

Increasing efficiency and resilience

- 1.6.1 Successful cities must adapt to a changing world, and a focus on Good Growth provides an opportunity to become more efficient and resilient. A responsible city must limit its impact on climate change while adapting to the consequences of the environmental changes that human behaviour is already creating. Global cities also face other threats against which London must protect its residents and visitors, and proper strategic planning can help to make the city a safer place.
- 1.6.2 All cities must face up to the reality of climate change and the need to limit their future contribution to this major global problem. This London Plan will require developments to contribute towards London's ambitious target to become zero-carbon by 2050 by increasing energy efficiency, including through the use of smart technologies, and utilising low carbon energy sources. Creating a low carbon circular economy, in which the greatest possible value is extracted from resources before they become waste, is not only socially and environmentally responsible, but will save money and limit the likelihood of environmental threats affecting London's future.
- 1.6.3 These environmental threats are real and present, and London must be prepared for them. London's homes and infrastructure must be protected against the increasing likelihood of heatwaves, and developments must plan for a more integrated approach to water management, while minimising flood risk.
- 1.6.4 Equally significant in a global city is the threat of terrorism, and new forms of attack require new forms of defence. Large-scale fires also remain a possibility in London. As public places are made safer and existing housing is improved, these threats underline the importance of collaborative planning with London's police forces and public safety experts, the London Fire and Emergency Planning Authority.
- 1.6.5 Careful planning of strategic and local infrastructure in all its forms can make the city smarter, more efficient and more resilient, preparing it for all that the future may bring. This will require collaboration between the infrastructure industry and planning authorities to determine what is needed where in order to plan for London's future, using the framework established by the Mayor's Strategic Infrastructure Investment Plan.
- 1.6.6 Ensuring sufficient housing at the right price is also key to the city's resilience. The shortage of affordable housing in the capital is hindering the recruitment and retention of public service workers, including those crucial to the operation

of the emergency services, the health system and London's transport infrastructure.

- 1.6.7 Good planning can make London more resilient against the threats of the modern world, while improving the city's impact on the environment. The approaches set out in this Plan will ensure that London remains a safe and prosperous place to live for many decades to come.

GG6 Increasing efficiency and resilience

To help London become a more efficient and resilient city, those involved in planning and development must:

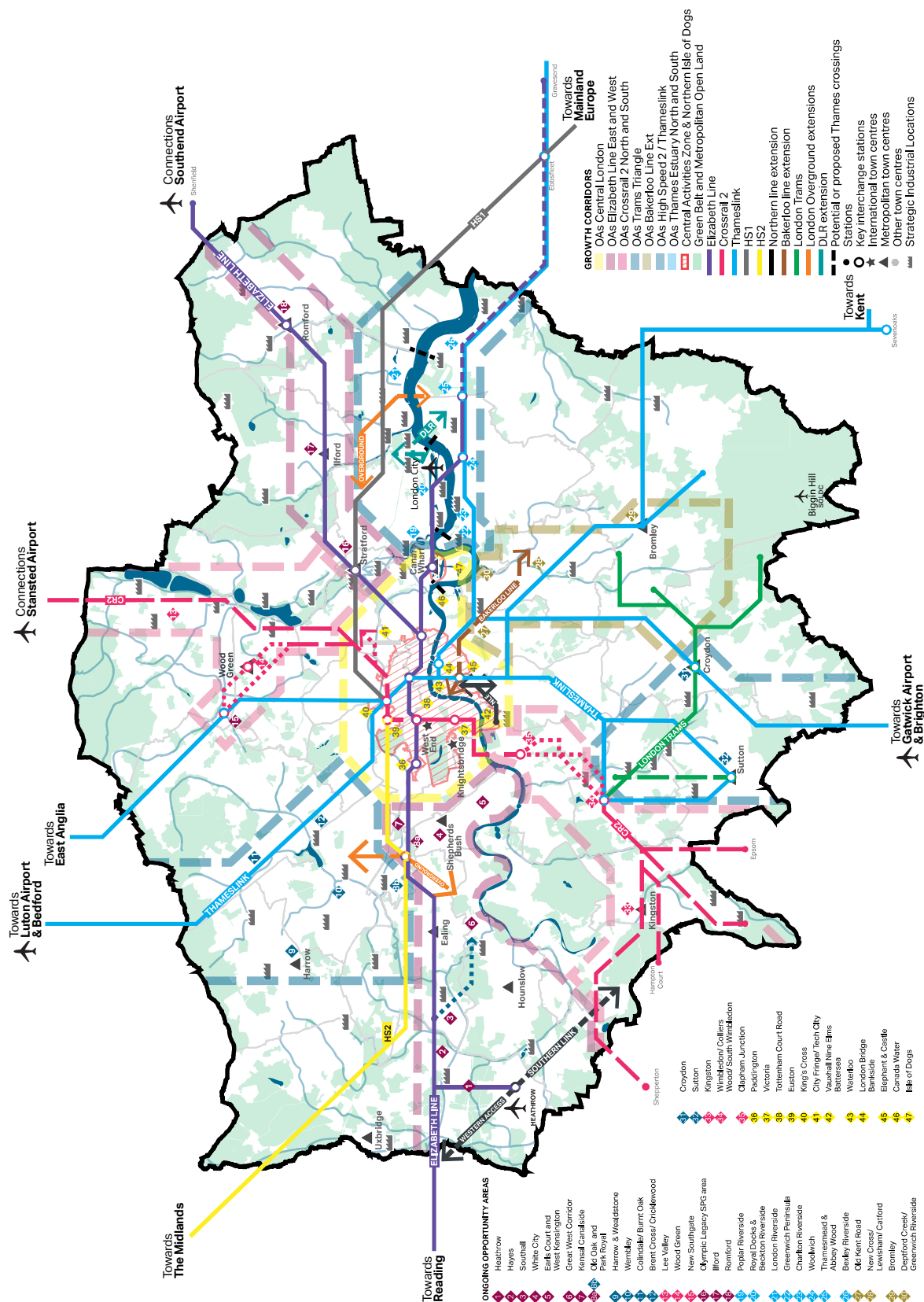
- A seek to improve energy efficiency and support the move towards a low carbon circular economy, contributing towards London becoming a zero-carbon city by 2050
- B ensure buildings and infrastructure are designed to adapt to a changing climate, making efficient use of water, reducing impacts from natural hazards like flooding and heatwaves, while mitigating and avoiding contributing to the urban heat island effect
- C create a safe and secure environment which is resilient the impact of emergencies including fire and terrorism
- D take an integrated and smart approach to the delivery of strategic and local infrastructure by ensuring that public, private, community and voluntary sectors plan and work together.

Chapter 2

Spatial Development Patterns



Figure 2.1 - The Key Diagram



- 2.0.1 This chapter gives a strategic framework for those parts of London that will see significant development over the lifetime of the Plan, and addresses how change will be managed for London's most sensitive and complex places. The Key Diagram (Figure 2.1) presents the spatial vision set out in this chapter, covering London's growth corridors, Opportunity Areas, town centres, and Green Belt and Metropolitan Open Land.
- 2.0.2 London's green and open spaces are a vital part of the capital. Its parks, rivers and green open spaces are some of the places that people most cherish and they bring the benefits of the natural environment within reach of Londoners. **London's Green Belt and Metropolitan Open Land** designations (see Chapter 8) serve to protect these strategically-important open spaces, prevent urban sprawl and focus investment and development on previously developed land.
- 2.0.3 If London is to meet the challenges of the future, all parts of London will need to embrace and manage change. Not all change will be transformative – in many places, change will occur incrementally. This is especially the case in **outer London**, where the suburban pattern of development has significant potential for appropriate intensification over time, particularly for additional housing.
- 2.0.4 The areas that will see the most significant change are identified as Opportunity Areas. Many of these **Opportunity Areas** are already seeing significant development, and they all have the potential to deliver a substantial amount of the new homes and jobs that London needs. The London Plan has a clear focus on delivery – something that will require all stakeholders to work together to unlock sites and drive the right sort of development. Infrastructure is key to this delivery and will require major investment in transport, with Opportunity Areas clustered into growth corridors; and proper planning of utilities and communications capacity and the social infrastructure that supports the day-to-day lives of Londoners, well in advance of new development. Opportunity Area Planning Frameworks and Local Plans should have clear strategies for their delivery.
- 2.0.5 London's influence and economy continue beyond the M25. Many of London's growth corridors have links **beyond London's boundaries**. Collaboration with Wider South East partners outside London will help to secure mutual benefits.
- 2.0.6 London's **Central Activities Zone (CAZ) and town centres** are the primary locations for commercial activity in the capital. These are complex parts of London, with a wide mix of uses and unique local character. The CAZ and the town centre network have a crucial role to play in supporting London's growth, and the London Plan sets out how this growth should be managed and planned for. Many town centres and the surrounding areas have potential to accommodate significant quantities of new housing, making the most of walking,

cycling and public transport connectivity and complementing their commercial role.

- 2.0.7 Growth and change have not always benefited Londoners equally. In some cases, the wrong sort of growth has led to established communities finding themselves priced out of the area they call home. Some parts of the city have not benefited from the advantages the growth of London provides, with too many areas in London still experiencing deprivation despite the wider success of the capital. To address this, it is important that there is a strong focus on **sustainable and inclusive regeneration** in these areas, with boroughs, the Mayor and other partners working closely with the local community to bring about the right sort of change and investment. Where significant development is planned in these areas, it is crucial that it benefits local communities, provides employment and genuinely affordable housing, and is properly integrated into the area.

Growth Corridors and Opportunity Areas

Policy SD1 Opportunity Areas

- A To ensure that Opportunity Areas fully realise their growth and regeneration potential, the Mayor will:
- 1) provide support and leadership for the collaborative preparation and implementation of planning frameworks that:
 - a) set out a clear strategy for accommodating growth
 - b) assist in delivering specific infrastructure requirements that unlock capacity for new homes and jobs
 - c) support regeneration
 - d) are prepared in an open and timely manner
 - e) encourage the strategic remediation of contaminated land
 - 2) bring together the range of investment and intervention needed to deliver the vision and ambition for the area
 - 3) support and implement adopted planning frameworks, in order to give them appropriate material weight in planning decisions
 - 4) ensure that his agencies (including Transport for London) work together and with others to promote and champion Opportunity Areas, and

identify those that require public investment and intervention to achieve their growth potential

- 5) ensure that Opportunity Areas maximise the delivery of affordable housing and create mixed and inclusive communities
- 6) ensure that Opportunity Areas contribute to regeneration objectives by tackling spatial inequalities and environmental, economic and social barriers that affect the lives of people in the area, especially in Local and Strategic Areas for Regeneration
- 7) monitor progress in delivering homes, jobs and infrastructure, taking action where necessary to overcome any barriers to delivery
- 8) ensure that development facilitates ambitious transport mode share targets.

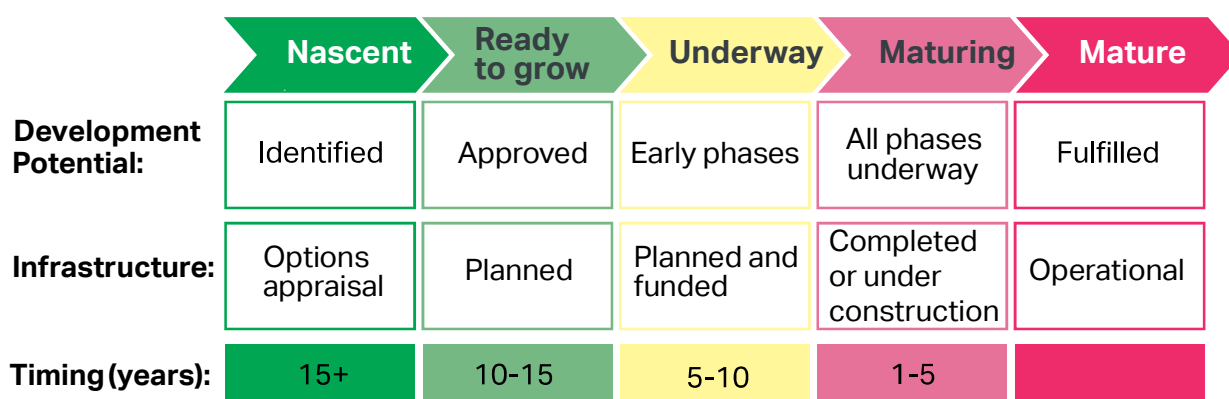
B Boroughs, through Development Plans and decisions, should:

- 1) clearly set out how they will encourage and deliver the growth potential of Opportunity Areas
- 2) support development which creates employment opportunities and housing choice for Londoners
- 3) plan for and provide the necessary social and other infrastructure to sustain growth and create mixed and inclusive communities, working with infrastructure providers where necessary
- 4) recognise the role of heritage in place-making
- 5) establish the capacity for growth in Opportunity Areas, taking account of the indicative capacity for homes and jobs in [Table 2.1](#)
- 6) support and sustain Strategic Industrial Locations (SIL) and other industrial capacity by considering opportunities to intensify and make more efficient use of land in SIL, in accordance with [Policy E4 Land for industry, logistics and services to support 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](#), co-location and substitution
- 7) include ambitious transport mode share targets
- 8) support wider regeneration and ensure that development proposals integrate into the surrounding areas, in accordance with [Policy SD10 Strategic and local regeneration](#)

- 9) ensure planning frameworks are informed by public and stakeholder engagement and collaboration at an early stage and throughout their development
- 10) work with the Mayor, local communities and other stakeholders to review appropriate locations and identify new Opportunity Areas. These should be distinct and significant locations that have capacity for at least 5,000 new jobs and/or 2,500 new homes
- 11) take appropriate measures to deal with contamination that may exist.

- 2.1.1 **Opportunity Areas** are identified as significant locations with development capacity to accommodate new housing, commercial development and infrastructure (of all types), linked to existing or potential improvements in public transport connectivity and capacity. Opportunity Areas typically contain capacity for at least 5,000 net additional jobs or 2,500 net additional homes or a combination of the two. When developing policies for Development Plans, allocations and frameworks, boroughs should use the indicative capacity figures as a starting point, to be tested through the assessment process.
- 2.1.2 Many Opportunity Areas overlap with **Strategic Areas for Regeneration**, and have the potential to promote inclusive growth that increases opportunity for all Londoners.
- 2.1.3 The Mayor will provide the **support and leadership** to ensure Opportunity Areas deliver their growth potential for Londoners. He will promote and champion the areas as key locations for investment, and will intervene where required so that an ambitious, imaginative and inclusive approach is taken to accelerate and realise their growth and development. This approach should include understanding the existing character and context of an area, in accordance with Policy D1 London's form, character and capacity for growth.
- 2.1.4 **Opportunity Area Planning Frameworks** (OAPFs) can represent the first stage in a plan-led approach to providing significant quantities of additional jobs and homes, improvements to transport and other infrastructure, and better access to local services. The Mayor recognises that there are different models for taking these forward depending on the circumstances and development needs of each Opportunity Area, and for translating these frameworks into policy in Development Plan Documents and Supplementary Planning Documents. Whatever model is used, frameworks must be prepared in a collaborative way with local communities and stakeholders.

Figure 2.2 - OAPF process diagram



- 2.1.5 The timescales in this diagram are indicative and based on the information available at the time it was compiled. While it may take some of the 'nascent' or 'ready to grow' Opportunity Areas 10-15 years to fully mature, there will be potential for new homes and jobs to be delivered in earlier phases. This will vary by area according to the scale and complexity of infrastructure and delivery issues. The categories will be kept under review as frameworks are produced and/or transport and other infrastructure delivered.
- 2.1.6 A crucial part of London's future success will be **improving access within and into the capital**. The major transport infrastructure that facilitates this acts as a vital catalyst, unlocking new areas for development, enabling the delivery of additional homes and jobs, facilitating higher densities, using the Healthy Streets Approach to create vibrant neighbourhoods that are appealing places to walk, cycle and spend time, and providing local people with access to the facilities and services that they need.
- 2.1.7 Through the Mayor's Transport Strategy, the London Plan and other strategies, the Mayor has identified Opportunity Areas (OAs) set out in [Figure 2.4](#) to [Figure 2.12](#). The **growth corridors** described below demonstrate the linkages between the OAs highlighting that they should not be planned in isolation. In order to meet London's needs and ensure sustainable development, all stakeholders should seek to proactively promote and enable growth in these areas in line with the policies in this Plan. The Mayor will, and boroughs and other stakeholders should, develop effective cross-boundary working arrangements in order to unlock the full potential of the growth corridors within London.
- 2.1.8 In order to make the best use of land, enable the development of brownfield sites, and contribute to creating a healthy city it is important that development proposals appropriately deal with **contamination** so land can be safely used.

Strategic opportunities should be explored for addressing land contamination, particularly where there are cross boundary issues. A joined-up approach to remediation can enable the costs and benefits of this to be shared. The development of Opportunity Area Planning Frameworks will be a key means of achieving this.

- 2.1.9 The key growth corridors within London are set out below. [Policy SD2 Collaboration in the Wider South East](#) and [Figure 2.15](#) include Strategic Infrastructure Priorities that link into the wider city region. The Mayor will work with authorities outside London on the **cross-boundary implications** of Opportunity Areas.

Supporting London's growth

- 2.1.10 The Mayor will put in place **resources and support** – such as his Good Growth Fund – to ensure that the potential of London's growth corridors and Opportunity Areas is maximised. The Mayor's London Housing Strategy and Transport Strategy set out his policies to achieve this.
- 2.1.11 The **London Housing Strategy** sets out four principal approaches:
1. [Land assembly](#), where the Mayor will both directly assemble land for development and support boroughs, Housing Associations and other homebuilders to do so. This may be through direct investment or through supporting compulsory purchase of appropriate land. He will also focus resources on areas where land suitable for development is not coming forward.
 2. [Investing in housing and infrastructure](#), where the Mayor will put in place funding mechanisms to unlock development. This could include working with Transport for London to ensure transport improvements lead to increased delivery of homes and jobs, and will build on the current Housing Zones programme.
 3. [Diversifying the tenure mix of new homes](#), where the Mayor will provide funding to increase the number of new and affordable homes. This will include funding to support more innovative forms of housing delivery.
 4. [Increasing capacity](#), where the Mayor will lead an improvement in the skills, capacity and building methods of the construction industry.
- 2.1.12 The **Mayor's Transport Strategy** seeks to ensure that public transport and walking and cycling provision are at the heart of planning for Opportunity Areas. It sets out that the Mayor will support growth in Opportunity Areas through

transport investment and planning, and commits to setting ambitious mode share targets.

- 2.1.13 In the Mayor's Transport Strategy a number of priority infrastructure schemes have been identified that would bring significant regeneration benefits, including the potential to unlock substantial homes and jobs growth in specific Opportunity Areas. The development value in these areas can, in some cases, also contribute to the funding of schemes. In order to support these priorities, this Plan sets out **further guidance on the Opportunity Areas below**, grouped by growth corridor. The general location of each one is set out in a series of diagrams. These also show indicative guideline figures for housing and employment capacity in each area. The capacity of many of these areas for new homes and jobs will increase significantly as a result of major public transport schemes and the improvements to capacity and connectivity they provide. Homes and jobs figures will be reviewed as infrastructure schemes are confirmed and delivery timescales become clearer so that they maximise the opportunities for additional growth. Where development proposals are emerging and transport investment is not yet fully secured, delivery of the long-term capacity for homes and jobs will need to be phased in a way that maximises the benefits of major infrastructure and services investment whilst avoiding any unacceptable effects on existing infrastructure before schemes are delivered.

Table 2.1 - Opportunity Area Indicative capacity for new homes and jobs

Opportunity Area	Indicative homes*	Indicative jobs^
Bakerloo Line Extension		
Old Kent Road	12,000	5,000
New Cross/Lewisham/Catford	13,500	4,000
Bromley	2,500	2,000
Deptford Creek/Greenwich Riverside	5,500	3,000
Crossrail 2 South		
Kingston	9,000	5,000
Wimbledon/Colliers Wood/South Wimbledon	5,000	6,000
Clapham Junction	2,500	2,500
Crossrail 2 North		
Lee Valley	21,000	13,000
Wood Green	4,500	2,500
New Southgate	2,500	3,000
Thames Estuary North and South		
Poplar Riverside	9,000	3,000
Royal Docks/Beckton Riverside	30,000	41,500
London Riverside	44,000	29,000
Greenwich Peninsula	17,000	15,000
Charlton Riverside	8,000	1,000
Woolwich	5,000	2,500
Thamesmead/Abbey Wood	8,000	4,000
Bexley Riverside	6,000	19,000
Highspeed 2/Thameslink		
Harrow and Wealdstone	5,000	1,000
Wembley	14,000	13,500
Colindale/Burnt Oak	7,000	2,000
Brent Cross/Cricklewood	9,500	26,000
Old Oak/Park Royal	25,500	65,000
Elizabeth Line East		
Olympic Legacy	39,000	65,000
Ilford	6,000	500
Romford	5,000	500
Heathrow/Elizabeth Line West		
Heathrow	13,000	11,000
Hayes	4,000	1,000



Opportunity Area	Indicative homes*	Indicative jobs^
Southall	9,000	3,000
White City	7,000	2,000
Earls Court/West Kensington	6,500	5,000
Great West Corridor	7,500	14,000
Kensal Canalside	3,500	2,000
Old Oak Park Royal	25,500	65,000
Central London		
Paddington	1,000	13,000
Victoria	1,000	4,000
Tottenham Court Road	300	6,000
Euston	2,800 - 3,800	8,600 - 15,000
King's Cross	1,000	25,000
City Fringe/Tech City	15,500	50,500
Vauxhall Nine Elms Battersea	18,500	18,500
Waterloo	1,500	6,000
London Bridge/Bankside	4,000	5,500
Elephant & Castle	5,000	10,000
Canada Water	5,000	20,000
Isle of Dogs	29,000	110,000
Trams Triangle/London-Gatwick-Brighton mainline		
Croydon	14,500	10,500
Sutton	5,000	3,500

* Homes figure based on 2017 SHLAA capacity from 2019 – 2041. If no SHLAA data available, most recent Development Plan or OA threshold figure used.

^ Jobs figure based on the London Employment Sites Database for the period 2016 to 2041. Where no figure available, most recent Development Plan used.



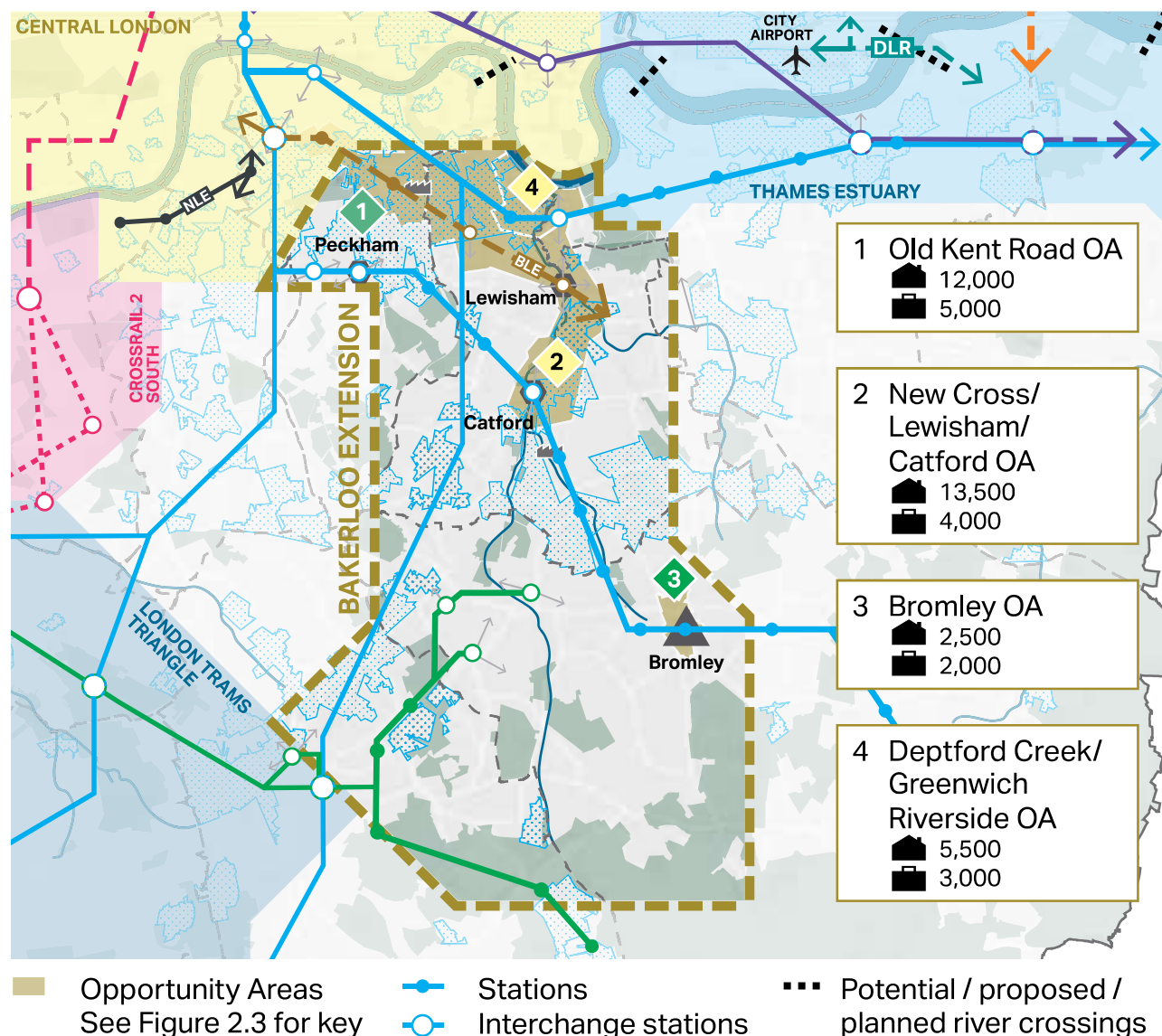
Figure 2.3 - Key to symbols on the growth area figures

	International town centres		New homes
	Metropolitan town centres		New jobs
	Major town centres		Nascent
	Strategic Industrial Locations		Ready to Grow
	Strategic Areas for Regeneration		Underway
	Green Belt and Metropolitan Open Land		Maturing
			Mature

Bakerloo Line Extension

- 2.1.14 The Mayor is proposing to extend the Bakerloo line from Elephant & Castle to Lewisham and beyond, serving Old Kent Road and New Cross Gate. The extension will improve connectivity, increase the capacity and resilience of the transport network and reduce journey times between key destinations. This will help London to grow by supporting new homes and jobs.
- 2.1.15 The Mayor has concluded that an extension to Lewisham via Old Kent Road and New Cross Gate is the best option for an initial Bakerloo line extension. There is also the potential for future extensions of the scheme beyond Lewisham. Planning frameworks should identify the development opportunities which are made possible as a result of the Bakerloo line extension, as well as how this would be phased to reflect the connectivity and capacity benefits it unlocks.

Figure 2.4 - Bakerloo Line Extension (BLE)



Old Kent Road OA

- 2.1.16 Southwark is preparing an Area Action Plan (AAP) which will set out how the BLE will enable significant residential and employment growth. The Old Kent Road OA contains the last remaining significant areas of Strategic Industrial Locations that lie in close proximity to the CAZ and the only SILs within Southwark. The AAP should set out how industrial land can be intensified and provide space for businesses that need to relocate from any SIL identified for release. Areas that are released from SIL should seek to co-locate housing with industrial uses, or a



wider range of commercial uses within designated town centres. Workspace for the existing creative industries should also be protected and supported.

- 2.1.17 Any new town centres should be designated close to the potential new Tube stations and should be of an appropriate scale, taking into account capacity and the impact on nearby centres. Burgess Park is a significant open space and a substantial part of the identity of the Old Kent Road. The need for the additional public open spaces the area will require as it evolves, and its broad location and scale, should be set out as part of the AAP.

New Cross/Lewisham/Catford OA

- 2.1.18 There remain significant opportunities for redevelopment especially around stations, which should complement the existing education, leisure, employment and retail offer in New Cross as well as provide additional housing alongside public realm and highways improvements. The proposal for a Bakerloo line extension station at New Cross Gate will enable delivery of these developments and improvements. The area has an established commercial centre capable of supporting commercial expansion and diversification, building on the existing assets such as Goldsmiths College, University of London areas of artistic and cultural character. Development should improve north-south connections and pedestrian and cycling movement across and along the traffic-dominated New Cross Road (A2) as well as connectivity between New Cross Gate and surrounding communities.
- 2.1.19 Lewisham will grow in function and population and has potential to become a town centre of Metropolitan importance. The town centre retail and commercial functions are being intensified, rationalisation of the public highway will create improved pedestrian routes, and significant residential developments surrounding the town centre are underway, including Lewisham Gateway. The potential for further growth at Lewisham will be supported by the arrival of the Bakerloo line at Lewisham Interchange. This will bring enhanced access to central London and encourage the delivery of employment, leisure, service and community uses that serve the local and sub-regional population. Public realm and environmental enhancements of the town centre and surrounding employment, mixed-use and residential re-developments will continue to be delivered and will assist the continued transformation of Lewisham into a high performing and vibrant retail hub with excellent leisure services.
- 2.1.20 Catford has potential for significant urban renewal. Large-scale redevelopment of five key sites – Catford Shopping Centre and Milford Towers, Laurence House, Town Hall and Civic Centre, Plassy Island, Wickes and Halfords – will help to transform the town centre by 2026. There is scope to restore the fractured town

centre and to re-invigorate it by boosting the existing civic and cultural facilities and by providing an improved retail, office and leisure offer. To support the area, approximately 2,700 new homes can be accommodated in the heart of the town centre. The realignment of the A205 will assist in the transformation of the town centre. In the longer term, the potential routing of the Bakerloo line extension Phase 2 through Catford could unlock further development potential elsewhere in the town centre and beyond.

Crossrail 2

- 2.1.21 Crossrail 2 is a proposed new railway serving London and the Wider South East. To the south, it will connect the South West Mainline via new tunnels from Wimbledon, through central London to New Southgate and Tottenham Hale where it will connect with the West Anglia Mainline. As well as reducing journey times, increasing capacity, and reducing crowding across London's transport network, it will transform connectivity to and from key growth areas across London and beyond. It will support up to 200,000 new homes and 200,000 new jobs, connecting some of London's major growth locations with potential strategic growth locations outside London.
- 2.1.22 It is anticipated that Crossrail 2 will be operational in the 2030s. The Mayor has submitted the Strategic Outline Business Case for the scheme to the Government. Crossrail 2 and associated investment will have a significant impact on the locations it serves and the wider catchments of stations and linked services. This regeneration impact will help support the delivery of housing, mixed-use and commercial development across the corridor and the opportunity areas located within it, as described below. Planning frameworks for all areas affected by Crossrail 2 should respond to the significant development capacity unlocked by Crossrail 2. Frameworks should outline how this additional development capacity would be phased to reflect the transport connectivity and capacity improvements that Crossrail 2 enables.
- 2.1.23 Beyond London's boundaries Crossrail 2 is part of two Strategic infrastructure Priorities (see [Figure 2.15](#) (4) and (10)).