooms in the development, for as long as it is used as student accommodation. There is no requirement for the higher education provider linked by the agreement to the PBSA to be located within the borough where the development is proposed.

- 4.15.4 Where all the bedrooms in the PBSA development are provided at a rental cost that qualifies as affordable student accommodation as defined in paragraph [4.15.8](#) and maintained in perpetuity through legal agreement or condition, there is no requirement for it to have a nomination agreement with a higher education provider.
- 4.15.5 If the accommodation is not secured for use by students and secured through a nomination agreement for occupation by students of one or more higher educational providers as set out in paragraph [4.15.3](#) or is exempt from this requirement as set out in paragraph [4.15.4](#), it will not be considered as purpose-built student accommodation or meeting a need for purpose-built student accommodation; and the development proposal will normally be considered large-scale **purpose-built shared living** and be assessed by the requirements of [Policy H16 Large-scale purpose-built shared living](#).
- 4.15.6 PBSA should provide adequate functional living space and layout for the occupants. The **design** of the development must be high quality and in accordance with the requirements of [Policy D3 Optimising site capacity through the design-led approach](#).
- 4.15.7 To ensure students with an income equivalent to that provided to full-time UK students by state-funded sources of financial support for living costs can afford to stay in PBSA, the maximum number of bedrooms in PBSA are required to be affordable at this income level. The rental cost for this affordable student accommodation has been defined through the work of the

Mayor's Academic Forum.⁷⁹ In addition, the Mayor seeks the development of student accommodation which is affordable for the student body as a whole. Providers of PBSA are encouraged to develop models for delivery of PBSA in London which **minimise rental costs** for the majority of the bedrooms in the development and bring these rates nearer to the rate of affordable student accommodation.

- 4.15.8 The **definition of affordable student accommodation** is a PBSA bedroom that is provided at a rental cost for the academic year equal to or below 55 per cent of the maximum income that a new full-time student studying in London and living away from home could receive from the Government's maintenance loan for living costs for that academic year. The actual amount the Mayor defines as affordable student accommodation for the coming academic year is published in the Mayor's Annual Monitoring Report. Should the Government make significant changes to the operation of the maintenance loan for living costs as the main source of income available from the Government for higher education students, the Mayor will review the definition of affordable student accommodation and may provide updated guidance.
- 4.15.9 To provide greater certainty, speed up the planning process and increase the delivery of affordable student accommodation, a threshold has been introduced for PBSA schemes to take advantage of the Fast Track Route. To follow the **Fast Track Route** the amount of affordable student accommodation provided should be at least 35 per cent of student bedrooms in the development, or 50 per cent where required by Part B of [Policy H5 Threshold approach to applications](#). If the required threshold for affordable student accommodation is not met, a scheme will be considered under the **Viability Tested Route** in line with Part E of [Policy H5 Threshold approach to applications](#) and the Mayor's Affordable Housing and Viability SPG.
- 4.15.10 The affordable student accommodation should be equivalent to the non-affordable rooms in the development in terms of room sizes and room occupancy level. The **rent** charged must include all services and utilities which are offered as part of the package for an equivalent non-affordable room in the development. There should be no additional charges specific to the affordable accommodation.
- 4.15.11 The **initial annual rental cost** for the element of affordable accommodation should not exceed the level set out in the Mayor's Annual Monitoring Report for

⁷⁹ The Mayor's Academic Forum is composed of representatives from the boroughs, universities, private and voluntary sector accommodation providers and students, and is chaired and serviced by the GLA.

the relevant year. For following years, the rental cost for this accommodation can be linked to changes in a nationally-recognised index of inflation such as the Consumer Prices Index or CPIH.⁸⁰ A review period, such as every three years, could be set by the borough to allow for recalibrating the affordable student accommodation to the level stated as affordable in the Mayor's Annual Monitoring Report.

- 4.15.12 Where the development is not operated directly by a higher education provider, the affordable student accommodation bedrooms should be part of the PBSA that is subject to a nomination agreement. **Allocation** of affordable student accommodation should be by the higher education provider(s) which operates it or has the nomination right to it, and the provider(s) should allocate the rooms to students it considers most in need of the accommodation.
- 4.15.13 To enable providers of PBSA to maximise the delivery of affordable student accommodation by increasing the profitability of the development, boroughs should consider allowing the **temporary use of accommodation** during vacation periods for ancillary uses. Examples of such uses, amongst others, include providing accommodation for conference delegates, visitors, interns on university placements, and students on short-term education courses at any institution approved in advance by the borough. The temporary use should not disrupt the accommodation of the resident students during their academic year. Conditions and/or legal agreements could be attached to any planning permission to ensure that the ancillary use does not result in a material change of use of the building.
- 4.15.14 Where a PBSA development meets all the requirements of Part A, boroughs should not require on-site provision of, or a contribution towards, conventional Use Class C3 affordable housing.
- 4.15.15 In **monitoring** the implementation of this policy, particular regard will be given to the delivery of PBSA, the amount of affordable student accommodation provided, and the rental costs of the non-affordable rooms in PBSA developments.

⁸⁰

CPIH is a new additional measure of consumer price inflation including a measure of owner occupiers' housing costs, please see this webpage for further information: <https://www.ons.gov.uk/economy/inflationandpriceindices/qmis/consumerpriceinflationqmi>.

Policy H16 Large-scale purpose-built shared living

- A Large-scale purpose-built shared living development⁸¹ must meet the following criteria:
- 1) it is of good quality and design
 - 2) it contributes towards mixed and inclusive neighbourhoods
 - 3) it is located in an area well-connected to local services and employment by walking, cycling and public transport, and its design does not contribute to car dependency
 - 4) it is under single management
 - 5) its units are all for rent with minimum tenancy lengths of no less than three months
 - 6) communal facilities and services are provided that are sufficient to meet the requirements of the intended number of residents and offer at least:
 - a) convenient access to a communal kitchen
 - b) outside communal amenity space (roof terrace and/or garden)
 - c) internal communal amenity space (dining rooms, lounges)
 - d) laundry and drying facilities
 - e) a concierge
 - f) bedding and linen changing and/or room cleaning services.
 - 7) the private units provide adequate functional living space and layout, and are not self-contained homes or capable of being used as self-contained homes
 - 8) a management plan is provided with the application
 - 9) it delivers a cash in lieu contribution towards conventional C3 affordable housing. Boroughs should seek this contribution for the provision of new C3 off-site affordable housing as either an:
 - a) upfront cash in lieu payment to the local authority, or
 - b) in perpetuity annual payment to the local authority

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Large-scale purpose-built shared living developments are sui generis

- 10) In both cases developments are expected to provide a contribution that is equivalent to 35 per cent of the units, or 50 per cent where the development is on public sector land or industrial land appropriate for residential uses in accordance with Policy E7 Industrial intensification, co-location and substitution, to be provided at a discount of 50 per cent of the market rent. All large-scale purpose-built shared living schemes will be subject to the Viability Tested Route set out in Policy H5 Threshold approach to applications, however, developments which provide a contribution equal to 35 per cent of the units at a discount of 50 per cent of the market rent will not be subject to a Late Stage Viability Review.

- 4.16.1 **Large-scale shared living developments** may provide a housing option for single person households who cannot or choose not to live in self-contained homes or HMOs. This policy is required to ensure that new purpose-built shared living developments are of acceptable quality, well-managed and integrated into their surroundings.
- 4.16.2 This policy applies to large-scale purpose-built shared living developments which in planning terms are **sui generis non-self-contained market housing**. These are not restricted to particular groups by occupation or specific need such as students, nurses or people requiring temporary or emergency accommodation proposed by speciality providers.
- 4.16.3 Large-scale purpose-built shared living developments are generally of at least 50 units. This type of accommodation is seen as providing an alternative to traditional flat shares and includes additional services and facilities, such as room cleaning, bed linen, on-site gym and concierge service. **Tenancies** should be for a minimum of three months to ensure large-scale purpose-built shared living developments do not effectively operate as a hostel.
- 4.16.4 A **management plan** must be produced and submitted with the planning application showing how the whole development will be managed and maintained to ensure the continued quality of the accommodation, communal facilities and services, and that it will positively integrate into the surrounding communities. The agreed management plan should be secured through a Section 106 agreement and should include, but not be limited to, detailed information on:
- a. security and fire safety procedures
 - b. move in and move out arrangements

- c. how all internal and external areas of the development will be maintained
- d. how communal spaces and private units will be cleaned and how linen changing services will operate
- e. how deliveries for servicing the development and residents' deliveries will be managed.

4.16.5 It is important within a large-scale purpose-built shared living development to **create a sense of community**. Buildings should be designed and managed in a way that lowers barriers to social interaction and encourages engagement between people:

- incidental meeting spaces should be provided in public and semi-public spaces within the building
- communal kitchen spaces should be designed for social interaction, such as shared kitchens with cooking stations facing each other
- amenity spaces should be of a size and quality that actively encourages their use and community engagement
- where appropriate, entrance lobbies and public amenities such as restaurants and bars should encourage use by the surrounding local community as well as the internal community.

4.16.6 The private units should be appropriately sized to be comfortable and functional for a tenant's needs and may include facilities such as en-suite bathrooms and limited cooking facilities. There are currently no minimum space standards for communal and private areas of this type of accommodation. Given the generally small size of the private space in these developments, the **communal amenity spaces** are important elements in ensuring that the quality of the overall residential amenity is acceptable. If deemed necessary, the Mayor will produce planning guidance, including space standards, for this form of accommodation.

4.16.7 This form of accommodation is required to **contribute to affordable housing**. However, because it does not meet minimum housing space standards it is not considered suitable as a form of affordable housing itself. Therefore, a financial contribution is required for affordable housing provided through the borough's affordable housing programme.

4.16.8 A borough can decide whether it would prefer the **financial contribution** as a single upfront payment for affordable housing (Part A9a of Policy H16 Large-scale purpose-built shared living), which will be based on a 50 per cent discount to market value of 35 per cent of the units, or 50 per cent where the development is on public sector land or industrial land appropriate for residential uses in accordance with Policy E7 Industrial intensification, co-location and

substitution, or an ongoing in perpetuity payment linked to actual rental income (Part A9b of [Policy H16 Large-scale purpose-built shared living](#)). The ongoing payment should be based on 50 per cent of rental income for 35 per cent of units for as long as the development is used for this form of accommodation. Because of the immaturity of the market for this type of development, all large-scale purpose-built shared living developments will be assessed under the Viability Tested Route as set out in [Policy H5 Threshold approach to applications](#). However, schemes which meet the relevant threshold will not be subject to a Late Stage Viability Review.

- 4.16.9 The **rental cost** of this form of accommodation is not directly comparable to the rental costs of conventional Use Class C3 housing, as shared living units are significantly smaller than the minimum housing space standard i.e. a one person dwelling of 37 sq.m.. Shared living tenants typically pay a room rate that includes utility costs and rent. If a comparison is undertaken it should be on a square metre rental rate, excluding utility costs, of the private accommodation and not a unit rental rate.

Chapter 7

Heritage and Culture



Policy HC1 Heritage conservation and growth

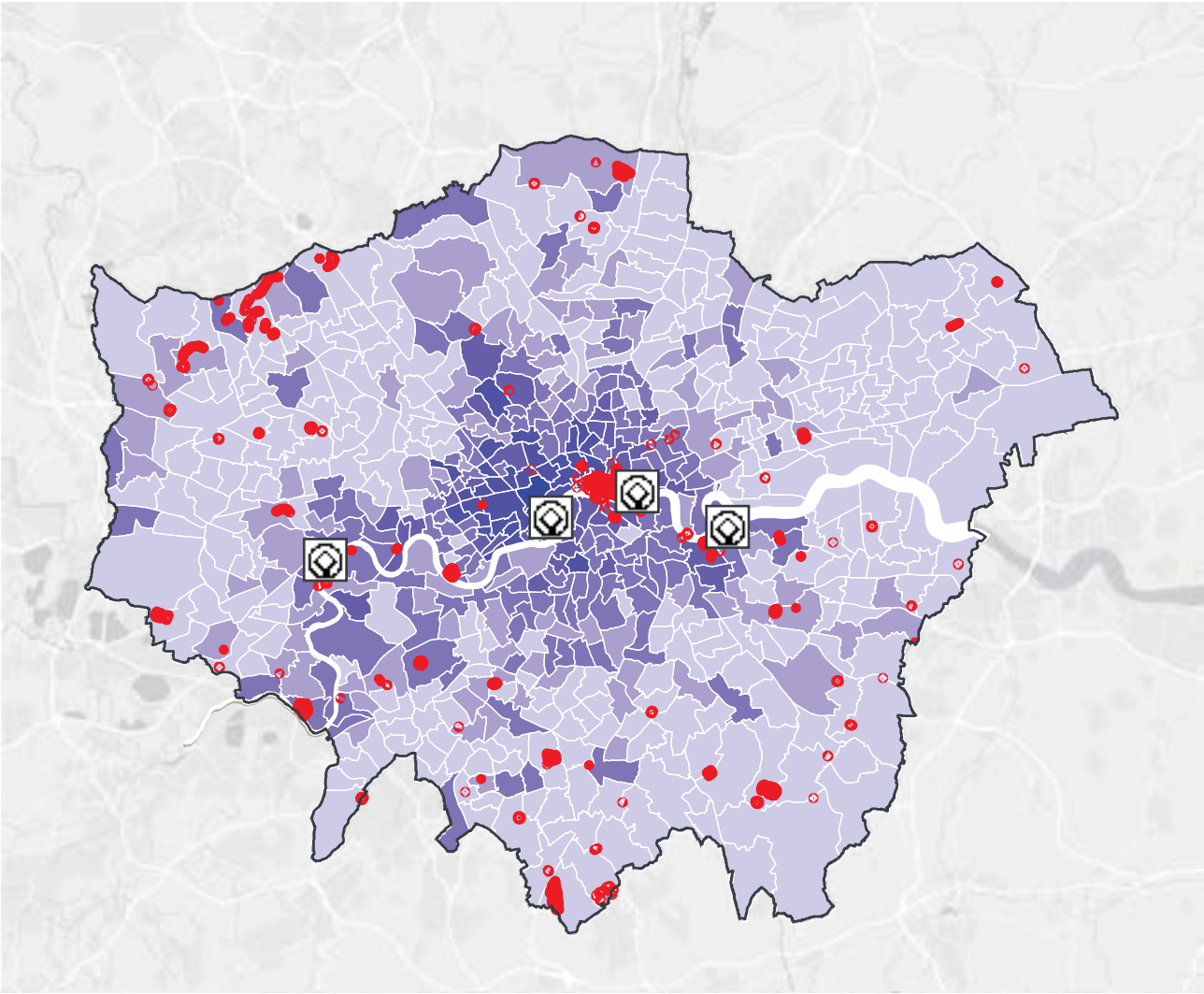
- A Boroughs should, in consultation with Historic England, local communities and other statutory and relevant organisations, develop evidence that demonstrates a clear understanding of London's historic environment. This evidence should be used for identifying, understanding, conserving, and enhancing the historic environment and heritage assets, and improving access to, and interpretation of, the heritage assets, landscapes and archaeology within their area.
- B Development Plans and strategies should demonstrate a clear understanding of the historic environment and the heritage values of sites or areas and their relationship with their surroundings. This knowledge should be used to inform the effective integration of London's heritage in regenerative change by:
- 1) setting out a clear vision that recognises and embeds the role of heritage in place-making
 - 2) utilising the heritage significance of a site or area in the planning and design process
 - 3) integrating the conservation and enhancement of heritage assets and their settings with innovative and creative contextual architectural responses that contribute to their significance and sense of place
 - 4) delivering positive benefits that conserve and enhance the historic environment, as well as contributing to the economic viability, accessibility and environmental quality of a place, and to social wellbeing.
- C Development proposals affecting heritage assets, and their settings, should conserve their significance, by being sympathetic to the assets' significance and appreciation within their surroundings. The cumulative impacts of incremental change from development on heritage assets and their settings should also be actively managed. Development proposals should avoid harm and identify enhancement opportunities by integrating heritage considerations early on in the design process.
- D Development proposals should identify assets of archaeological significance and use this information to avoid harm or minimise it through design and appropriate mitigation. Where applicable, development should make provision for the protection of significant archaeological assets and landscapes. The protection of undesignated heritage assets of

archaeological interest equivalent to a scheduled monument should be given equivalent weight to designated heritage assets.

- E Where heritage assets have been identified as being At Risk, boroughs should identify specific opportunities for them to contribute to regeneration and place-making, and they should set out strategies for their repair and re-use.

- 7.1.1 London's historic environment, represented in its built form, landscape heritage and archaeology, provides a depth of character that benefits the city's economy, culture and quality of life. The built environment, combined with its historic landscapes, provides a unique sense of place, whilst layers of architectural history provide an environment that is of **local, national and international value**. London's heritage assets and historic environment are irreplaceable and an essential part of what makes London a vibrant and successful city, and their effective management is a fundamental component of achieving good growth. The Mayor will develop a London-wide Heritage Strategy, together with Historic England and other partners, to support the capital's heritage and the delivery of heritage-led growth.
- 7.1.2 London's **diverse range of designated and non-designated heritage assets** contributes to its status as a world-class city. Designated assets currently include four World Heritage Sites, over 1,000 conservation areas, 19,000 list entries for historic buildings, 150 registered parks and gardens, 160 scheduled monuments, and one battlefield. Non-designated assets cover an even wider range of features including buildings of local interest, most archaeological remains, canals, docks and waterways, historic hedgerows, ancient woodlands, and ancient and veteran trees. The distribution of designated assets differs across different parts of London, and is shown in [Figure 7.1](#), [Figure 7.2](#), [Figure 7.3](#), and [Figure 7.4](#). Note that these maps are for illustrative purposes only.

Figure 7.1 - Listed Buildings, Scheduled Monuments and World Heritage Sites



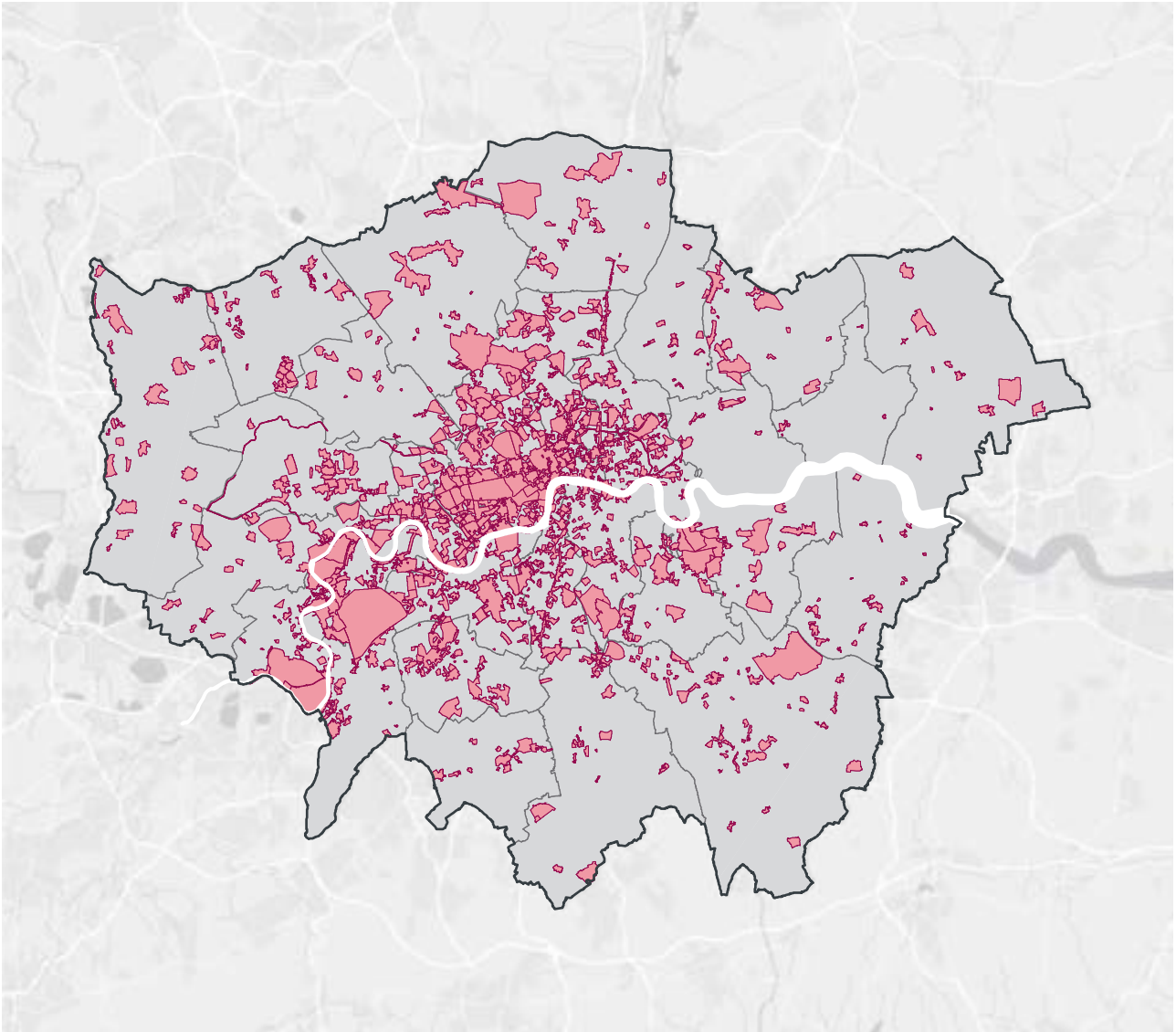
Listed Buildings
per square km

- 350 - 710
- 100 - 349
- 50 - 99
- 10 - 49
- 5 - 9
- 0 - 4

- Scheduled Monuments
- UNESCO World Heritage Sites
from left to right: Royal
Botanical Gardens, Kew;
Westminster;
Tower of London; and
Maritime Greenwich

Source: Historic
England

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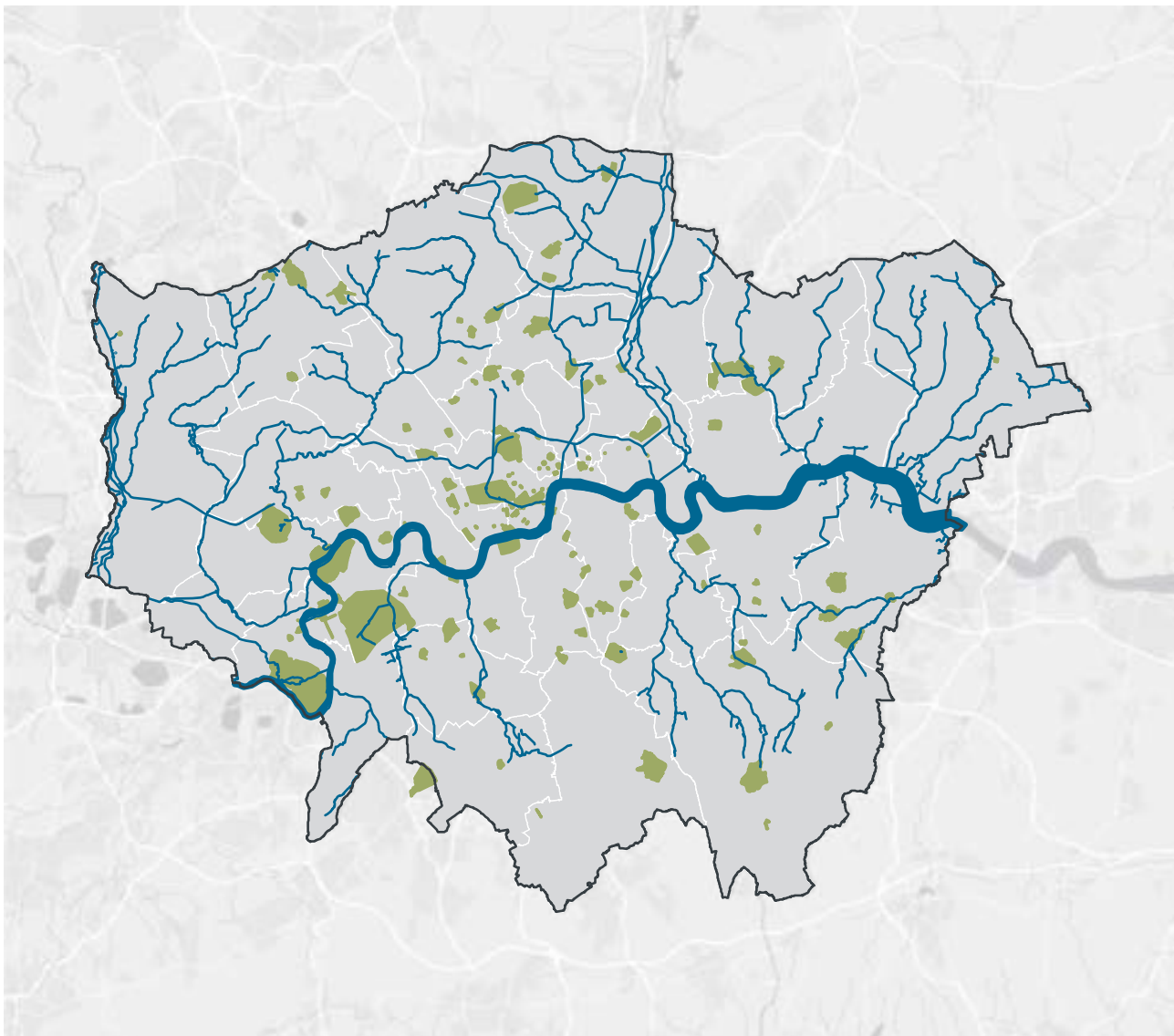
Figure 7.2 - London's Conservation Areas**London's Conservation Areas**

Conservation Areas
London boroughs designate and review

Source: Historic
England



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Figure 7.3 - London's Waterways and Registered Historic Parks & Gardens**London's Waterways and Registered Parks and Gardens**

- Registered Historic Parks and Gardens
- Waterways

This map shows the spatial distribution of London's Registered Historic Parks and Gardens, which are designated heritage assets. It also shows the extensive network of London's waterways, many of which will have historic significance.

Source: Historic England

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- 7.1.3 Ensuring the **identification and sensitive management of London's heritage assets**, in tandem with promotion of the highest standards of architecture, will be essential to maintaining the blend of old and new that contributes to the capital's unique character. London's heritage reflects the city's diversity, its people and their impact on its structure. When assessing the significance of heritage assets, it is important to appreciate the influence of past human cultural activity from all sections of London's diverse community. Every opportunity to bring the story of London to people and improve the accessibility and maintenance of London's heritage should be exploited. Supporting infrastructure and visitor facilities may be required to improve access and enhance appreciation of London's heritage assets.
- 7.1.4 Many heritage assets make a significant contribution to local character which should be sustained and enhanced. The Greater London Historic Environment Record (GLHER)¹²⁷ is a comprehensive and dynamic resource for the historic environment of London containing over 196,000 entries. In addition to utilising this record, boroughs' existing **evidence bases**, including character appraisals, conservation plans and local lists should be used as a reference point for plan-making and when informing development proposals.
- 7.1.5 As set out in Policy D1 London's form, character and capacity for growth, Development Plans and strategies should demonstrate a clear understanding of the heritage values of a building, site or area and its relationship with its surroundings. Through proactive management from the start of the development process, planners and developers should **engage and collaborate with stakeholders** so that the capital's heritage contributes positively to its future. To ensure a full and detailed understanding of the local historic environment, stakeholders should include Historic England, London's Parks and Gardens Trust, The Royal Parks, boroughs, heritage specialists, local communities and amenity societies.
- 7.1.6 Historically, London has demonstrated an ability to regenerate itself, which has added to the city's distinctiveness and diversity of inter-connected places. Today **urban renewal** in London offers opportunities for the creative re-use of heritage assets and the historic environment as well as the enhancement,

¹²⁷ The GLHER is a public record managed by Historic England and can be accessed by visiting the GLHER office and through remote searches that involve the supply of digital GLHER data. More information can be found at: <https://historicengland.org.uk/services-skills/our-planning-services/greater-london-archaeology-advisory-service/>



repair and beneficial re-use of heritage assets that are on the At Risk Register.¹²⁸ In some areas, this might be achieved by reflecting existing or original street patterns and blocks, or revealing and displaying archaeological remains; in others, it will be expressed by retaining and reusing buildings, spaces and features that play an important role in the local character of an area. Policy D1 London's form, character and capacity for growth further addresses the issue of understanding character and context.

- 7.1.7 **Heritage significance** is defined as the archaeological, architectural, artistic or historic interest of a heritage asset. This may be represented in many ways, in an asset's visual attributes, such as form, materials, architectural detail, design and setting, as well as through historic associations between people and a place, and where relevant, the historic relationships between heritage assets. Development that affects heritage assets and their settings should respond positively to the assets' significance, local context and character to protect the contribution that settings make to the assets' significance. In particular, consideration will need to be given to mitigating impacts from development that is not sympathetic in terms of scale, materials, details and form.
- 7.1.8 Where there is evidence of **deliberate neglect** of and/or damage to a heritage asset to help justify a development proposal, the deteriorated state of that asset will be disregarded when making a decision on a development proposal.
- 7.1.9 Understanding of **London's archaeology** is continuously developing with much of it yet to be fully identified and interpreted. To help identify sites of archaeological interest, boroughs are expected to develop up-to-date Archaeological Priority Areas for plan-making and decision-taking. Up-to-date Archaeological Priority Areas (APAs) are classified using a tier system recognising their different degrees of archaeological significance and potential as presently understood. Tier 1 APAs help to identify where undesignated archaeological assets of equivalent significance to a scheduled monument – and which are subject to the same policies as designated assets – are known or likely to be present.
- 7.1.10 Across London, Local Plans identify areas that have known archaeological interest or potential. The whole of the City of London has high archaeological sensitivity whilst elsewhere the Greater London **Archaeological Priority Area**

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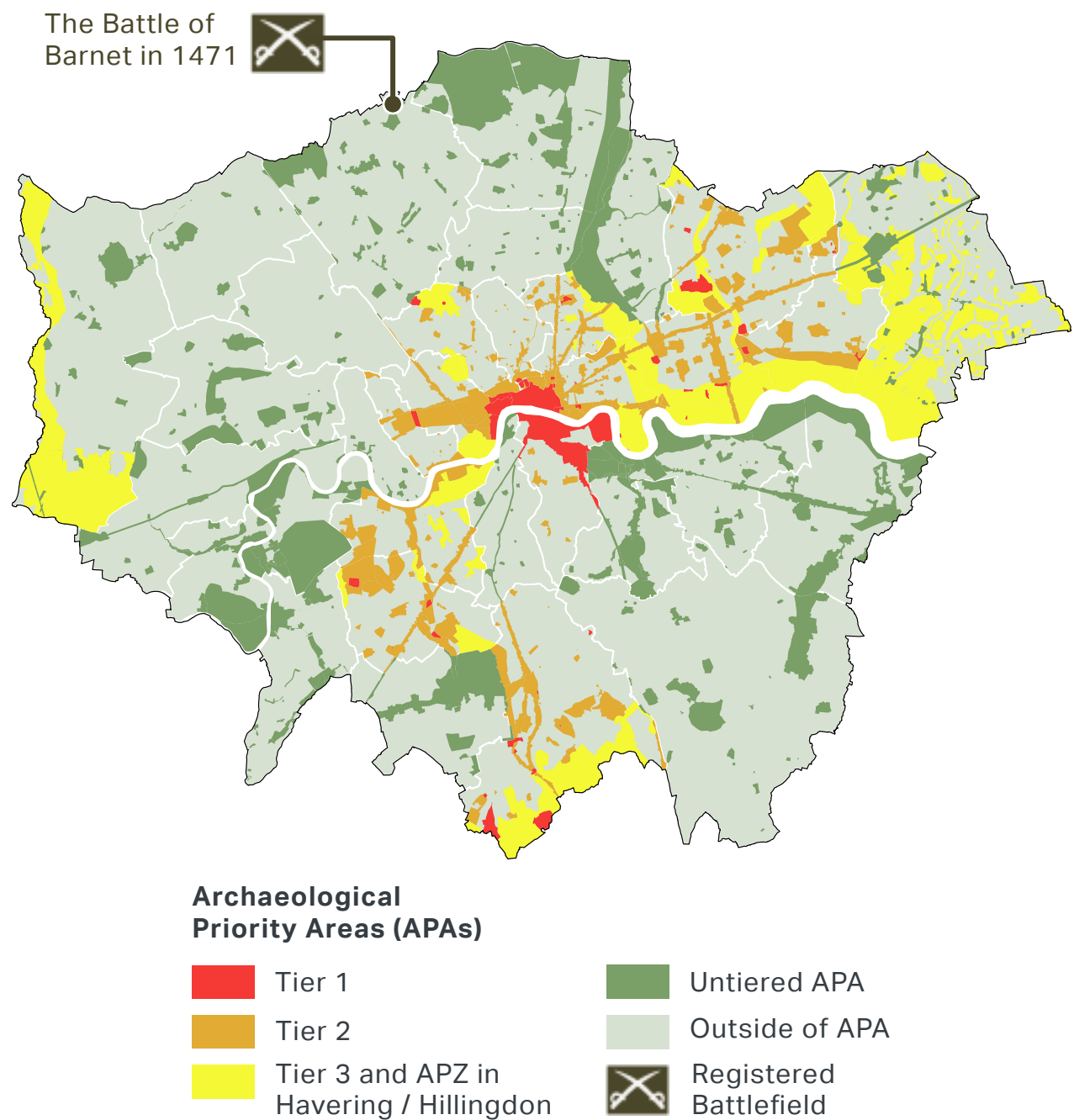
The Heritage at Risk Register is produced annually as part of Historic England's Heritage at Risk programme. The Register includes buildings or structures, places of worship, archaeological sites, battlefields, wrecks, parks and gardens, and conservation area known to be at risk as a result of neglect, decay or inappropriate development. Further information can be found at: <https://historicengland.org.uk/advice/heritage-at-risk/>

Review Programme is updating these areas using new consistent London-wide criteria (see [Figure 7.4](#)). Each new APA is assigned to a tier:

- Tier 1 is a defined area which is known, or strongly suspected, to contain a heritage asset of national significance, or which is otherwise of very high archaeological sensitivity.
- Tier 2 is a local area with specific evidence indicating the presence, or likely presence, of heritage assets of archaeological interest.
- Tier 3 is a landscape-scale zone within which there is evidence indicating the potential for heritage assets of archaeological interest to be discovered.
- Tier 4 (outside APA) covers any location that does not, on present evidence, merit inclusion within an Archaeological Priority Area.
- Other APAs which have not yet been reviewed are not assigned to a tier.

7.1.11 Developments will be expected to **avoid or minimise harm to significant archaeological assets**. In some cases, remains can be incorporated into and/or interpreted in new development. The physical assets should, where possible, be made available to the public on-site and opportunities taken to actively present the site's archaeology. Where the archaeological asset cannot be preserved or managed on-site, appropriate provision must be made for the investigation, understanding, recording, dissemination and archiving of that asset, and must be undertaken by suitably-qualified individuals or organisations.

Figure 7.4 - Archaeological Priority Areas and Registered Battlefield



Policy HC2 World Heritage Sites

- A Boroughs with World Heritage Sites, and those that are neighbours to authorities with World Heritage Sites, should include policies in their Development Plans that conserve, promote, actively protect and interpret the Outstanding Universal Value of World Heritage Sites, which includes the authenticity and integrity of their attributes and their management.
- B Development proposals in World Heritage Sites and their settings, including any buffer zones, should conserve, promote and enhance their Outstanding Universal Value, including the authenticity, integrity and significance of their attributes, and support their management and protection. In particular, they should not compromise the ability to appreciate their Outstanding Universal Value, or the authenticity and integrity of their attributes.
- C Development proposals with the potential to affect World Heritage Sites or their settings should be supported by Heritage Impact Assessments. Where development proposals may contribute to a cumulative impact on a World Heritage Site or its setting, this should be clearly illustrated and assessed in the Heritage Impact Assessment.
- D Up-to-date World Heritage Site Management Plans should be used to inform the plan-making process, and when considering planning applications, appropriate weight should be given to implementing the provisions of the World Heritage Site Management Plan.

- 7.2.1 The UNESCO World Heritage Sites at Maritime Greenwich, Royal Botanic Gardens Kew, Palace of Westminster and Westminster Abbey including St Margaret's Church, and the Tower of London are among the most important cultural heritage sites in the world and are a key feature of London's identity as a world city. In ratifying the World Heritage Convention, the UK Government has made a commitment to **protecting, conserving, presenting and transmitting to future generations the Outstanding Universal Value of World Heritage Sites** and to protecting and conserving their settings. Much of this commitment is discharged by local authorities, including the GLA, through their effective implementation of national, regional, and local planning policies for conserving and enhancing the historic environment.
- 7.2.2 The context of each of the four London World Heritage Sites is markedly different and the qualities of each is conditioned by the character and form of its surroundings as well as other cultural, intellectual, spatial or functional



relationships. The **surrounding built environment** must be carefully managed to ensure that the attributes of the World Heritage Sites that make them of Outstanding Universal Value are protected and enhanced, while allowing the surrounding area to change and evolve as it has for centuries.

- 7.2.3 The **setting of London's World Heritage Sites** consists of the surroundings in which they are experienced, and is recognised as fundamentally contributing to the appreciation of a World Heritage Site's Outstanding Universal Value. As all four of London's World Heritage Sites are located along the River Thames, the setting of these sites includes the adjacent riverscape as well as the surrounding landscape. Changes to the setting can have an adverse, neutral or beneficial impact on the ability to appreciate the sites' Outstanding Universal Value. The consideration of **views** is part of understanding potential impacts on the setting of the World Heritage Sites. Many views to and from World Heritage Sites are covered, in part, by the London Views Management Framework (see [Policy HC3 Strategic and Local Views](#) and [Policy HC4 London View Management Framework](#)). However, consideration of the attributes that contribute to their Outstanding Universal Value is likely to require other additional views to be considered. These should be set out in World Heritage Site Management Plans (see below), and supported wherever possible by the use of accurate 3D digital modelling and other best practice techniques.
- 7.2.4 **Policies protecting the Outstanding Universal Value of World Heritage Sites** (WHS) should be included in the Local Plans of those boroughs where visual impacts from developments could occur. It is expected that boroughs' plans (including but not limited to the following) should contain such policies: City of London (Tower of London WHS); Royal Borough of Greenwich (Maritime Greenwich WHS); Hounslow (Royal Botanical Gardens Kew WHS); Lambeth (Westminster WHS); Lewisham (Maritime Greenwich WHS); Richmond (Royal Botanical Gardens Kew WHS); Southwark (Tower of London WHS, Westminster WHS); Tower Hamlets (Tower of London WHS, Maritime Greenwich WHS); Wandsworth (Westminster WHS); City of Westminster (Westminster WHS). Supplementary Planning Guidance will provide further guidance on settings and buffer zones.
- 7.2.5 Boroughs should ensure that their Local Plan policies support the management of World Heritage Sites, details of which can be found in **World Heritage Site Management Plans**. For Outstanding Universal Value, Management Plans should set out:
- the attributes that convey the Outstanding Universal Value, and
 - the management systems to protect and enhance the Outstanding Universal Value of the World Heritage Sites.



- 7.2.6 The Mayor will support steering groups in managing the World Heritage Sites and will actively engage with stakeholders in the development and implementation of World Heritage Management Plans. It is expected that the boroughs with World Heritage Sites, GLA, Historic England and neighbouring boroughs will be part of the **World Heritage Site Steering Groups** that contribute to the management of the sites, including the drafting and adoption of Management Plans.

Policy HC3 Strategic and Local Views

- A Strategic Views include significant buildings, urban landscapes or riverscapes that help to define London at a strategic level. They are seen from places that are publicly-accessible and well-used. The Mayor has designated a list of Strategic Views (Table 7.1) that he will keep under review. Development proposals must be assessed for their impact on a designated view if they fall within the foreground, middle ground or background of that view.
- B Within the designated views, the Mayor will identify landmarks that make aesthetic, historic, 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. These and other views are also subject to wider assessment beyond the Protected Vista.
- D The Mayor will also identify and protect aspects of views that contribute to a viewer's ability to recognise and appreciate a World Heritage Site's authenticity, integrity, and attributes of Outstanding Universal Value. This includes the identification of Protected Silhouettes of key features in a World Heritage Site.
- E The Mayor has prepared Supplementary Planning Guidance on the management of the designated views – the London View Management

Framework Supplementary Planning Guidance (LVMF SPG). The Mayor will, when necessary, review this guidance.

- F Boroughs should include all designated views, including the protected vistas, in their Local Plans and work with relevant land owners to ensure there is inclusive public access to the viewing location, and that the view foreground, middle ground and background are effectively managed in accordance with the LVMF SPG.
- G Boroughs should clearly identify local views in their Local Plans and strategies. Boroughs are advised to use the principles of [Policy HC4 London View Management Framework](#) for the designation and management of local views. Where a local view crosses borough boundaries, the relevant boroughs should work collaboratively to designate and manage the view.

- 7.3.1 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 the legibility of the city, 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 can make a positive contribution to the views and this should be encouraged, but where development is likely to compromise the setting or visibility of a key landmark it should be resisted. The views that the Mayor has designated are listed in [Table 7.1](#), with [Figure 7.5](#) showing the indicative viewing locations of these designated views.
- 7.3.2 There are three types of Strategic Views designated in the London Plan – **London Panoramas, River Prospects, and Townscape Views** (including Linear Views). Each view can be considered in three parts; the foreground, middle ground and background. The front and middle ground areas are the areas between the viewing place and/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.
- 7.3.3 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 the foreground, 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.

7.3.4 The London View Management Framework Supplementary Planning Guidance (LVMF SPG) provides further guidance on the **management of views** designated in this Plan. This includes plans for the management of views as seen from specific assessment points within the viewing places. The SPG provides advice on the management of the foreground, middle ground and background of each view. This guidance identifies viewing places within 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 area and assessment of development proposals should consider this. 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.

Table 7.1 - Designated Strategic Views

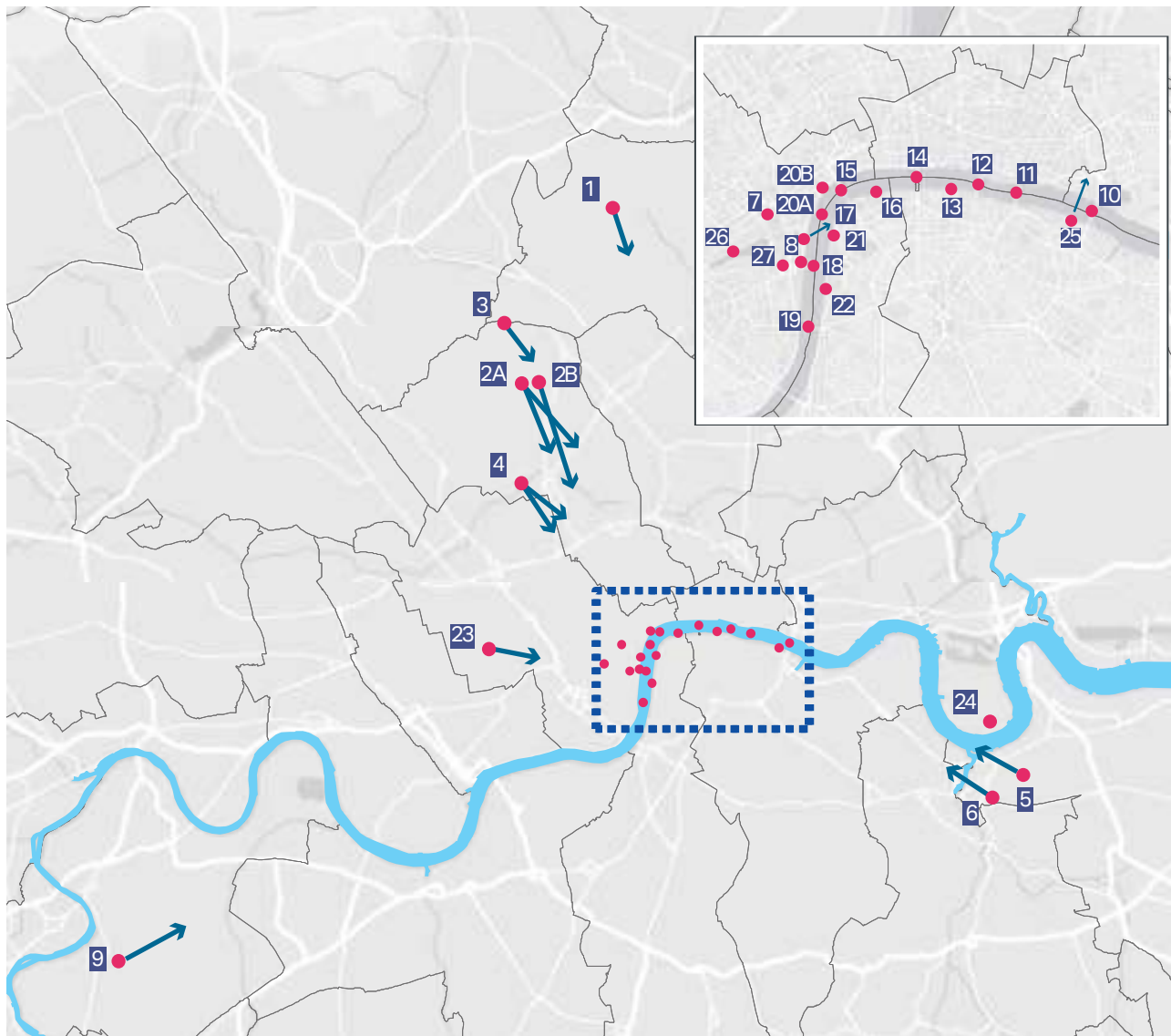
Reference	View
London Panoramas	
1	Alexandra Palace to Central London
2	Parliament Hill to Central London
3	Kenwood to Central London
4	Primrose Hill to Central London
5	Greenwich Park to Central London
6	Blackheath Point to Central London
Linear Views	
7	The Mall to Buckingham Palace
8	Westminster Pier to St Paul's Cathedral
9	King Henry VIII's Mound, Richmond to St Paul's Cathedral
River Prospects	
10	Tower Bridge
11	London Bridge
12	Southwark Bridge
13	Millennium Bridge and Thames side 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 Thames side in front of County Hall



Reference	View
22	Albert Embankment between Westminster and Lambeth Bridges along Thames Path near St Thomas' Hospital
Townscape Views	
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

- 7.3.5 The Mayor will work with boroughs and landowners of the Protected Vista **viewing locations** to ensure the viewing points are clearly identified. Boroughs and landowners should manage the viewing locations to ensure they are accessible to the public and, where appropriate, mark the viewing location and provide information about landmarks that can be seen in the view. Vegetation in the foreground and middle ground of a view must be regularly maintained in accordance with the LVMF SPG management guidance to ensure the view is not obscured.
- 7.3.6 Clearly identifying **local views** in Local Plans and strategies enables the effective management of development in and around the views. This could take the form of geometrically defining the view requiring protection, in particular the assessment point and direction of the viewing location, through mapping or 3D modelling. Where local views are clearly identified they should be protected and managed in a similar manner as Strategic Views, following the principles of Policy HC4 London View Management Framework.

Figure 7.5 - Designated Strategic Views



London's Designated Strategic Views



Strategic Views

References refer to table 7.1

This map shows the indicative viewing locations of the designated strategic views, but not all the assessment points within the viewing places. The arrows indicate the direction of the view for the protected vistas. Please refer to the LVMF SPG for full details of the assessment points.

Source: GLA Planning

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Policy HC4 London View Management Framework

- A Development proposals should not harm, and should seek to make a positive contribution to, the characteristics and composition of Strategic Views and their landmark elements. They should also preserve and, where possible, 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.
- B Development in the foreground, middle ground and background of a designated view should not be intrusive, unsightly or prominent to the detriment of the view.
- C Development proposals and external illumination of structures 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 designated view, and well-preserved within its setting with clear sky behind, 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 Strategically-Important Landmark should take into account the effects of distance and atmospheric or seasonal changes.
- D Development proposals in designated views should comply with the following:
 - 1) 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, middle ground or background where appropriate
 - 2) River Prospects 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
 - 3) 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 Where there is a Protected Vista:
 - 1) development that exceeds the threshold height of a Landmark Viewing Corridor should be refused
 - 2) 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
 - 3) development in the background should not harm the composition of the Protected Vistas, nor the viewer's ability to recognise and appreciate the Strategically-Important Landmark, whether the development proposal falls inside the Wider Setting Consultation area or not
 - 4) 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.

7.4.1 **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. Development in the background of a Protected Vista that is inside or outside of the Wider Setting Consultation area should not harm the composition of the Protected Vistas.

7.4.2 Development should make a positive contribution and where possible **enhance the viewer's ability to recognise Strategically-Important Landmarks**. Where existing buildings currently detract from or block the view, this should not be used as justification for new development to likewise exceed the threshold height of the Landmark Viewing Corridor.



- 7.4.3 Opportunities to **reinstate Landmark Viewing Corridors** arising as a result of redevelopment and demolition of existing buildings that exceed Landmark Viewing Corridor threshold height should be taken whenever possible.

Policy HC5 Supporting London's culture and creative industries

- A The continued growth and evolution of London's diverse cultural facilities and creative industries is supported. Development Plans and development proposals should:
- 1) protect existing cultural venues, facilities and uses where appropriate and support the development of new cultural venues in town centres and places with good public transport connectivity. To support this, boroughs are encouraged to develop an understanding of the existing cultural offer in their areas, evaluate what is unique or important to residents, workers and visitors and develop policies to protect those cultural assets and community spaces
 - 2) identify and promote new, or enhance existing, locally-distinct clusters of cultural facilities, venues and related uses defined as Cultural Quarters, especially where they can provide an anchor for local regeneration and town centre renewal
 - 3) identify, protect and enhance strategic clusters of cultural attractions
 - 4) consider the use of vacant properties and land for pop-ups or meanwhile uses for cultural and creative activities during the day and at night-time to stimulate vibrancy and viability and promote diversity in town centres, Cultural Quarters and other areas
 - 5) seek to ensure that Opportunity Areas and large-scale mixed-use developments include new cultural venues and/or facilities and spaces for outdoor cultural events.
- B Boroughs are encouraged to work with the Mayor and relevant stakeholders to identify Creative Enterprise Zones in Local Plans:
- 1) in areas that have emerging or existing clusters of creative industries; or
 - 2) in areas of identified demand and more deprived areas where there is evidence that the designation of a Creative Enterprise Zone will enhance the local economy and provide facilities and workspace for the creative industries.

- C Where a Creative Enterprise Zone has been identified, Local Plan policies should:
- 1) develop, enhance, protect and manage new and existing creative workspace, providing flexibility for changing business needs, and an attractive business environment including related ancillary facilities
 - 2) support existing, and the development of new, cultural venues within the Creative Enterprise Zone
 - 3) help deliver spaces that are suitable, attractive and affordable for the creative industries, taking into account the particular requirements of established and emerging creative businesses in the Creative Enterprise Zone in accordance with [Policy E2 Providing suitable business space](#), [Policy E4 Land for industry, logistics and services to support London's economic function](#) and [Policy E8 Sector growth opportunities and clusters](#)
 - 4) encourage the temporary use of vacant buildings (including heritage assets) and sites for creative workspace and activities
 - 5) integrate public transport, digital and other infrastructure, and services such as leisure, recreation, education and community facilities in the establishment and development of the Creative Enterprise Zone
 - 6) support a mix of uses which derive mutual benefits from, and do not compromise, the creative industries and cultural facilities in the Creative Enterprise Zone in line with the Agent of Change principle (see [Policy D13 Agent of Change](#))
 - 7) contribute to the achievement of wider objectives for the business location such as the economic vitality and diversity of a town centre or the intensification of an industrial area.

7.5.1 London's **rich cultural offer** includes visual and performing arts, music, spectator sports, festivals and carnivals, pop-ups and street markets, and a diverse and innovative food scene, which is important for London's cultural tourism. The vibrancy of London's culture is integrally linked to the diverse communities of the city, and grassroots venues and community projects are as important as London's famous cultural institutions in providing opportunities for all Londoners to experience and get involved in culture.



- 7.5.2 The capital's cultural offer is often informed, supported and influenced by the work of the creative industries such as advertising, architecture, design, fashion, publishing, television, video games, radio and film. Cultural facilities and venues include premises for cultural production and consumption such as performing and visual arts studios, creative industries workspace, museums, theatres, cinemas, libraries, music, spectator sports, and other entertainment or performance venues, including pubs and night clubs. Although primarily serving other functions, the public realm, community facilities, places of worship, parks and skate-parks can provide important settings for a wide range of arts and cultural activities.
- 7.5.3 London's culture sector and the creative industries deliver both **economic and social benefits** for the capital. In 2015, the Gross Value Added (GVA) of the creative industries in London was estimated at £42 billion, accounting for just under half of the UK total from these industries, and contributing 11.1 per cent to London's total GVA. Cultural tourism supported 80,000 jobs and contributed £3.2 billion of GVA to London in 2013, just under a third of the overall contribution from the tourism sector as a whole. As well as being one of London's most dynamic sectors, culture also plays a role in building strong communities, increasing healthy life outcomes and generating civic pride.
- 7.5.4 Despite this positive general picture, London's competitive land market means that the industry is struggling to find sufficient venues to grow and thrive, and is **losing essential spaces and venues** for cultural production and consumption including pubs, night clubs, venues that host live or electronic music and rehearsal facilities. Creative businesses and artists also struggle to find workspace and secure long-term financing and business support as their activities are perceived to be 'risky' or of non-commercial value.
- 7.5.5 Boroughs are encouraged to develop an understanding of the existing cultural offer in their areas, **evaluate what is unique or important to residents, workers and visitors** and develop policies to protect those cultural assets and community spaces. Boroughs should draw on the Mayor's forthcoming Cultural Infrastructure Plan to assess and develop their cultural offer. Boroughs should also consider how the cultural offer serves different groups of people (such as young people, BAME groups and the LGBT+ community), and where the cultural offer is lacking for particular groups. Boroughs should put in place policies and strategies to ensure that cultural facilities catering for such groups and communities are protected, especially facilities that are used in the evening and night time.
- 7.5.6 The loss of cultural venues, facilities or spaces can have a detrimental effect on an area, particularly when they serve a local community function. Where

possible, boroughs should protect such cultural facilities and uses, and support alternative cultural uses, particularly those with an evening or night-time use, and consider nominations to designate them as **Assets of Community Value**. Where a development proposal leads to the loss of a venue or facility, boroughs should consider requiring the replacement of that facility or use.

- 7.5.7 Boroughs are encouraged to support opportunities to use vacant buildings and land for flexible and temporary **meanwhile uses or 'pop-ups'** especially for alternative cultural day and night-time uses. The use of temporary buildings and spaces for cultural and creative uses can help stimulate vibrancy, vitality and viability in town centres by creating social and economic value from vacant properties. Meanwhile uses can also help prevent blight in town centres and reduce the risk of arson, fly tipping and vandalism. The benefits of meanwhile use also include short-term affordable accommodation for SMEs and individuals, generating a short-term source of revenue for the local economy and providing new and interesting shops, cultural and other events and spaces, which can attract longer-term business investment. Parameters for any meanwhile use, particularly its longevity and associated obligations, should be established from the outset and agreed by all parties.
- 7.5.8 Events and activities such as festivals, seasonal markets, exhibitions, performances, outdoor concerts and busking are not always dependent on using a dedicated cultural facility or venue and can make use of a range of **outdoor spaces** including streets, parks and other public areas. These types of activities, which are often free, offer a way for everyone to experience and participate in London's rich cultural life. The opportunity to incorporate these uses should be identified and facilitated through careful design and consideration of the impacts, for example on residents, visitors and biodiversity.
- 7.5.9 As well as protecting existing venues and facilities, boroughs should also work with a range of partners to develop and promote clusters of cultural activities and related uses and define them in their Local Plan. A successful **Cultural Quarter** should build on the existing cultural character of an area and encourage a mix of uses, including cafés, restaurants and bars alongside cultural assets and facilities, to attract visitors and generate interest. A Cultural Quarter can be used to form the basis for sustained cultural activity but may also include temporary activities and uses such as festivals, markets, exhibitions, performances and other cultural events.
- 7.5.10 Where appropriate, boroughs should use Cultural Quarters to seek **synergies between cultural provision, schools, and higher and further education** which can be used to nurture volunteering, new talent and audiences. This can include

partnerships with a range of cultural organisations, such as libraries, museums, galleries, music venues, dance studios, and theatres.

- 7.5.11 Boroughs should maximise opportunities for developing **Cultural Quarters in Opportunity Areas, other Areas for Regeneration and large-scale developments**. The inclusion of new cultural venues and facilities can assist with place-making, creating an attractive and vibrant area for residents, workers and visitors, as well as helping to form the character and distinctiveness of a new place.
- 7.5.12 London is internationally-renowned for its historic environment and cultural institutions, which are major visitor attractions as well as making an enormous contribution to the capital's culture and heritage. There are many areas in London which are rich in cultural heritage and have a unique cultural offer. These act as key visitor hubs for Londoners and domestic and international tourists and as such should be protected and promoted. They include: clusters of museums such as the South Kensington museums complex; the theatres, concert halls and galleries of the Southbank/Bankside/London Bridge area; the theatres and cinemas of the West End; Wembley Stadium and Wembley Arena; the Greenwich Riverside and O2 Centre; the Olympic Park; and London's Arcadia including Kew Gardens, parks, historic buildings and landscapes between Hampton Court and Kew along the River Thames. Boroughs should identify these and other **strategic clusters of cultural attractions** in their Local Plans.
- 7.5.13 Creative industries play an important role in London's economy and its cultural offer; and as a sector are growing at a faster rate than any other area of the economy. As part of his support for the creative industries, the Mayor is committed to working with boroughs and other relevant stakeholders to identify and set up **Creative Enterprise Zones (CEZs)**. Setting up a CEZ can help boost the local economy of more deprived areas and support their regeneration. CEZs will support the provision of dedicated small industrial and creative workspaces and will seek to address issues of affordability and suitability of workspaces for artists and creative businesses.
- 7.5.14 CEZs should seek to **protect, develop and deliver new spaces the creative industries need** to produce, manufacture, design, rehearse and create cultural goods, as well as ancillary facilities where they can meet clients, network, share knowledge and showcase their work. Boroughs will be responsible for defining these areas in their Local Plans and developing policies to provide the workspace the industries need. This should include protecting existing workspace and encouraging new workspaces for the creative industries, ensuring that suitable business space and affordable workspace is made available in accordance with [Policy E2 Providing suitable business space](#),



Policy E3 Affordable workspace and Policy E8 Sector growth opportunities and clusters, and encouraging the temporary use of vacant buildings for creative uses. In developing policies and strategies for CEZs, Boroughs should engage with local CEZ consortiums, communities and businesses.

Policy HC6 Supporting the night-time economy

- A Boroughs should develop a vision for the night-time economy, supporting its growth and diversification, in particular within strategic areas of night-time activity (see [Table A1.1](#) and [Figure 7.6](#)), building on the Mayor's Vision for London as a 24-Hour City.¹²⁹
- B In Development Plans, town centre strategies and planning decisions, boroughs should:
- 1) promote the night-time economy, where appropriate, particularly in the Central Activities Zone, strategic areas of night-time activity, and town centres where public transport such as the Night Tube and Night Buses are available
 - 2) improve access, inclusion and safety, and make the public realm welcoming for all night-time economy users and workers
 - 3) diversify the range of night-time activities, including extending the opening hours of existing daytime facilities such as shops, cafés, libraries, galleries and museums
 - 4) address the cumulative impact of high concentrations of licensed premises on anti-social behaviour, noise pollution, health and wellbeing and other issues for residents and nearby uses, and seek ways to diversify and manage these areas
 - 5) ensure night-time economy venues are well-served with safe and convenient night-time transport
 - 6) protect and support evening and night-time cultural venues such as pubs, night clubs, theatres, cinemas, music and other arts venues.
- C Promoting management of the night-time economy through an integrated approach to planning and licensing, out-of-hours servicing and deliveries, safety and security, and environmental and cleansing services should

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<https://www.london.gov.uk/what-we-do/arts-and-culture/arts-and-culture-publications/londons-first-ever-24-hour-vision>

be supported. Boroughs should work closely with stakeholders such as neighbouring boroughs, the police, local businesses, patrons, workers and residents.

- 7.6.1 The **night-time economy** refers to all economic activity taking place between the hours of 6pm and 6am, and includes evening uses. Night-time economic activities include eating, drinking, entertainment, shopping and spectator sports, as well as hospitality, cleaning, wholesale and distribution, transport and medical services, which employ a large number of night-time workers.
- 7.6.2 The night-time economy is becoming increasingly important to London's economy. The Mayor is keen to **promote London as a 24-hour global city**, taking advantage of London's competitive edge and attractiveness for businesses and people looking to expand beyond the usual daytime economy into night-time economic opportunities. However, 24-hour activities are not suitable for every part of London, and boroughs should balance the needs of local residents in all parts of London with the economic benefits of promoting a night-time economy.
- 7.6.3 London's night-time economy is generally focused in the Central Activities Zone (CAZ) and within town centres across the city. Different areas of night-time activity function at different scales and have different catchments. They have been classified, as set out in [Table A1.1](#) and [Figure 7.6](#), into three broad categories:
- NT1 – Areas of international or national significance
 - NT2 – Areas of regional or sub-regional significance
 - NT3 – Areas with more than local significance
- 7.6.4 Each night-time economy area will have its own character, which should be recognised and supported in order to maintain the **rich diversity of London's night-time economy**. Areas of international or national significance play a crucial role in putting London on the world stage, bringing internationally-renowned culture, performers and productions. Regional and sub-regional areas attract visitors from across and beyond London, and often have one or more larger venues and a mature night-time economy. These are generally in London's larger town centres. Areas with more than local significance draw visitors from other parts of London and tend to feature smaller venues and premises.
- 7.6.5 In addition, there are some town centres where the night-time economy serves the local area as well as other specific locations – such as London's wholesale

markets, major hospitals, and some industrial areas – where there is **significant economic or service activity at night**. This includes some retail and service industries, health services, policing and security, and transport and logistics. In exercising their various functions, boroughs should have regard to the strategic areas of night-time activity, as well as other night-time economic functions, and should set out strategies and policies that support the specific role of these areas in order to promote London's night-time economy.

- 7.6.6 There are many benefits to promoting night-time economic activity such as generating jobs, improving income from leisure and tourism, providing opportunities for social interaction, and making town centres safer by increasing activity and passive surveillance. Managing issues such as transport, servicing, increased noise, crime, anti-social behaviour, perceptions of safety, the quality of the street environment, and the potential negative effects on the health and wellbeing of Londoners, will require specific approaches tailored to the night-time environment, activities and related behaviour. Boroughs are encouraged to consider appropriate **management strategies and mitigation measures** to reduce negative impacts on the quality of life of local residents, workers and night-time economy customers, particularly in areas with high concentrations of licensed premises. Boroughs should also take account of local circumstances when considering whether to concentrate or disperse evening and night-time activities in town centres or within the CAZ. Boroughs should consider applying for accreditation with schemes such as Purple Flag¹³⁰ which provide a standard of excellence in managing the night-time economy.
- 7.6.7 Large concentrations of night-time activities can result in some places lacking activity and vitality during the day. Boroughs should consider opportunities to encourage the daytime uses of buildings that are mainly used for night-time activities to help **diversify the 24-hour offer**. Similarly, boroughs should explore the benefits of expanding the range of night-time economy activities to include extending opening hours and alternative evening and night-time uses of existing daytime facilities such as shops, cafés, restaurants, markets, community centres, libraries, theatres and museums. The temporary use of spaces and venues in the evening and at night can enhance the vibrancy and vitality of the night-time economy, particularly meanwhile uses of vacant premises, for example as arts venues, nightclubs, bars or restaurants.
- 7.6.8 The recently introduced Night Tube that operates on many Tube lines throughout the weekend, and the extensive network of night buses, has helped to create a public transport system that can support a 24-hour city including making travel easier for London's many night workers. Boroughs are encouraged

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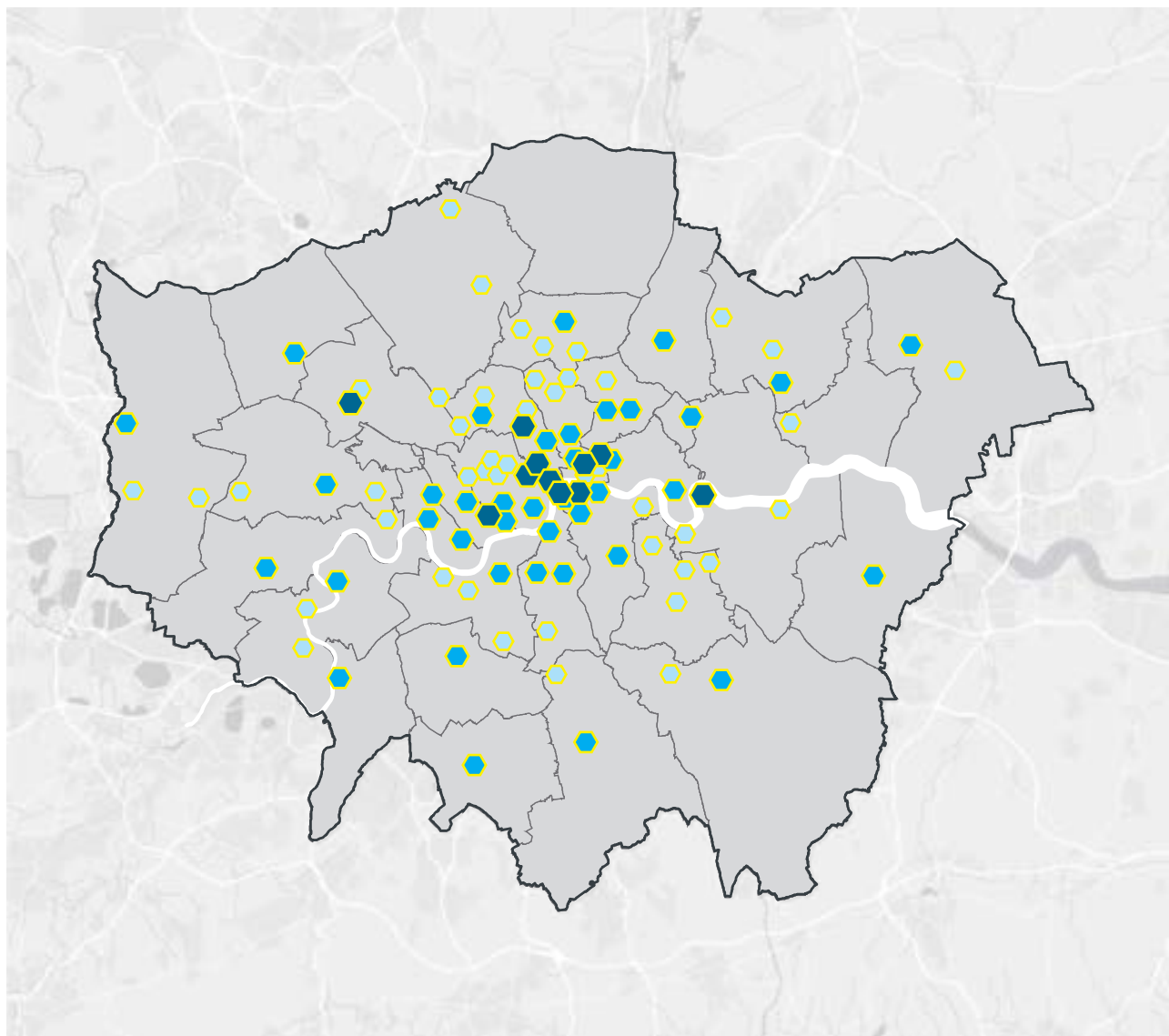
<https://www.atcm.org/purple-flag>



to work with Transport for London (TfL) to take advantage of **improved night-time public transport** to identify areas where night-time economic activity can be promoted and enhanced in a safe and attractive way. This would include considering planning applications for night-time venues and activities to diversify and enhance the night-time offer in town centres, particularly those that are within or well-connected to Areas for Regeneration (see [Policy SD10 Strategic and local regeneration](#)). Outer London boroughs, in particular, should consider the opportunities offered by an extended Night Tube and Night Bus network to increase the night-time offer in town centres for local residents, workers and visitors.

- 7.6.9 Boroughs should explore the benefits of **diversifying the night-time mix of uses**, particularly in areas where there are high concentrations of licensed premises, along with extended opening times of public places and spaces. This can help attract a more diverse range of visitors, including those who feel excluded from alcohol-based entertainment activities. It can also help decrease crime, anti-social behaviour and the fear of crime.
- 7.6.10 The night-time economy doesn't only happen inside; many night-time activities make use of **outside spaces including the public realm**, and enjoying the public spaces of the city at night is an important part of the night-time experience. This requires careful and co-ordinated management between a wide variety of stakeholders, including residents, to ensure that the city can be enjoyed at night to its fullest, and that the night-time economy complements rather than conflicts with daytime activities. Impacts such as noise and light pollution on local wildlife and biodiversity should be considered through appropriate location, design and scheduling, to address the requirements of [Policy G6 Biodiversity and access to nature](#).
- 7.6.11 **Making London's night-time culture more enjoyable and inclusive** requires ensuring a wide range of evening and night-time activities are on offer to London's diverse population. In recent years, many valued night-time venues have been lost, and this has disproportionately affected particular groups. There are also groups of people who avoid town centres and night-time activities for a variety of reasons, for example physical barriers and lack of facilities for disabled people and older people, perceptions around safety and security particularly for women, those who feel excluded for socio-economic reasons and issues of staff attitudes towards, and awareness of, LGBT+ and BAME groups. Boroughs should work with land owners, investors and businesses to address perceived barriers to accessing the night-time economy and enhance the experience of London at night. This can include requiring new developments to provide accessible and gender-neutral toilets (see [Policy S6 Public toilets](#)), supporting venues

Figure 7.6 - Town centres and night-time economy roles – distinguishing those of international, sub-regional and more than local importance



**Town Centre Network
Night Time Economy**

-  NT1 International/National
-  NT2 Regional/Sub-regional
-  NT3 More than local

Source: GLA Planning

Contains OS data ©
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database right (2019)



that serve specific groups (for example through the LGBT+ Venues Charter),¹³¹ working with local police and businesses to make streets and the public realm safer and more welcoming, ensuring cleansing services are procured to clean up litter and sanitise streets and public areas, and working with local businesses, local communities, TfL and logistics operators to optimise servicing that occurs at night or supports the night-time economy.

Policy HC7 Protecting public houses

- A In Development Plan Documents, town centre strategies, and planning decisions, boroughs should:
 - 1) protect public houses where they have a heritage, economic, social or cultural value to local communities, or where they contribute to wider policy objectives for town centres, night-time economy areas, Cultural Quarters and Creative Enterprise Zones
 - 2) support proposals for new public houses where they would stimulate town centres, Cultural Quarters, the night-time economy and mixed-use development, taking into account potential negative impacts.
- B Applications that propose the loss of public houses with heritage, cultural, economic or social value should be refused unless there is authoritative marketing evidence that demonstrates that there is no realistic prospect of the building being used as a pub in the foreseeable future.
- C Development proposals for redevelopment of associated accommodation, facilities or development within the curtilage of the public house that would compromise the operation or viability of the public house use should be resisted.

7.7.1 **Pubs are a unique and intrinsic part of British culture.** Many pubs are steeped in history and are part of London's built, social and cultural heritage. Whether alone, or as part of a cultural mix of activities or venues, pubs are often an integral part of an area's day, evening and night-time culture and economy. An individual pub can also be at the heart of a community's social life, often providing a local meeting place, a venue for entertainment or a focus for social

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<https://www.london.gov.uk/what-we-do/arts-and-culture/how-were-protecting-lgbt-nightlife-venues>



gatherings. More recently, some pubs have started providing library services and parcel collection points as well as food to increase their offer and appeal to a wider clientele.

- 7.7.2 Through their unique and varied roles, pubs can contribute to the regeneration of town centres, Cultural Quarters and local tourism, as well as providing a focus for existing and new communities, and meeting the needs of particular groups, such as the LGBT+ and BAME communities. However, **pubs are under threat from closure** and redevelopment pressures, with nearly 1,200 pubs in London lost in 15 years.¹³² The recent changes to the Town and Country Planning Act (General Permitted Development Order) (England) (2015) have, however, removed permitted development rights that previously allowed pubs and bars to change planning Use Class to shops, financial and professional services, restaurants and cafés without prior planning approval. This change in legislation offers greater protection for pubs and also incorporates a permitted development right that allows pub owners to introduce a new mixed use (A3/ A4) which should provide flexibility to enhance a food offer beyond what was previously allowed as ancillary to the main pub use.
- 7.7.3 Many pubs are popular because they have intrinsic character. This is often derived from their architecture, interior and exterior fittings, their long-standing use as a public house, their history, especially as a place of socialising and entertainment catering for particular groups, their ties to local sports and other societies, or simply their role as a meeting place for the local community. In developing strategies and policies to enhance and retain pubs, boroughs should consider the **individual character of pubs** in their area and the broad range of characteristics, functions and activities that give pubs their particular value, including opportunities for flexible working.
- 7.7.4 **New pubs**, especially as part of a redevelopment or regeneration scheme, can provide a cultural and social focus for a neighbourhood, particularly where they offer a diverse range of services, community functions and job opportunities. However, it is important when considering proposals for new pubs that boroughs take account of issues such as cumulative impact zones, the Agent of Change principle (see [Policy D13 Agent of Change](#)) and any potential negative impacts. Boroughs should consider the replacement of existing pubs in redevelopment and regeneration schemes, where the loss of an existing pub is considered acceptable.
- 7.7.5 Boroughs should take a positive approach to designating pubs as an **Asset of Community Value** (ACV) when nominated by a community group. Listing a pub

¹³²

Closing time: London's public houses, GLA Economics, April 2017



as an ACV gives voluntary groups and organisations the opportunity to bid for it if it is put up for sale. The 'right to bid' is not a right to buy and although owners of the asset have to consider bids from community groups, they do not have to accept them. An ACV listing does, nevertheless, give communities an increased chance to save a valued pub or other local facility. Boroughs should consider the listing of a pub as an ACV as a material consideration when assessing applications for a change of use and consider compulsory purchase orders where appropriate.

- 7.7.6 When **assessing whether a pub has heritage, cultural, economic or social value**, boroughs should take into consideration a broad range of characteristics, including whether the pub:
- a. is in a Conservation Area
 - b. is a locally- or statutorily-listed building
 - c. has a licence for entertainment, events, film, performances, music or sport
 - d. operates or is closely associated with a sports club or team
 - e. has rooms or areas for hire
 - f. is making a positive contribution to the night-time economy
 - g. is making a positive contribution to the local community
 - h. is catering for one or more specific group or community.
- 7.7.7 To demonstrate authoritative **marketing evidence** that there is no realistic prospect of a building being used as a pub in the foreseeable future, boroughs should require proof that all reasonable measures have been taken to market the pub to other potential operators. The pub should have been marketed as a pub for at least 24 months at an agreed price following an independent valuation, and in a condition that allows the property to continue functioning as a pub. The business should have been offered for sale locally and London-wide in appropriate publications and through relevant specialised agents.
- 7.7.8 Many pubs built on more than one floor include ancillary uses such as function rooms and staff accommodation. Potential profit from development makes the conversion of upper pub floors to residential use extremely attractive to owners. Beer gardens and other outside space are also at risk of loss to residential development. The **change to residential use** of these areas can limit the operational flexibility of the pub, make it less attractive to customers, and prevent ancillary spaces being used by the local community. It can also threaten the viability of a pub through increased complaints about noise and other issues from new residents. Boroughs should resist proposals for redevelopment of associated accommodation, facilities or development within the curtilage of the



public house that would compromise the operation or viability of a public house. Where such proposals would not compromise the operation or viability of the public house, developers must put in place measures that would mitigate the impacts of noise for new and subsequent residents (see [Policy D13 Agent of Change](#)).

Chapter 10

Transport



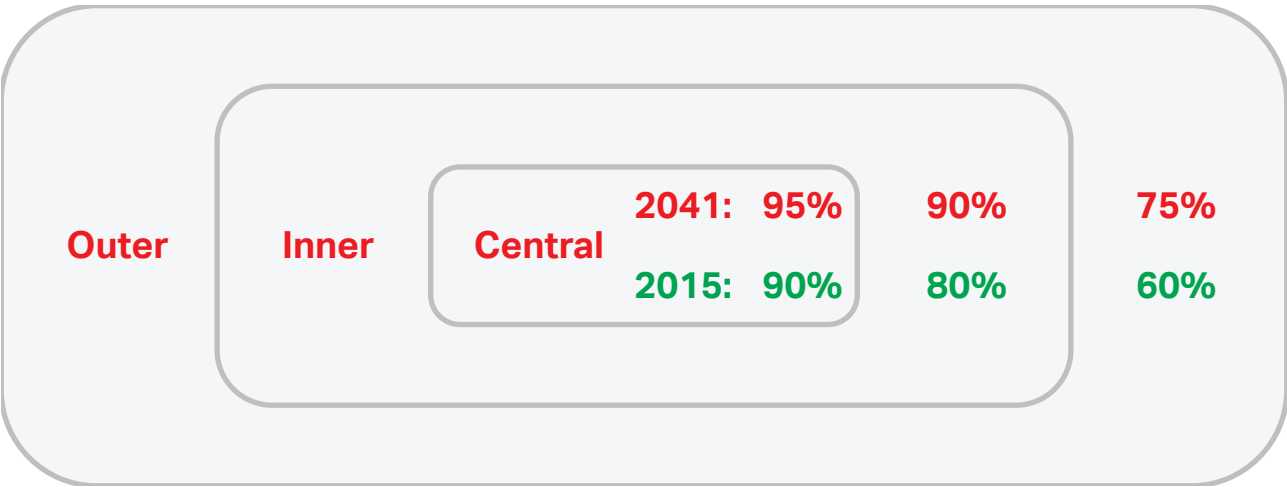
Policy T1 Strategic approach to transport

- A Development Plans should support, and development proposals should facilitate:
 - 1) the delivery of the Mayor’s strategic target of 80 per cent of all trips in London to be made by foot, cycle or public transport by 2041
 - 2) the proposed transport schemes set out in [Table 10.1](#).
- B All development should make the most effective use of land, reflecting its connectivity and accessibility by existing and future public transport, walking and cycling routes, and ensure that any impacts on London’s transport networks and supporting infrastructure are mitigated.

- 10.1.1 The integration of land use and transport, and the provision of a robust and resilient public transport network, are essential in realising and maximising growth and ensuring that different parts of the city are connected in a sustainable and efficient way. In order to help facilitate this, an integrated **strategic approach to transport** is needed, with an ambitious aim to reduce Londoners’ dependency on cars in favour of increased walking, cycling and public transport use. Without this shift away from car use, which the policies in the Plan and the Mayor’s Transport Strategy seek to deliver, London cannot continue to grow sustainably. To achieve sustainable growth, Development Plans should support walking, cycling and public transport through policies that support mode shift and the schemes in [Table 10.1](#). Development proposals should facilitate sustainable travel through their location and design and by not precluding the implementation of the schemes in [Table 10.1](#).
- 10.1.2 A shift from car use to more space-efficient travel also provides the only long-term **solution to the road congestion** challenges that threaten London’s status as an efficient, well-functioning globally-competitive city. Reliable deliveries and servicing, and easy access to workplaces and key attractions are dependent on an increasingly-efficient transport network. Roads will continue to play a vital role in this, and greater priority needs to be given to making them more efficient for those activities that depend on them the most.
- 10.1.3 The Mayor will work with partners to minimise **freight trips** on the road network including through consolidation. He will promote safe, clean and efficient freight functions, including by road, rail, water and, for shorter distances, cycle.

- 10.1.4
Rebalancing the transport system towards walking, cycling and public transport, including ensuring high quality interchanges, will require sustained investment including improving street environments to make walking and cycling safer and more attractive, and providing more, better-quality public transport services to ensure that alternatives to the car are accessible, affordable and appealing. Achieving this is expected to result in different outcomes in different places, including modal splits in central, inner and outer London, as shown by Figure 10.1.
- 10.1.5
The **Mayor’s Transport Strategy** provides more detail on the holistic approach that needs to be taken by all stakeholders to achieve these aims.

Figure 10.1 - Change in mode shares within central, inner and outer London expected to be required for a city-wide shift from 63 to 80 per cent share for walking, cycling and public transport



Policy T2 Healthy Streets

- A
- Development proposals and Development Plans should deliver patterns of land use that facilitate residents making shorter, regular trips by walking or cycling.
- B
- Development Plans should:
- 1)
- promote and demonstrate the application of the Mayor’s Healthy Streets Approach to: improve health and reduce health inequalities; reduce

car dominance, ownership and use, road danger, severance, vehicle emissions and noise; increase walking, cycling and public transport use; improve street safety, comfort, convenience and amenity; and support these outcomes through sensitively designed freight facilities.

- 2) identify opportunities to improve the balance of space given to people to dwell, walk, cycle, and travel on public transport and in essential vehicles, so space is used more efficiently and streets are greener and more pleasant.
- C In Opportunity Areas and other growth areas, new and improved walking, cycling and public transport networks should be planned at an early stage, with delivery phased appropriately to support mode shift towards active travel and public transport. Designs for new or enhanced streets must demonstrate how they deliver against the ten Healthy Streets Indicators.
- D Development proposals should:
- 1) demonstrate how they will deliver improvements that support the ten Healthy Streets Indicators in line with Transport for London guidance
 - 2) reduce the dominance of vehicles on London's streets whether stationary or moving
 - 3) be permeable by foot and cycle and connect to local walking and cycling networks as well as public transport.

- 10.2.1 **Streets** account for 80 per cent of London's public spaces. High quality streets are fundamental to the character and efficient functioning of the city, and play a fundamental role in moving people around safely, improving public realm and providing spaces for people to come together. Successful streets are inclusive and provide for the various requirements of their users.
- 10.2.2 This Plan supports the implementation of the Mayor's Transport Strategy which aims to deliver the infrastructure and public realm required to **significantly increase levels of walking, cycling and public transport use** throughout London. It aims to make the city more accessible, inclusive, safe and welcoming to all, so that every Londoner can be active every day, creating a healthier city for people from all backgrounds, ensuring inequalities are reduced.
- 10.2.3 The **Healthy Streets Approach** is an evidence-based approach to improve health and reduce health inequalities, which will help Londoners use cars less, and walk, cycle and use public transport more. It supports the delivery of the

Mayor's aim that by 2041 all Londoners will be able to undertake at least the 20 minutes of active travel each day needed to stay healthy. It also requires better management of freight so the impact of moving goods, carrying out servicing and supporting construction on London's streets is lessened. To apply the Healthy Streets Approach, changes are required at a strategic, network and street level.

- 10.2.4 Londoners' direct interaction with the Healthy Streets Approach will be through the streets they use every day. The Healthy Streets Approach aims to bring about **positive changes to the character and use of the city's streets**. High-quality, pleasant and attractive environments with clean air and enough space for dwelling, walking, cycling and public transport use must be provided. The dominance of vehicles should be reduced by using design to ensure slower vehicle speeds and safer driver behaviour, in line with the Mayor's Vision Zero ambition. Measures that improve Londoners' experience of individual streets, including greening, to encourage them to live active lives should be embedded within new development.
- 10.2.5 Street environments are also affected by how the city's streets are planned and used at a larger scale. The Mayor will work with partners to deliver appealing local street environments and to plan the capital at the network level so that it functions better. This should be supported through development which facilitates opportunities to improve route choice and capacity for walking and cycling as well as linking to bus networks. As part of this, the Mayor will work with the freight industry, its customers and London's boroughs to develop more creative solutions to **managing freight**. This will include considering different uses of London's streets across the day so that more street space is available for walking, cycling and leisure purposes, while ensuring shops and services continue to thrive.
- 10.2.6 London's rapid growth means people need to travel more efficiently to keep the city functioning and to maintain and improve the quality of life for residents. **Strategic-level planning** to ensure walking, cycling and public transport are the first choices for travel is the only way to achieve this. Developing new housing around stations and improving connections to town centres will mean more people have the things they need within walking or cycling distance, while destinations further afield will be easily accessible by public transport.
- 10.2.7 The Healthy Streets Approach uses **10 indicators** that reflect the experience of being on streets. These indicators are based on evidence of what is needed to create a healthy, inclusive environment in which people choose to walk, cycle and use public transport.

Figure 10.2 - The Ten Healthy Streets Indicators

Source: Lucy Saunders

- 10.2.8 The Mayor has a long-term vision to reduce road danger so that no deaths or serious injuries occur on London's streets. This **Vision Zero** will be achieved by designing and managing a street system that accommodates human error and ensures impact levels are not sufficient to cause fatal or serious injury. This will require reducing the dominance of motor vehicles and targeting danger at source.

Policy T3 Transport capacity, connectivity and safeguarding

- A Development Plans should develop effective transport policies and projects to support the sustainable development of London and the Wider South East as well as to support better national and international public transport connections.
- B Development Plans and development decisions should ensure the provision of sufficient and suitably-located land for the development of the current and expanded public and active transport system to serve London's needs, including by:
 - 1) safeguarding existing land and buildings used for public transport, active travel or related support functions (unless alternative facilities are provided to the satisfaction of relevant strategic transport authorities and service providers that enable existing transport operations to be maintained and expanded if necessary)
 - 2) identifying and safeguarding new sites/space and route alignments, as well as supporting infrastructure, to provide necessary strategic and local connectivity and capacity by public transport, walking and cycling, as well as to allow for sustainable deliveries and servicing
 - 3) safeguarding London's walking and cycling networks
- C Development Plans should appropriately safeguard the schemes outlined in [Table 10.1](#). Development proposals should provide adequate protection for and/or suitable mitigation to allow the relevant schemes outlined in [Table 10.1](#) to come forward. Those that do not, or which otherwise seek to remove vital transport functions or prevent necessary expansion of these, without suitable alternative provision being made to the satisfaction of transport authorities and service providers, should be refused.
- D In Development Plans and development decisions, particular priority should be given to securing and supporting the delivery of upgrades to Underground lines, Crossrail 2, the Bakerloo line extension, river crossings and an eastwards extension of the Elizabeth line.
- E Development proposals should support capacity, connectivity and other improvements to the bus network and ensure it can operate efficiently to, from and within developments, giving priority to buses and supporting infrastructure as needed.

Table 10.1 - Indicative list of transport schemes

Scheme	Cost*	Timescale
Healthy Streets and active travel		
Accessibility and inclusivity embedded in planning and design of Healthy Streets	low	2017-2041
Borough-led traffic reduction strategies (including workplace parking levies)	low	2017-2030
Cycle Hire network development	medium	2017-2041
Cycle network development (London-wide)	medium	2017-2030
Electric vehicle charging infrastructure	low	2017-2041
Freight consolidation programme	medium	2017-2041
Freight fleet emissions reductions	low	2017-2041
Highway decks to release land for housing (subject to further assessment)	high	2017-2030
Personal safety and security improvements on London's streets	low	2017-2041
Road pricing: existing schemes reviewed	low	2018-2020
Road pricing: next generation charging (subject to further assessment)	medium/high	2022-2041
Street trees increases	low	2017-2041
Sustainable drainage system improvements on railway land	low	2017-2041
Sustainable drainage system improvements on streets	low	2017-2041
Transformation of Parliament Square (subject to further assessment)	low	2020s
ULEZ in central and inner London	medium	2017-2021
LEZ strengthening London-wide for buses, coaches and HGVs	low	2020
Vision Zero (safer road user behaviours through education, engagement and enforcement, and improved vehicle safety including banning most dangerous HGVs/HGV Direct Vision)	low	2017-2041

Scheme	Cost*	Timescale
Walk and cycle bridge between Battersea and Fulham	low	2020-2025
Walk and cycle river crossing: Nine Elms Pimlico Bridge	low	2020-2030
Walk and cycle river crossing between Rotherhithe and Canary Wharf	medium	2017-2030
Walk and cycle to school schemes	low	2017-2041
Walk and cycle to work and in local communities schemes	low	2017-2041
Walk and cycle wayfinding improvements	low	2017-2041
Walk London Network enhancements	low	2017-2041
Walking: improved local routes	low	2017-2030
Public Transport		
Bakerloo line extension	high	2020-2030
Beam Park station	low	2020-2030
Brighton Mainline Upgrade (higher frequencies)	high	2020-2030
Bus network: demand-responsive bus services (subject to further assessment)	medium	2017-2041
Bus network: enhancements to meet existing and future demand	medium	2017-2041
Bus network: Low Emissions Bus Zones (including bus priority)	low	2017-2030
Bus network: retrofitted and procuring cleaner buses	medium	2017-2041
Bus network: Silvertown Tunnel and associated bus services	medium	2017-2030
Bus network: wheelchair accessible bus stops	low	2017- 2041
Bus priority network and supporting infrastructure	medium	2017-2030
Bus transit pilots	low	2020-2041
Coach hub(s) upgrade and/or reprovision	medium	2020-2030

Scheme	Cost*	Timescale
Crossrail 2 (including West Anglia Main Line 4-tracking)	high	2020-2041
Crossrail 2 eastern branch (subject to further assessment)	high	2020-2041
Devolved suburban rail services to enable London suburban metro	high	2020-2030
DLR extension from Gallions Reach to Thamesmead (subject to further assessment)	medium	2017-2030
DLR station upgrade programme	low	2017-2041
DLR upgrades	high	2020-2041
Elizabeth line	high	2017-2021
Elizabeth line extension / rail enhancements east of Abbey Wood	medium/high	2020-2041
Heathrow Airport Southern Rail Access (required if airport expansion proceeds)	high	2020-2041
Heathrow Airport Western Rail Access (required if airport expansion proceeds)	high	2020-2041
HS2 and associated National Rail changes, including mitigation of impacts at street level	high	2020-2041
London Overground extension to Barking Riverside	medium	2017-2030
London Overground extension – West London Orbital	medium	2020-2030
London Overground extensions (subject to further assessment)	low	2030-2041
London Overground frequency upgrades (network-wide)	low	2017-2041
London Overground station upgrade programme	medium	2017-2041
London Overground strategic interchanges at Clapham Junction, Lewisham, Stratford and Old Oak Common and improved accessible interchange facilities across inner and outer London	low	2017-2030
London Underground air quality improvements	low	2017-2041

Scheme	Cost*	Timescale
London Underground station capacity programme	high	2017-2041
London Underground step-free stations and more accessible vehicles.	medium	2017-2041
London Underground upgrades – various (e.g. Deep Tube programme, Four Lines Modernisation programme etc)	high	2017-2041
National Rail capacity increases (other lines)	medium	2020-2030
National Rail freight upgrades, especially to enable freight to bypass London	low	2017-2041
National Rail station capacity and step-free access upgrades	high	2017-2041
Night Overground	low	2017-2020
Night-time services on the DLR	low	2020-2030
Night Tube extensions	low	2017-2030
Northern line extension	high	2017-2020
River crossing at Gallion's Reach and/or Belvedere (subject to further assessment)	medium	2030-2041
River crossings (public transport) in East London (subject to further assessment)	medium	2017-2041
River services extensions to the east (subject to further assessment)	low	2017-2030
Stratford to Angel Road enhancements	medium	2017-2020
Sutton Link	medium	2020-2030
Thameslink Programme	high	2017-2020
Tram upgrades	medium	2017-2041
Walk and cycle ferry between North Greenwich and Canary Wharf (subject to further assessment)	low	2017-2030

- 10.3.1 The Mayor recognises the vital importance of **working collaboratively** with a wide range of strategic partners to achieve good transport connectivity within London, and also between London and the Wider South East, the rest of the UK and a global network of other cities. Public transport is the most efficient means of moving people over distances that are too long to walk and cycle. London has one of the most extensive public transport networks in the world, with more than nine million trips made every day by bus, tram, tube, train and river. Use of the public transport system has increased by 65 per cent since 2000 largely because of enhanced services and an improved customer experience.
- 10.3.2 By 2041, London's transport networks will need to cater for over five million additional trips every day. There is therefore an urgent **need to improve public transport capacity, connectivity and quality of service** to ensure that it continues to cater for London's growth. Particular attention should be paid to how the complementary modes of walking, cycling and public transport interconnect at transport hubs and on streets across London.
- 10.3.3 Table 10.1 sets out both the transport schemes identified in the Mayor's Transport Strategy evidence base as being able to accommodate London's growth sustainably, and those that can achieve the wider economic, health and environmental objectives of this Plan. Additionally, a number of schemes are required to unlock growth (particularly after 2029),¹⁷⁸ which need to be appropriately protected so the Plan can be delivered.
- 10.3.4 When preparing Development Plans, local authorities should engage with TfL (and other relevant authorities) to appropriately plan for sites and routes, including those in Table 10.1, required to deliver an enhanced or expanded transport network.
- 10.3.5 Where a scheme in Table 10.1 could potentially be affected by a proposal, applicants should consult with TfL (and other relevant authorities) at an early stage to understand the latest status of the scheme (which may change over time) and identify impacts and whether any suitable mitigation is possible.
- 10.3.6 Development proposals should identify new sites or routes that are or will be required for local public transport and active travel connections, where appropriate. This should be set out in a **transport assessment or transport statement**. The way in which developments connect to local public transport and active travel networks plays a critical role in widening transport choice across London and therefore it may be necessary for proposals to facilitate the delivery of local connections through, for example, provision of land for walking and cycling routes or bus stops and supporting infrastructure.

¹⁷⁸

Strategic Housing Land Availability Assessment, Mayor of London, Nov 2017

- 10.3.7 The **Elizabeth line** will increase capacity within central London by about ten per cent, relieving crowding on the Tube network and reducing journey times and congestion at stations. An eastward extension to the Elizabeth line could support thousands of new homes and jobs along the route in Bexley and north Kent. The extension could link to High Speed 1 at Ebbsfleet and boost rail connectivity throughout the Wider South East.
- 10.3.8 **Crossrail 2** is essential to London's future. This major new line will provide capacity for 270,000 people to travel into and across central London each morning and help to reduce crowding elsewhere on the network, as well as unlocking around 200,000 new homes and supporting up to 200,000 new jobs. Working with partners, the Mayor aims to open Crossrail 2 in the 2030s.
- 10.3.9 Extending the **Bakerloo line** is also necessary to provide extra capacity on the Tube in south east London. The scheme would enable capacity for up to for 65,000 passenger journeys during the morning and evening peaks and support more than 25,000 new homes and 5,000 jobs.
- 10.3.10 A key means of improving the efficiency of the transport network and unlocking growth potential is to **eliminate physical barriers to movement**, including in places where the Thames divides the communities on either side of it. Increasing the number and capacity of public transport links, as well as walking and cycling crossings, across the Thames will help to improve access to employment opportunities, support the development of thousands of new homes and enable healthier lifestyles.
- 10.3.11 The **bus network** also has an increasingly important role to play in the development of London, particularly delivering orbital connections. Therefore, the Mayor will work with partners to continue to develop a comprehensive network of frequent, high-quality bus routes.

Policy T4 Assessing and mitigating transport impacts

- A Development Plans and development proposals should reflect and be integrated with current and planned transport access, capacity and connectivity.
- B When required in accordance with national or local guidance,¹⁷⁹ transport assessments/statements should be submitted with development proposals to ensure that impacts on the capacity of the transport network (including impacts on pedestrians and the cycle network), at the local, network-wide and strategic level, are fully assessed. Transport assessments should focus on embedding the Healthy Streets Approach within, and in the vicinity of, new development. Travel Plans, Parking Design and Management Plans, Construction Logistics Plans and Delivery and Servicing Plans will be required having regard to Transport for London guidance.¹⁸⁰
- C Where appropriate, mitigation, either through direct provision of public transport, walking and cycling facilities and highways improvements or through financial contributions, will be required to address adverse transport impacts that are identified.
- D Where the ability to absorb increased travel demand through active travel modes has been exhausted, existing public transport capacity is insufficient to allow for the travel generated by proposed developments, and no firm plans and funding exist for an increase in capacity to cater for the increased demand, planning permission will be contingent on the provision of necessary public transport and active travel infrastructure.
- E The cumulative impacts of development on public transport and the road network capacity including walking and cycling, as well as associated effects on public health, should be taken into account and mitigated.
- F Development proposals should not increase road danger.

¹⁷⁹ <https://tfl.gov.uk/info-for/urban-planning-and-construction/transport-assessment-guide/transport-assessments>

¹⁸⁰ <https://tfl.gov.uk/info-for/urban-planning-and-construction/guidance-for-applicants>

- 10.4.1 It is important that the impacts and opportunities which arise as a result of development proposals are identified and assessed so that appropriate mitigations and opportunities are secured through the planning process. **Transport assessments** are therefore necessary to ensure that planning applications can be reviewed and assessed for their specific impacts and for their compatibility with the Healthy Streets Approach. Consideration of the potential impacts on internationally important wildlife sites should also be assessed, where required.
- 10.4.2 Transport assessments should include an assessment of demand arising from personal travel as well as from potential servicing and deliveries, taking into account the impacts both on all modes of transport including walking and cycling, and on streets as social spaces. For developments of strategic importance (development proposals that are referable to the Mayor), applicants are strongly advised to engage early with Transport for London through the **pre-application process** in order to ensure that all necessary elements are covered.¹⁸¹
- 10.4.3 It is important that development proposals **reduce the negative impact of development on the transport network** and reduce potentially harmful public health impacts. The biggest transport-related impact of development on public health in London is the extent to which it enables physical activity from walking, cycling and using public transport. The other main impacts on public health relate to air quality, road danger, noise, and severance. The phasing of development, and the use of travel plans and freight strategies, may help reduce negative impacts and bring about positive outcomes. Where adverse transport impacts have been identified from development proposals, mitigation will be sought in the form of financial contributions – to improve network service levels for example – or through directly providing infrastructure such as additional bus stops and street improvements.
- 10.4.4 New development that will give rise to significant numbers of new trips should be located in places well-connected by public transport, with capacity adequate to support the additional demand, or where there is a realistic prospect of additional access or capacity being provided in time to meet the new demand. The ability to absorb increased travel demand through active travel modes must also be considered. Funded proposals by applicants to improve transport access, capacity or connectivity are encouraged.

¹⁸¹<https://tfl.gov.uk/info-for/urban-planning-and-construction/>

Policy T5 Cycling

- A Development Plans and development proposals should help remove barriers to cycling and create a healthy environment in which people choose to cycle. This will be achieved through:
- 1) supporting the delivery of a London-wide network of cycle routes, with new routes and improved infrastructure
 - 2) securing the provision of appropriate levels of cycle parking which should be fit for purpose, secure and well-located. Developments should provide cycle parking at least in accordance with the minimum standards set out in [Table 10.2](#) and [Figure 10.3](#), ensuring that a minimum of two short-stay and two long-stay cycle parking spaces are provided where the application of the minimum standards would result in a lower provision.
- B Cycle parking should be designed and laid out in accordance with the guidance contained in the London Cycling Design Standards.¹⁸² Development proposals should demonstrate how cycle parking facilities will cater for larger cycles, including adapted cycles for disabled people.
- C Development Plans requiring more generous provision of cycle parking based on local evidence will be supported.
- D Where it is not possible to provide suitable short-stay cycle parking off the public highway, the borough should work with stakeholders to identify an appropriate on-street location for the required provision. This may mean the reallocation of space from other uses such as on-street car parking. Alternatively, in town centres, adding the required provision to general town centre cycle parking is also acceptable. In such cases, a commuted sum should be paid to the local authority to secure provision.
- E Where it is not possible to provide adequate cycle parking within residential developments, boroughs must work with developers to propose alternative solutions which meet the objectives of the standards. These may include options such as providing spaces in secure, conveniently-located, on-street parking facilities such as bicycle hangers.

¹⁸² London Cycling Design Standards, Transport for London, <https://tfl.gov.uk/corporate/publications-and-reports/streets-toolkit#on-this-page-2>

- F Where the use class of a development is not fixed at the point of application, the highest potential applicable cycle parking standard should be applied.

Table 10.2 - Minimum cycle parking standards*

Use Class		Long-stay (e.g. for residents or employees)	Short-stay (e.g. for visitors or customers)
A1	food retail above 100 sqm	1 space per 175 sqm gross external area (GEA)	areas with higher cycle parking standards (see Figure 10.3): • first 750 sqm: 1 space per 20 sqm; • thereafter: 1 space per 150 sqm (GEA) rest of London: • first 750 sqm: 1 space per 40 sqm; • thereafter: 1 space per 300 sqm (GEA)
	non-food retail above 100 sqm	• first 1000 sqm: 1 space per 250 sqm • thereafter: 1 space per 1000 sqm (GEA)	areas with higher cycle parking standards (see Figure 10.3): • first 1000 sqm: 1 space per 60 sqm; • thereafter: 1 space per 500 sqm (GEA) rest of London: • first 1000 sqm: 1 space per 125 sqm; • thereafter: 1 space per 1000 sqm (GEA)

Use Class		Long-stay (e.g. for residents or employees)	Short-stay (e.g. for visitors or customers)
A2-A5	financial / professional services; cafes & restaurants; drinking establishments; take-aways above 100 sqm	1 space per 175 sqm (GEA)	areas with higher cycle parking standards (see Figure 10.3): • 1 space per 20 sqm (GEA) rest of London: • 1 space per 40 sqm (GEA)
B1	<u>business offices</u>	• areas with higher cycle parking standards (see Figure 10.3): 1 space per 75 sqm • rest of London: 1 space per 150 sqm (GEA)	• first 5,000 sqm: 1 space per 500 sqm • thereafter: 1 space per 5,000 sqm (GEA)
	light industry and research and development	1 space per 250 sqm (GEA)	1 space per 1000 sqm (GEA)
B2-B8	general industrial, storage or distribution	1 space per 500 sqm (GEA)	1 space per 1000 sqm (GEA)
C1	hotels (bars, restaurants, gyms etc. open to the public should be considered individually under relevant standards)	1 space per 20 bedrooms	1 space per 50 bedrooms
C2	Hospitals	1 space per 5 FTE staff	1 space per 30 FTE staff
	care homes / secure accommodation	1 space per 5 FTE staff	1 space per 20 bedrooms

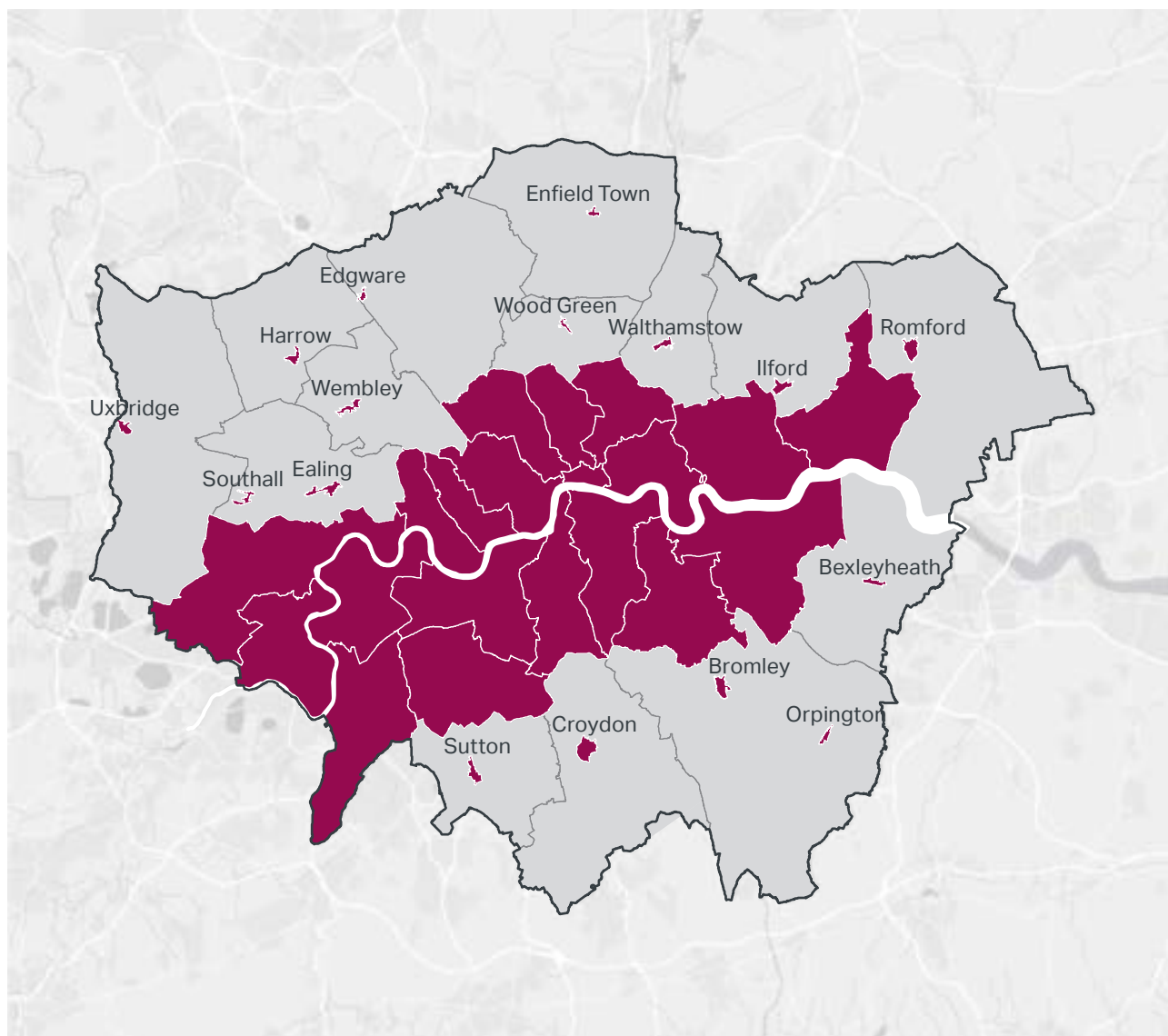
Use Class		Long-stay (e.g. for residents or employees)	Short-stay (e.g. for visitors or customers)
C3-C4	dwellings (all)	• 1 space per studio or 1 person 1 bedroom dwelling • 1.5 spaces per 2 person 1 bedroom dwelling • 2 spaces per all other dwellings	• 5 to 40 dwellings: 2 spaces • Thereafter: 1 space per 40 dwellings
D1	Nurseries	1 space per 8 FTE staff + 1 space per 8 students	
	primary schools / secondary schools/ sixth form colleges	1 space per 8 FTE staff + 1 space per 8 students	1 space per 100 students
	universities and colleges	1 space per 4 FTE staff + 1 space per 20 FTE students	1 space per 7 FTE students
	health centre, including dentists	1 space per 5 FTE staff	1 space per 3 FTE staff
	other (e.g. library, church, etc.)	1 space per 8 FTE staff	1 space per 100 sqm (GEA)
D2	sports (e.g. sports hall, swimming, gymnasium, etc.)	1 space per 8 FTE staff	1 space per 100 sqm (GEA)
	other (e.g. cinema, bingo, etc.)	1 space per 8 FTE staff	1 per 30 seats
Student accommodation		0.75 spaces per bedroom	1 space per 40 bedrooms
Specialist older persons housing**		1 space per 10 bedrooms	1 space per 40 bedrooms
Sui generis		As per most relevant other standard e.g. casino and theatre = D2, room in large-scale purpose-built shared living = studio C3	

Use Class	Long-stay (e.g. for residents or employees)	Short-stay (e.g. for visitors or customers)
Stations	To be considered on a case by case basis through liaison with TfL. The level of provision should take into account the type and location of the station, current and future rail and cycle demand and the potential for journey stages to and from the station to be made by cycle. A step-change in provision is expected, especially at termini, in order to meet the Mayor's mode share target.	
* The minimum of two short-stay and two long-stay cycle parking spaces does not apply to A1-A5 developments of less than 100 sqm or to short-stay parking at residential developments of fewer than 5 dwellings. ** as defined by <u>Policy H13 Specialist older persons housing</u>. The Mayor will continue to gather evidence with a view to revising and updating this standard. Where appropriate, proposals should provide higher provision than the above standard where it is needed.		

- 10.5.1 Development should **facilitate and encourage cycling**, and reduce car dependency and the health problems it creates. Cycling is a space-efficient mode compared to cars so making streets attractive for cycling can bring benefits to all road users while also improving the experience of living, working and spending time in the city. The Mayor will deliver, in partnership with boroughs, a new London-wide network of strategic cycling routes which will transform the convenience and experience of cycling for all types of trips.
- 10.5.2 For some types of trip, the **level of cycling is dependent on the location of the destination**. For the boroughs identified on [Figure 10.3](#) (the central and inner London boroughs, plus Richmond, Merton, Kingston, Hounslow and Barking & Dagenham), around 3.5 per cent of trips arriving at workplace, leisure and shopping destinations are made by cycle. This compares to around 1.5 per cent elsewhere in London.



Figure 10.3 - Boroughs and town centres where higher minimum cycle parking standards apply



Areas where higher minimum cycle parking standards apply
see table 10.2

- Higher minimum cycle parking standards

Source: Transport for London (TfL)

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- 10.5.3 The **minimum standards** for short-stay (for visitor / customer) cycle parking for Class A Uses and long-stay cycle parking (for employees) for office use in the locations identified on Figure 10.3 are thus set at twice the level as elsewhere – though the Mayor will support other boroughs adopting these higher standards borough-wide or for defined areas through their Development Plan Documents (such as existing Mini-Hollands, and Liveable Neighbourhoods or Opportunity Areas).
- 10.5.4 The locations where higher standards apply also include outer London Metropolitan and Major town centres where TfL has identified high potential for a switch to cycling. **Higher provision** in these locations is required to enable this increased level of cycling and contribute to Healthy Streets in town centres.
- 10.5.5 Cycle parking and cycle parking areas should allow easy access and provide **facilities for disabled cyclists**. This could include identifying and reserving specific spaces which provide step-free cycle parking and opportunities for people using adapted cycles, as well as providing facilities for other non-standard cycles such as tricycles, cargo bicycles and bicycles with trailers, for both long-stay and short-stay parking.
- 10.5.6 At **university campuses and schools**, cycle parking should be located in close proximity to the entrances of all buildings to provide convenience and choice for users. For nurseries and primary schools, an appropriate proportion of long-stay cycle parking spaces for students may be met through scooter parking. Nurseries should meet the standard through an appropriate mix of long and short-stay parking to cater for staff, those dropping off children, and children's cycle and scooter parking.
- 10.5.7 Staff cycle parking should be suitable for long-stay parking in terms of location, security and protection from the elements and inclement weather. In places of employment, **supporting facilities** are recommended, including changing rooms, maintenance facilities, lockers (at least two per three long-stay spaces are recommended) and shower facilities (at least one per ten long-stay spaces is recommended). Accessible facilities for disabled cyclists should also be provided.
- 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.¹⁸³ Through OAPFs, parking provision can vary within an 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.

¹⁸³

As required by the Mayor's Transport Strategy

- 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 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 Disabled persons parking should be provided for new residential developments. Residential development proposals delivering ten or more units must, as a minimum:
 - 1) ensure that for three per cent of dwellings, at least one designated disabled persons parking bay per dwelling is available from the outset
 - 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.

- H All disabled persons parking bays associated with residential development must:
- 1) be for residents' use only (whether M4(2) or M4(3) dwellings)
 - 2) not be allocated to specific dwellings, unless provided within the curtilage of the dwelling
 - 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	Number of beds	Maximum parking provision*
Central Activities Zone Inner London Opportunity Areas Metropolitan and Major Town Centres All areas of PTAL 5 – 6 Inner London PTAL 4	All	Car free~
Inner London PTAL 3	All	Up to 0.25 spaces per dwelling
Inner London PTAL 2 Outer London Opportunity Areas	All	Up to 0.5 spaces per dwelling
Inner London PTAL 0 – 1	All	Up to 0.75 spaces per dwelling

Location	Number of beds	Maximum parking provision*
Outer London PTAL 4	1 – 2	Up to 0.5 - 0.75 spaces per dwelling+
Outer London PTAL 4	3+	Up to 0.5 - 0.75 spaces per dwelling+
Outer London PTAL 2 – 3	1 – 2	Up to 0.75 spaces per dwelling
Outer London PTAL 2 – 3	3+	Up to 1 space per dwelling
Outer London PTAL 0 – 1	1 – 2	Up to 1.5 space per dwelling
Outer London PTAL 0 – 1	3+	Up to 1.5 spaces per dwelling^

* Where Development Plans specify lower local maximum standards for general or operational parking, these should be followed

~ With the exception of disabled persons parking, see Part G [Policy T6 .1 Residential parking](#)

+ When considering development proposals that are higher density or in more accessible locations, the lower standard shown here should be applied as a maximum

^ Boroughs should consider standards that allow for higher levels of provision where there is clear evidence that this would support additional family housing

10.6.9 The Mayor's ambition is for London to be a city where it is easy for all disabled people to live and travel in London. Disabled people should have a genuine choice of housing that they can afford within a local environment that meets their needs. This means taking a holistic approach to creating streets, local services and a public transport network that caters for disabled people and people with long-term health conditions. It is recognised that some disabled people will rely on car travel more than others, whether as a passenger or a driver. This means that to ensure genuine housing choice, **disabled persons' parking** should be provided for new residential developments. In some circumstances this may include visitor parking for disabled residents who might have regular visitors such as carers. Any such parking should be marked out as such and restricted only for these users from the outset.

- 10.6.10 Where general parking is provided on-site, any disabled persons parking bays not provided at the outset should be identified on plan. For car-free development, how provision will be made, including whether bays are provided on-site or on-street, should be clearly set out and justified, in line with relevant guidance and local policies. All provision should be fully assessed and demonstrably consistent with the **inclusive design principles** of [Policy D5 Inclusive design](#), and [GG1 Building strong and inclusive communities](#); further information on how disabled persons parking should be approached and delivered will be set out in guidance.
- 10.6.11 Through **Parking Design and Management Plans**, applicants should provide details of how initial and future provision of disabled persons parking spaces will be made, managed and enforced. They should show where these spaces will be located and demonstrate how their availability will be made clear to residents prior to occupation to inform their housing decision. Where a bay is being marked up for a particular resident, this should be done prior to occupation. Details should also be provided of how existing or future residents would request a bay, how quickly it would be created and what, if any, provision of visitor parking for disabled residents is available. In car-free developments, at no time should any on-site space marked on plan for future disabled persons parking be used for general parking.
- 10.6.12 In implementing this policy, if three per cent of a scheme is less than one space, this should be rounded up to one.
- 10.6.13 Given the aims of this Plan and the Mayor’s Transport Strategy in reducing car use and the priority given to affordable housing provision, to ensure the provision of parking does not impact on the level of affordable housing that is viable, the inclusion of parking provision (excluding disabled persons parking), even where consistent with the standards set out above, **should not result in a reduction to affordable housing**.
- 10.6.14 **Parking spaces should be leased rather than sold** to ensure the land they take up is used as efficiently as possible over the life of a development. This includes ensuring that disabled persons parking bays can be used by those who need them at any given time and ensuring enlarged bays are available to be converted to disabled persons parking bays as required. Leasing allows for spaces with active charging points to serve electric or other Ultra-Low Emission vehicles, and can more easily support passive provision becoming active. Leasing also supports parking provision to be adaptable to future re-purposing, such as following changes to transport technology or services. Leases should be short enough to allow for sufficient flexibility in parking allocation to reflect changing circumstances.

- 10.6.15 **Car clubs** count towards the maximum parking permitted because they share many of the negative impacts of privately-owned cars. However, in some areas, car club spaces can help support lower parking provision and car-lite lifestyles by enabling multiple households to make infrequent trips by car.

Policy T6.2 Office Parking

- A The maximum parking standards set out in [Table 10.4](#) should be applied to new office development.
- B In well-connected parts of outer London, including town centres, in close proximity to stations and in Opportunity Areas, office developments are encouraged to be car-free.
- C Car parking provision at Use Classes Order B2 (general industrial) and B8 (storage or distribution) employment uses should have regard to these office parking standards and take account of the significantly lower employment density in such developments. A degree of flexibility may also be applied to reflect different trip-generating characteristics. In these cases, appropriate provision for electric or other Ultra-Low Emission vehicles should be made.
- D Outer London boroughs wishing to adopt more generous standards are required to do so through an evidence-based policy in their Development Plan that identifies the parts of the borough in which the higher standards will be applied, and justifies those standards, including:
 - 1) the provision and operation of (existing and future) public transport, especially in relation to bus reliability
 - 2) the impact on the ability to deliver Healthy Streets, promote active travel and deliver mode shift
 - 3) the impact on congestion and air quality locally and on neighbouring boroughs and districts outside London as appropriate
 - 4) a commitment to increase or enhance publicly-available cycle parking
 - 5) a requirement (via Travel Plans) to reduce car parking provision over time and convert it to other uses.
- E Boroughs should not seek to adopt more generous standards borough-wide.
- F Operational parking requirements should be considered on a case-by-case basis. All operational parking must provide infrastructure for electric or other

- Ultra-Low Emission vehicles, including active charging points for all taxi spaces.
- G A Parking Design and Management Plan should be submitted alongside all applications which include car parking provision.
- H Disabled persons parking should be provided as set out in [Policy T6 .5 Non-residential disabled persons parking](#).

Table 10.4 - Maximum office parking standards

Location	Maximum parking provision*
Central Activities Zone and inner London	Car free^
Outer London Opportunity Areas	Up to 1 space per 600 sq.m. gross internal area (GIA)
Outer London	Up to 1 space per 100 sq.m. (GIA)
Outer London locations identified through a DPD where more generous standards apply	Up to 1 space per 50 sq.m. (GIA)

* Where Development Plans specify lower local maximum standards for general or operational parking, these should be followed

^ With the exception of disabled persons parking, see [Policy T6 .5 Non-residential disabled persons parking](#)

- 10.6.16 Parking associated with offices has the potential to generate car travel in the morning and evening peaks when streets are the most congested. In many parts of London this means that bus travel is less reliable and active travel is less attractive. **Office parking** also has the potential to induce habitual car travel even where alternatives to the car exist, impacting on the ability for the Mayor to meet his mode share target for 80 per cent of trips to be made by public transport and active travel. For these reasons, offices should be located in places that are accessible by public transport, walking and cycling and car parking provision should be kept to a minimum.
- 10.6.17 The **management of parking** that is provided should ensure that employees and visitors are encouraged to use non-car modes as much as possible. It should also ensure that the operation of car and cycle parking and the public

realm does not prioritise vehicles over people and that under-utilised parking is converted to other uses such as amenity space or green infrastructure.

- 10.6.18 For **industrial sites**, the role of parking – both for workers and operational vehicles – varies considerably depending on location and the type of development proposed. Provision should therefore be determined on a case-by-case basis, with the starting point for commuter parking being the standards in [Table 10.4](#) with differences in employment densities¹⁸⁴ taken into account. Flexibility may then be applied in light of site-specific circumstances as above. Operational parking should be considered and justified separately.

Policy T6.3 Retail parking

- A The maximum parking standards set out in [Table 10.5](#) should be applied to new retail development, unless alternative standards have been implemented in a Development Plan through the application of Policy G below. New retail development should avoid being car-dependent and should follow a town centre first approach, as set out in [Policy SD7 Town centres: development principles and Development Plan Documents](#).
- B To make the most efficient use of land, the starting point for assessing the need for parking provision at all new retail development should be the use of existing public provision, such as town centre parking.
- C Opportunities should be sought to make the most of all existing parking, for example using office parking for retail outside working hours. Where shared parking is identified, overall provision should be reduced to make better use of land and more intensively use the parking that remains.
- D If on-site parking is justified it should be publicly-available.
- E Disabled persons parking should be provided as set out in [Policy T6.5 Non-residential disabled persons parking](#).
- F Where car parking is provided at retail development, provision for rapid electric vehicle charging should be made.

¹⁸⁴ Density Guide 3rd Edition, Homes & Communities Agency, 2015, https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/484133/employment_density_guide_3rd_edition.pdf (for standard employment density assumptions, see the employment density matrix)

- G Boroughs may consider amended standards in defined locations consistent with the relevant criteria in the NPPF where there is clear evidence that the standards in [Table 10.5](#) would result in:
- 1) A diversion of demand from town centres to out of town centres, undermining the town centres first approach.
 - 2) A significant reduction in the viability of mixed-use redevelopment proposals in town centre.

Table 10.5 - Maximum retail parking standards

Location	Maximum parking provision*
Central Activities Zone and all areas of PTAL 5-6	Car-free^
Inner London Outer London Opportunity Areas Outer London retail below 500 sq.m.	Up to 1 space per 75 sq.m. gross internal area (GIA)
Rest of outer London	<u>Up to 1 space per 50 sq.m. (GIA)</u>

* Where Development Plans specify lower local maximum standards for general or operational parking, these should be followed

^ With the exception of disabled persons parking, see [Policy T6.5 Non-residential disabled persons parking](#).

- 10.6.19 Retail developments are significant trip attractors and should be located in places that are well-connected by public transport. Many retail trips are potentially walkable or cyclable, and improving the attractiveness of these modes through improved public realm and the application of the Healthy Streets Approach will support the vitality of London's many town centres and high streets. As such, **car parking provision should be kept to a minimum** and space should be used for activities that create vibrancy and contribute to the formation of liveable neighbourhoods.
- 10.6.20 Where significant provision of car parking at retail development can be justified, provision of **rapid electric vehicle charging facilities** should be made. Supplementary Planning Guidance on what provision is required will be provided.

- 10.6.21 As with office parking, any provision that is made should be carefully **managed** so that it does not undermine the attractiveness of alternatives to the car.

Policy T6.4 Hotel and leisure uses parking

- A In the CAZ and locations of PTAL 4-6, any on-site provision should be limited to operational needs, disabled persons parking and parking required for taxis, coaches and deliveries or servicing.
- B In locations of PTAL 0-3, schemes should be assessed on a case-by- case basis and provision should be consistent with the Healthy Streets Approach, mode share and active travel targets, and the aim to improve public transport reliability and reduce congestion and traffic levels.
- C All operational parking must provide infrastructure for electric or other Ultra-Low Emission vehicles, including active charging points for all taxi spaces.
- D Disabled persons parking should be provided as set out in Policy T6 .5 Non-residential disabled persons parking.

- 10.6.22 Hotel and leisure uses should be located in accessible locations to encourage walking, cycling and public transport use. Where Development Plans specify **lower local maximum standards** for general or operational parking, these should be followed.

Policy T6.5 Non-residential disabled persons parking

- A Disabled persons parking should be provided in accordance with the levels set out in Table 10.6, ensuring that all non-residential elements should provide access to at least one on or off-street disabled persons parking bay.
- B Disabled persons parking bays should be located on firm and level ground, as close as possible to the building entrance or facility they are associated with.
- C Designated bays should be marked up as disabled persons parking bays from the outset.
- D Enlarged bays should be large enough to become disabled persons parking bays quickly and easily via the marking up of appropriate hatchings and

symbols and the provision of signage, if required i.e. if it can be demonstrated that the existing level of disabled persons parking is not adequate. The process for converting enlarged bays should be set out in a Parking Design and Management Plan and secured at the planning stage.

- E Designated disabled persons parking bays and enlarged bays should be designed in accordance with the design guidance provided in BS8300: Vol 1.

Table 10.6 - Non-residential disabled persons parking standards

Use	Designated bays (Per cent of total parking provision)	Enlarged bays (Per cent of total parking provision)
Workplace	5 per cent	5 per cent
Education	5 per cent	5 per cent
Retail, recreation, hotels and leisure	6 per cent	4 per cent
Transport car parks	5 per cent	5 per cent
Medical and health facilities	6 per cent	4 per cent
Religious buildings and crematoria	Minimum two spaces or 6 per cent, whichever is the greater	4 per cent
Sports facilities	Refer to Sport England Guidance	Refer to Sport England Guidance

- 10.6.23 Standards for non-residential disabled persons parking are based on a percentage of the total number of parking bays. Careful assessment will therefore be needed to ensure that these percentages make adequate provision in light of the need for disabled persons parking bays by Blue Badge holders. The provision of disabled persons parking bays should be **regularly monitored and reviewed** to ensure the level is adequate and enforcement is effective. All proposals should include an appropriate amount of Blue Badge parking, providing at least one space even if no general parking is provided.

Policy T7 Deliveries, servicing and construction

- A Development plans and development proposals should facilitate sustainable freight movement by rail, waterways and road.
- B Development Plans, Opportunity Area Planning Frameworks, Area Action Plans and other area-based plans should include freight strategies. These should seek to:
- 1) reduce freight trips to, from and within these areas
 - 2) coordinate the provision of infrastructure and facilities to manage freight at an area-wide level
 - 3) reduce road danger, noise and emissions from freight, such as through the use of safer vehicles, sustainable last-mile schemes and the provision of rapid electric vehicle charging points for freight vehicles.
- Such strategies should be developed through policy or through the formulation of a masterplan for a planning application.
- C To support carbon-free travel from 2050, the provision of hydrogen refuelling stations and rapid electric vehicle charging points at logistics and industrial locations is supported.
- D Development Plans should safeguard railheads unless it can be demonstrated that a railhead is no longer viable or capable of being made viable for rail-based freight-handling. The factors to consider in assessing the viability of a railhead include:
- planning history, environmental impact and its relationship to surrounding land use context – recognising that the Agent of Change principle will apply
 - location, proximity to the strategic road network and existing/potential markets
 - the existing and potential contribution the railhead can make towards catering for freight movements by non-road modes
 - the location and availability of capacity at alternative railheads, in light of current and projected capacity and market demands.
- E Consolidation and distribution sites at all scales should be designed to enable 24-hour operation to encourage and support out-of-peak deliveries.

- F Development proposals for new consolidation and distribution facilities should be supported provided that they do not cause unacceptable impacts on London's strategic road networks and:
 - 1) reduce road danger, noise and emissions from freight trips
 - 2) enable sustainable last-mile movements, including by cycle and electric vehicle
 - 3) deliver mode shift from road to water or rail where possible (without adversely impacting existing or planned passenger services).
- G Development proposals should facilitate safe, clean, and efficient deliveries and servicing. Provision of adequate space for servicing, storage and deliveries should be made off-street, with on-street loading bays only used where this is not possible. Construction Logistics Plans and Delivery and Servicing Plans will be required and should be developed in accordance with Transport for London guidance and in a way which reflects the scale and complexities of developments.
- H Developments should be designed and managed so that deliveries can be received outside of peak hours and in the evening or night time. Appropriate facilities are required to minimise additional freight trips arising from missed deliveries and thus facilitate efficient online retailing.
- I At large developments, facilities to enable micro-consolidation should be provided, with management arrangements set out in Delivery and Servicing Plans.
- J Development proposals must consider the use of rail/water for the transportation of material and adopt construction site design standards that enable the use of safer, lower trucks with increased levels of direct vision on waste and landfill sites, tip sites, transfer stations and construction sites.
- K During the construction phase of development, inclusive and safe access for people walking or cycling should be prioritised and maintained at all times.

10.7.1 An efficient freight network is necessary to support the function of the city. This policy seeks to facilitate **sustainable freight movement** by rail, waterways and road in London through consolidation, modal shift and promoting deliveries at different times of day and night in order to reduce the impact on road congestion and air quality, and conflict with other users.

- 10.7.2 Currently many deliveries of non-urgent goods are made, unnecessarily, at congested times of the day. As many as two in every three delivery slots are missed, leading to repeat trips that cause additional congestion and emissions. Many van and lorry trips could be avoided or re-timed if freight activity were better **consolidated**.
- 10.7.3 The Mayor will work with all relevant partners to improve the **safety and efficiency** of freight across London and support consolidation within and beyond London, as well as the retiming of movements to avoid peak hours. To reduce the pressure on London's streets, developments should provide for deliveries and servicing off-street where possible, and through dedicated loading bays if not. Where loading in the carriageway is unavoidable and the impacts can be made acceptable, it should be designed to minimise the impact on people walking or cycling and other road users. Improved on-site storage can also reduce the need for deliveries during peak hours.
- 10.7.4 When planning freight movements, development proposals should demonstrate through Construction Logistics Plans and Delivery and Servicing Plans that all reasonable endeavours have been taken towards the use of **non-road vehicle modes**. Where rail and water freight facilities are available, Transport for London's freight tools should be used when developing the site's freight strategy.
- 10.7.5 Delivery and Servicing Plans should demonstrate how the requirements of the site are met, including **addressing missed deliveries**. Appropriate measures include large letter or parcel boxes and concierges accepting deliveries. Car-free developments should consider facilitation of home deliveries in a way that does not compromise the benefits of creating low-car or car-free environments.
- 10.7.6 **Construction Logistics and Delivery and Servicing Plans** should be developed in line with TfL guidance and adopt the latest standards around safety and environmental performance of vehicles to ensure freight is safe, clean and efficient. To make the plans effective they should be monitored and managed throughout the construction and operational phases of the development.
- 10.7.7 **To reduce the road danger associated with the construction of new development** and enable the use of safer vehicles, appropriate schemes such as CLOCS (Construction Logistics and Community Safety) or equivalent and FORS (Fleet Operator Recognition Scheme) or equivalent should be utilised to plan for and monitor site conditions. Development proposals should demonstrate 'good' on-site ground conditions ratings or the mechanisms to reach this level, enabling the use of vehicles with improved levels of driver direct vision. To support the procurement of these vehicles and to minimise road danger, the Mayor has introduced his Direct Vision Standard, which rates Heavy

Goods Vehicles on a star rating from 0 (lowest) to 5 (highest), based on how much the driver can see directly through the cab windows.

Policy T8 Aviation

- A The Mayor supports the role of the airports serving London in enhancing the city's spatial growth, particularly within Opportunity Areas well connected to the airports by public transport and which can accommodate significant numbers of new homes and jobs. This should be reflected in relevant Development Plans and other area-based strategies.
- B The environmental and health impacts of aviation must be fully acknowledged and aviation-related development proposals should include mitigation measures that fully meet their external and environmental costs, particularly in respect of noise, air quality and climate change. Any airport expansion scheme must be appropriately assessed and if required demonstrate that there is an overriding public interest or no suitable alternative solution with fewer environmental impacts.
- C The Mayor will oppose the expansion of Heathrow Airport unless it can be shown that no additional noise or air quality harm would result, and that the benefits of future regulatory and technology improvements would be fairly shared with affected communities.
- D All airport expansion development proposals that would impact on passenger movements through London should demonstrate how public transport and other surface access networks would accommodate resulting increases in demand alongside forecast background growth; this should include credible plans by the airport for funding and delivery of the required infrastructure.
- E Development proposals that would lead to changes in airport operations or air traffic movements must take full account of their environmental impacts and the views of affected communities. Any changes to London's airspace must treat London's major airports equitably when airspace is allocated.
- F Development proposals should make better use of existing airport capacity, underpinned by upgraded passenger and freight facilities and improved surface access links, in particular rail.
- G Airport operators should work closely with airlines, Transport for London and other transport providers and stakeholders to ensure straightforward,

seamless and integrated connectivity and to improve facilities and inclusive access. They should also increase the proportion of journeys passengers and staff make by sustainable means such as rail, bus and cycling, and minimise the environmental impacts of airport servicing and onward freight transport.

- H Development proposals relating to general and business aviation activity should only be supported if they would not lead to additional environmental harm or negative effects on health, nor impact on scheduled flight operations. Any significant shift in the mix of operations using an airport – for example, the introduction of scheduled flights at airports not generally offering such flights – should be refused.
- I New heliports should be refused, other than for emergency services.

- 10.8.1 **London's airports form part of a single wider aviation system** whose impacts are felt across local authority boundaries. This policy therefore establishes a strategic approach to aviation within London and provides guidance for decision takers outside of London. The primary focus of the policy is the planning system, but it also serves to inform other processes, such as the development of Airport Masterplans, as well as wider discussions with stakeholders.
- 10.8.2 London's major airports provide essential connectivity for passengers and freight, support vital trade, inward investment and tourism, generate prosperity, and provide and support significant numbers of jobs. The aviation industry must fully address its **environmental and health impacts**. Government and industry must also recognise local communities' concerns about aviation noise and pollution, consult fully with those affected, and use new technologies to deliver tangible reductions in noise exposure and pollution.
- 10.8.3 It is important, in the first instance, to **make best use of existing airport capacity**, which fast, frequent, sustainable surface access can support. Opportunity Areas with excellent airport rail connections can serve as airport gateways and be the focus for new development, in turn helping meet London's need for new homes and jobs. Any airport expansion proposals should not be at the expense of London's environment or the health of its residents. Heathrow airport's current operations are already a cause of concern for hundreds of thousands of Londoners, with its significant noise impacts and contribution to illegal levels of air pollution.
- 10.8.4 Any airport expansion proposals should only be taken forward on the basis that **noise impacts** are avoided, minimised and mitigated, and proposals should

not seek to claim or utilise noise improvements resulting from technology improvements unrelated to expansion. Nor should expansion result in significant numbers of new people being exposed to new or additional noise harm.

- 10.8.5 Any airport expansion proposals should not worsen existing **air quality** or contribute to exceedance of air quality limits, nor should they seek to claim or utilise air quality improvements resulting from unrelated Mayoral, local or national policies and actions. Airport expansion should also incorporate air quality positive principles to minimise operational and construction impacts.
- 10.8.6 The Mayor will therefore strongly oppose any expansion of Heathrow Airport that would result in additional environmental harm or negative public health impacts. Air quality gains secured by the Mayor or noise reductions resulting from new technology must be used to improve public health, not to support expansion. The Mayor also believes that expansion at Gatwick could deliver significant benefits to London and the UK more quickly, at less cost, and with significantly fewer adverse environmental impacts. Stansted Airport will, in due course, be able to make better use of its single runway following the raising of its flight cap, alongside appropriate environmental mitigation. London City Airport is working to upgrade its passenger facilities and enhance operational efficiency in conjunction with the introduction of additional environmental mitigation measures and what amounts to a reduction of its maximum permitted number of movements. Luton and Southend airports are also undertaking substantial upgrades of their terminal facilities.
- 10.8.7 Any airport expansion proposals must show that **surface transport networks** would be able to accommodate the additional trips they would lead to. It will not be sufficient to rely on schemes designed to cater for background growth such as the Elizabeth line, Thameslink and Crossrail 2. If significant airport expansion is to be accommodated sustainably and not lead to additional road traffic movements, this will require major investment by the airport authority and central Government in new infrastructure, particularly rail, in order to deliver the necessary additional capacity and connectivity.
- 10.8.8 The **aviation impacts on climate change** must be fully recognised and emissions from aviation activities must be compatible with national and international obligations to tackle climate change. The implications for other sectors and other airports must also be fully understood when expansion proposals are brought forward, and aviation greenhouse gas emissions must be aligned with the Mayor's carbon reduction targets.
- 10.8.9 **Air freight** plays an important role in supporting industry in London and the UK, and the provision of both bellyhold and dedicated freighter capacity should be

an important consideration when plans for airport development in the south east of England are taken forward.

- 10.8.10 General and business aviation, typically utilising smaller airports, can complement and help sustain London's economy. However, the introduction of **scheduled flights** at such airports can significantly impact local communities, and scheduled flights should therefore normally operate from London's major airports which also tend to have much better surface and public transport networks in place.
- 10.8.11 The regime governing **helicopter flights** over London is outdated and requires urgent review by the CAA. The noise impacts from helicopters can be considerable and there are also concerns about the local air quality impacts around heliports. An updated regime should take full account of London's spatial growth and changes in technology to reduce noise and other environmental impacts, as well as safety risks. Steps should be taken to reduce helicopters overflying London.

Policy T9 Funding transport infrastructure through planning

- A The Mayor will charge the Mayoral Community Infrastructure Levy (MCIL) to secure funding towards transport infrastructure of strategic importance such as Crossrail 2, and potentially other strategic transport infrastructure.
- B In consultation with the Mayor, boroughs should identify a package of other strategically-important transport infrastructure, as well as improvements to public realm, along with other funding streams to deliver them.
- C Planning obligations (Section 106 agreements), including financial contributions, will be sought to mitigate impacts from development, which may be cumulative. Such obligations and contributions may include the provision of new and improved public transport services, capacity and infrastructure, the expansion of the London-wide cycle networks and supporting infrastructure, and making streets pleasant environments for walking and socialising, in line with the Healthy Streets Approach.

- 10.9.1 Use of **MCIL** is restricted by regulation to funding **strategic transport infrastructure** in London. The Mayor's first MCIL (MCIL1) was introduced in 2012 to contribute to Crossrail 1 (the Elizabeth line) funding, and was designed as a single rate community infrastructure levy for each London borough,

covering all development other than education and health. Running alongside MCIL1 was a Section 106 contributions scheme which applied to office, retail and hotel developments in central London, the northern part of the Isle of Dogs and around Crossrail 1 stations. In June 2017, the Mayor published proposals for an MCIL2 to contribute to Crossrail 2 funding.¹⁸⁵ This took effect in April 2019, replacing both MCIL1 and the Crossrail 1 Section 106 contributions scheme.

- 10.9.2 Negotiations on the Crossrail 2 scheme are still underway and there is no agreed funding package at present. Should no funding deal be achievable, the Mayor will apply the MCIL2 proceeds to **fund other strategic transport projects** for which there is a significant funding gap.
- 10.9.3 **Other transport infrastructure and improvements to public realm** will be necessary to support London's growth. Through Development Plans, boroughs should work with the Mayor to identify current and future requirements and funding streams for transport infrastructure and other measures which support growth and create a high-quality public realm in line with the Healthy Streets Approach.
- 10.9.4 As part of individual development proposals, comprehensive assessment should both inform appropriate levels of mitigation and highlight opportunities for improvements. In some instances, this may include securing **planning obligations** and the development and implementation of strategies to improve the public realm.
- 10.9.5 Alongside the development of the income streams described above and maximisation of funding that they could generate, the Mayor will work with strategic partners to investigate **new mechanisms** to support the funding of new and improved transport services and infrastructure.

¹⁸⁵

<https://www.london.gov.uk/what-we-do/planning/implementing-london-plan/mayoral-community-infrastructure-levy>

Chapter 11

Funding the London Plan



Overview

- 11.0.1 This is an ambitious Plan and delivering it is a significant challenge. The level of growth anticipated in the Plan will require significant investment from both the public and the private sector. London's growth is important for all Londoners, and for the economic prosperity of the UK. It is therefore important that the required long-term investment set out in the London Plan can be funded and delivered.
- 11.0.2 This chapter sets out a policy framework for viability and planning obligations and estimates the investment in infrastructure needed to deliver the London Plan. A lot of this investment will need to be provided by the public sector. The chapter outlines the gap between currently committed and required public sector funding, and summarises potential options for meeting this funding gap. It also outlines the need for a more supportive regulatory environment where private sector investment is involved.
- 11.0.3 The most critical areas for investment to achieve the step change in housing delivery that London needs are increased investment in transport infrastructure and fundamental changes to the housing market. There is also a significant need to invest in enabling infrastructure, such as green infrastructure, water, energy, waste, digital connectivity and social infrastructure.

Policy DF1 Delivery of the Plan and Planning Obligations

- A Applicants should take account of Development Plan policies when developing proposals and acquiring land. Development proposals should provide the infrastructure and meet the other relevant policy requirements necessary to ensure that they are sustainable and to support delivery of the Plan. Where relevant policies in local Development Plan Documents are up to date, it is expected that viability testing should normally only be undertaken on a site-specific basis where there are clear circumstances creating barriers to delivery.
- B Where relevant policies in local Development Plan Documents are up to date, if an applicant wishes to make the case that viability should be considered on a site-specific basis, they should provide clear evidence of the specific issues that would prevent delivery, in line with relevant Development Plan policy, prior to submission of an application.
- C Where it is accepted that viability of a specific site should be considered as part of an application, the borough should determine the weight to be given to a viability assessment alongside other material considerations, ensuring that developments remain acceptable in planning terms. Viability assessments should be tested rigorously and undertaken in line with the Mayor's Affordable Housing and Viability SPG.
- D When setting policies seeking planning obligations in local Development Plan Documents and in situations where it has been demonstrated that planning obligations cannot viably be supported by a specific development, applicants and decision-makers should firstly apply priority to affordable housing and necessary public transport improvements, and following this:
 - 1) recognise the role large sites can play in delivering necessary health and education infrastructure; and
 - 2) recognise the importance of affordable workspace, and culture and leisure facilities in delivering good growth.
- E Boroughs are also encouraged to take account of the infrastructure prioritisation in Part D in developing their Community Infrastructure Levy Charging Schedule and determining the infrastructure that will be funded through borough CIL.

- 11.1.1 The purpose of planning is the delivery of sustainable development, and the statutory basis for this is the plan-led system. The policies in the London Plan have been subject to a viability assessment, proportionate to a Spatial Development Strategy, which has tested the cumulative impact of relevant standards, obligations and requirements to ensure they do not put implementation of the Development Plan at serious risk. Local Development Plan Documents also needed to be informed by viability testing of local sites. Therefore, applicants should take account of all relevant Development Plan policies when forming their proposals and when acquiring land. Land owners should also take account of these requirements when applying for planning permission or selling sites.
- 11.1.2 The assessment of viability on a site-by-site basis has caused uncertainty, increased land prices and undermined the delivery of Plan objectives. There are inherent difficulties in the assessment of viability at the application stage given input uncertainty and the sensitivity of viability appraisals to small changes in assumptions. There is also a risk that site-specific viability testing is used as a device to reduce planning requirements and enhance commercial returns, even where genuine barriers to delivery do not exist.
- 11.1.3 To avoid these issues, it is expected that the testing of viability of a specific scheme should only be necessary where there are clear barriers to delivery that would make the delivery of obligations unviable. This will speed up the planning process and increase certainty for applicants and planning authorities, whilst supporting the implementation of planning policies and the delivery of sustainable development.
- 11.1.4 In setting Local Plan policies and associated guidance, boroughs should consider whether there are circumstances in which it may be acceptable to review the viability of a development on a site-specific basis. These may include circumstances where an applicant is required to provide significant infrastructure improvements to facilitate delivery of a development (beyond the level that would typically be required for the scale of development),¹⁸⁶ or where the value generated by a development would be exceptionally low.
- 11.1.5 Where relevant policies in local Development Plan Documents are up to date, if an applicant wishes to make the case that viability should be considered on a site-specific basis, they should inform the borough, and Mayor where relevant, prior to submission of the application. Evidence should be provided

¹⁸⁶ The need for infrastructure provision to facilitate a site being brought forward for development, or the presence of abnormal development costs, will impact land value and the cost should not necessarily be born through a reduction in planning obligations.

of the specific issues that would prevent delivery in line with relevant Mayoral and borough policies and guidance. The application should be determined in accordance with the Development Plan, with the decision-maker determining the weight to be given to viability alongside other relevant material considerations. This should ensure that proposals remain acceptable in planning terms.

- 11.1.6 The Mayor's Affordable Housing and Viability SPG sets out detailed guidance on the assessment of viability. Viability should be assessed robustly in line with the Mayor's guidance when undertaken on a site-specific basis.
- 11.1.7 This policy should inform the development of plan policies, infrastructure planning and planning decisions.

The Funding Gap

- 11.1.8 London's growth is important for the whole of the United Kingdom. Almost a quarter of the country's output, and around 30 per cent of its economy-related tax take is generated in the capital.¹⁸⁷ For London to continue to grow as set out in this London Plan, Londoners will need access to genuinely affordable homes and good jobs, supported by necessary social infrastructure, transport, utilities and green infrastructure. However, the Mayor currently possesses limited powers to fund affordable housing and infrastructure. There is a significant gap between the public-sector funding required to deliver and support London's growth, and the amount currently committed to London. In many areas of the city, major development projects are not being progressed because of the uncertainty around funding. In the short-term, it is therefore necessary for London and Londoners to have greater certainty over the public funding that central government plans to commit to the city's growth.
- 11.1.9 Public-sector funding is defined as money raised directly or indirectly through taxing or levying funds from individuals or businesses. The Mayor's current fundraising powers are limited to council tax and business rates, user charges such as transport fares, and third-party contributions such as MCIL. These represent a small proportion of the large number of different taxes levied on London by Government. In 2015/16, London government only had direct control over 5.1 per cent of the tax it raised (council tax and 50 per cent business rates).
- 11.1.10 Finance is investment sourced from companies or organisations, usually in the form of debt or equity. Where local or national government obtains debt, this can be considered (deferred) funding, as the borrowing is backed by future tax revenue and levies on economic activity.

¹⁸⁷

Devolution: a capital idea, London Finance Commission, 2017

- 11.1.11 The London Infrastructure Plan 2050¹⁸⁸ outlined that the total investment in London's infrastructure (as defined in the plan) required between 2016 and 2050 could reach £1.3 trillion (2014 prices, within a range of £1 trillion to £1.7 trillion). The actual number is likely to be higher given inflation and the revised population estimates underpinning this London Plan.
- 11.1.12 The research conducted for the London Infrastructure Plan 2050 analysed the likely total required public-sector investment, under a business as usual scenario.¹⁸⁹ Overall, the estimates suggest that the then current level of committed funding (particularly for infrastructure provided by the public sector) would not meet London's growth needs. The research found that the total gap between required public sector investment and committed funds was estimated to be around £3.1 billion per annum. As this estimate was based on 2014 prices and lower predicted population growth, it is now likely to be higher. Where more up-to-date information is available, this is used below.
- 11.1.13 The Mayor is seeking clarity from Government on the availability of investment for much-needed infrastructure in the capital, and more fundamentally, is seeking further devolution of fiscal powers in line with the recommendations of the London Finance Commission. Because of the scale of the funding gap, the Mayor is also exploring other potential sources of funding, such as land value capture, and looking at how private investors can play a bigger role in investing in the upfront costs of infrastructure. He has also, through this Plan and other strategies, set out how to make more creative and efficient use of existing infrastructure assets, for example, by managing demand for utilities and transport, using new technologies and changing user behaviours.

Infrastructure

- 11.1.14 To support predicted growth in population, London requires a range of strategic infrastructure to unlock housing and employment growth.
- 11.1.15 The largest project in the pipeline in terms of cost and scope – Crossrail 2 – will support the delivery of around 200,000 jobs and 200,000 homes, making a significant contribution towards meeting London's housing needs to 2041. However, London needs to deliver some 1.6 million homes over the same period. A large amount of that growth will need to be enabled and supported by

¹⁸⁸ London Infrastructure Plan GLA 2015, <https://www.london.gov.uk/file/19038/download?token=1Zj5uQZf>

¹⁸⁹ The method used to calculate required infrastructure investment in the London Infrastructure Plan 2050 is outlined in: The cost of London's long-term infrastructure, Arup, 2014, <https://www.london.gov.uk/sites/default/files/gla-the-cost-of-londons-long-term-infrastructure-by-arup.pdf>



other infrastructure projects, many of which will take the form of incremental improvements and smaller schemes.

- 11.1.16 This section outlines what is required to deliver London's housing and planned infrastructure.

Housing

- 11.1.17 In the London Housing Strategy, the Mayor has set out how he will ensure that all sources of housing supply are utilised, how he intends to use the tools he currently has available to their fullest extent, and what extra powers and resources London would need to achieve a significant and sustainable step change in the delivery of new and affordable homes.
- 11.1.18 At the core of the London Housing Strategy is an understanding that the current model for homebuilding in the capital faces inherent constraints in terms of how many new homes it can support. These include capacity constraints of major homebuilders, and economic limitations on how quickly market homes can be sold at the prices developers want to achieve. Raising homebuilding toward the targets set out in this London Plan will require the contribution of existing players to be supported, and to be complemented by a significant expansion in the range of delivery models used, and the tenures and types of homes delivered.
- 11.1.19 In order to accelerate and/or de-risk housing development in the capital the Mayor is already making funding available, and he has secured £4.82 billion to support 116,000 affordable housing starts by 2022. He is also working to secure a significant share of the Government's Housing Infrastructure Fund and has made a number of bids to unlock key housing schemes across London.
- 11.1.20 Beyond this, the Mayor is making the case to Government for continued and sustained investment in homebuilding and enabling infrastructure. Initial estimates by the GLA indicate that at least £2.7 billion in public capital funding a year is required for affordable housing to help address housing need. This estimate will be revised based on discussions with affordable housing providers and more detailed analysis of the costs of provision.
- 11.1.21 Beyond his investment and planning powers, the Mayor is also proposing a more hands-on approach to increasing the supply of land for homebuilding. He intends to intervene directly, or support boroughs, housing associations and developers to do so, where land is suitable for new housing but is not coming forward for development.
- 11.1.22 In relation to publicly-owned land, the Mayor's functional bodies have committed to ensure that land they control is utilised to support additional housing delivery. There is also a significant stock of land in the ownership of other key public-

sector landowners. The Mayor is engaging directly with them to bring forward sites for housing, and is also working with Government to develop a more formal role for the GLA in bringing forward Government-owned land in London earmarked for housing delivery. As a minimum, this role should mirror that operated by Homes England, which directly manages the release of surplus Government landholdings outside London.

- 11.1.23 As a last resort, statutory powers may be required to bring forward land for development. The Mayor will work with boroughs, Mayoral Development Corporations, TfL, housing associations and developers to utilise statutory land assembly powers, such as Compulsory Purchase Orders, to bring forward housing opportunities. This will include supporting boroughs to make more use of compulsory purchase where appropriate, and the Mayor exercising compulsory purchase powers where a scheme is of strategic significance, or where a borough may be unable or reluctant to act. To support a step-change in the delivery of new and affordable housing, the Mayor is making the case to Government for further reforms of, and resources to support, compulsory purchase, and exploring options for new land assembly models.
- 11.1.24 The homebuilding industry needs to be diversified to increase capacity and speed up delivery. The Mayor is supporting the Build to Rent sector, which can provide additional supply above what would be delivered through the sale-led housing market. In order to encourage small and medium-sized builders, the Mayor is launching a Small Sites, Small Builders programme, which, alongside changes to CIL and new planning policies, seeks to address some of the barriers faced by smaller builders. The Mayor is also supporting boroughs and housing associations to deliver more homes directly, including by providing investment and lobbying Government for reforms to enable boroughs to build at significantly greater volumes.
- 11.1.25 Finally, the London Housing Strategy sets out how the Mayor will address the capacity constraints that are holding back the industry. This includes addressing the construction skills crisis by investing in a new Construction Academy Scheme, utilising the devolved Adult Education Budget, ensuring that local labour and apprenticeship opportunities are made more efficient and joined-up, and supporting the substantially greater use of precision manufacturing in building homes across London.

Transport

- 11.1.26 The Mayor's Transport Strategy sets out the Mayor's priorities for transport, and defines how London's transport infrastructure will be paid for. Delivering the schemes identified in the Mayor's Transport Strategy will require an average capital investment by TfL and others of around £3.3 billion a year. This equates



to around 0.9 per cent of London's Gross Value Added. The level of expenditure envisaged by the strategy is broadly in line with the National Infrastructure Commission's recommendation of an economic infrastructure spend of circa 1.2 per cent of Gross Domestic Product per annum.

- 11.1.27 Further information on the specific projects detailed in the Mayor's Transport Strategy that support delivery of the London Plan can be found in [Table 10.1](#) in the Transport chapter in this Plan. Significant capital investment will be required to deliver these schemes, which can only be achieved through collaboration between the Mayor and Government, National Rail, London's boroughs and the private sector.
- 11.1.28 Transport in London is funded through a combination of sources, including:
- Business Rate Retention under Mayoral control, which is replacing existing direct Government grants for operations and new capital investment from 2017-18
 - revenue from fares and other 'user pays' sources (e.g. Congestion Charging)
 - non-fare sources (e.g. advertising and property)
 - contributions from the London boroughs and the private sector, for example developer funding for associated transport investments
 - other specific grants
 - TfL 'prudential borrowing' against future revenue
- 11.1.29 In addition, for the Elizabeth line project, there are specific ring-fenced funds (e.g. specific levies such as the Business Rate Supplement and Mayoral CIL). In February 2019 the Mayor adopted a new charging schedule (MCIL2). MCIL2 came into effect on 1 April 2019 and supersedes MCIL1 and the associated Crossrail Funding SPG (applicable in central London, the northern part of the Isle of Dogs and within 1km of a Crossrail station for the rest of London). MCIL2 will be used to fund Crossrail 1 (the Elizabeth line).
- 11.1.30 TfL's operating expenditure, including capital renewals, is primarily reliant on fares and Business Rates Retention funding sources. In the future, additional borrowing will be limited to where the capital-spend results in an increase in future revenues that can service the operating and financing costs. The Elizabeth line, Northern line extension, Overground extension to Barking Riverside and Silvertown Tunnel have identified funding packages and will be delivered in the early years of the Plan. However, most of the schemes listed in [Table 10.1](#) are currently unfunded and additional sustainable funding sources and project-specific deals and grants will be needed alongside contributions from London boroughs and the private sector.

- 11.1.31 Public sector funding for major infrastructure usually requires the support of the Treasury for direct Government investment or new devolved mechanisms. The Mayor's ability to invest in major transport schemes is therefore highly dependent on his negotiations with Government. The amount of public sector funding allocated to London's required infrastructure is uncertain, and schemes are negotiated on an individual basis which tends to lead to delays.¹⁹⁰ Given that the density of the public transport network correlates strongly with the potential for growth, the significant uncertainty over the funding of many transport schemes reduces confidence in the prospects for growth among all the major stakeholders responsible for building the city, including developers and utilities companies.
- 11.1.32 While the Mayor continues to promote the devolution agenda in line with the recommendations of the London Finance Commission, he will also continue to look for further creative options to fund required transport infrastructure. The Mayor is considering options for ensuring all beneficiaries of growth contribute to it, and for sweating London's existing assets to deliver efficiency savings. In the long term, however, a fairer and more efficient political settlement should be reached on fiscal devolution. There is good evidence to suggest that fiscal devolution would generate better outcomes for Londoners and also for the rest of the UK. Providing London with the means to control more of its own tax revenues would ensure that London can build the transport infrastructure it needs to unlock development more efficiently, more quickly and with greater certainty.¹⁹¹
- 11.1.33 In addition to the London Finance Commission recommendations, the Mayor believes that Vehicle Excise Duty (VED) should be devolved to TfL to provide revenue for investment in strategic roads in London, the responsibility for the management of which was devolved to TfL in 2000. This would bring investment in London's streets in line with the Government's intention to allocate VED revenue to the English Strategic Road Network from 2020. Powers to change how VED is levied would also provide London with the flexibility to trial new ways of paying for roads, which would be better linked to the impacts vehicles have on them and on London as a whole. Taxation rules should also be reviewed to ensure they incentivise sustainable travel to/from and for work.

¹⁹⁰ Devolution: a capital idea, London Finance Commission, 2017

¹⁹¹ Transport Investment Strategy, DfT, 2017; Devolution: a capital idea, London Finance Commission, 2017; The Political Economy of Infrastructure in the UK, Coelho, M. and Ratnoo, V, 2014; National Infrastructure Plan, HM Treasury, 2014

Enabling Infrastructure

Schools

- 11.1.34 There is a growing need for school places in London. Central government provides the majority of the capital funding to create school places and to carry out capital maintenance and repair work to existing school buildings,¹⁹² supplemented by capital contributions from London boroughs. An indicative survey by the GLA across the academic years 2011/12 and 2012/13 suggests that capital funding from Government represented around one third of the funding required. This analysis suggests that London will need in the region of £11 billion to 2050 to fund new primary and secondary school places and an additional £12 billion to undertake renewals on both new and existing school facilities.
- 11.1.35 This investment will need to be made by increasing Government contributions and from sources raised locally, such as through CIL or Section 106 contributions. A wide range of new sources of funding is likely to be difficult to access without providing London government with greater control and freedom over its local tax base. Further innovation and efficiencies will also be required to bring down costs.¹⁹³

Health Facilities

- 11.1.36 The demand for health services in London is increasing due to a growing and ageing population and an increase in complex and long-term health conditions. As described in paragraphs [5.2.1](#) to [5.2.9](#) of this Plan, the NHS has set out the need to undertake a higher proportion of healthcare in community rather than hospital settings. However, many hospital sites contain old, poor-quality stock and there is a need for both replacement and maintenance. Investment is also needed in the workforce and digital technology to deliver service change.
- 11.1.37 Across London, developer contributions are used to fund the capital costs of new or expanded primary and community care facilities in order to meet the increasing demand for services which arises from population growth in new developments. Boroughs should use the London Healthy Urban Development Unit Planning Contributions Model (HUDU Model) to calculate the capital cost of the additional health facilities required to meet the increased demand. Boroughs should also work with Clinical Commissioning Groups and NHS England to

¹⁹² Through the Department for Education's Devolved Formula Capital funding

¹⁹³ The cost of London's long-term infrastructure, Arup, 2014, <https://www.london.gov.uk/sites/default/files/gla-the-cost-of-londons-long-term-infrastructure-by-arup.pdf>



determine what investment is required by monitoring housing and population growth, keeping infrastructure plans up to date and working together to identify and develop projects towards which Section 106 and CIL contributions could be used.

- 11.1.38 Section 106 in-kind contributions can be used to support the provision of new health facilities, particularly in Opportunity Areas where there is little or no existing infrastructure. Examples of in-kind contributions include: transfer of land to provide new primary and community care facilities; construction and fit-out of new health facilities; and provision of 'shell and core' space at peppercorn rent. Funding sources for health buildings also include direct capital from central government and private funding through a variety of public/private joint ventures. A specific fund for Primary care estate, the Estates and Technology Transformation Fund (ETTF), is in the second of a four-year programme (to 2020).
- 11.1.39 London's Sustainability and Transformation Plans (STPs) were published in October 2016 to set out how health and care services would evolve and become financially sustainable over the 5-year period to 2020/21. The plans outlined a requirement to spend £4.8 billion on existing health infrastructure in London just to keep it operationally functional. Further capital investment in NHS infrastructure of £2.1 billion is needed to meet the costs of transforming health services in London and accommodating population growth. Therefore, a total 5-year investment of £6.9 billion is required.
- 11.1.40 ETTF and developer contributions represent only a relatively small proportion of the capital funding required, so additional sources need to be identified. The London Health and Care Devolution Memorandum of Understanding offers significant opportunities to address health and care estate challenges. These include innovative approaches to realising value from underused and unused NHS land and buildings; working more collaboratively with the Mayor and London's boroughs; and taking the One Public Estate approach to health and care developments. The London Estates Board and London Estates Delivery Unit aim to support the effective delivery of local and sub-regional estates plans, including more efficient estate utilisation. This will better meet the health and care needs of Londoners now and in the future.

Utilities

- 11.1.41 This Plan assumes that all regulated utilities infrastructure necessary to support growth will be delivered by the statutory providers and network operators. The London Infrastructure Plan 2050 suggests that energy and water infrastructure will require £148 billion and £46 billion of investment in London respectively over the period. Investment in energy and water infrastructure is usually funded by providers through user charges. Spend on new assets and operating costs

are agreed through negotiations between the provider and regulator. These plans are then set out at the beginning of the regulatory price-control period in the provider's business plan. Because capital expenditure is funded through user charges, utilities companies typically borrow to fund the upfront costs of investment.

- 11.1.42 The exception to this approach for utilities infrastructure is heat network infrastructure, the pipework that carries hot water connecting sources of low-cost, low-carbon energy to homes and business to meet their space heating and hot water needs. Heat networks are an emerging class of infrastructure recognised by both the Mayor and the Government as being essential in meeting climate change targets. Heat networks are not a regulated undertaking and therefore not subject to the same restrictions or benefits (in terms of powers) as statutory undertakers. The Mayor is exploring how to increase the rate of their development in London, which will require central government to create a level playing field for the treatment of district heating networks compared to other statutory utilities regarding access rights and business rates.
- 11.1.43 The scale of growth in London will require significant capital investment in water and energy infrastructure. Investment ahead of demand will be required to ensure the utilities are available when sites are developed. It can also realise significant efficiency savings for all parties involved in a development. The Mayor is working with providers and regulators to ensure the regulatory regime supports investment at the right time.

Flood Risk Management

- 11.1.44 The Environment Agency and Lead Local Flood Authorities are responsible for the identification and delivery of flood risk management schemes. Funding is provided by Government as Grant in Aid, through local levies and partnership funding sources, distributed through the Regional Flood and Coastal Committee (RFCC). It is also important to consider how direct beneficiaries of flood reduction projects can contribute to the costs of these projects.

Digital Infrastructure

- 11.1.45 The London Infrastructure Plan 2050 estimates that £8 billion will be required to provide the digital connectivity infrastructure London needs. As in the case of energy and water investment, new digital connectivity infrastructure is paid for upfront through finance or private equity investment backed by user charges. In general, decisions on where to invest in infrastructure are determined on a demand-led or network capability and capacity basis. There are also regulatory obligations for coverage, and infrastructure roll-out decisions are also dependent on technology delivery type. Increasing demand, as business



activities and people's lifestyles become more dependent on faster broadband, means that, as with other utilities, the regulatory regime must support investment ahead of demand. This should take account of the fast-changing nature of digital technology.

Green Infrastructure

- 11.1.46 The city's green infrastructure provides a wide range of benefits and services that generate significant economic value in a cost-effective way. The Mayor, in partnership with the National Trust and Heritage Lottery Fund, has published a natural capital account that clearly demonstrates this.¹⁹⁴
- 11.1.47 Provision of green infrastructure has traditionally been the responsibility of public authorities and various public or third-sector land-management bodies, but increasingly, a number of private sector actors (including utility companies, developers and businesses) are contributing to delivery. This is especially the case in the built environment where green roofs and walls, street trees and sustainable drainage systems are being delivered and maintained by private land-owners.
- 11.1.48 The funding model for green infrastructure differs from that of other enabling infrastructure in that there are rarely obvious primary revenue streams (such as fares, bills or charges) that relate the provision of the service to the cost of managing, maintaining and upgrading the infrastructure.
- 11.1.49 In an attempt to address the problem of not properly valuing the services and benefits of green infrastructure, the Government has committed to including natural capital accounts in the UK Environmental Accounts by 2020. This is to ensure that the economic benefits of green infrastructure can be understood alongside other key indicators of economic performance. The Office for National Statistics has been charged by Government with developing a roadmap to enable this.
- 11.1.50 This re-framing of our understanding of the economic value of green infrastructure makes a considerable difference to decisions about the allocation of existing resources. For example, the willingness of developers to integrate green infrastructure into developments rather than considering the provision of green space as simply a condition of planning.
- 11.1.51 The majority of funding for green infrastructure is still likely to come from public sector budgets for the management and maintenance of parks and green spaces. However, future funding may be derived from a wider range of public sector sources in recognition of the contribution green infrastructure makes to

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Natural Capital Account for London's Public Green Spaces, Vivid Economics, 2017

improving public health, enhancing resilience and providing more sustainable transport options.

- 11.1.52 Nevertheless, new funding streams will need to be identified in order to improve existing parks and green spaces and to create new green infrastructure in those areas where it is deficient. This might include offsetting funds, new environmental levies to address specific challenges (such as surface water flooding), and new devolved mechanisms. There is also an opportunity to explore new mechanisms to ensure that those who benefit from land value uplift resulting from good-quality green infrastructure contribute to its maintenance and improvement.

Waste and Circular Economy Infrastructure

- 11.1.53 As London's population increases so will the amount of waste it produces both at home and in the workplace. Continuation of the current linear economy – where we take resources, make products, use them until the end of their lifetime and then dispose of them – would require significant investment in additional waste infrastructure to cope with this increase.
- 11.1.54 Transitioning to a circular economy, however, would bring about a net annual benefit of £7 billion by 2036 according to the London Waste and Recycling Board Circular Economy Route Map.¹⁹⁵ This is because the circular economy is restorative and regenerative by design. Relying on system-wide innovation, it aims to redefine products and services to design out waste, while minimising negative impacts. Underpinned by a transition to renewable energy sources, the circular model builds economic, natural and social capital.
- 11.1.55 Business will lead the transition to a circular economy, often through start-ups identifying a market opportunity. The investment required by these businesses will be a mixture of venture capital and equity, some of which will come from commercial investors but some of which will need to come from the public and not-for-profit sectors. The GLA and London Waste and Recycling Board have an identified budget to invest in circular economy businesses on commercial terms, but accelerating the transition to a circular economy will require more investment.

Cultural Infrastructure

- 11.1.56 There is growing evidence of the continuing loss of cultural infrastructure in the capital. By 2019, London is projected to lose 35 per cent of its affordable creative workspace, 35 per cent of its music venues, 58 per cent of LGBT+

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London The Circular Economy Capital, London Waste and Recycling Board, 2015

and night-time venues and 25 per cent of its pubs. This is of concern because cultural infrastructure is important to local communities, to the tourism industry and to sustaining the creative economy, which is a source of significant employment growth and worth £47 billion to London's economy.

- 11.1.57 London will require significant investment to reverse the loss of these valued assets and to develop new production hubs, for example as part of the sub-regional vision for a Thames Estuary Production Corridor. In addition, investment in London's cultural and heritage assets will be needed to maintain the capital's position as a world-leading creative capital and tourist destination, with four out of five visitors stating that culture and heritage are the main reason for their visit.
- 11.1.58 To protect and develop London's cultural infrastructure, investment will need to be raised locally, including from CIL and Section 106 contributions, where appropriate. The Mayor will also explore other sources of investment including philanthropic funding. Additional sources of funding will also be required, but will be difficult to access unless London is given greater control over its local tax base.

Potential Options for Raising the Required Funding

Fiscal Devolution

- 11.1.59 Delivering London's required strategic infrastructure and housing demands significant investment of public sector funding. Because the UK possesses a comparatively centralised distribution of fiscal powers, substantial proportions of the total cost of strategic infrastructure tend to be funded through fiscal transfers, issued by the Treasury. This often leads to significant uncertainty over the outcome of a proposed project, and delays in funding being agreed. In recognition of the challenges this can create for industry, businesses and Londoners, the Mayor is committed to ensuring that London has more control over its own resources.
- 11.1.60 London is the world's largest financial centre, and has one of the largest metropolitan GDPs. It is a vital component of the UK economy, driving growth across the country. London contributes significant amounts of the UK's tax revenue and is a net contributor. In 2015/16 it contributed £136.7 billion, which was more than the total public expenditure devoted to London that year (£110 billion), generating a net fiscal contribution of £26.7 billion. To ensure that London continues to contribute in this way to the national economy, it is vital that the capital's required infrastructure and housing is delivered to support the city's economic growth, and ensure it remains a pleasant and healthy place to live, work and visit.



- 11.1.61 The Mayor believes that fiscal devolution is required to help ensure that London can deliver this vital infrastructure efficiently and to budget. The London Finance Commission report published in 2017 sets out the options and rationale for devolution. Devolution to London would allow the city's government to develop bespoke policy for its citizens and manage its budget efficiently across areas of policy, rather than be tied to a mix of funding streams channelled through government departments and other agencies.
- 11.1.62 The London Finance Commission recommended the full devolution of property taxes, including council tax, business rates and stamp duty, as well as permissive powers to develop new mechanisms, subject to consultation. This would allow for the development of a consistent approach with Section 106 payments and the Mayoral and borough CIL. This devolved approach would help London to deliver major transport, and other capital investments, as well as taking the lead in solving its own housing problems.
- 11.1.63 The success of the UK economy depends increasingly on the success of our major cities. The Mayor recognises fiscal devolution as a national agenda, rather than a priority exclusively for Londoners, and is working with combined authorities across the UK and with newly appointed Metro Mayors, to promote devolution across the country.

Sharing in Land Value Uplift

- 11.1.64 Successful infrastructure systems benefit everyone in the city, and so it is logical that it is not direct users alone who fund them. All beneficiaries, such as road users, businesses, and home owners should contribute to funding transport and other infrastructure according to the benefits they receive, the external costs their use of it generates – such as congestion and air pollution – and their ability to pay.
- 11.1.65 Major transport investment can significantly increase the value of land, particularly if it is close to a train station or transport hub. Land value capture is a term used to describe the use of this increase in land value to fund investment in public services, such as transport. In 2017 the Government announced a taskforce¹⁹⁶ to investigate a new way of paying for infrastructure projects, such as new public transport, including via land value capture. The Government asked the taskforce to look at the so called 'Development Rights Auction Model' of

¹⁹⁶ The taskforce is led by the Ministry of Housing, Communities and Local Government and the Mayor of London's Office, and includes HM Treasury, the Department for Transport, TfL and London Councils.

land value capture. TfL prepared a report, which studied the model in detail, and found that it would be unlikely to raise significant funding in London.

- 11.1.66 There are a range of other infrastructure investments and interventions that can increase the value of land, and other options for capturing land value uplift. The Mayor will continue to work with government to explore all avenues for ensuring Londoners receive the vital infrastructure required to support growth.

Conclusion

- 11.1.67 Through this Plan, the Mayor is determined to tackle the housing crisis and support London's continued growth in a sustainable and inclusive way. This chapter has set out how the funding gap must be met if the infrastructure to support growth is to be planned and delivered at the right time. The step change in housing delivery that London needs cannot happen without it. The Mayor needs new fiscal tools to fund this infrastructure. Where it can be funded privately, he requires a supportive regulatory regime so that it can be provided when needed.
- 11.1.68 A successful London economy benefits the whole of the UK, so there is a strong case for devolving control over resources to the Mayor to enable greater investment in infrastructure. Local, city-wide, and central government need to work together with the private sector to identify creative and innovative ways to deliver the infrastructure in London that will unlock growth and new homes.

Chapter 12

Monitoring



Policy M1 Monitoring

A The implementation of the London Plan will be kept under review using, in particular, the Key Performance Indicators set out in [Table 12.1](#) and the Annual Monitoring Report.

- 12.1.1 It is important to have a succinct set of **Key Performance Indicators** (KPIs) and measures against which to monitor the successful implementation of this Plan’s policies. The KPIs support key Mayoral commitments and priorities in a structured way. They seek to assess yearly progress and to build meaningful time series. The measure for each indicator shows the direction and scale of change that the London Plan policies are seeking to achieve. They do not themselves represent additional policy.
- 12.1.2 Performance against the KPIs will be reported in the statutory **Annual Monitoring Report** (AMR) to be published by the Mayor each Spring. The KPI figures will be accompanied by commentary that may also include additional corresponding performance figures. The AMR will also monitor a range of other data that is relevant to understanding the implementation of the Plan in the wider context, and to inform future reviews of the Plan.

Table 12.1 - Key Performance Indicators and Measures

Housing	
KPI	Supply of new homes
Measure	Increase in the supply of new homes over the period (monitored against housing completions and the net pipeline of approved homes), towards meeting the 66,000 net additional homes needed each year up to March 2029.
KPI	Supply of affordable homes
Measure	Positive trend in percentage of planning approvals for housing that are affordable housing (based on a rolling average).

Economy	
KPI	Supply of office capacity
Measure	Pipeline of planning permissions for office floorspace is at least three times the average office floorspace construction started over the previous three years.
KPI	Provision of affordable workspace
Measure	Positive trend in affordable B1 workspace as a share of total B1 floorspace in planning approvals (based on a rolling average).
KPI	Availability of industrial land
Measure	No overall net loss of industrial and warehousing floorspace in London (B1c, B2 and B8) in designated industrial locations (based on a rolling average).
Environment	
KPI	Protection of Green Belt and Metropolitan Open Land
Measure	Harm to the Green Belt and Metropolitan Open Land prevented through the referred application process.
KPI	Carbon emissions through new development
Measure	Average on-site carbon emission reductions of at least 35% compared to Building Regulations 2013 for approved referable development applications.
Transport	
KPI	Modal share
Measure	Increasing mode share for walking, cycling and public transport (excluding taxis) towards the target of 80% by 2041.
Health	
KPI	Londoners engaging in active travel
Measure	Positive trend in provision of cycle parking (based on a rolling average) to support the target of all Londoners doing two ten-minute periods of active travel a day by 2041.

Air Quality	
KPI	Air quality
Measure	Positive trend in approved referable development applications demonstrating that they meet at least air quality neutral standard for emissions (based on a rolling average).
Heritage	
KPI	Impact of development on London's heritage
Measure	Positive trend in the reduction of harm and/or an increase in benefits to designated heritage assets in approved referable development applications (based on a rolling average).
Culture	
KPI	Provision of cultural infrastructure
Measure	No net loss of culture venues and facilities* (based on a rolling average).

* Suggested to include: A4 use (public houses), D1 use (museums, public libraries, public halls, exhibition halls), D2 use (cinemas, concert halls, bingo halls, dance halls, other areas for indoor and outdoor sports or recreations not involving motorised vehicles or firearms), Sui Generis (theatres, nightclubs, casinos).

- 12.1.3 The **Good Growth** objectives in [Chapter 1](#) set out the Mayor's vision for the capital: London should be socially and economically inclusive and environmentally sustainable. The topic and spatially-specific policies of the Plan contribute to the delivery of the Good Growth objectives. They will be monitored through a combination of these KPIs and other performance measures, which will be set out in the AMR.
- 12.1.4 A comprehensive set of **complementary and more detailed data** and performance measures will sit alongside the KPIs in the AMR. Some of the KPIs from the previous Plan will be included and those time series therefore retained. Some policy areas are not covered by KPIs, but measuring trends for those areas covered by the Plan – including key planning-related social, economic and environmental issues – is important. Additional measures to be included in the AMR will be explored over time and this will be informed by engagement with relevant stakeholders in the process.
- 12.1.5 A new set of indicators measuring the **performance of referable planning applications** in terms of compliance with important policy issues is also being



investigated. This could include for example if a design review has been carried out. The performance of referable schemes represents the most direct measure of the performance of the Plan.

- 12.1.6 The **AMR is not the only tool** to monitor London's performance. It is complemented by the monitoring arrangements for the other Mayoral Strategies and other thematic reports including, for example, the Energy Monitoring Report and TfL's Travel in London Report. Their indicators do not need to be duplicated in the AMR.
- 12.1.7 However, AMRs will include commentary on some **contextual indicators** that are influenced largely by factors outside the planning system. This includes, for example, outcomes that are measured via other Mayoral Strategies, but which provide a better contextual understanding of potential effects of the policies of the Plan. All quantitative measures mentioned in this Plan will be referenced in the AMR.
- 12.1.8 For specific geographies such as Opportunity Areas ([Policy SD1](#)) and Strategic Areas for Regeneration ([Policy SD10](#)), tailored monitoring and investigations will be carried out to inform the implementation of the area-specific policy objectives.

Annex 1

Town Centre Network



Town Centre Network and Future Potential Network Classification

Table A1.1 classifies London's larger town centres into five categories: International, Metropolitan, Major and District centres, as well as CAZ retail clusters. In addition, there are Local and Neighbourhood centres throughout London, which may be designated in Local Plans. This classification provides a hierarchy, recognising the different size and draw of town centres. Table A1.1 also identifies those centres that may have the potential to be re-classified in the future (see [Policy SD8 Town centre network](#)). The different roles in the network are:

- **International centres** – London's globally-renowned retail and leisure destinations, providing a broad range of high-order comparison and specialist shopping, integrated into environments of the highest architectural quality and interspersed with internationally-recognised leisure, culture, heritage and tourism destinations. These centres have excellent levels of public transport accessibility.
- **Metropolitan centres** – serve wide catchments which can extend over several boroughs and into parts of the Wider South East. Typically they contain at least 100,000 sqm of retail, leisure and service floorspace with a significant proportion of high-order comparison goods relative to convenience goods. These centres generally have very good accessibility and significant employment, service and leisure functions. Many have important clusters of civic, public and historic buildings.
- **Major centres** – typically found in inner and some parts of outer London with a borough-wide catchment. They generally contain over 50,000 sqm of retail, leisure and service floorspace with a relatively high proportion of comparison goods relative to convenience goods. They may also have significant employment, leisure, service and civic functions.
- **District centres** – distributed more widely than Metropolitan and Major centres, providing convenience goods and services, and social infrastructure for more local communities and accessible by public transport, walking and cycling. Typically, they contain 5,000–50,000 sqm of retail, leisure and service floorspace. Some District centres have developed specialist shopping functions.
- **CAZ retail clusters** – significant mixed-use clusters located within the Central Activities Zone, with a predominant retail function and, in terms of scale, broadly comparable to Major or District centres. See [Policy SD4 The Central Activities Zone \(CAZ\)](#).
- **Local and Neighbourhood centres** – typically serve a localised catchment often most accessible by walking and cycling and include local parades and small clusters of shops, mostly for convenience goods and other services. They may include a small supermarket (typically up to around 500 sqm), sub-post office, pharmacy, laundrette and other useful local services. Together with District



centres they can play a key role in addressing areas deficient in local retail and other services. This includes locally-identified CAZ retail clusters.

Figure A1.1 - Future Potential Changes To The Town Centre Network



Future Potential Changes to Town Centre Network

- ★ International
- Metropolitan
- ◆ Major
- District
- CAZ Retail Clusters

Source: GLA Planning

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Night-time Economy Classification

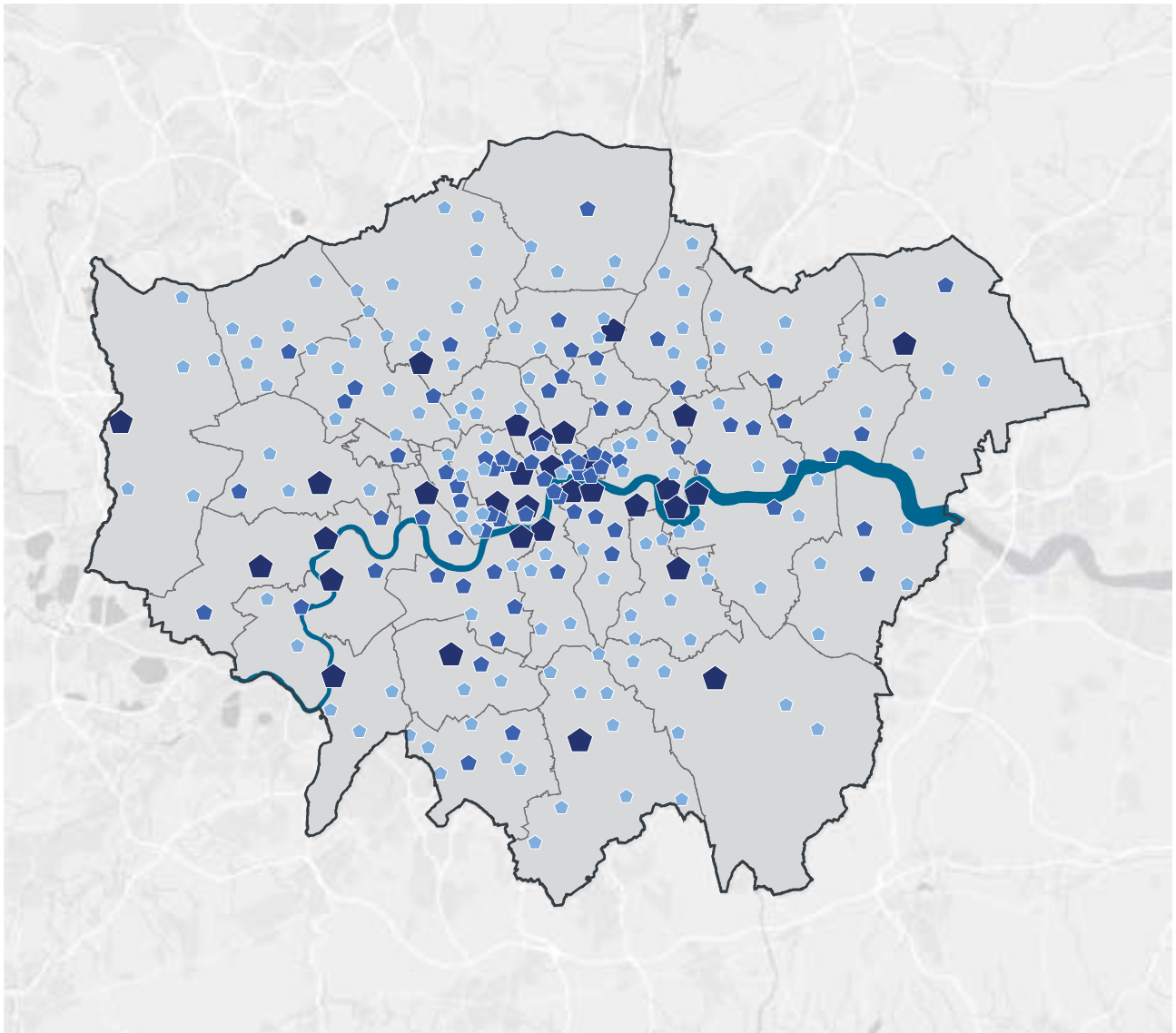
These centres have a strategic night-time function involving a broad mix of activity during the evening and at night, including most or all of the following uses: culture, leisure, entertainment, food and drink, health services and shopping. (See [Policy HC6 Supporting the night-time economy](#)) and [Figure 7.6](#) for details. They are classified into three categories:

- NT1 – Areas of international or national significance
- NT2 – Areas of regional or sub-regional significance
- NT3 – Areas with more than local significance

Commercial Growth Potential

[Table A1.1](#) provides strategic guidance on the broad future direction envisaged for the International, Metropolitan, Major and District centres and CAZ retail clusters including their possible potential for commercial growth (uses falling within the A, B, D and SG Use Classes). Three broad categories of future commercial growth potential have been identified:

- **High growth** – includes town centres likely to experience strategically-significant levels of growth with strong demand and/or large-scale retail, leisure or office development in the pipeline and with existing or potential public transport capacity to accommodate it (typically PTAL 5-6).
- **Medium growth** – includes town centres with moderate levels of demand for retail, leisure or office floorspace, and with physical and public transport capacity to accommodate it.
- **Low growth** – town centres that are encouraged to pursue a policy of consolidation by making the best use of existing capacity, either due to (a) physical, environmental or public transport accessibility constraints, or (b) low demand.

Figure A1.2 - Town Centre Growth Potential – Commercial**Town Centre Network
Commercial Growth Potential**

-  High
-  Medium
-  Low

Source: GLA Planning

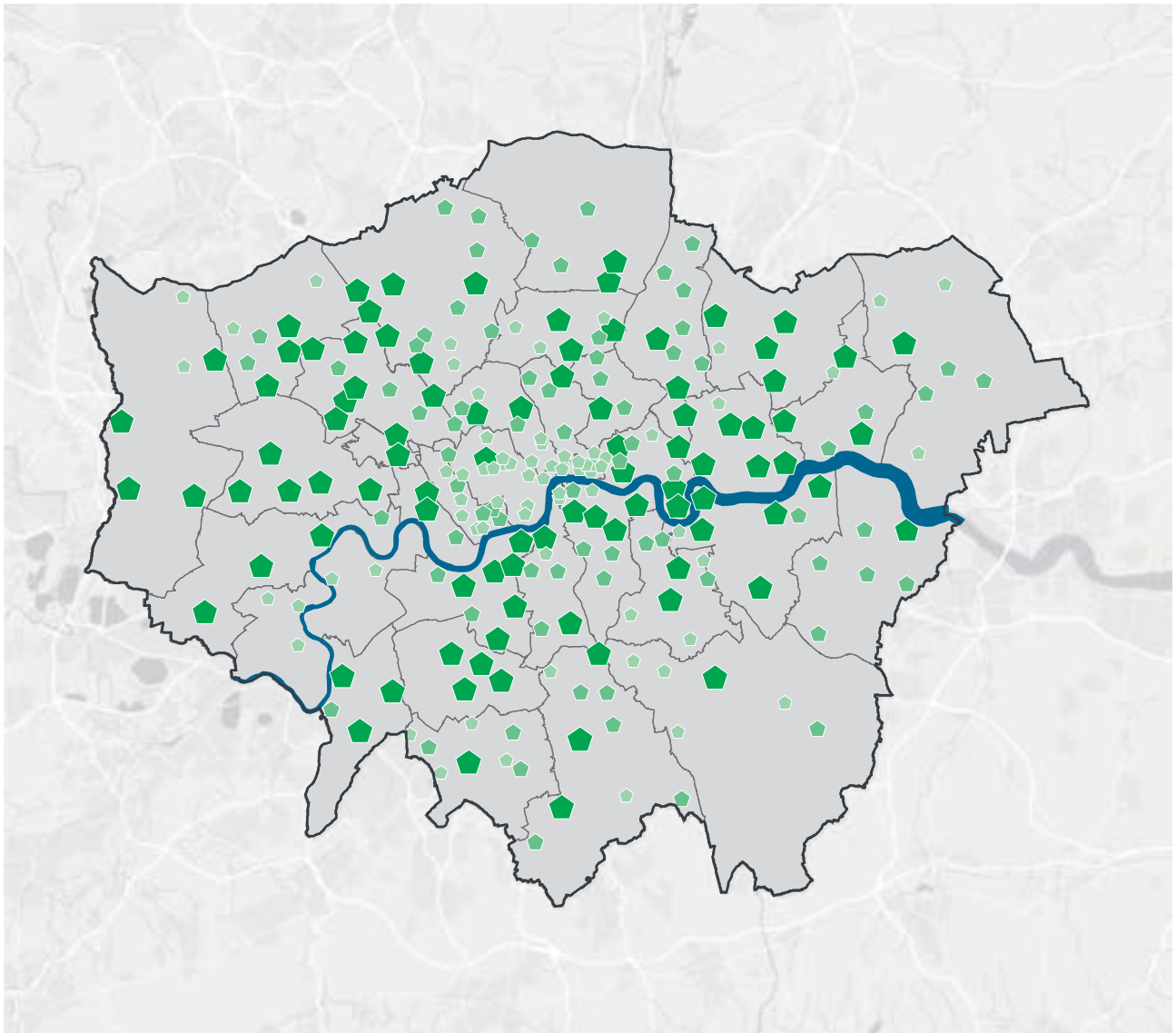
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Residential Growth Potential

All town centres have potential for residential growth, either within or on the edge of the town centre. [Table A1.1](#) provides strategic guidance for the relative potential for residential growth for the International, Metropolitan, Major and District centres and CAZ retail clusters, indicating whether they would be likely to be able to accommodate high or medium levels of residential growth, or incremental residential development. This is a broad strategic-level categorisation that has been informed by the SHLAAA^{A1} and Town Centre Health Check, and takes into consideration the potential for impacts on heritage assets. Boroughs should be planning proactively to seek opportunities for residential growth in and around town centres, in particular using the mechanisms set out in [Policy SD7 Town centres: development principles and Development Plan Documents](#), informed by detailed assessments of town centre capacity and complementing approaches set out in town centre strategies.

^{A1} <https://www.london.gov.uk/what-we-do/planning/london-plan/london-plan-full-review/strategic-housing-land-availability>



Figure A1.3 - Town Centre Growth Potential – Residential**Town Centre Network
Residential Growth Potential**

-  High
-  Medium
-  Incremental

Source: GLA Planning

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Office Guidelines

Table A1.1 and Figure A1.4 set out those town centres where specific approaches to offices are recommended, as informed by the London Office Policy Review^{A2} **and borough evidence**.

CAZ – Centres in the Central Activities Zone with a significant office function. See Policy SD4 The Central Activities Zone (CAZ) and Policy SD5 Offices, other strategic functions and residential development in the CAZ.

CAZ Office Satellite – The Northern Isle of Dogs (NIOD) currently functions as a CAZ satellite in terms of office provision. Stratford and Old Oak Common will share the hyper-connectivity of the CAZ and could have the potential to function as future CAZ satellites, should the demand for office floorspace exceed the capacity of the CAZ and NIOD.

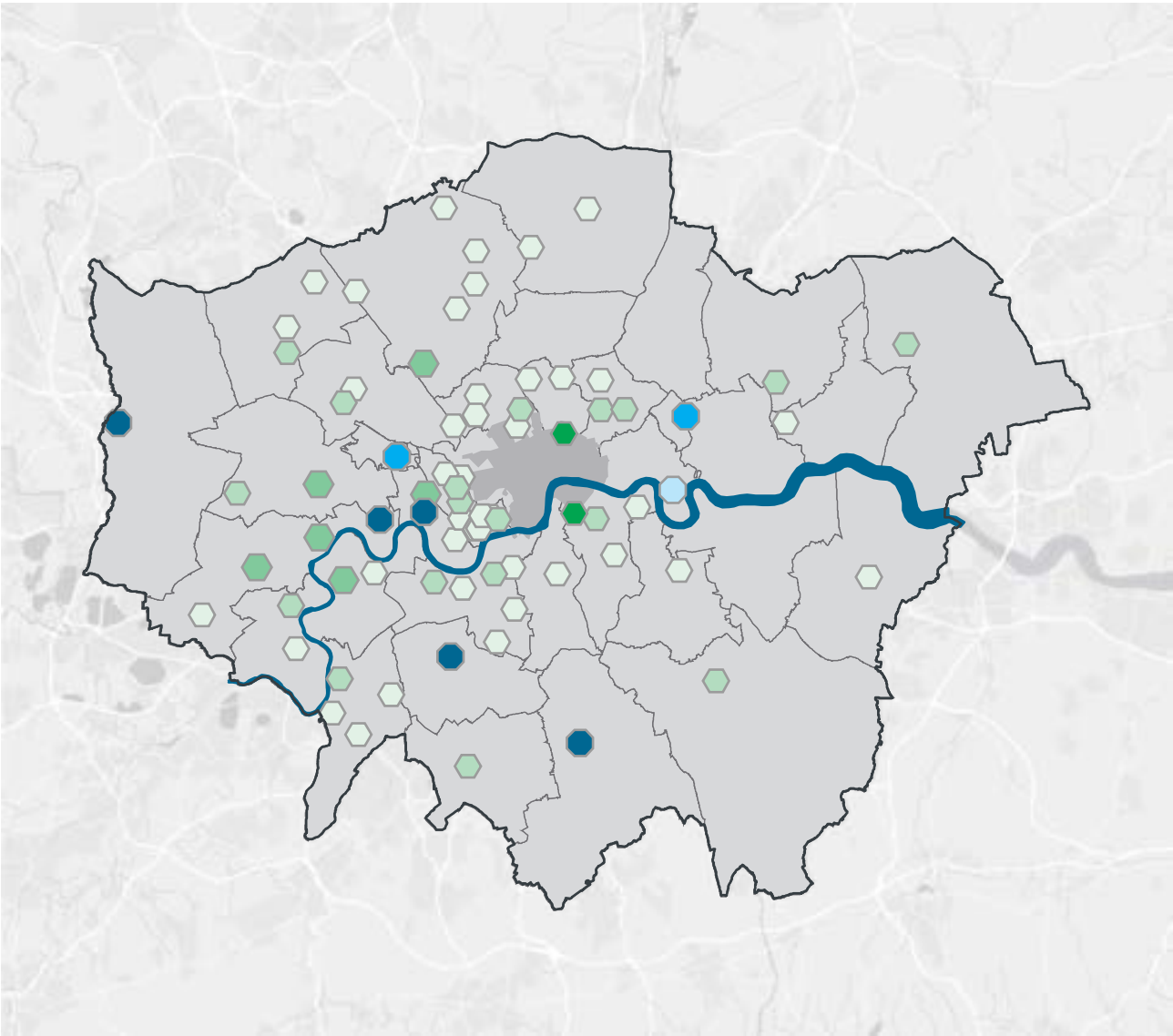
- A. **Speculative office potential** – These centres have the capacity, demand and viability to accommodate new speculative office development.
- B. **Mixed-use office potential** – These centres have the capacity, demand and viability to accommodate new office development, generally as part of mixed-use developments including residential use.
- C. **Protect small office capacity** – These centres show demand for existing office functions, generally within smaller units.

A2

<https://www.london.gov.uk/what-we-do/planning/london-plan/london-office-policy-reviews>



Figure A1.4 - Town Centre Office Guidelines

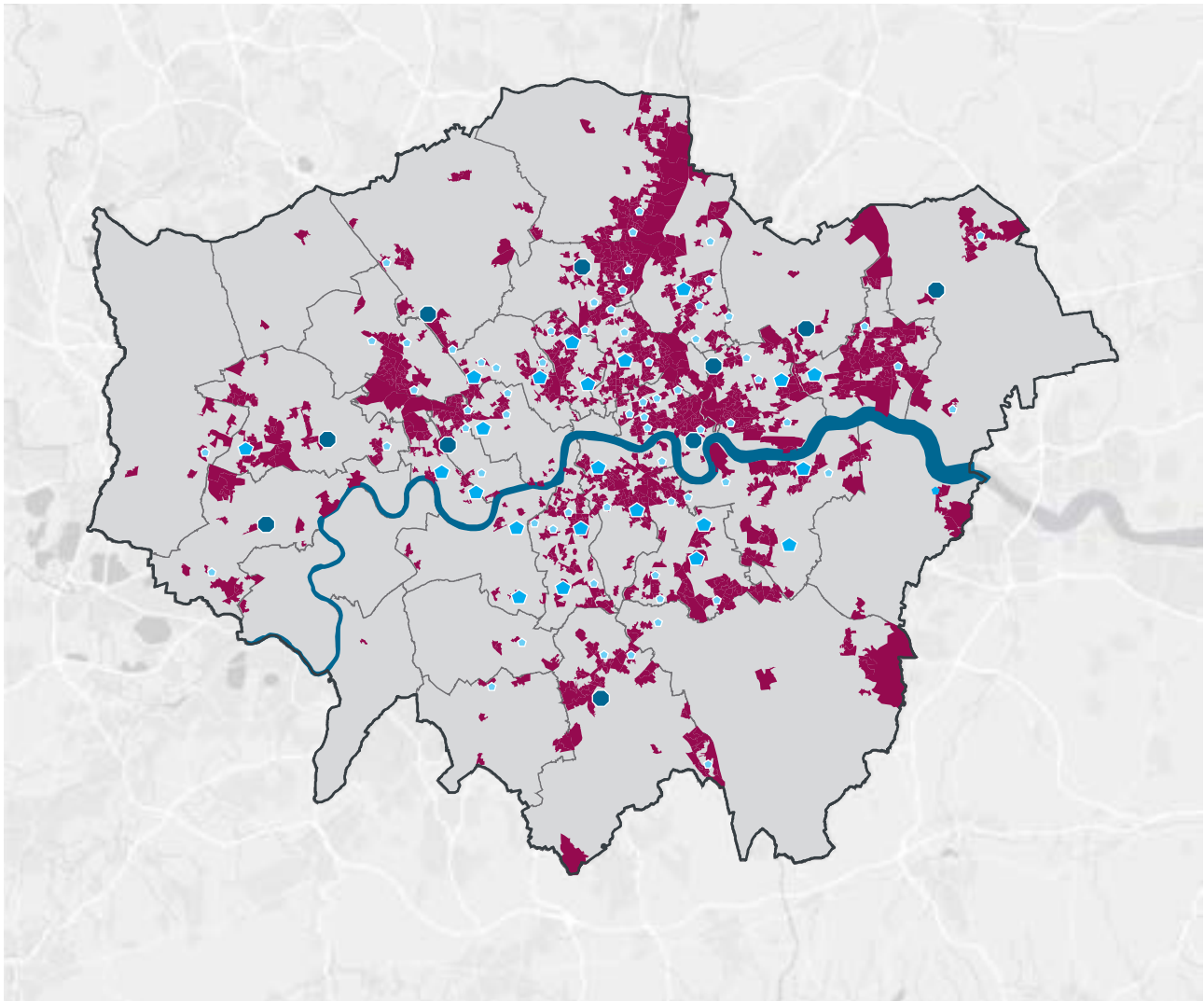


**Town Centre Network
Office Guidelines**

- | | | | |
|---|---------------------------|---|-----|
|  | A/ CAZ Satellite |  | B |
|  | A/potential CAZ satellite |  | C |
|  | A |  | CAZ |
|  | A/B and part CAZ | | |
|  | A/B | | |

Source: GLA Planning

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Figure A1.5 - Town Centres Within Areas For Regeneration**Strategic Areas for Regeneration**

- Strategic areas for regeneration

Town Centres in Strategic Areas for Regeneration

- Metropolitan
- ◆ Major
- District

Source: GLA Planning and DCLG

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Table A1.1 - Town Centre Network

Ref	Centre	Borough	Network classification	Future potential network classification	Night-time economy classification	Commercial growth potential	Residential growth potential	Office guidelines	Strategic area for regeneration*
1	West End	Westminster/ Camden	International		NT1	High	Incremental	CAZ	
2	Knightsbridge	Kensington & Chelsea/ Westminster	International		NT2	High	Incremental	CAZ	
3	Bromley	Bromley	Metropolitan		NT2	High	High	B	
4	Croydon	Croydon	Metropolitan		NT2	High	High	A	Yes
5	Ealing	Ealing	Metropolitan		NT2	High	High	A/ B	Yes
6	Shepherds Bush	Hammersmith & Fulham	Metropolitan	International	NT2	High	High	A/ B	Yes
7	Wood Green	Haringey	Metropolitan		NT2	Medium	High		Yes
8	Harrow	Harrow	Metropolitan		NT2	Medium	High	B	
9	Romford	Havering	Metropolitan		NT2	High	High	B	Yes
10	Uxbridge	Hillingdon	Metropolitan		NT2	High	High	A	
11	Hounslow	Hounslow	Metropolitan		NT2	High	High	A/ B	Yes
12	Kingston	Kingston	Metropolitan		NT2	High	High	B	
13	Stratford	Newham	Metropolitan	International	NT2	High	High	A/ future potential CAZ satellite	Yes
14	Ilford	Redbridge	Metropolitan		NT2	Medium	High	B	Yes
15	Sutton	Sutton	Metropolitan		NT2	Medium	High	B	Yes
16	Canary Wharf	Tower Hamlets	Metropolitan		NT2	High	High	A/ CAZ satellite	
17	Barking	Barking & Dagenham	Major		NT3	Medium	High	C	Yes
18	Edgware	Barnet/ Harrow	Major			Low	High	C	
19	Bexleyheath	Bexley	Major		NT2	Medium	Medium	C	
20	Wembley	Brent	Major	Metropolitan	NT1	Medium	High	B	
21	Kilburn	Brent/ Camden	Major		NT3	Low	Medium	C	Yes
22	Orpington	Bromley	Major			Low	Medium		
23	Camden Town	Camden	Major		NT1	High	Medium	C	Yes
24	Southall	Ealing	Major		NT3	Medium	High	B	Yes
25	Enfield Town	Enfield	Major			Medium	Medium	C	

Ref	Centre	Borough	Network classification	Future potential network classification	Night-time economy classification	Commercial growth potential	Residential growth potential	Office guidelines	Strategic area for regeneration*
26	Eltham	Greenwich	Major			Low	High		Yes
27	Woolwich	Greenwich	Major	Metropolitan	NT3	Medium	High		Yes
28	Dalston	Hackney	Major		NT2	Medium	High	B	Yes
29	Hackney Central	Hackney	Major		NT2	Medium	Medium	B	Yes
30	Fulham	Hammersmith & Fulham	Major		NT2	Medium	Medium	C	Yes
31	Hammersmith	Hammersmith & Fulham	Major		NT2	Medium	High	A	Yes
32	Chiswick	Hounslow	Major		NT3	Medium	Medium	A	
33	Angel	Islington	Major		NT2	High	Medium	A/ B and part CAZ	Yes
34	Nags Head	Islington	Major		NT3	Medium	Medium		Yes
35	Kensington High Street	Kensington & Chelsea	Major		NT2	Medium	Incremental	B	
36	King's Road (east)	Kensington & Chelsea	Major		NT2	Medium	Medium	B	
37	Brixton	Lambeth	Major		NT2	Medium	Medium	C	Yes
38	Streatham	Lambeth	Major		NT2	Low	Medium		Yes
39	Catford	Lewisham	Major		NT3	Low	High		Yes
40	Lewisham	Lewisham	Major	Metropolitan	NT3	High	High	C	Yes
41	Wimbledon	Merton	Major		NT2	High	High	A	
42	East Ham	Newham	Major			Medium	High		Yes
43	Richmond	Richmond	Major		NT2	High	Incremental	A/ B	
44	Canada Water	Southwark	Major		NT3	High	High	C	Yes
45	Elephant and Castle/ Walworth Road	Southwark	Major		NT2	Medium	High	A/ B and part CAZ	Yes
46	Peckham	Southwark	Major		NT2	Medium	Medium	C	Yes
47	Walthamstow	Waltham Forest	Major		NT2	Medium	High		Yes
48	Clapham Junction	Wandsworth	Major		NT2	Medium	High	B	Yes
49	Putney	Wandsworth	Major		NT3	Medium	Medium	B	

Ref	Centre	Borough	Network classification	Future potential network classification	Night-time economy classification	Commercial growth potential	Residential growth potential	Office guidelines	Strategic area for regeneration*
50	Tooting	Wandsworth	Major		NT3	Medium	High	C	Yes
51	Wandsworth	Wandsworth	Major		NT3	Medium	High	C	
52	Queensway/ Westbourne Grove	Westminster/ Kensington & Chelsea	Major		NT3	Low	Incremental	C	Yes
53	Dagenham Heathway	Barking & Dagenham	District			Low	Medium		Yes
54	Green Lane	Barking & Dagenham/ Redbridge	District			Low	Incremental		Yes
55	Chadwell Heath	Barking & Dagenham/ Redbridge	District			Low	High		
56	Brent Street	Barnet	District			Low	Medium		
57	Chipping Barnet	Barnet	District		NT3	Low	Medium	C	
58	Church End, Finchley	Barnet	District			Low	Medium	C	
59	East Finchley	Barnet	District			Low	Medium		
60	Golders Green	Barnet	District			Low	Incremental		
61	Hendon Central	Barnet	District			Low	Medium		
62	Mill Hill	Barnet	District			Low	High		
63	New Barnet	Barnet	District			Low	Medium		
64	North Finchley	Barnet	District		NT3	Low	High	C	
65	Temple Fortune	Barnet	District			Medium	Incremental		
66	Whetstone	Barnet	District			Low	Medium	C	
67	Colindale/ The Hyde	Barnet/ Brent	District			Low	High		
68	Cricklewood	Barnet/ Brent/ Camden	District		NT3	Medium	High		Yes
69	Burnt Oak	Barnet/ Brent/ Harrow	District			Low	High		Yes
70	Crayford	Bexley	District			Low	Medium		
71	Erith	Bexley	District			Low	High		Yes
72	Sidcup	Bexley	District			Low	Medium		
73	Welling	Bexley	District			Low	Medium		
74	Ealing Road	Brent	District			Low	High		

Ref	Centre	Borough	Network classification	Future potential network classification	Night-time economy classification	Commercial growth potential	Residential growth potential	Office guidelines	Strategic area for regeneration*
75	Harlesden	Brent	District			Low	High		Yes
76	Neasden	Brent	District			Low	Medium		Yes
77	Preston Road	Brent	District			Low	Medium		
78	Wembley Park	Brent	District		NT3	Medium	High	C	Yes
79	Willesden Green	Brent	District			Low	Medium		
80	Kingsbury	Brent/ Harrow	District			Low	High		
81	Beckenham	Bromley	District		NT3	Low	Incremental		
82	Penge	Bromley	District			Low	Incremental		Yes
83	Petts Wood	Bromley	District			Low	Incremental		
84	West Wickham	Bromley	District			Low	Incremental		
85	Hampstead	Camden	District		NT3	Low	Incremental	C	
86	Kentish Town	Camden	District		NT3	Low	High	B	Yes
87	Swiss Cottage/ Finchley Road	Camden	District		NT2	Low	High	C	Yes
88	West Hampstead	Camden	District			Low	Medium		Yes
89	Addiscombe	Croydon	District			Low	Medium		
90	Coulsdon	Croydon	District			Low	Medium		
91	New Addington	Croydon	District			Low	Medium		Yes
92	Purley	Croydon	District			Low	High		
93	Selsdon	Croydon	District			Low	Incremental		
94	South Norwood	Croydon	District			Low	Medium		Yes
95	Thornton Heath	Croydon	District			Low	Medium		Yes
96	Norbury	Croydon	District		NT3	Low	Incremental		
97	Upper Norwood/ Crystal Palace	Croydon/ Lambeth/ Bromley	District			Low	High		
98	Herne Hill	Lambeth/ Southwark	District			Medium	Medium		
99	Acton	Ealing	District		NT3	Low	High		Yes

Ref	Centre	Borough	Network classification	Future potential network classification	Night-time economy classification	Commercial growth potential	Residential growth potential	Office guidelines	Strategic area for regeneration*
100	Greenford	Ealing	District			Low	High		
101	Hanwell	Ealing	District			Low	High		
102	Angel Edmonton	Enfield	District			Low	High		Yes
103	Edmonton Green	Enfield	District			Low	High		Yes
104	Palmers Green	Enfield	District			Low	Medium		
105	Southgate	Enfield	District			Low	Medium	C	
106	East Greenwich	Greenwich	District			Low	High		Yes
107	Greenwich West	Greenwich	District		NT3	Low	Incremental		
108	Plumstead	Greenwich	District			Low	Medium		Yes
109	Thamesmead	Greenwich	District			Low	High		
110	Stamford Hill	Hackney	District			Medium	Medium		Yes
111	Stoke Newington	Hackney	District		NT3	Low	Medium	C	Yes
112	Bruce Grove/ Tottenham High Road	Haringey	District			Low	Incremental		Yes
113	Crouch End	Haringey	District		NT3	Low	Incremental		
114	Green Lanes	Haringey	District		NT3	Medium	High		Yes
115	Muswell Hill	Haringey	District		NT3	Low	Incremental		
116	West Green Road/ Seven Sisters	Haringey	District			Low	Medium		Yes
117	North Harrow	Harrow	District			Low	Medium		
118	Pinner	Harrow	District			Low	Incremental		
119	Rayners Lane	Harrow	District			Low	Medium		
120	South Harrow	Harrow	District			Low	High		
121	Stanmore	Harrow	District			Low	Incremental	C	
122	Wealdstone	Harrow	District			Low	High	C	
123	Kenton	Harrow/ Brent	District			Low	High		
124	Collier Row	Havering	District			Low	Incremental		
125	Elm Park	Havering	District			Low	Medium		

Ref	Centre	Borough	Network classification	Future potential network classification	Night-time economy classification	Commercial growth potential	Residential growth potential	Office guidelines	Strategic area for regeneration*
126	Harold Hill	Havering	District			Medium	Incremental		Yes
127	Hornchurch	Havering	District		NT3	Low	Medium		
128	Rainham	Havering	District			Low	Incremental		Yes
129	Upminster	Havering	District			Low	Medium		
130	Eastcote	Hillingdon	District			Low	High		
131	Hayes	Hillingdon	District		NT3	Low	High		Yes
132	Northwood	Hillingdon	District			Low	Incremental		
133	Ruislip	Hillingdon	District			Low	Incremental		
134	Yiewsley/ West Drayton	Hillingdon	District		NT3	Low	High		
135	Brentford	Hounslow	District			High	High	A/ B	
136	Feltham High Street	Hounslow	District			Medium	High	C	Yes
137	Archway	Islington	District		NT3	Low	Medium	C	Yes
138	Finsbury Park	Islington/ Hackney/ Haringey	District		NT3	Medium	High	C	Yes
139	Brompton Cross	Kensington & Chelsea	District			Medium	Medium	C	
140	Earls Court Road	Kensington & Chelsea	District			Low	Incremental	C	Yes
141	Fulham Road	Kensington & Chelsea	District			Low	Incremental	C	
142	King's Road (west)	Kensington & Chelsea	District			Medium	Incremental	C	Yes
143	Notting Hill Gate	Kensington & Chelsea	District			Medium	Medium	B	
144	Portobello	Kensington & Chelsea	District			Medium	Incremental	C	Yes
145	South Kensington	Kensington & Chelsea	District		NT1	Low	Medium	C	
146	New Malden	Kingston	District			Low	High	C	
147	Surbiton	Kingston	District			Low	Medium	C	
148	Tolworth	Kingston	District			Low	High	C	

Ref	Centre	Borough	Network classification	Future potential network classification	Night-time economy classification	Commercial growth potential	Residential growth potential	Office guidelines	Strategic area for regeneration*
149	Clapham High Street	Lambeth	District		NT2	Low	Medium		Yes
150	Stockwell	Lambeth	District			Low	Incremental		Yes
151	West Norwood/ Tulse Hill	Lambeth	District			Low	High		Yes
152	Lavender Hill/ Queenstown Road	Lambeth/ Wandsworth	District			Low	High	C	Yes
153	Deptford	Lewisham	District			Low	Medium		Yes
154	Downham	Lewisham	District			Low	Incremental		Yes
155	Forest Hill	Lewisham	District			Low	Incremental		Yes
156	New Cross and New Cross Gate	Lewisham	District		NT3	Low	Medium		Yes
157	Sydenham	Lewisham	District			Low	Medium		Yes
158	Blackheath	Lewisham/ Greenwich	District		NT3	Low	Incremental		
159	Lee Green	Lewisham/ Greenwich	District			Low	Medium		
160	Mitcham	Merton	District			Low	High		Yes
161	Morden	Merton	District			Low	High		
162	Canning Town	Newham	District			Medium	High		Yes
163	East Beckton	Newham	District			Low	High		Yes
164	Forest Gate	Newham	District			Low	Incremental		Yes
165	Green Street	Newham	District			Medium	High		Yes
166	Barkingside	Redbridge	District			Low	High		
167	Gants Hill	Redbridge	District		NT3	Low	High		
168	South Woodford	Redbridge	District		NT3	Low	High		
169	Wanstead	Redbridge	District			Low	Incremental		
170	East Sheen	Richmond	District			Medium	Incremental	C	
171	Teddington	Richmond	District		NT3	Low	Incremental	C	
172	Twickenham	Richmond	District		NT3	Medium	Incremental	B	
173	Whitton	Richmond	District			Low	Incremental		

Ref	Centre	Borough	Network classification	Future potential network classification	Night-time economy classification	Commercial growth potential	Residential growth potential	Office guidelines	Strategic area for regeneration*
174	Dulwich - Lordship Lane	Southwark	District			Low	Medium		
175	Camberwell	Southwark/ Lambeth	District			Low	Medium		Yes
176	Carshalton Villiage	Sutton	District			Low	Incremental		
177	Cheam Village	Sutton	District			Low	Incremental		
178	North Cheam	Sutton	District			Low	Medium		
179	Rosehill	Sutton	District			Low	Incremental		Yes
180	Wallington	Sutton	District			Low	Medium		
181	Worcester Park	Sutton	District			Low	Incremental		
182	Bethnal Green	Tower Hamlets	District			Low	High		Yes
183	Brick Lane	Tower Hamlets	District		NT2	Medium	Incremental		Yes
184	Chrip Street	Tower Hamlets	District			Low	Medium		Yes
185	Roman Road (east)	Tower Hamlets	District			Low	Incremental		Yes
186	Roman Road (west)	Tower Hamlets	District			Low	Medium		Yes
187	Watney Market	Tower Hamlets	District			Low	High		Yes
188	Whitechapel	Tower Hamlets	District			Medium	Medium		Yes
189	Bakers Arms	Waltham Forest	District			Low	Medium		Yes
190	Highams Park	Waltham Forest	District			Low	Medium		Yes
191	Leyton	Waltham Forest	District			Medium	High		Yes
192	Leytonstone	Waltham Forest	District			Low	Medium		Yes
193	North Chingford	Waltham Forest	District			Low	Medium		
194	South Chingford	Waltham Forest	District			Low	Medium		
195	Wood Street	Waltham Forest	District			Low	Medium		Yes
196	Balham	Wandsworth	District			Medium	High	C	
197	Earlsfield	Wandsworth	District			Low	Medium		

Ref	Centre	Borough	Network classification	Future potential network classification	Night-time economy classification	Commercial growth potential	Residential growth potential	Office guidelines	Strategic area for regeneration*
198	Edgware Road/ Church Street	Westminster	District		NT3	Medium	High		Yes
199	Harrow Road	Westminster	District			Low	Medium		Yes
200	Praed Street/ Paddington	Westminster	District		NT3	Low	Incremental		
201	St John's Wood	Westminster	District			Low	Incremental		Yes
202	Euston Road (part)	Camden	CAZ retail cluster			Medium	Incremental	CAZ	Yes
203	High Holborn/ Kingsway	Camden	CAZ retail cluster			High	Incremental	CAZ	Yes
204	King's Cross/ St Pancras	Camden	CAZ retail cluster		NT2	High	Incremental	CAZ	Yes
205	Tottenham Court Road (part)	Camden	CAZ retail cluster		NT1	Medium	Incremental	CAZ	
206	Cheapside	City of London	CAZ retail cluster		NT3	Medium	Incremental	CAZ	
207	Fleet Street	City of London	CAZ retail cluster			Low	Incremental	CAZ	
208	Leadenhall Market	City of London	CAZ retail cluster			Medium	Incremental	CAZ	
209	Liverpool Street	City of London	CAZ retail cluster		NT3	High	Incremental	CAZ	
210	Moorgate	City of London	CAZ retail cluster			High	Incremental	CAZ	
211	Shoreditch	Hackney/ Islington	CAZ retail cluster		NT1	Medium	Incremental	CAZ	Yes
212	Farringdon	Islington	CAZ retail cluster		NT2	Medium	Incremental	CAZ	
213	Waterloo	Lambeth	CAZ retail cluster		NT2	Medium	Incremental	CAZ	
214	Bankside and The Borough	Southwark	CAZ retail cluster		NT1	High	Medium	CAZ	Yes
215	London Bridge	Southwark	CAZ retail cluster		NT2	High	Incremental	CAZ	
216	Wentworth Street	Tower Hamlets	CAZ retail cluster			Medium	Incremental	CAZ	Yes
217	Baker Street (part)	Westminster	CAZ retail cluster			Medium	Incremental	CAZ	
218	Covent Garden/ Strand	Westminster	CAZ retail cluster		NT1	Medium	Incremental	CAZ	

Ref	Centre	Borough	Network classification	Future potential network classification	Night-time economy classification	Commercial growth potential	Residential growth potential	Office guidelines	Strategic area for regeneration*
219	Edgware Road South	Westminster	CAZ retail cluster		NT3	Medium	Incremental	CAZ	Yes
220	Marylebone High Street	Westminster	CAZ retail cluster		NT3	Medium	Incremental	CAZ	
221	Marylebone Road	Westminster	CAZ retail cluster			Medium	Incremental	CAZ	Yes
222	Victoria Street	Westminster	CAZ retail cluster		NT2	High	Incremental	CAZ	
223	Warwick Way/ Tachbrook Street	Westminster	CAZ retail cluster			Medium	Incremental	CAZ	Yes
Centres with Night-time Economy classification only									
224	Barbican	City of London	Unclassified		NT1	Medium	Incremental		
225	Southbank	Lambeth	Unclassified		NT1	Medium	Incremental	CAZ	
Centres with Future Potential Network classification only									
226	Brent Cross	Barnet	Unclassified	Metropolitan		High	High	A/ B	Yes
227	Old Oak High Street	Hammersmith & Fulham/ Ealing	Unclassified	Major		Medium	High	A/ future potential CAZ satellite	Yes
228	Gallions Reach	Newham	Unclassified	Major		Medium	High		
229	Barking Riverside	Barking & Dagenham	Unclassified	District		Medium	Medium		
230	Merriellands Crescent	Barking & Dagenham	Unclassified	District		Medium	High		Yes
231	Belvedere	Bexley	Unclassified	District		Medium	Medium		
232	North Greenwich	Greenwich	Unclassified	District	NT1	High	High		Yes
233	Tottenham Hale	Haringey	Unclassified	District		High	High		Yes
234	Colliers Wood	Merton	Unclassified	District		Medium	High		
235	Old Kent Road/ East Street	Southwark	Unclassified	District		Medium	High	B	Yes
236	Old Kent Road/ Peckham Park Road	Southwark	Unclassified	District		Medium	High		Yes
237	Hackbridge	Sutton	Unclassified	District		Medium	Medium		

Ref	Centre	Borough	Network classification	Future potential network classification	Night-time economy classification	Commercial growth potential	Residential growth potential	Office guidelines	Strategic area for regeneration*
238	Bromley-by-Bow	Tower Hamlets	Unclassified	District		Medium	High		Yes
239	Crossharbour	Tower Hamlets	Unclassified	District		High	High		
240	Vauxhall	Lambeth/ Wandsworth	Unclassified	CAZ retail cluster	NT2	High	High	CAZ	Yes
241	Battersea	Wandsworth	Unclassified	CAZ retail cluster		<u>High</u>	<u>High</u>	<u>CAZ</u>	

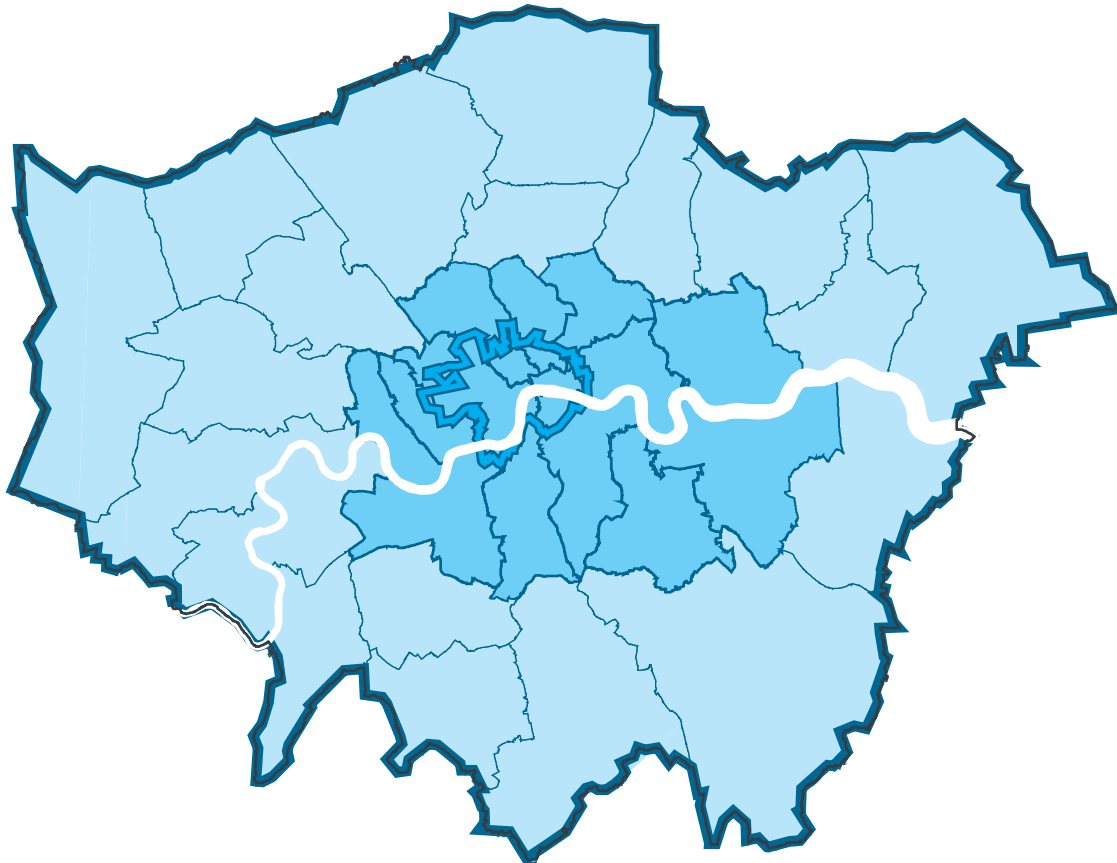
* This classification refers to those town centres that are within or overlap with the Strategic Areas for Regeneration (see [Policy SD10 Strategic and local regeneration](#)).

Annex 2

Inner and Outer London Boroughs



Figure A2.1 - CAZ, Inner and Outer London



Inner/ Outer London and the CAZ

-  CAZ
-  Inner
-  Outer

Source: GLA Planning

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Table A2.2 - Inner and Outer London Boroughs

Borough name	Location
Barking & Dagenham	Outer
Barnet	Outer
Bexley	Outer
Brent	Outer
Bromley	Outer
City of London	Inner*
Camden	Inner*
Croydon	Outer
Ealing	Outer
Enfield	Outer
Greenwich	Inner*
Hackney	Inner*
Hammersmith & Fulham	Inner*
Haringey	Outer
Harrow	Outer
Havering	Outer
Hillingdon	Outer
Hounslow	Outer
Islington	Inner*
Kensington & Chelsea	Inner*
Kingston	Outer
Lambeth	Inner*
Lewisham	Inner*
Merton	Outer
Newham	Inner*
Redbridge	Outer
Richmond	Outer
Southwark	Inner*



Borough name	Location
Sutton	Outer
Tower Hamlets	Inner*
Waltham Forest	Outer
Wandsworth	Inner*
Westminster	Inner*

*Boroughs that contain part of the Central Activities Zone

Annex 3

Glossary

Abbreviations

ACV	Asset of Community Value
AGPs	Artificial grass pitches
APA	Archaeological Priority Area
AQA	Air Quality Assessment
AQFA	Air Quality Focus Area
BAME	Black, Asian and Minority Ethnic
BLE	Bakerloo line extension
BREEAM	Building Research Establishment Environmental Assessment Method
CAZ	Central Activities Zone
CCG	Clinical Commissioning Group
CD&E	Construction, demolition and excavation
CEZ	Creative Enterprise Zone
CHP	Combined heat and power
CIBSE	Chartered Institution of Building Services Engineers
CIL	Community Infrastructure Levy
CO ₂	Carbon dioxide
COBR	Cabinet Office Briefing Rooms
DE	Decentralised Energy
DEC	Display Energy Certificate
DLR	Docklands Light Railway
DMR	Discounted Market Rent
EDS	The Mayor's Economic Development Strategy
EUV+	Existing Use Value Plus
FE	Further education
GHG	Greenhouse gas
GIA	Gross Internal Area
GLA	Greater London Authority
GLHER	Greater London Historic Environment Record
GVA	Gross Value Added



Ha	Hectare
HMO	House in Multiple Occupation
HS2	High Speed 2
IMD	Index of Multiple Deprivation
kWh	Kilowatt hour
LAA	Local Aggregates Assessment
LAEI	London Atmospheric Emissions Inventory
LDD	London Development Database
LFEPa	London Fire and Emergency Planning Authority
LGBT+	Lesbian Gay Bisexual Trans +
LIGS	Locally Important Geological Sites
LLDC	London Legacy Development Corporation
LLFA	Lead Local Flood Authority
LLR	London Living Rent
LSIS	Locally Significant Industrial Sites
LVMF	London View Management Framework
MCIL	Mayoral Community Infrastructure Levy
MMO	Marine Management Organisation
MOL	Metropolitan Open Land
NHS	National Health Service
NIOD	Northern Isle of Dogs
NO ₂	Nitrogen dioxide
NO _x	Oxides of nitrogen, or nitrogen oxides: a mixture of nitric oxide and nitrogen dioxide
NPPG	National Planning Practice Guidance
NPPF	National Planning Policy Framework
OA	Opportunity Area
OAPF	Opportunity Area Planning Framework
OPDC	Old Oak and Park Royal Development Corporation
PBSA	Purpose-Built Student Accommodation
PDR	Permitted development rights



PLA	Port of London Authority
PTAL	Public Transport Access Level
PV	Photovoltaic
RFRA	Regional Flood Risk Appraisal
RIGS	Regionally-Important Geological Sites
SAC	Special Areas of Conservation
SEND	Special Educational Needs and Disability
SHLAA	Strategic Housing Land Availability Assessment
SHMA	Strategic Housing Market Assessment
SIL	Strategic Industrial Locations
SINC	Site of Importance for Nature Conservation
SOLDC	Strategic Outer London Development Centre
SMEs	Small and medium-sized enterprises (including micro-businesses)
SPA	Special Protection Areas
SPG	Supplementary Planning Guidance
Sqm	Square metres
SRF	Solid recovered fuel
STPs	Sustainability and Transformation Plans
TE2100	Thames Estuary 2100 Plan
TER	Target Emission Rate
TfL	Transport for London
TPA	Thames Policy Area
UGF	Urban Greening Factor
UKOOG	United Kingdom Onshore Oil and Gas Group
WERLSPA	West End Retail and Leisure Special Policy Area
WHS	World Heritage Sites
WSE	Wider South East



Definitions

A

Active provision for electric vehicles

A socket or equivalent connected to the electrical supply system that vehicle owners can use to recharge their vehicle (see also 'Passive provision for electric vehicles').

Affordable commercial and shop units

Commercial and shop units (falling within use classes A1-A5) that are provided at rents maintained below the market rate for that space.

Affordable housing

See [Policy H4 Delivering affordable housing](#).

Affordable workspace

Workspace that is provided at rents maintained below the market rate for that space for a specific social, cultural, or economic development purpose.

Agent of Change principle

The principle places the responsibility of mitigating the impact of nuisances (including noise) from existing nuisance generating uses on proposed new development close by, thereby ensuring that residents and users of the new development are protected from nuisances, and existing uses are protected from nuisance complaints. Similarly, any new nuisance-generating development, for example a music venue, will need to put in place measures to mitigate noise impacts on existing development close by.

Aggregates

This is granular material used in construction. Aggregates may be natural, artificial or recycled.

Air Quality Neutral

An Air Quality Neutral development is one that meets, or improves upon, the air quality neutral benchmarks published in guidance from the GLA. The benchmarks set out the maximum allowable emissions of NO_x and Particulate Matter based on the size and use



class of the proposed development. Separate benchmarks are set out for emissions arising from the development and from transport associated with the development. Air Quality Neutral applies only to the completed development and does not include impacts arising from construction, which should be separately assessed in the Air Quality Assessment.

Air Quality Management Area

An area which a local authority had designated for action, based upon a prediction that Air Quality Objectives will be exceeded.

Albedo

The surface reflectivity of the sun's radiation.

Ambient noise

Ongoing sound in the environment such as from transport and industry, as distinct from individual events, such as a noisy all-night party. Unless stated otherwise, noise includes vibration.

Amenity

Element of a location or neighbourhood that helps to make it attractive or enjoyable for residents and visitors.

Anaerobic digestion

Biological degradation of organics (e.g. food waste and green garden waste) in the absence of oxygen, producing biogas suitable for energy generation (including transport fuel), and residue (digestate) suitable for use as a soil improver.

Apart-hotel

Self-contained hotel accommodation (C1 Use Class) that provides for short-term occupancy purchased at a nightly rate with no deposit against damages. This will usually include concierge and room service, and include formal procedures for checking in and out. Planning conditions may limit length of stay for occupiers.



Archaeological interest

There will be archaeological interest in a heritage asset if it holds, or potentially may hold, evidence of past human activity worthy of expert investigation at some point. Heritage assets with archaeological interest are the primary source of evidence about the substance and evolution of places, and of the people and cultures that made them.

Areas of deficiency in access to nature

Areas where people have to walk more than one kilometre to reach a publicly accessible metropolitan or borough Site of Importance for Nature (SINC).

Areas of deficiency in access to public open space

Areas lacking in sufficient publicly accessible open space, as defined by a set of standards in [Policy G4 Open space](#).

Article 4 Direction

A tool used by local planning authorities to remove some or all permitted development rights that apply to a particular site or area.

Attributes (World Heritage Sites)

Attributes are tangible or intangible aspects of a World Heritage property which are associated with or express the Outstanding Universal Value (OUV) and can be the physical elements, the relationships between elements and/or time related processes. The UNESCO Operational Guidelines for the Implementation of the World Heritage Convention (the Operational Guidelines) indicate a range of types of attribute which might convey OUV, including form and design; materials and substance; use and function; traditions; techniques and management systems; location and setting; language and other forms of intangible heritage; and spirit and feeling. Attributes identified for a property should flow from the adopted Statement of Outstanding Universal Value.

Authenticity (World Heritage Sites)

Authenticity relates only to cultural properties and is about the link between attributes and Outstanding Universal Value. It is embodied in those characteristics that most truthfully reflect and embody the cultural heritage values of a place. They can be expressed in the variety of types of attributes listed in the definition of attributes (Operational Guidelines).



B

Beneficial use (excavation waste)

The placement of excavation waste to land in a way that:

- provides environmental benefits, particularly through the restoration of priority habitat, flood alleviation or climate change adaptation/mitigation; or
- contributes towards the restoration of landfill sites and mineral workings

while

- minimising adverse impacts to the environment or communities (for example transport, air quality and other considerations); and
- demonstrating that the waste cannot be recycled or treated and managed in a more sustainable way.

Biodiversity

This refers to the variety of plants and animals and other living things in a particular area or region. It encompasses habitat diversity, species diversity and genetic diversity. Biodiversity has value in its own right and has social and economic value for human society.

Biodiversity offsets

Measures to improve existing or create replacement habitat where there are unavoidable impacts on wildlife habitats resulting from development or change of land use.

Biomass

The total dry organic matter or stored energy of plant matter. As a fuel it includes energy crops and sewage as well as arboricultural forestry and agricultural residues.

Blue roofs

Attenuation tanks at roof or podium level.

Blue / water space

Areas covered by water including the River Thames and other rivers, canals, reservoirs, lakes and ponds.



Boroughs

The London boroughs are 32 of the 33 local authority districts within the Greater London administrative area (the 33rd is the City of London). For the purposes of this Plan, this term includes all Local Planning Authorities including the City of London and the Mayoral Development Corporations.

Brownfield land

See Previously Developed Land

Build to Rent

Schemes which meet the definition set out in [Policy H11 Build to Rent](#).

Build to Rent Clawback

A payment to the relevant Local Planning Authority for the provision of affordable housing in the event that the Build to Rent Covenant is broken through the sale of units out of rented tenure within the covenant period.

Build to Rent Covenant

A covenant within a Section 106 agreement to ensure new private rented homes are secured for the rental market for a minimum of 15 years. During this period the private rented homes must be retained in single ownership. Homes cannot be sold out of rented tenure or the covenant would be broken triggering a Build to Rent Clawback payment to the relevant Local Planning Authority for the provision of affordable housing.

Business Improvement Districts (BIDs)

A defined area in which a levy is charged on all business rate payers in addition to the business rates bill. This levy is used to develop projects that will benefit businesses in the local area.

C

Carbon dioxide (CO₂)

Principal greenhouse gas related to climate change.



Car club

A short-term car rental service that allows members access to cars parked locally for a per-minute, per-hour or per-day fee.

Central Activities Zone (CAZ)

The vibrant heart and globally iconic core of London. The CAZ contains a broad range of functions that have London-wide, national and international significance including Government, business, culture, research and education, retailing, tourism, transport and places of worship. The CAZ offers access to a unique collection of heritage and environmental assets including World Heritage Sites, the Royal Parks and the River Thames.

Circular economy

An economic model in which resources are kept in use at the highest level possible for as long as possible in order to maximise value and reduce waste, moving away from the traditional linear economic model of 'make, use, dispose'.

CleanTech

Clean technology (CleanTech) is a general term used to describe products, processes or services that reduce waste and require as few non-renewable resources as possible.

Combined heat and power

The combined production of electricity and usable heat is known as Combined Heat and Power (CHP). Steam or hot water, which would otherwise be rejected when electricity alone is produced, is used for space or process heating.

Commercial waste

Waste arising from premises which are used wholly or mainly for trade, business, sport, recreation or entertainment as defined in Schedule 4 of the Controlled Waste Regulations 1992.

Community engagement

Community engagement is a process that involves communities in deliberation, decision making and practical action. Community engagement can be done using a wide range of methods, and can include both face to face and online engagement.



Communal heating systems

A communal heating system supplies heat to multiple properties from a common heat source. It may range from a district system heating many buildings to a system serving an individual block of flats.

Community-led housing

Schemes that are genuinely community-led all share three common principles: meaningful community engagement and consent occurs throughout the development process (communities do not necessarily have to initiate the conversation, or build homes themselves); there is a presumption that the community group or organisation will take a long-term formal role in the ownership, stewardship or management of the homes; and the benefits of the scheme to the local area and/or specified community group are clearly defined and legally protected in perpetuity.

Comparison retail/shopping

These refer to shopping for things like clothes, electrical items, household and leisure goods. Comparison goods are bought relatively infrequently, so consumers usually evaluate prices, features and quality before making a purchase.

Conservation (heritage)

The process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance.

Construction, demolition and excavation waste

This is waste arising from the excavation, construction, repair, maintenance and demolition of buildings and structures, including roads. It consists mostly of brick, concrete, hardcore, subsoil and topsoil, but it can contain quantities of timber, metal, plastics and occasionally special (hazardous) waste materials.

Convenience retail/shopping

These refer to shopping for everyday essential items like food, drink, newspapers and confectionery.



Creative Enterprise Zone

A Mayor of London initiative to establish clusters of creative production, which provide affordable premises and enterprise-related incentives for artists and creative businesses, pro-culture planning and housing policies, and offer career pathways and creative jobs for local communities and young people.

Creative Industries

Those industries which have their origin in individual creativity, skill and talent which have a potential for wealth and job creation through the generation and exploitation of intellectual property.

Cultural Quarters

Areas where a critical mass of cultural activities and related uses, usually in historic or interesting environments, are designated as Cultural Quarters. They can contribute to urban regeneration.

D

Decentralised energy

A range of definitions exists for decentralised energy. In the context of the London Plan, it refers to low- and zero-carbon power and/or heat generated and delivered within London. This includes microgeneration, such as photovoltaics on individual buildings, through to large-scale heat networks.

Design and access statement

A statement that accompanies a planning application to explain the design principles and concepts that have informed the development and how access issues have been dealt with. The access element of the statement should demonstrate how the principles of inclusive design, including the specific needs of disabled people, have been integrated into the proposed development and how inclusion will be maintained and managed.

Designated heritage asset

A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation.

Development

This refers to development in its widest sense, including buildings, and in streets, spaces and places. It also refers to both redevelopment, including refurbishment, as well as new development.

Development Plan

The London Plan, Local Plans, other Development Plan Documents and Neighbourhood Plans.

Development proposal

This refers to development that requires planning permission.

Digital infrastructure

Infrastructure, such as small cell antenna and ducts for cables, that supports fixed and mobile connectivity and therefore underpins smart technologies.

Display Energy Certificate

Display Energy Certificates (DECs) are designed to show the energy performance of public buildings. They use a scale that runs from 'A' to 'G' – 'A' being the most efficient and 'G' being the least.

District centres

See [Annex 1](#).

District Heating Network (DHN)

A network of pipes carrying hot water or steam, usually underground, that connects heat production equipment with heat customers. They can range from several metres to several kilometres in length.

Drainage hierarchy

Policy hierarchy helping to reduce the rate and volume of surface water run-off.



Dual aspect dwelling

A dual aspect dwelling is defined as one with openable windows on two external walls, which may be either on opposite sides of a dwelling or on adjacent sides of a dwelling where the external walls of a dwelling wrap around the corner of a building. The provision of a bay window does not constitute dual aspect.

E

Embodied carbon / energy / emissions

The total life cycle carbon / energy / greenhouse gases used in the collection, manufacture, transportation, assembly, recycling and disposal of a given material or product.

Energy efficiency

Making the best or most efficient use of energy in order to achieve a given output of goods or services, and of comfort and convenience.

Energy hierarchy

The Mayor's tiered approach to reducing carbon dioxide emissions in the built environment. The first step is to reduce energy demand (be lean), the second step is to supply energy efficiently (be clean) and the third step is using renewable energy (be green).

Energy masterplanning

Spatial and strategic planning that identifies and develops opportunities for decentralised energy and the associated technical, financial and legal considerations that provide the basis for project delivery.

Environmental assessments

In these assessments, information about the environmental effects of a project is collected, assessed and taken into account in reaching a decision on whether the project should go ahead or not.



Environmental statement

This statement will set out a developer's assessment of a project's likely environmental effects, submitted with the application for consent for the purposes of the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999.

F

Family housing

A dwelling that by virtue of its size, layout and design is suitable for a family to live in and generally has three, four, five, or more bedrooms.

Freight

A general term to refer to trips made for the purposes of delivering goods, enabling servicing activity or supporting construction.

Fuel cell

A cell that acts like a constantly recharging battery, electrochemically combining hydrogen and oxygen to generate power. For hydrogen fuel cells, water and heat are the only by-products and there is no direct air pollution or noise emissions. They are suitable for a range of applications, including vehicles and buildings.

Futureproofing

Ensuring that designs are adaptable and take account of expected future changes. For example, ensuring a heating system is designed to be compatible with a planned district heat network to allow connection in future.

G

Geodiversity

The variety of rocks, fossils, minerals, landforms, soils and natural processes, such as weathering, erosion and sedimentation, that underlie and determine the character of our natural landscape and environment.

General and business aviation

A range of ad hoc aviation services and activities including private jets, recreational flying and pilot training.

Green Belt

A designated area of open land around London (or other urban areas). The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and their permanence.

Green corridors

Relatively continuous areas of open space leading through the built environment, which may link to each other and to the Green Belt or Metropolitan Open Land. They often consist of rivers, railway embankments and cuttings, roadside verges, canals, parks, playing fields and extensive areas of private gardens. They may allow animals and plants to be found further into the built-up area than would otherwise be the case and provide an extension to the habitats of the sites they join.

Green cover

The total area covered by vegetation and water across London. It not only includes publicly accessible and publicly managed vegetated land (i.e. green space) and waterways, but also non-accessible green and blue spaces, as well as privately owned vegetated land including private gardens and agricultural land, and the area of vegetated cover on buildings and in the wider built environment such as green roofs, street trees and rain gardens.

Green infrastructure

Comprises the network of parks, rivers, water spaces and green spaces, plus the green elements of the built environment, such as street trees, green roofs and sustainable drainage systems, all of which provide a wide range of benefits and services.

Green roofs/walls

Planting on roofs or walls to provide climate change, amenity, food growing and recreational benefits.



Greenfield runoff rates

The Greenfield runoff rate is the runoff rate from a site in its natural state, prior to any development. This should be calculated using one of the runoff estimation methods set out in Table 24.1 of CIRIA C753 The SuDS Manual.

Greenhouse gas

Any gas that induces the greenhouse effect, trapping heat within the atmosphere that would normally be lost to space, resulting in an increase in average atmospheric temperatures, contributing to climate change. Examples include carbon dioxide, methane and nitrous oxides.

Green space

All vegetated open space of public value (whether publicly or privately owned), including parks, woodlands, nature reserves, gardens and sports fields, which offer opportunities for sport and recreation, wildlife conservation and other benefits such as storing flood water, and can provide an important visual amenity in the urban landscape.

Greening

The improvement of the appearance, function and wildlife value of the urban environment through use of vegetation or water.

H

Habitable room

A habitable room is any room used or intended to be used for sleeping, cooking, living or eating purposes. Enclosed spaces such as bath or toilet facilities, corridors, hallways, utility rooms or similar should not be considered habitable rooms.

Habitable floorspace

Habitable floorspace is all floorspace with a floor to ceiling height of 1.5m or over within a habitable room. Floorspace within habitable rooms with a floor to ceiling height of between 0.9m and 1.5m is counted as 50 per cent of its floor area and any floor area with a floor to ceiling height lower than 0.9m is not counted as habitable floorspace.



Health Impact Assessment (HIA)

Health Impact Assessment (HIA) is used as a systematic framework to identify the potential impacts of a development proposal, policy or plan on the health and wellbeing of the population and highlight any health inequalities that may arise. HIA should be undertaken as early as possible in the plan making or design process to identify opportunities for maximising potential health gains, minimising harm, and addressing health inequalities.

Health inequalities

Health inequalities are systematic, avoidable and unfair differences in mental and/or physical health between groups of people. These differences affect how long people live in good health and are mostly a result of differences in people's homes, education and childhood experiences, their environments, their income, jobs and employment prospects, their access to good public services and their everyday opportunities to live healthier lives.

Heritage assets

Valued components of the historic environment. They include buildings, monuments, sites, places, areas or landscapes positively identified as having a degree of historic significance meriting consideration in planning decisions. They include both designated heritage assets and non-designated assets where these have been identified by the local authority (including local listing) during the process of decision-making or plan making.

Historic environment

All aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora.

Household waste

Household waste includes waste from collection rounds of domestic properties (including separate rounds for the collection of recyclables), street cleansing and litter collection, beach cleansing, bulky household waste collections, hazardous household waste collections, household clinical waste collections, garden waste collections, and any other household waste collected by the waste authorities.



Houses in Multiple Occupation (HMOs)

HMOs are dwellings which are shared by three or more tenants who form two or more households and share a kitchen, bathroom or toilet. HMOs for between three and six people are classed as C4 whereas HMOs for more than six people are Sui Generis.

I

Impermeable surface

Mainly artificial structures (such as pavements, roads, driveways, parking areas and rooftops) that are covered by materials impenetrable to water (such as asphalt, concrete, brick and stone). Impermeable surfaces also collect solar heat in their dense mass. When the heat is released, it raises air temperatures (see 'Urban heat island').

Incineration

The controlled burning of waste in the presence of sufficient air to achieve complete combustion. Energy is usually recovered in the form of electric power and/or heat. The emissions are controlled under EU Directive 2000/76/EC. This Directive also applies to other thermal treatment processes such as pyrolysis and gasification, so the term incineration may be applied to a wider range of thermal waste treatment processes.

Inclusive design

Inclusive design results in an environment which everyone can use, to access and benefit from the full range of opportunities available; confidently, independently, with choice and dignity, which avoids separation or segregation and is made up of places and spaces that acknowledge diversity and difference, meeting the needs of everyone in society.

Inert waste

Waste is inert if:

1. it does not undergo any significant physical, chemical or biological transformations
2. it does not dissolve, burn or otherwise physically or chemically react, biodegrade or adversely affect other matter with which it comes into contact in a way likely to give rise to environmental pollution or harm to human health; and
3. its total leachability and pollutant content and the ecotoxicity of its leachate are insignificant and, in particular, do not endanger the quality of any surface water or groundwater.



(Adapted from Environment Agency, Quality Protocol – Aggregates from inert waste, October 2013)

Inner London

The area covered by the inner London boroughs. See [Annex 2](#).

Industrial waste

Waste from any factory and any premises occupied by industry (excluding mines and quarries) as defined in Schedule 3 of the Controlled Waste Regulations 1992.

Infrastructure

Includes transport, energy, water, waste, digital/smart, social and green infrastructure.

Innovation

The creation of new products and services, technologies, processes, or business models.

Inclusive neighbourhoods

An inclusive neighbourhood is one in which people can live and work in a safe, healthy, supportive and inclusive neighbourhood. An inclusive neighbourhood will ensure that people are able to enjoy the options of easy access by public transport and active travel modes (walking and cycling), to services and facilities that are relevant to them. It will also allow people to safely and easily move around their neighbourhood through high quality people focused spaces, while enjoying barrier free access to surrounding areas and the wider city. They should have safe and easy access to a network of open spaces which meet their recreational needs to enhance health and wellbeing, as well as welcoming easily accessible communal spaces which provide opportunities for social interaction.

Integrity (World Heritage Sites)

Integrity is a measure of the completeness or intactness of the World Heritage property and its attributes which express the Outstanding Universal Value it holds (UNESCO Operational Guidelines).

J

No entries



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K

No entries

L

Linear view

A view in which key landmarks are seen through narrow gaps between buildings or landscaping.

Local Asset-Backed Vehicle

A means of enabling a partnership of public and private sector organisations in regeneration schemes. In a simple model, the public sector body creates a Special Purpose Vehicle (SPV) with a private sector partner. The public body transfers land to this partner at market value which is then matched by the private partner with at least an equivalent amount of investment capital. These investments form the equity of the SPV. The private partner undertakes the development and the public sector partner receives a share of profits in return for its land investment.

Local centres

See [Annex 1](#).

London Development Database

This provides current and historic information about development progress across all London boroughs. It is operated by the GLA with data supplied by London's planning authorities.

London's major airports

Airports in and around London offering scheduled international flights and which operate or have permission for more than 50,000 flight movements a year – i.e. London City, Heathrow, Gatwick, Stansted, Luton, and Southend.

London Panorama

A broad prospect seen from an elevated public viewing place.



Low Emission Zone (LEZ)

A charging zone across most of Greater London for vehicles (excluding cars) that do not meet emissions standards.

M

Main town centre uses

Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment and more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

Major development

For a full definition, see Part 1 of The Town and Country Planning (Development Management Procedure) (England) Order 2015. Generally, major developments are:

- Development of dwellings where 10 or more dwellings are to be provided, or the site area is 0.5 hectares or more;
- Development of other uses, where the floor space is 1,000 square metres or more, or the site area is 1 hectare or more.

Major town centres

See [Annex 1](#).

MedCity

An enterprise to promote and grow life sciences investment, entrepreneurship, collaboration and industry in London and the Wider South East. MedCity is a partnership between the Mayor and the Academic Health Science Centres in London, Cambridge and Oxford.

Metropolitan Open Land

Extensive areas of land bounded by urban development around London that fulfils a similar function to Green Belt and is protected from inappropriate development by land-use planning policies.



Metropolitan town centres

See [Annex 1](#).

Mixed-use development

Development for a variety of activities on single sites or across wider areas such as town centres.

Multi-channel retailing

A retailing strategy that offers customers a choice of ways to buy products including for example, retail stores, online, mobile stores, mobile app stores, telephone sales, mail orders, interactive television and comparison shopping sites.

Municipal solid waste

It includes all household waste, street litter, waste delivered to council recycling points, municipal parks and gardens wastes, council office waste, Civic Amenity waste, and some commercial waste from shops and smaller trading estates where local authorities have waste collection agreements in place. It can also include industrial waste collected by a waste collection authority with authorisation of the waste disposal authority. Waste under the control of local authorities or agents acting on their behalf is now better known as 'Local Authority Collected Waste'.

N

National Nature Reserves

Designated by Natural England under the Wildlife and Countryside Act 1981, they are key places for wildlife and natural features. They were established to protect the most significant areas of habitat and of geological formations.

Nature conservation

Protection, management and promotion for the benefit of wild species and habitats, as well as the human communities that use and enjoy them. This also covers the creation and re-creation of wildlife habitats and the techniques that protect genetic diversity and can be used to include geological conservation.



Neighbourhood centres

See [Annex 1](#).

O

Open space

All land in London that is predominantly undeveloped other than by buildings or structures that are ancillary to the open space use. The definition covers the broad range of types of open space within London, whether in public or private ownership and whether public access is unrestricted, limited or restricted.

Operational parking

Parking for vehicles which are required for the function of a building or the activities within it. This can include spaces for fleet vehicles, taxis or loading bays, but does not include parking for personal travel such as commuting.

Opportunity Areas

London's principal opportunities for accommodating large scale development to provide substantial numbers of new employment and housing, each typically more than 5,000 jobs and/or 2,500 homes, with a mixed and intensive use of land and assisted by good public transport accessibility.

Outer London

The area covered by the outer London boroughs. See [Annex 2](#).

Outstanding Universal Value

Cultural and/or natural significance that is so exceptional that it transcends national boundaries and is of common importance for both present and future generations. An individual Statement of Outstanding Universal Value is agreed and adopted by the UNESCO World Heritage Committee for each World Heritage Site at the time of its inscription. This Value can be expressed by physical, architectural or intangible attributes that are embodied in the buildings, spaces, monuments, artefacts and archaeological deposits within the site, the setting and views of and from it. Statements of Outstanding Universal Value are key references for the effective protection and management of World Heritage Sites and can be found at <http://whc.unesco.org/en/list>.



See also Attributes, Authenticity, and Integrity.

P

Passive provision for electric vehicles

The network of cables and power supply necessary so that at a future date a socket or equivalent can be added easily to allow vehicle owners to recharge their vehicle (see also 'Active provision for electric vehicles').

Permitted Development Rights

A general planning permission granted not by the local authority but by Parliament. Legislation (currently the Town and Country Planning (General Permitted Development (England) Order 2015) sets out classes of development for which a grant of planning permission is automatically given, provided that no restrictive condition is attached or that the development is exempt from the permitted development rights.

Photovoltaics (PV)

The direct conversion of solar radiation into electricity by the interaction of light with electrons in a semiconductor device or cell.

Planning frameworks

These frameworks provide a sustainable development programme for Opportunity Areas. The frameworks may be prepared by the GLA Group, boroughs, developers or partners. While planning frameworks will have a non-statutory status, it will be up to boroughs to decide how to reflect the proposals in planning frameworks within their Development Plans.

Precision-manufactured homes

Homes built using a high proportion of components which are produced using modern and technologically-driven methods of manufacture, with this production often taking place offsite and the components then assembled onsite.

Previously developed land

Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes:

land that is or has been occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures; land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.

Prime, secondary and tertiary commercial property

Terms used to describe the relative value or quality of a commercial investment property and its location. Typically, prime or Grade A offices include buildings of the highest quality and often in the most central locations of any given office market and with rents above the average for the area. Secondary property includes buildings with a lower quality or less central location compared to prime property. Tertiary property refers to buildings suitable for occupation but with the lowest quality specification and in less attractive or fringe locations and with rents below average for the area.

Priority habitat

London's priority habitats are those areas of wildlife habitat which are of most importance in London. Most areas of priority habitat are protected within Sites of importance for Nature Conservation.

Priority species

These are species that are a conservation priority because they are under particular threat, or they are characteristic of a particular region.

Protected species

Certain plant and animal species protected to various degrees in law, particularly the Wildlife and Countryside Act, 1981 (as amended).

Private rented sector

All non-owner-occupied self-contained dwellings that are being rented out as housing (not including forms of affordable housing).

Public realm

Publicly accessible space between and around buildings, including streets, squares, forecourts, parks and open spaces.



Public Transport Access Levels (PTALs)

Public Transport Access Levels (PTALs) are calculated across London using a grid of points at 100m intervals. For each point walk time to the public transport network is combined with service wait time (frequency) to give a measure of public transport network density.

TfL has made pre-calculated PTALs available on WebCAT, its web-based connectivity assessment toolkit (www.tfl.gov.uk/WebCAT). Users can view PTALs for any location in London alongside contextual information such as the local street network, rail stations and bus stops. Users can also view the PTALs resulting from planned improvements to and extensions of the public transport network. A limitation of PTALs is that they only reflect access to the public transport network, but not the opportunities and services reachable through the network. To address this, WebCAT also includes travel time mapping and catchment statistics (population, jobs, town centres, health services and educational establishments) within given time bands. These can also be viewed for any selected location and combined with PTAL to give a more complete picture of public transport connectivity.

TfL may refine how PTALs and WebCAT operate but will consult on any proposed changes with stakeholders in advance. This may include an opportunity for users to assess connectivity in relation to cycling time to the public transport network rather than just walking time.

Q

Quiet Areas

The Environmental Noise (England) Regulations 2006 (as amended) require that Noise Action Plans for agglomerations (including much of Greater London) include provisions that aim to protect any formally identified 'Quiet Areas' from an increase in road, railway, aircraft and industrial noise.

R

Ramsar Site

Nature conservation site designated under the Convention on Wetlands of International Importance 1971.

Recovery

Refers to “forms of recovery other than energy recovery and other than the reprocessing of waste into materials used as fuels or other means to generate energy. It includes preparing for re-use, recycling and backfilling and other forms of material recovery such as the reprocessing of waste into secondary raw materials for engineering purposes in construction of roads or other infrastructure. Depending on the specific factual circumstances, such reprocessing can fulfil the definition of recycling if the use of materials is based on proper quality control and meets all relevant standards, norms, specifications and environmental and health protection requirements for the specific use” – EU Directive 2018/851.

Recycling

Involves the reprocessing of waste, either into the same product or a different one. Many non-hazardous wastes such as paper, glass, cardboard, plastics and metals can be recycled. Hazardous wastes such as solvents can also be recycled by specialist companies, or by in-house equipment.

Renewable energy

Energy derived from a source that is continually replenished, such as wind, wave, solar, hydroelectric and energy from plant material, but not fossil fuels or nuclear energy. Although not strictly renewable, geothermal energy is generally included.

Retrofitting

The addition of new technology or features to existing buildings in order to make them more efficient and to reduce their environmental impacts.

Re-use

The operation or process of checking, cleaning or repairing materials that have been discarded and are waste so that they can be used again for their original purpose as non-waste without any other pre-processing.

Adapted from Environment Agency, Guidance – Decide if a material is waste or not: general guide, May 2016

River prospects

Short and longer distance visual experiences of the Thames riverscape.



S

Safeguarded wharves

A network of sites that have been safeguarded for cargo handling uses such as intraport or transshipment movements and freight-related purposes by Safeguarding Directions. A site remains safeguarded unless and until the relevant Safeguarding Direction is formally removed or amended.

Scheduled flights

Regular commercial flights operating to a timetable and responsible for carrying the overwhelming majority of passengers and freight travelling to or from London by air.

Secondary commercial property

See prime, secondary and tertiary property.

Secondary heat

To recover useful energy, in the form of heat, from sources where processes or activities produce heat which is normally wasted (for example recovering heat from the Underground network) or from heat that exists naturally within the environment (air, ground and water).

Secondary materials (waste)

Waste materials that can be used in reuse, recycling and re-manufacturing processes instead of or alongside virgin raw materials. This can include waste materials from demolition and excavation, or discarded items such as furniture and electrical products.

Section 106 agreements

These agreements confer planning obligations on persons with an interest in land in order to achieve the implementation of relevant planning policies as authorised by Section 106 of the Town and Country Planning Act 1990.

Self-sufficiency

In relation to waste, this means dealing with wastes within the administrative region where they are produced.



Sequential approach

Planning policies that require particular steps to be taken, or types of location or sites to be considered, in a particular order of preference. For example, retail, commercial and leisure development should be focused on sites within town centres, or if no in-centre sites are available, on sites on the edges of centres that are or can be well integrated with the existing centre and public transport.

Serviced accommodation

In the context of visitor accommodation this includes hotels, bed & breakfasts, guest houses, and hostels where services such as catering and cleaning are provided to guests.

Setting of a heritage asset

Is the surrounding in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.

Shopmobility

A scheme that lends manual and powered wheelchairs and mobility scooters to members of the public allowing people who require the use of these facilities to travel to and visit, independently and with greater ease, local shops, leisure services and commercial facilities usually within a town or shopping centre.

Significance (heritage)

The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting. For World Heritage Sites, the cultural value described within each site's Statement of Outstanding Universal Value forms part of its significance.

Site of Importance for Nature Conservation (SINC)

Areas of land chosen to represent the best wildlife habitats in London and areas of land where people can experience nature close to where they live and work. Sites are classified into Sites of Metropolitan, Borough and Local Importance depending on their relative value. Unlike SSSIs (see below), SINCs are not legally protected, but their value

must be considered in any land use planning decision. Procedures for the identification of SINCs are set out in Appendix 5 of the Mayor's London Environment Strategy.

Site of Special Scientific Interest (SSSI)

Areas of land with ecological or geological interest of national importance. They are designated by Natural England under the Wildlife and Countryside Act (1981 as amended) and have legal protection.

Smart infrastructure

Infrastructure, such as sensors, that produce, analyse and help to securely share data on the performance of the built and natural environment, as opposed to data purely on economic or social performance.

Social infrastructure

Covers facilities such as health provision, early years provision, schools, colleges and universities, community, recreation and sports facilities, places of worship, policing and other criminal justice or community safety facilities, children and young people's play and informal recreation facilities. This list is not intended to be exhaustive and other facilities can be included as social infrastructure.

Soundscape

The overall quality of an acoustic environment as a place for human experience. Soundscape design might include preserving, reducing or eliminating certain sounds or combining and balancing sounds to create or enhance an attractive and stimulating acoustic environment.

Spatial Development Strategy

The London Plan is the statutory spatial development strategy for the Greater London area that is prepared by the Mayor.

Special Areas of Conservation

Designated under the EC Habitats Directive (1992), areas identified as best representing the range and variety within the EU of habitats and (non-bird) species.



Special Policy Areas

Areas that are defined locally particularly where development pressures and market conditions could lead to the loss of valued specialist clusters of uses or functions identified as having particular significance to London's unique identity, economic function or cultural heritage.

Special Protection Areas

Designated under the EC Birds Directive (1979), areas of the most important habitat for rare and migratory birds within the EU.

Strategic Areas for Regeneration

These areas are the Census Local Super Output Areas (LSOAs) in greatest socio-economic need. They fall within the 20 per cent most deprived LSOAs in England, using the Index of Multiple Deprivation.

Strategic developments (applications referable to the Mayor)

The planning applications that must be referred to the Mayor under the Town and Country Planning (Mayor of London) Order 2008 and any amendments thereto.

Strategic Environmental Assessment

Required under the European Directive 2001/42/EC, which has been transposed into UK Law through the Environmental Assessment of Plans and Programmes Regulations 2004. Strategic Environmental Assessment seeks to contribute to the integration of environmental considerations into the preparation and adoption of plans to promote sustainable development.

Strategic Industrial Locations

London's largest concentrations of industrial, logistics and related capacity for uses that support the functioning of London's economy.

Strategic views

Views seen from places that are publicly accessible and well used and make a significant contribution to the image and character of London at the strategic level. They include significant buildings or urban landscapes that help to define London at a strategic level.



Strategically Important Landmarks

A prominent building or structure in the townscape, which has visual prominence, provides a geographical or cultural orientation point and is aesthetically attractive through visibility from a wider area or through contrast with objects or buildings close by.

Supplementary Planning Guidance (SPG)

Gives guidance on the implementation of policies in the London Plan.

Sustainability Appraisal

A process of considering ways by which a Development Plan can contribute to improvements in environmental, social and economic conditions, as well as a means of identifying and mitigating any potential adverse effects that the plan might otherwise have. Sustainability Appraisal is required by the Planning and Compulsory Purchase Act 2004.

Sustainable drainage systems

Using sustainable drainage techniques and managing surface water run-off from buildings and hardstandings in a way that reduces the total volume, flow and rate of surface water that runs directly into drains and sewers.

T

Tech City

Technology district in East London incorporating Old Street, Shoreditch, Aldgate, Whitechapel and corridors to Dalston and Hackney Central.

Tertiary commercial property

See prime, secondary and tertiary commercial property.

Thames Policy Area

A special policy area to be defined by boroughs in which detailed appraisals of the riverside will be required.



Thameslink

A National Rail cross-London link.

Town Centres

Places in London that provide access to a range of commercial, cultural and civic activities, including shopping, leisure, employment, entertainment, culture, and social and community facilities. Town centres are classified in the London Plan according to their existing role and function in light of characteristics such as scale, mix of uses, economic performance and accessibility – see [Annex 1](#).

Townscape Views

Designated views which focus on architecturally and culturally important groups of buildings that can be enjoyed from well managed public spaces.

Transport Assessment

This is prepared and submitted alongside planning applications for developments likely to have significant transport implications. For major proposals, assessments should illustrate the following: accessibility to the site by all modes; the likely modal split of journeys to and from the site; and proposed measures to improve access by public transport, walking and cycling.

Transport for London (TfL)

One of the GLA group of organisations, accountable to the Mayor, with responsibility for delivering an integrated and sustainable transport strategy for London.

U

Urban greening

Urban greening describes the act of adding green infrastructure elements. Due to the morphology and density of the built environment in London, green roofs, street trees, and additional vegetation are the most appropriate elements of green infrastructure in the city.



Urban Greening Factor

A land-use planning tool to help determine the amount of greening required in new developments.

Urban heat island

The height of buildings and their arrangement means that while more heat is absorbed during the day, it takes longer to escape at night. As a result, the centre of London can be up to 10°C warmer than the rural areas around the city. The temperature difference is usually larger at night than during the day. The Urban Heat Island effect is noticeable during both the summer and winter months.

V

Viability Assessment

An assessment of the financial viability of a development to determine the maximum level of affordable housing and other policy requirements where relevant to be undertaken in line with the methodology and approach set out in [Policy H5 Threshold approach to applications](#) and the Mayor's Affordable Housing and Viability SPG.

Viability Review Mechanism

A review of development viability defined with a Section 106 agreement enabling the reassessment of development viability after permission has been granted, at an early, mid or late stage in the development process. These mechanisms address uncertainties in the application stage assessment of viability to enable the maximum level of affordable housing provision over the lifetime of a proposal.

Visitor accommodation

Leisure and business accommodation that provides temporary overnight accommodation on a commercial basis, including serviced accommodation such as hotels, bed and breakfast, guesthouses, hostels and campus accommodation, and non-serviced accommodation such as self-catering apart-hotels, caravans and camping.

W

Water space

See Blue/water space.



Wider determinants of health

The wider determinants of health are a diverse range of social, economic and environmental factors which impact on people's health and life expectancy. They include transport, housing, education, income, working conditions, unemployment, air quality, green space, climate change and social and community networks.

Wider South East

East of England, South East of England and London taken together. Collaboration arrangements have been established at this strategic level.

Whole life-cycle carbon

Whole life-cycle carbon emissions are the total greenhouse gas emissions arising from a development over its lifetime, from the emissions associated with raw material extraction, the manufacture and transport of building materials, to installation/ construction, operation, maintenance and eventual material disposal.

X

No entries

Y

No entries

Z

Zero-carbon

Activity that causes no net release of carbon dioxide and other greenhouse gas emissions into the atmosphere.

Zero-emission

Activity that causes no release of air pollutants and carbon dioxide or other greenhouse gases.



