

MAYOR OF LONDON



THE LONDON PLAN

THE SPATIAL DEVELOPMENT STRATEGY FOR LONDON
CONSOLIDATED WITH ALTERATIONS SINCE 2011

MARCH 2016

social infrastructure essential to a good quality of life will be a particular priority over the period covered by the Plan. This section of the Plan brings together policies on housing requirements and supply (including affordable housing), design and quality. It also covers social infrastructure, such as health, education and sports.

London's housing requirements

- 3.14A The Mayor recognises the pressing need for more homes in London and to help boost significantly the supply of housing, this Plan sets out the average annual minimum housing supply targets for each borough until 2025. These targets are informed by the need for housing as evidenced by the GLA's 2013 Strategic Housing Market Assessment (SHMA)⁴³ and London's housing land capacity as identified through its 2013 Strategic Housing Land Availability Assessment (SHLAA)⁴⁴. Consistent with the National Planning Policy Framework, this approach takes account of London's locally distinct circumstances of pressing housing need and limited land availability and aims to deliver sustainable development.
- 3.15 Though there are differences in the type, quality and cost of housing across London, the complex linkages between them mean that for planning purposes, London should be treated as a single housing market. Many of these linkages extend beyond London, underscoring the importance of inter-regional coordination in meeting housing requirements in the wider south east, especially in the adjoining counties.
- 3.16 As noted in Chapter 1, there is clear evidence that London's population is likely to increase significantly more than was anticipated in the past. However, there is uncertainty as to the actual scale and nature of this increase. This Plan therefore assumes that London's population is set to increase by up to 2 million in the 25 years to 2036 with the level of growth reducing over time, but still remaining significantly above that assumed in the 2011 Plan. There is also uncertainty as to the size and number of future households. As a central assumption the Plan is predicated on average household size falling in line with DCLG assumptions from 2.47 in 2011 to 2.34 persons/household in 2036. Under this assumption, the number of households in London could rise by 1 million⁴⁵ by 2036.
- 3.16A In view of these uncertainties it is clearly not realistic to plan in detail for the whole of this period, but rather to take the possible long term trend as a 'direction of travel' for which the Mayor must 'plan, monitor and manage'. In this context, the Plan is based on a projection for 40,000 more households a year (2011-2036). These projected trends will be monitored very closely, with a view to a further early revision, or if necessary a full review of the Plan by 2019/20.

43 Mayor of London. The London Strategic Housing Market Assessment 2013 (SHMA). GLA, 2014

44 Mayor of London. The London Strategic Housing Land Availability Assessment 2013 (SHLAA). GLA, 2014

45 Mayor of London. SHMA. 2014 op cit

- 3.16b This level of household growth does not represent the growth in housing requirements over the life of the Plan. This is identified through the GLA's SHMA⁴⁶ which draws on government guidance⁴⁷ to identify London's need for both market and affordable housing. As well as demographic trends the SHMA reflects the Mayor's intention to seek to address the existing backlog in housing need and takes account of the range of factors which bear on this. On this basis, the central projection in the SHMA indicates that London will require between approximately 49,000 (2015-2036) and 62,000 (2015-2026) more homes a year. This range incorporates different levels of population change over the period, the time taken to address current need (backlog) and the anticipated under delivery between 2011 and 2015. The 2015-2036 figure of 49,000 additional homes a year provides the basis for the detailed housing need figures set out in this Plan. In light of the projected higher need, especially at the start of the plan period, this figure should be regarded as a minimum.
- 3.17 On the supply side, the London SHLAA is designed to address the NPPF requirement to identify supply to meet future housing need as well as being 'consistent with the policies set out in this Framework'⁴⁸, not least its central dictum that resultant development must be sustainable. The SHLAA methodology⁴⁹ is designed to do this authoritatively in the distinct circumstances of London, including the limited stock of land here and the uniquely pressurised land market and dependence on recycling brownfield land currently in existing uses. This methodology has been developed and refined over time through partnership working with boroughs and others involved in London housing, as well as to reflect the principles of government guidance on preparation of SHLAAs nationally⁵⁰.

46 *ibid*

47 CLG SHMA Practice Guidance 2007

48 CLG NPPF *op cit* para 47

49 Mayor of London, SHLAA, 2014 *op cit*

50 CLG SHLAA practice guidance, 2007

Table 3.1 Annual average housing supply monitoring targets 2015 – 2025

Borough	Minimum ten year target	Annual monitoring target
	2015-2025	2015-2025
Barking and Dagenham	12,355	1,236
Barnet	23,489	2,349
Bexley	4,457	446
Brent	15,253	1,525
Bromley	6,413	641
Camden	8,892	889
City of London	1,408	141
Croydon	14,348	1,435
Ealing	12,972	1,297
Enfield	7,976	798
Greenwich	26,850	2,685
Hackney	15,988	1,599
Hammersmith and Fulham	10,312	1,031
Haringey	15,019	1,502
Harrow	5,927	593
Havering	11,701	1,170
Hillingdon	5,593	559
Hounslow	8,222	822
Islington	12,641	1,264
Kensington and Chelsea	7,330	733
Kingston upon Thames	6,434	643
Lambeth	15,594	1,559
Lewisham	13,847	1,385
LLDC	14,711	1,471
Merton	4,107	411
Newham	19,945	1,994
Redbridge	11,232	1,123
Richmond upon Thames	3,150	315
Southwark	27,362	2,736
Sutton	3,626	363
Tower Hamlets	39,314	3,931
Waltham Forest	8,620	862
Wandsworth	18,123	1,812
Westminster	10,677	1,068
London total	423,887	42,389

- 3.17A Following the national imperative to address identified need, the 2013 London SHLAA has been more rigorous than its predecessors in testing potential housing capacity. Its results have been translated in Table 3.1 as minimum housing supply targets. It shows that over the period 2015 to 2025, London has capacity for a least 420,000 additional homes or 42,000 per annum.
- 3.17B This is not unrealistic in terms of the granting of planning permission – since 2008, despite a major economic downturn, an average of almost 55,000 homes have been approved each year⁵¹. The greatest challenge is in translating this capacity into completions. As independent research has shown⁵², the planning system can help in this but it is by no means the only barrier to delivery of homes on the ground (see para 3.85a). It is clear that a step change in delivery is required if London is to address its housing need.
- 3.18 As context for this, boroughs must be mindful that for their LDFs to be found sound they must demonstrate they have sought to boost significantly the supply of housing as far as is consistent with the policies set out in the Framework⁵³. Of particular importance in this regard is the overarching national objective to secure sustainable development⁵⁴ and the need to secure actual delivery⁵⁵. To address government requirements soundly in the unique circumstances of London means coordinating their implementation across the capital's housing market through the capital's unique two tier planning system where the development plan for an area is composed of the Local Plan and the London Plan, and the Local Plan must be in general conformity with the London Plan.
- 3.19 London is part of a global and national housing market as well as having its own, more local and acute housing need which place a unique challenge in reducing the gap between need and supply. Boroughs should use their housing supply targets in Table 3.1 as minima, augmented with additional housing capacity to reduce the gap between local and strategic housing need and supply. In this regard, town centres (see Policy 2.15), opportunity and intensification areas (Policy 2.13), and other large sites (Policy 3.7) could provide a significant increment to housing supply. In addition, the process of managing the release of surplus industrial land should focus on bringing forward areas with good public transport accessibility which will be particularly appropriate for high density development (Policy 2.17). Experience in preparing opportunity area and other development frameworks (such as those for intensification areas and town centres, as well as broader proposals for growth corridors), demonstrates that through detailed partnership working in light of local and strategic policy, housing output from these locations normally exceeds that anticipated by the SHLAA – frequently by a significant margin.

51 Mayor of London, SHLAA, 2014. Op cit

52 Molior London, Barriers to Housing Delivery. What are the market perceived barriers to residential development in London. GLA 2012

53 CLG NPPF 2012 op cit para 47

54 CLG NPPF 2012 op, cit, paras 6-10

55 CLG NPPF 2012 op cit para 174

- 3.19I To ensure effective local contributions to meeting London's need for 49,000 more homes per annum, Local Plans should therefore demonstrate how individual boroughs intend to address in terms of Policy 3.3 the relevant minimum housing supply target in Table 3.1 and seek to exceed the target through:
- additional sources of housing capacity, especially that to be brought forward from the types of broad location set out in Policy 3.3;
 - collaborative working with other relevant partners including the Mayor, to ensure that the Local Plan is in general conformity with the London Plan and includes final minimum housing targets identified through the above process; and
 - partnership working with developers, land owners, investors, the Mayor and other relevant agencies to secure the timely translation of approved housing capacity to completions taking account of Policy 3.15.
- 3.19A National policy requires boroughs to identify a supply of specific deliverable sites sufficient to provide 5 years' worth of housing against their housing requirements, with an additional buffer of 5% moved forward from later in the plan period (or 20% where there has been persistent under delivery). In compiling their 5 year supply estimates boroughs should demonstrate that they have maximised the number of identified sites. However, given London's reliance on recycled land currently in other uses, it must be recognised that in addressing this national policy objective, capacity which elsewhere in the country would be termed 'windfall' must here form part of the 5 year supply. In order to support the range of activities and functions required in London as set out in this Plan, application of the 5% - 20% buffers should not lead to approval of schemes which compromise the need to secure sustainable development as required in the NPPF.

Housing Supply

POLICY 3.3 INCREASING HOUSING SUPPLY

Strategic

- A The Mayor recognises the pressing need for more homes in London in order to promote opportunity and provide a real choice for all Londoners in ways that meet their needs at a price they can afford.
- B Working with relevant partners, the Mayor will seek to ensure the housing need identified in paragraphs 3.16a and 3.16b is met particularly through provision consistent with at least an annual average of 42,000 net additional homes across London¹ which will enhance the environment, improve housing choice and affordability and provide

¹ Net additional homes including additional dwellings provided by development and redevelopment, conversion of residential and non-residential property, long term vacant properties brought back into use and household spaces in non-self-contained accommodation.

better quality accommodation for Londoners.

- C This target will be reviewed by 2019/20 and periodically thereafter and provide the basis for monitoring until then.

LDF preparation

- D Boroughs should seek to achieve and exceed the relevant minimum borough annual average housing target in Table 3.1, if a target beyond 2025 is required, boroughs should roll forward and seek to exceed that in Table 3.1 until it is replaced by a revised London Plan target.
- Da Boroughs should draw on the housing benchmarks in table 3.1 in developing their LDF housing targets, augmented where possible with extra housing capacity to close the gap between identified housing need (see Policy 3.8) and supply in line with the requirement of the NPPF
- E Boroughs should identify and seek to enable additional development capacity to be brought forward to supplement these targets having regard to the other policies of this Plan and in particular the potential to realise brownfield housing capacity through the spatial structure it provides including:
- a intensification (see policies 2.13, 3.4)
 - b town centre renewal, especially centres with good public transport accessibility (see Policy 2.15)
 - c opportunity and intensification areas and growth corridors (see policies 2.13 and 2.3)
 - d mixed use redevelopment, especially of surplus commercial capacity and surplus public land, and particularly that with good transport accessibility (see policies 2.7, 2.11, 4.2-4.4)
 - e sensitive renewal of existing residential areas, especially in areas of good public transport accessibility (see policies 3.4, 3.5, 3.14).
- F Boroughs must identify new, and review existing housing sites for inclusion in LDFs.
- G Boroughs should monitor housing capacity and provision against the average targets in Table 3.1, local housing needs assessments and the sensitivity ranges set out in the SHLAA report and updated in the London Plan Annual Monitoring Report.
- 3.24 Table 3.1 only covers the period 2015 – 2025. LDFs which come forward following publication of this Plan and before its replacement or alteration will not be covered for their full term by the current targets. The Mayor therefore commits to revising the targets by 2019/20. In order to provide guidance for any intervening period, LDFs should roll forward the annual targets in Table 3.1 expressing the rolling target as an indicative figure to be checked and adjusted against any revised housing targets.

- 3.25 Monitoring the housing supply figures is an essential part of the 'plan, monitor and manage' approach taken to ensure that the London Plan delivers as many additional homes each year as is practicable. Annex 4 sets out the components of the targets which the Mayor will use for monitoring supply.
- 3.26 The SHLAA methodology provides for phasing of development of individual sites in the future. However, an annual monitoring target based on the average capacity estimated to come forward over ten years may not fully reflect unique uncertainties in housing output arising from changes in the economy. Boroughs may wish to highlight the implications of these uncertainties for achievement of their targets in their Annual Monitoring Reports (AMR), drawing on the strategic context provided by the SHLAA report, the London Plan AMR and the Housing SPG.

POLICY 3.4 OPTIMISING HOUSING POTENTIAL

Strategic, LDF preparation and planning decisions

- A Taking into account local context and character, the design principles in Chapter 7 and public transport capacity, development should optimise housing output for different types of location within the relevant density range shown in Table 3.2. Development proposals which compromise this policy should be resisted.
- 3.28 A rigorous appreciation of housing density is crucial to realising the optimum potential of sites, but it is only the start of planning housing development, not the end. It is not appropriate to apply Table 3.2 mechanistically. Its density ranges for particular types of location are broad, enabling account to be taken of other factors relevant to optimising potential – local context, design and transport capacity are particularly important, as well as social infrastructure (Policy 3.16), open space (Policy 7.17) and play (Policy 3.6). These broad ranges also provide the framework within which boroughs can refine local approaches to implementation of this strategic policy through their LDFs⁵⁶. Where appropriate, they can also provide a tool for increasing density in situations where transport proposals will improve public transport accessibility in the future. It is important that higher density housing is not automatically seen as requiring high rise development.
- 3.28A Geographically specific guidance on implementation of policy 3.4 is provided for Opportunity and Intensification Areas in paragraphs 2.61 and 2.62; for Town Centres in Policy 2.15 and paragraphs 2.72B – 2.72H and 4.42A-B; for surplus industrial land in paragraphs 2.85 and 4.23 and for other large housing sites in paragraph 3.42. More general guidance on implementation of Policy 3.4 is provided in the Housing SPG including exceptional circumstances where densities above the relevant density range may be justified.

⁵⁶ CLG NPPF 2012 op cit para 58

Table 3.2 Sustainable residential quality (SRQ) density matrix (habitable rooms and dwellings per hectare)

Setting	Public Transport Accessibility Level (PTAL)		
	0 to 1	2 to 3	4 to 6
Suburban	150–200 hr/ha	150–250 hr/ha	200–350 hr/ha
3.8–4.6 hr/unit	35–55 u/ha	35–65 u/ha	45–90 u/ha
3.1–3.7 hr/unit	40–65 u/ha	40–80 u/ha	55–115 u/ha
2.7–3.0 hr/unit	50–75 u/ha	50–95 u/ha	70–130 u/ha
Urban	150–250 hr/ha	200–450 hr/ha	200–700 hr/ha
3.8–4.6 hr/unit	35–65 u/ha	45–120 u/ha	45–185 u/ha
3.1–3.7 hr/unit	40–80 u/ha	55–145 u/ha	55–225 u/ha
2.7–3.0 hr/unit	50–95 u/ha	70–170 u/ha	70–260 u/ha
Central	150–300 hr/ha	300–650 hr/ha	650–1100 hr/ha
3.8–4.6 hr/unit	35–80 u/ha	65–170 u/ha	140–290 u/ha
3.1–3.7 hr/unit	40–100 u/ha	80–210 u/ha	175–355 u/ha
2.7–3.0 hr/unit	50–110 u/hr	100–240 u/ha	215–405 u/ha

Notes to Table 3.2

Appropriate density ranges are related to setting in terms of location, existing building form and massing, and the index of public transport accessibility (PTAL). The setting can be defined as:

Central – areas with very dense development, a mix of different uses, large building footprints and typically buildings of four to six storeys, located within 800 metres walking distance of an International, Metropolitan or Major town centre.

Urban – areas with predominantly dense development such as, for example, terraced houses, mansion blocks, a mix of different uses, medium building footprints and typically buildings of two to four storeys, located within 800 metres walking distance of a District centre or, along main arterial routes

Suburban – areas with predominantly lower density development such as, for example, detached and semi-detached houses, predominantly residential, small building footprints and typically buildings of two to three storeys.

- 3.29 The form of housing output should be determined primarily by an assessment of housing requirements and not by assumptions as to the built form of the development. While there is usually scope to provide a mix of dwelling types in different locations, higher density provision for smaller households should be focused on areas with good public transport accessibility (measured by Public Transport Accessibility Levels [PTALs]), and lower density development is generally most appropriate for family housing.
- 3.30 Where transport assessments other than PTALs can reasonably demonstrate that a site has either good existing or planned public transport connectivity and

capacity, and subject to the wider concerns of this policy, the density of a scheme may be at the higher end of the appropriate density range. Where connectivity and capacity are limited, density should be at the lower end of the appropriate range. The Housing SPG provides further guidance on implementation of this policy in different circumstances including mixed use development, taking into account plot ratio and vertical and horizontal mixes of use.

- 3.31 Residential density figures should be based on net residential area, which includes internal roads and ancillary open spaces. Family housing is generally defined as having three or more bedrooms. Car parking provision should be in accordance with the standards outlined in Chapter 6. The Housing SPG provides guidance on addressing the relationships between car parking provision, development density and levels of public transport accessibility in different types of location.

POLICY 3.5 QUALITY AND DESIGN OF HOUSING DEVELOPMENTS

Strategic

- A Housing developments should be of the highest quality internally, externally and in relation to their context and to the wider environment, taking account of strategic policies in this Plan to protect and enhance London's residential environment and attractiveness as a place to live. Boroughs may in their LDFs introduce a presumption against development on back gardens or other private residential gardens where this can be locally justified.

Planning decisions and LDF preparation

- B The design of all new housing developments should enhance the quality of local places, taking into account physical context; local character; density; tenure and land use mix; and relationships with, and provision of, public, communal and open spaces, taking particular account of the needs of children, disabled and older people.
- C LDFs should incorporate requirements for accessibility and adaptability¹, minimum space standards² including those set out in Table 3.3, and water efficiency.³ The Mayor will, and boroughs should, seek to ensure that new development reflects these standards. The design of all new dwellings should also take account of factors relating to 'arrival' at the building and the 'home as a place of retreat'. New homes should have adequately sized rooms and convenient and efficient room layouts which are functional and fit for purpose, meet the changing needs of Londoners over their lifetimes, address climate change adaptation and mitigation and social inclusion objectives and should be conceived and developed through an effective design process⁴.

1 Requirements M4 (2) and M4 (3) of Schedule 1 to the Building Regulations 2010. HM Government 2015.

2 Technical housing standards – nationally described space standard. DCLG 2015

3 London Plan Policy 5.15

4 Mayor of London, Housing SPG 2016

- D Development proposals which compromise the delivery of elements of this policy, may be permitted if they are demonstrably of exemplary design and contribute to achievement of other objectives of this Plan.
- E The Mayor will provide guidance on implementation of this policy that is relevant to all tenures.

Table 3.3 Minimum space standards for new dwellings⁵⁷

Number of bedrooms	Number of bed spaces	Minimum GIA (m ²)			Built-in storage (m ²)
		1 storey dwellings	2 storey dwellings	3 storey dwellings	
1b	1p	39 (37)*			1.0
	2p	50	58		1.5
2b	3p	61	70		2.0
	4p	70	79		
3b	4p	74	84	90	2.5
	5p	86	93	99	
	6p	95	102	108	
4b	5p	90	97	103	3.0
	6p	99	106	112	
	7p	108	115	121	
	8p	117	124	130	
5b	6p	103	110	116	3.5
	7p	112	119	125	
	8p	121	128	134	
6b	7p	116	123	129	4.0

Notes to Table 3.3

* Where a one person dwelling has a shower room instead of a bathroom, the floor area may be reduced from 39m² to 37m², as shown bracketed.

The Gross Internal Area of a dwelling is defined as the total floor space measured between the internal faces of perimeter walls that enclose a dwelling. This includes partitions, structural elements, cupboards, ducts, flights of stairs and voids above stairs. GIA should be measured and denoted in square metres (m²).

The nationally described space standard sets a minimum ceiling height of 2.3 meters for at least 75% of the gross internal area of the dwelling. To address the unique heat island effect of London and the distinct density and flatted nature of most of its residential development, a minimum ceiling height of 2.5m for at least 75% of the gross internal area is strongly encouraged so that new housing is of adequate quality, especially in terms of light, ventilation and sense of space.

⁵⁷ New dwellings in this context includes new build, conversion and change of use

people choose to live and work. A co-ordinated approach to their development is essential.

- 3.43 Plans for these areas, which may include strategic framework documents such as SPG, site specific DPD policies and proposals for Borough level SPD as appropriate should take particular account of:
- the relationships between the pattern and scale of development and movement within the site, with adjacent areas, and connections with the wider transport network. The highest development densities and most varied mixes of uses should be located where there is the highest public transport accessibility. Planning from the outset for desire line based permeability for pedestrians and cyclists and minimising car dependence will be particularly important;
 - other linkages with neighbouring areas so that the new development is designed to be firmly embedded within the wider community. This will require close coordination with service providers as well as existing community organisations (Policy 7.1);
 - social infrastructure provision (see Policies 3.16–3.19) with particular attention being paid to access to health, education and other essential services, appropriately phased and coordinated with provision in neighbouring areas so that the development is attractive from the outset as well as being fully sustainable when completed, and takes account of Lifetime Neighbourhood criteria and inclusive design principles (Policies 7.1 and 7.2); and
 - the opportunities large scale development provide for decentralised energy generation and provision, sustainable design and construction and coordinated neighbourhood management, especially in securing and maintaining a high quality public realm, safety measures, planting and open space and play provision.

POLICY 3.8 HOUSING CHOICE

Strategic

- A Londoners should have a genuine choice of homes that they can afford and which meet their requirements for different sizes and types of dwellings in the highest quality environments.

LDF preparation and planning decisions

- B To inform local application of Policy 3.3 on housing supply and taking account of housing requirements identified at regional, sub-regional and local levels, boroughs should work with the Mayor and local communities to identify the range of needs likely to arise within their areas and ensure that:
- a new developments offer a range of housing choices, in terms of the mix of housing sizes and types, taking account of the housing requirements of different groups and the changing roles of different
-

sectors in meeting these

- a1 the planning system provides positive and practical support to sustain the contribution of the Private Rented Sector (PRS) in addressing housing needs and increasing housing delivery
- b provision of affordable family housing is addressed as a strategic priority in LDF policies
- c ninety percent of new housing¹ meets Building Regulation requirement M4 (2) 'accessible and adaptable dwellings'
- d ten per cent of new housing² meets Building Regulation requirement M4 (3) 'wheelchair user dwellings', i.e. is designed to be wheelchair accessible, or easily adaptable for residents who are wheelchair users
- e account is taken of the changing age structure of London's population and, in particular, the varied needs of older Londoners, including for supported and affordable provision
- f account is taken of the needs of particular communities with large families
- g other supported housing needs are identified authoritatively and co-ordinated action is taken to address them in LDF and other relevant plans and strategies
- h strategic and local requirements for student housing meeting a demonstrable need are addressed by working closely with stakeholders in higher and further education and without compromising capacity for conventional homes.
- i the accommodation requirements of gypsies and travellers (including travelling show people) are identified and addressed, with sites identified in line with national policy, in coordination with neighbouring boroughs and districts as appropriate.
- j appropriate provision is made for the accommodation of service families and custom build, having regard to local need.

1 Unlike the other standards in this Plan, Part M of the Building Regulations generally does not apply to dwellings resulting from a conversion or a change of use. Additional guidance on the applicable requirements of the Building Regulations (amended 2015) can be found in: Approved Document M Access to and use of buildings Volume 1: Dwellings.

2 *ibid*

3.44 Within the broad 20 year requirement for 464,000 (23,200 a year) more market homes and for 512,000 (25,600 a year), additional affordable homes⁶⁵, the Mayor is committed to promoting a real choice of homes for Londoners across the range of tenures to meet their needs at prices they can afford. The SHMA demonstrates the diversity and complexity of London's housing requirements. There is significant need for affordable family homes, and those that meet the requirements of smaller

65 Mayor of London. SHMA 2014 op cit

- deliverable sites to provide five years' worth of sites against their locally set targets
- developable sites or broad locations for growth for years 6-10 and, where possible, for years 11-15

with the number of pitches or plots related to the circumstances of the specific size and location of the site and its surrounding population's size and density⁸⁵. They should ensure that traveller sites are sustainable economically, socially and environmentally⁸⁶.

- 3.57A The SHMA identifies the need for housing for service families and people wishing to build their own homes to support Policy 3.8⁸⁷. The Mayor has refined the national housing strategy's support for 'custom build' and the 'community right to build'⁸⁸, by supporting this through his 'Build Your Own Home – The London Way' programme. The Mayor is keen to work with local communities and other partners to expand the concept so self build can be developed on a greater scale, and make a significant contribution to the evolution of a London vernacular⁸⁹.
- 3.57B Government's approach to meeting the needs of service personnel and their families is essentially through the housing allocations process. However, it suggests that self build may provide particular opportunities for members of this group to access owner occupation.

POLICY 3.9 MIXED AND BALANCED COMMUNITIES

Strategic

- A Communities mixed and balanced by tenure and household income should be promoted across London through incremental small scale as well as larger scale developments which foster social diversity, redress social exclusion and strengthen communities' sense of responsibility for, and identity with, their neighbourhoods. They must be supported by effective and attractive design, adequate infrastructure and an enhanced environment.
- B A more balanced mix of tenures should be sought in all parts of London, particularly in some neighbourhoods where social renting predominates and there are concentrations of deprivation

85 Ibid, paragraph 9

86 Ibid, paragraph 11

87 As required by para 50 of the NPPF

88 HM Government. Laying the Foundations: A Housing Strategy for England. CLG, 2011

HCA CLG. Custom Build Homes Fund Prospectus. HCA, 2012

89 Mayor of London. Build Your Own Home – The London Way. Supporting Custom Built Housing and Community Right to Build. Funding Prospectus. GLA, 2012

POLICY 5.12 FLOOD RISK MANAGEMENT**Strategic**

- A The Mayor will work with all relevant agencies including the Environment Agency to address current and future flood issues and minimise risks in a sustainable and cost effective way.

Planning decisions

- B Development proposals must comply with the flood risk assessment and management requirements set out in the NPPF and the associated technical Guidance on flood risk¹ over the lifetime of the development and have regard to measures proposed in Thames Estuary 2100 (TE2100 – see paragraph 5.55) and Catchment Flood Management Plans.
- C Developments which are required to pass the Exceptions Test set out in the NPPF and the Technical Guidance will need to address flood resilient design and emergency planning by demonstrating that:
- a the development will remain safe and operational under flood conditions
 - b a strategy of either safe evacuation and/or safely remaining in the building is followed under flood conditions
 - c key services including electricity, water etc will continue to be provided under flood conditions
 - d buildings are designed for quick recovery following a flood.
- D Development adjacent to flood defences will be required to protect the integrity of existing flood defences and wherever possible should aim to be set back from the banks of watercourses and those defences to allow their management, maintenance and upgrading to be undertaken in a sustainable and cost effective way.

LDF preparation

- E In line with the NPPF and the Technical Guidance, boroughs should, when preparing LDFs, utilise Strategic Flood Risk Assessments to identify areas where particular flood risk issues exist and develop actions and policy approaches aimed at reducing these risks, particularly through redevelopment of sites at risk of flooding and identifying specific opportunities for flood risk management measures.

¹ Technical Guidance to the National Planning Policy Framework, Department for Communities and Local Government, March 2012 or any subsequent guidance on flood risk issued in support of the NPPF

- 5.54 Proper consideration of flood risk is vital to ensuring that London is and continues to be a sustainable city. Approximately 15 per cent of London is already within a recognised flood risk zone from either tidal or fluvial flooding. The Regional Flood Risk Appraisal (RFRA) produced alongside this Plan, investigates flood risk in more detail and identifies that London is at risk from tidal, fluvial, surface water, sewer, groundwater (see Glossary) and reservoir flooding as sources of flooding. It includes recommendations that will be reported against in the Annual Monitoring Report.
- 5.55 The Government has endorsed the Environment Agency's Thames Estuary 2100 (TE2100) Plan, which sets out recommendations for tidal flood risk management for London and the Thames Estuary up to 2100. TE2100 recommends continued maintenance, refurbishment and improvements to the current defences, with some raising of river walls. This should continue to provide London with a high standard of protection from tidal floods. TE2100 estimates that the arrangements for major changes to London's flood defences must be in place by 2070. In order to leave room to raise river walls in a sustainable and cost effective way, some land may have to be safeguarded, and development may need to be set back along the Thames through London. If land is not available, the walls will reduce views across the river and they will be much more expensive to build. There also remains a level of risk, equivalent to 0.1 per cent chance per year – a low risk but not one that could never happen. This means it is still vital at the planning and design stage to consider what would happen to buildings if such a flood were to occur.
- 5.56 Fluvial flood risk is likely to increase significantly through the century, as a result of climate change. Predictions of increases in peak flows of up to 40 per cent would mean that we would have to expect increased flood risk on all of London's tributary rivers. The Environment Agency has produced Catchment Flood Management Plans that examine the nature of flood risk and the approaches available to manage it. These reinforce the need to follow the approach of steering development to places with lower flooding risk and that new development and redevelopment can often provide a means of reducing flood risk for example by providing flood storage/conveyance or setting development back from rivers.

POLICY 5.13 SUSTAINABLE DRAINAGE

Planning decisions

- A Development should utilise sustainable urban drainage systems (SUDS) unless there are practical reasons for not doing so, and should aim to achieve greenfield run-off rates and ensure that surface water run-off is managed as close to its source as possible in line with the following drainage hierarchy:
- 1 store rainwater for later use
 - 2 use infiltration techniques, such as porous surfaces in non-clay areas
 - 3 attenuate rainwater in ponds or open water features for gradual
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release

- 4 attenuate rainwater by storing in tanks or sealed water features for gradual release
- 5 discharge rainwater direct to a watercourse
- 6 discharge rainwater to a surface water sewer/drain
- 7 discharge rainwater to the combined sewer.

Drainage should be designed and implemented in ways that deliver other policy objectives of this Plan, including water use efficiency and quality, biodiversity, amenity and recreation.

LDF preparation

- B Within LDFs boroughs should, in line with the Flood and Water Management Act 2010, utilise Surface Water Management Plans to identify areas where there are particular surface water management issues and develop actions and policy approaches aimed at reducing these risks.

5.57 There will also be increased surface water flood risk, with the likelihood of more intense storms. The Flood and Water Management Act 2010 gives London boroughs clearer responsibilities related to surface water flood risk. Implementation mechanisms including the national Sustainable Drainage Systems Standards are emerging. Moreover, the Drain London Forum brings together the key agencies involved in managing London's drainage system and has delivered draft Surface Water Management Plans for every London borough. As the RFRA illustrates, it has also made significant progress in the understanding of surface water flood risk. In the meantime, the now well established sustainable drainage hierarchy contained within Policy 5.13 will lead to a steady reduction in the overall amount of rainfall being discharged to the drainage system. The sustainable drainage hierarchy in policy 5.13A is intended to ensure that all practical and reasonable measures are taken to manage surface water higher up the hierarchy (1 being the highest) and that the amount of surface water managed at the bottom of the hierarchy, is minimised. The hierarchy is designed to apply across the whole of London. In addition, green roofs (see Policy 5.11) can also make a contribution to sustainable urban drainage by absorbing a proportion of surface water and therefore reducing rates of water flow. Implementing such measures will not only reduce run-off but provide multiple benefits to London amenity, biodiversity and better water quality to name but three. Changes to the General Permitted Development Order 2008 restricting permitted development rights for impermeable surfaces within the curtilage of dwelling houses should also contribute to a reduction of surface water run-off.

POLICY 6.8 COACHES**Strategic**

- A The Mayor will work with all relevant partners to investigate the feasibility of developing a series of coach hubs or the potential for alternative locations for coach station facilities to provide easier access to the coach network, while retaining good access to central London for coach operators.

- 6.32 The Mayor will investigate the feasibility of developing a series of coach hubs to reduce the impact in and around Victoria and reduce the distances people need to travel to change to and from the coach.

POLICY 6.9 CYCLING**Strategic**

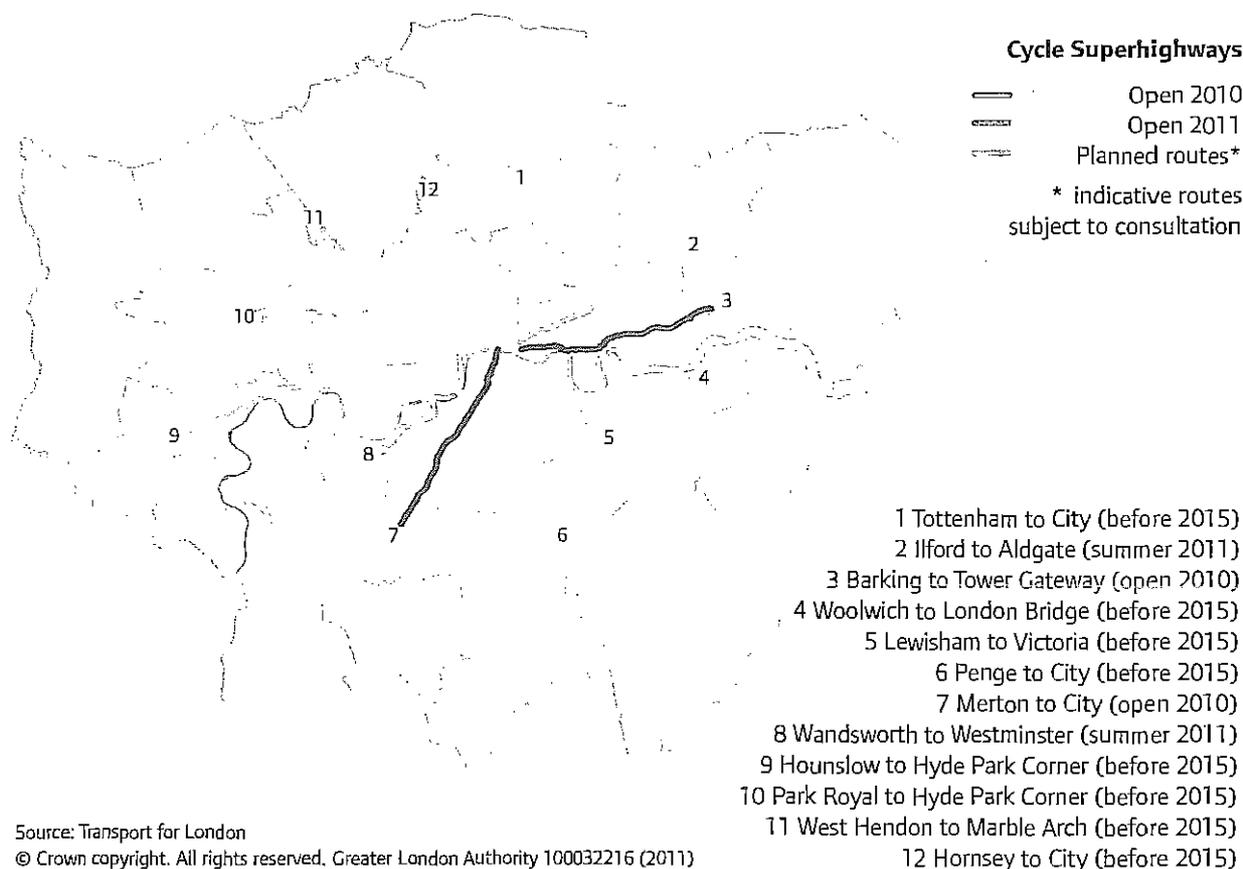
- A The Mayor will work with all relevant partners to bring about a significant increase in cycling in London, so that it accounts for at least 5 per cent of modal share by 2026. He will:
- a identify, promote and implement a network of cycle routes across London which will include Cycle Superhighways and Quietways
 - b continue to operate and improve the cycle hire scheme
 - c fund the transformation of up to four outer London borough town centres into cycle friendly 'mini-Hollands'.

Planning decisions

- B Developments should:
- a provide secure, integrated, convenient and accessible cycle parking facilities in line with the minimum standards set out in Table 6.3 and the guidance set out in the London Cycle Design Standards (or subsequent revisions)
 - b provide on-site changing facilities and showers for cyclists
 - c contribute positively to an integrated cycling network for London by providing infrastructure that is safe, comfortable, attractive, coherent, direct and adaptable and in line with the guidance set out in the London Cycle Design Standards (or subsequent revisions)
 - d provide links to existing and planned cycle infrastructure projects including Cycle Superhighways, Quietways, the Central London Grid and the 'mini-Hollands'
 - e facilitate the Mayor's cycle hire scheme through provision of land and/or planning obligations where relevant, to ensure the provision of sufficient capacity.
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LDF preparation**C DPDs should:**

- a identify, promote and facilitate the completion of relevant sections of cycle routes including Cycle Superhighways, Quietways and the Central London Grid and local borough routes, in light of guidance from TfL
- b identify and safeguard sites for new or expanded cycle docking stations to increase capacity of the Mayor's cycle hire scheme in areas of high usage or operational stress
- c identify and implement safe and convenient direct cycle routes to town centres, transport nodes and other key uses such as schools
- d implement secure cycle parking facilities in line with the minimum standards set out in Table 6.3 or implement their own cycle parking standards to provide higher levels of provision.

Map 6.2 Cycle superhighways

(Routes illustrated are currently under review and subject to change in line with the Mayor's Vision for Cycling. Timescales will be updated in the next iteration of the Plan)

POLICY 6.13 PARKING**Strategic**

- A The Mayor wishes to see an appropriate balance being struck between promoting new development and preventing excessive car parking provision that can undermine cycling, walking and public transport use.
- B The Mayor supports Park and Ride schemes in outer London where it can be demonstrated they will lead to overall reductions in congestion, journey times and vehicle kilometres.

Planning decisions

- C The maximum standards set out in Table 6.2 in the Parking Addendum to this chapter should be the basis for considering planning applications (also see Policy 2.8), informed by policy and guidance below on their application for housing in parts of Outer London with low public transport accessibility (generally PTALs 0-1).
- D In addition, developments in all parts of London must:
 - a ensure that 1 in 5 spaces (both active and passive) provide an electrical charging point to encourage the uptake of electric vehicles
 - b provide parking for disabled people in line with Table 6.2
 - c meet the minimum cycle parking standards set out in Table 6.3
 - d provide for the needs of businesses for delivery and servicing.

LDF preparation

- E
 - a the maximum standards set out in Table 6.2 in the Parking Addendum should be used to set standards in DPDs.
 - b in locations with high public transport accessibility, car-free developments should be promoted (while still providing for disabled people)
 - c in town centres where there are identified issues of vitality and viability, the need to regenerate such centres may require a more flexible approach to the provision of public car parking to serve the town centre as a whole
 - d outer London boroughs wishing to promote a more generous standard for office developments would need to take into account in a DPD
 - a regeneration need
 - no significant adverse impact on congestion or air quality
 - a lack (now and in future) of public transport
 - a lack of existing on or off street parking
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- a commitment to provide space for electric and car club vehicles, bicycles and parking for disabled people above the minimum thresholds
- a requirement, via Travel Plans, to reduce provision over time.
- e Outer London boroughs should demonstrate that they have actively considered more generous standards for housing development in areas with low public transport accessibility (generally PTALs 0-1) and take into account current and projected pressures for on-street parking and their bearing on all road users, as well as the criteria set out in NPPF (Para 39).

6.42 Parking policy, whether in terms of levels of provision or regulation of on- or off-street parking, can have significant effects in influencing transport choices and addressing congestion. It can also affect patterns of development and play an important part in the economic success and liveability of places, particularly town centres (see Policy 2.8 for further detail on the outer London economy). The Mayor considers it is right to set car parking standards in the Plan given his direct operational responsibility for elements of London's road network, and the strategic planning importance of ensuring London's scarce resources of space are used efficiently. Boroughs wishing to develop their own standards should take the standards in this Plan as their policy context. But he also recognises that London is a diverse city that requires a flexible approach to identifying appropriate levels of car parking provision across boundaries. This means ensuring a level of accessibility by private car consistent with the overall balance of the transport system at the local level; for further advice refer to the Housing SPG. In line with the Duty to Cooperate boroughs adjoining other regions must also liaise with the relevant authorities to ensure a consistent approach to the level of parking provision. Transport assessments and travel plans for major developments should give details of proposed measures to improve non-car based access, reduce parking and mitigate adverse transport impacts. They will be a key factor in helping boroughs assess development proposals and resultant levels of car parking.

6.42i In developing their residential parking standards in the context of London Plan policy, outer London boroughs should take account of residents' dependency on the car in areas with low public transport accessibility (generally PTALs 0-1). Where appropriate in these locations Boroughs should consider revised standards (which could include minima) and permitting higher levels of provision there than is indicated in Table 6.2, particularly to avoid generating unacceptable pressure for on-street parking. This may be especially important in 'suburban' areas and for areas with family housing.

6.42j In outer London a more flexible approach for applications may also be acceptable in some limited parts of areas within PTAL 2, in locations where the orientation or levels of public transport mean that a development is particularly dependent on car travel. In doing so, authorities should take account of the criteria set out in paragraph 39 of the NPPF. Further advice is provided in the draft Housing SPG and

- 7.1 This chapter sets out policies on a range of issues about the places and spaces in which Londoners live, work and visit that are integral to delivery of the Mayor's vision and objectives set out in Chapter 1, but in particular those that London should be:
- **A city of diverse, strong, secure and accessible neighbourhoods** to which Londoners feel attached, which provide all of its residents, workers, visitors and students – whatever their origin, background, age or status – with opportunities to realise and express their potential and a high quality environment for individuals to enjoy, live together and thrive.
 - **A city that delights the senses** and takes care over its buildings and streets, having the best of modern architecture while also making the most of London's built heritage, and which makes the most of and extends its wealth of open and green spaces, natural environment and waterways, realising its potential for improving Londoners' health, welfare and development.
- 7.2 This chapter focuses on a broad range of policy areas that impact directly on how people perceive and use the places they live in, work in and visit. The quality and function of neighbourhoods and places, access, heritage, local character, landscapes, inclusive design, safety, security and resilience, green infrastructure, biodiversity, air quality, soundscapes and the Blue Ribbon Network all contribute towards making London a special place and improve quality of life.
- 7.3 Achieving this requires wide-ranging policies and actions and therefore goes beyond the themes of this chapter. It also requires action on issues outside the scope of the London Plan and will be addressed in other mayoral strategies and programmes, for example action on crime and anti-social behaviour.

Place shaping

POLICY 7.1 LIFETIME NEIGHBOURHOODS

Strategic

- A In their neighbourhoods, people should have a good quality environment in an active and supportive local community based on the lifetime neighbourhoods principles set out in paragraph 7.4A.

Planning decisions

- B Development should be designed so that the layout, tenure and mix of uses interface with surrounding land and improve people's access to social and community infrastructure (including green spaces), the Blue Ribbon Network, local shops, employment and training opportunities, commercial services and public transport.
- C Development should enable people to live healthy, active lives; should maximize the opportunity for community diversity, inclusion and cohesion; and should contribute to people's sense of place, safety and
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security. Places of work and leisure, streets, neighbourhoods, parks and open spaces should be designed to meet the needs of the community at all stages of people's lives, and should meet the principles of lifetime neighbourhoods.

- D The design of new buildings and the spaces they create should help reinforce or enhance the character, legibility, permeability, and accessibility of the neighbourhood.
- E The policies in this chapter provide the context within which the targets set out in other chapters of this Plan should be met.

LDF preparation

- F Boroughs should plan across services to ensure the nature and mix of existing and planned infrastructure and services are complementary and meet the needs of existing and new communities. Cross-borough and/or sub-regional working is encouraged, where appropriate.
- G Boroughs should work with and support their local communities to set goals or priorities for their neighbourhoods and strategies for achieving them through neighbourhood planning mechanisms.

- 7.4A Three principles have been developed to help frame the concept of lifetime neighbourhoods as places where people at all stages of their lives:
1. can get around – neighbourhoods which are well-connected and walkable;
 2. as far as possible, can have a choice of homes, accessible infrastructure and services, places to spend time and to work, with a mix of accessible and adaptable uses; and
 3. belong to a cohesive community which fosters diversity, social interaction and social capital.
- 7.4 People should be able to live and work in a safe, healthy, supportive and inclusive neighbourhood with which they are proud to identify.²⁰⁷ They should have easy access by public transport and active travel modes (walking and cycling) to services and facilities that are relevant to them and should be able to safely and easily move around their neighbourhood through high quality spaces, while having good access to the wider city²⁰⁸. They should have safe and easy access to a network of open and green spaces that meets their recreational needs to enhance their health and wellbeing, as well as welcoming and easily accessible communal spaces that provide opportunities for social interaction. The natural and built

207 Commission for Architecture and the Built Environment (CABE), Home Builders Federation and Design for Homes, Building for Life, CABE November 2008

208 This includes Active Design. <http://www.designcouncil.org.uk/our-work/CABE/Our-big-projects/Health-/Health-events/Active-Design-Briefing/>

taken forward through neighbourhood planning.

- 7.6B Identification and realisation of neighbourhood development goals is not limited to planning policy. Community-led projects in general or Community Rights that give powers to communities to take more control over the area where they live such as through Community assets, are a complementary route to the usual planning process and can help community-led groups build new community space, new shops or housing; save valued local amenities; or take over local services²¹⁴. The Mayor has made available resources through the 'Build your own home - the London way' programme to enable the Community Right to Build to be implemented as quickly as possible in London. Positive change in the neighbourhood can also come through management practices and investment and maintenance decisions.

POLICY 7.2 AN INCLUSIVE ENVIRONMENT

Strategic

- A The Mayor will require all new development in London to achieve the highest standards of accessible and inclusive design and supports the principles of inclusive design which seek to ensure that developments:
- a can be used safely, easily and with dignity by all regardless of disability, age, gender, ethnicity or economic circumstances
 - b are convenient and welcoming with no disabling barriers, so everyone can use them independently without undue effort, separation or special treatment
 - c are flexible and responsive taking account of what different people say they need and want, so people can use them in different ways
 - d are realistic, offering more than one solution to help balance everyone's needs, recognising that one solution may not work for all.
- B The Mayor will assist boroughs and other agencies in implementing accessible and inclusive design in all development proposals by updating the advice and guidance in the Supplementary Planning Guidance 'Accessible London: Achieving an inclusive environment'; by continuing to contribute to the development of national technical access standards and by supporting training and professional development programmes.

Planning decisions

- C Design and access statements submitted with development proposals should explain how, following engagement with relevant user groups, the principles of inclusive design, including the specific needs of older and disabled people, have been integrated into the proposed

214 Locality at <http://locality.org.uk/>

development, whether relevant best practice standards such as British Standard BS 8300:2009 + A1:2010 have been complied with, and how inclusion will be maintained and managed.

LDF preparation

- D Boroughs should develop detailed policies and proposals in consultation with user groups that ensure the physical environment can meet the highest standards of accessibility and inclusion and that the principles of inclusive design are adopted at the earliest stages of the development process including when drawing up masterplans, area planning frameworks and development briefs.
- 7.7 This policy seeks to achieve the highest standards of accessible²¹⁵ and inclusive design²¹⁶, in all new developments in London²¹⁷. Inclusive design is a process to ensure the diverse needs of all Londoners are integrated into development proposals from the outset²¹⁸. This is key to ensuring that the built environment is safe, accessible and convenient and enables everyone to access jobs, opportunities and facilities. It is fundamental to improving the quality of life for all Londoners particularly for disabled and older people who, despite progress in building a more accessible city in the last decade, still experience considerable barriers to living independent and dignified lives as a result of the way the built environment is designed, built and managed.
- 7.8 In their design and access statements, applicants for planning permission should demonstrate their commitment to achieving high quality inclusive design, how their proposals ensure an accessible environment, how they have engaged with users (including for example organisations of disabled and older people) and the processes used to achieve these. Examples of good practice include the Olympic Delivery Authority's Inclusive Design Strategy and Standards and Stratford City Consultative Access Group. The outcome should be places where people want to live and feel they belong, which are accessible and welcoming to everyone.
- 7.9 Advice on developing and implementing effective inclusive design strategies, on an inclusive development process and on technical inclusive access standards is available in CABI's Principles of Inclusive Design, in the London Development Agency's Inclusive Design Toolkit and in the GLA's Supplementary Planning Guidance Accessible London: achieving an inclusive environment.

215 British Standards Institution, BS 8300, Design of buildings and their approaches to meet the needs of disabled people – Code of practice. March 2009

216 Commission for Architecture and the Built Environment (CABI), The principles of inclusive design (They include you), 2006

217 NPPF 2012 op cit, para 57

218 London Development Agency (LDA), Inclusive Design Toolkit, 2009

POLICY 7.3 DESIGNING OUT CRIME**Strategic**

- A Boroughs and others should seek to create safe, secure and appropriately accessible environments where crime and disorder, and the fear of crime do not undermine quality of life or community cohesion.

Planning decisions

- B Development should reduce the opportunities for criminal behaviour and contribute to a sense of security without being overbearing or intimidating. In particular:
- a routes and spaces should be legible and well maintained, providing for convenient movement without compromising security
 - b there should be a clear indication of whether a space is private, semi-public or public, with natural surveillance of publicly accessible spaces from buildings at their lower floors
 - c design should encourage a level of human activity that is appropriate to the location, incorporating a mix of uses where appropriate, to maximize activity throughout the day and night, creating a reduced risk of crime and a sense of safety at all times
 - d places should be designed to promote an appropriate sense of ownership over communal spaces
 - e places, buildings and structures should incorporate appropriately designed security features
 - f schemes should be designed to minimise on-going management and future maintenance costs of the particular safety and security measures proposed

The above measures should be incorporated at the design stage to ensure that overall design quality is not compromised.

- 7.10 Measures to design out crime should be integral to development proposals and be considered early in the design process, taking into account the principles contained in Government guidance on 'Safer Places'²¹⁹ and other guidance such as Secured by Design²²⁰ published by the Police. Development should reduce the opportunities for criminal and anti-social behaviour and contribute to a sense of security without being overbearing or intimidating. Places and buildings should incorporate well-designed security features as appropriate to their location and use, which maximise the security of people and property without compromising

219 Office for the Deputy Prime Minister (ODPM), Safer Places: the Planning System and Crime Prevention, Thomas Telford Ltd, April 2004 (or any subsequent replacement guidance)

220 Association of Chief Police Officers Project and Design Group, Secure By Design, 2004

the quality of the local environment. All spaces should have clear ownership and be managed in a way that states that the space is cared for. Future maintenance of the space or building should be considered at the design stage.

- 7.11 Buildings and spaces should be designed in a way that clearly defines whether they are public, semi-public or private, and provides opportunities for activity and passive surveillance of publicly accessible spaces from ground and lower floors of buildings. Pedestrian, cycle and vehicular routes should be well defined, and limit opportunities for concealment.
- 7.12 An integrated mix of land uses throughout a neighbourhood will add to its vitality and security but should be carefully designed to minimise conflict between incompatible activities. Day time and night time uses should be incorporated into development where appropriate to ensure that public spaces are active and overlooked.

POLICY 7.4 LOCAL CHARACTER

Strategic

- A Development should have regard to the form, function, and structure of an area, place or street and the scale, mass and orientation of surrounding buildings. It should improve an area's visual or physical connection with natural features. In areas of poor or ill-defined character, development should build on the positive elements that can contribute to establishing an enhanced character for the future function of the area.

Planning decisions

- B Buildings, streets and open spaces should provide a high quality design response that:
- a has regard to the pattern and grain of the existing spaces and streets in orientation, scale, proportion and mass
 - b contributes to a positive relationship between the urban structure and natural landscape features, including the underlying landform and topography of an area
 - c is human in scale, ensuring buildings create a positive relationship with street level activity and people feel comfortable with their surroundings
 - d allows existing buildings and structures that make a positive contribution to the character of a place to influence the future character of the area
 - e is informed by the surrounding historic environment.

LDF preparation

- C Boroughs should consider the different characters of their areas to identify landscapes, buildings and places, including on the Blue Ribbon Network, where that character should be sustained, protected and enhanced through managed change. Characterisation studies can help in this process.
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- 7.13 The social, cultural, environmental and economic relationships between people and their communities are reinforced by the physical character of a place. Based on an understanding of the character of a place, new development should help residents and visitors understand where a place has come from, where it is now and where it is going. It should reflect the function of the place both locally and as part of a complex urban city region, and the physical, economic, environmental and social forces that have shaped it over time and are likely to influence it in the future. Local character does not necessarily recognise borough boundaries. The Mayor therefore encourages cross-borough working to ensure a consistent approach to understanding and enhancing a sense of character. The Mayor has developed supplementary guidance to help Boroughs with this work.
- 7.14 The physical character of a place can help reinforce a sense of meaning and civility – through the layout of buildings and streets, the natural and man-made landscape, the density of development and the mix of land uses. In some cases, the character is well preserved and clear. In others, it is undefined or compromised by unsympathetic development. Through characterisation studies, existing character can be identified and valued, and used to inform a strategy for improving the place. This should help ensure the place evolves to meet the economic and social needs of the community and enhances its relationship with the natural and built landscape. The community should be involved in setting these goals for the future of the area (Policy 7.1).
- 7.15 The Blue Ribbon Network has significant cultural, historic, economic and environmental value to local character. Later in this chapter a range of policies require buildings and spaces to have particular regard to their relationship to waterspaces in their form, scale and orientation. New development should enhance physical and visual access between existing streets and waterfront sites and, incorporate features that make the best functional use of the site's proximity to a water resource. Buildings and spaces should be designed to activate the Blue Ribbon Network in a way that is appropriate to its character, infrastructure value and heritage significance.

POLICY 7.5 PUBLIC REALM

Strategic

- A London's public spaces should be secure, accessible, inclusive, connected, easy to understand and maintain, relate to local context, and incorporate the highest quality design, landscaping, planting, street furniture and surfaces.

Planning decisions

- B Development should make the public realm comprehensible at a human scale, using gateways, focal points and landmarks as appropriate to help people find their way. Landscape treatment, street furniture and infrastructure should be of the highest quality, have a clear purpose, maintain uncluttered spaces and should contribute to the easy movement of people through the space. Opportunities for
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the integration of high quality public art should be considered, and opportunities for greening (such as through planting of trees and other soft landscaping wherever possible) should be maximised. Treatment of the public realm should be informed by the heritage values of the place, where appropriate.

- C Development should incorporate local social infrastructure such as public toilets, drinking water fountains and seating, where appropriate. Development should also reinforce the connection between public spaces and existing local features such as the Blue Ribbon Network and parks and others that may be of heritage significance.

LDF preparation

- D Boroughs should develop local objectives and programmes for enhancing the public realm, ensuring it is accessible for all, with provision for sustainable management and reflects the principles in Policies 7.1, 7.2, 7.3 and 7.4.
- 7.16 The quality of the public realm has a significant influence on quality of life because it affects people's sense of place, security and belonging, as well as having an influence on a range of health and social factors. For this reason, public and private open spaces, and the buildings that frame those spaces, should contribute to the highest standards of comfort, security and ease of movement possible. This is particularly important in high density development (Policy 3.4). Open spaces include both green and civic spaces, both of which contribute to the provision of a high quality public realm (see Policy 7.18). The character of the public realm that leads into major green spaces, especially for pedestrians is key to the integration of green infrastructure and landscape into the urban fabric. Legibility and signposting can also make an important contribution to whether people feel comfortable in a place, and are able to understand it and navigate their way around. Ongoing maintenance of this infrastructure should be a key consideration in the design of places and secured through the planning system where appropriate. Managed public spaces in new development should offer the highest level of public access.
- 7.17 The public realm should be seen as a series of connected spaces that help to define the character of a place. Places should be distinctive, attractive, vital and of the highest quality, allowing people to meet, congregate and socialise, as well as providing opportunity for quiet enjoyment. They should also, wherever possible, make the most of opportunities to green the urban realm through new planting or making the most of existing vegetation. This will support the Mayor's aims for two million trees to be planted in London by 2025 and, to secure additional greening in the Central Activities Zone (CAZ) to help mitigate the urban heat island effect (Policy 5.10). Encouraging activities along the waterways can also contribute to an attractive townscape and public realm.
- 7.18 The effects of traffic can have a significant impact on the quality of the public
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realm in terms of air quality, noise and amenity of a space. The negative effects of traffic should be minimised to ensure people's enjoyment of public realm is maximised. The principles of shared space should be promoted in line with Policy 6.10 on Walking and in the Mayor's Transport Strategy. They should be implemented to accord with local context and in consultation with relevant stakeholders (including organisations of disabled and visually impaired people).

- 7.19 The lighting of the public realm also needs careful consideration to ensure places and spaces are appropriately lit, and there is an appropriate balance between issues of safety and security, and reducing light pollution.
- 7.20 The public realm does not necessarily recognise borough boundaries. Cross-borough working at the interface of borough boundaries should therefore be maximised to ensure a consistent high quality public realm. There is a range of guidance such as Better Streets²²¹, Manual for Streets²²², Manual for Streets 2²²³, Principles of Inclusive Design²²⁴, and Streets for All²²⁵ which can help inform the design of the public realm. This should be part of a wider strategy based on an understanding of the character of the area.

POLICY 7.6 ARCHITECTURE

Strategic

- A Architecture should make a positive contribution to a coherent public realm, streetscape and wider cityscape. It should incorporate the highest quality materials and design appropriate to its context.

Planning decisions

- B Buildings and structures should:
- a be of the highest architectural quality
 - b be of a proportion, composition, scale and orientation that enhances, activates and appropriately defines the public realm
 - c comprise details and materials that complement, not necessarily replicate, the local architectural character
 - d not cause unacceptable harm to the amenity of surrounding land and buildings, particularly residential buildings, in relation to privacy, overshadowing, wind and microclimate. This is particularly important for tall buildings

221 Mayor of London, Better Streets, Transport for London, November 2009

222 Department for Transport (DfT), Manual for Streets, Thomas Telford Publishing, March 2007 (

223 Department for Transport (DfT), Manual for Streets 2, Chartered Institution of Highways and Transportation (CIHT), September 2010 (or any subsequent replacement guidance).

224 Commission for Architecture and the Built Environment (CABE), The principles of inclusive design (They include you), 2006 op cit

225 English Heritage, Streets for All: A Guide to the Management of London's Street, English Heritage, March 2000

- e incorporate best practice in resource management and climate change mitigation and adaptation
 - f provide high quality indoor and outdoor spaces and integrate well with the surrounding streets and open spaces
 - g be adaptable to different activities and land uses, particularly at ground level
 - h meet the principles of inclusive design
 - i optimise the potential of sites
- 7.21 Architecture should contribute to the creation of a cohesive built environment that enhances the experience of living, working or visiting in the city. This is often best achieved by ensuring new buildings reference, but not necessarily replicate, the scale, mass and detail of the predominant built form surrounding them, and by using the highest quality materials. Contemporary architecture is encouraged, but it should be respectful and sympathetic to the other architectural styles that have preceded it in the locality. All buildings should help create streets and places that are human in scale so that their proportion and composition enhances, activates and appropriately encloses the public realm, as well as allowing them to be easily understood, enjoyed and kept secured. The building form and layout should have regard to the density and character of the surrounding development and should not prejudice the development opportunities of surrounding sites.
- 7.22 A building should enhance the amenity and vitality of the surrounding streets. It should make a positive contribution to the landscape and relate well to the form, proportion, scale and character of streets, existing open space, waterways and other townscape and topographical features, including the historic environment. New development, especially large and tall buildings, should not have a negative impact on the character or amenity of neighbouring sensitive land uses. Lighting of, and on, buildings should be energy efficient and appropriate for the physical context.
- 7.23 The massing, scale and layout of new buildings should help make public spaces coherent and complement the existing streetscape. They should frame the public realm at a human scale and provide a mix of land uses that activate its edges and enhance permeability in the area. New buildings should integrate high quality urban design ensuring an appropriate balance between designing out crime principles and appropriate levels of permeability. Consideration should also be given to the future management of buildings in their design and construction.
- 7.24 New buildings should achieve the highest standards of environmental, social and economic sustainability by meeting the standards of sustainable design and construction set out in Chapter 5 and by being consistent with the existing or planned future capacity of social, transport and green infrastructure.
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POLICY 7.21 TREES AND WOODLANDS**Strategic**

- A Trees and woodlands should be protected, maintained, and enhanced, following the guidance of the London Tree and Woodland Framework (or any successor strategy). In collaboration with the Forestry Commission the Mayor has produced supplementary guidance on Tree Strategies to guide each borough's production of a Tree Strategy covering the audit, protection, planting and management of trees and woodland. This should be linked to a green infrastructure strategy.

Planning decisions

- B Existing trees of value should be retained and any loss as the result of development should be replaced following the principle of 'right place, right tree'¹. Wherever appropriate, the planting of additional trees should be included in new developments, particularly large-canopied species.

LDF preparation

- C Boroughs should follow the advice of paragraph 118 of the NPPF to protect 'veteran' trees and ancient woodland where these are not already part of a protected site.
- D Boroughs should develop appropriate policies to implement their borough tree strategy.

¹ London Tree and Woodland Framework. GLA 2005

- 7.64 Trees play an invaluable role in terms of the natural environment, air quality, adapting to and mitigating climate change and contributing to the quality and character of London's environment. There are approximately seven million trees in London; a quarter in woodland. The Mayor is keen to see more trees and wants to see an increase in tree cover with an additional two million trees by 2025. Borough tree strategies can help to co-ordinate this work and the Mayor, with the Forestry Commission, has published *Preparing Borough Tree and Woodland Strategies* which provides advice on the audit, protection and management of trees and woodland. The Mayor has also funded a programme to plant an additional 10,000 street trees throughout London. Ancient woodland and individual veteran trees should be given protection as once lost they can never be replaced. Policy 7.19 gives protection to sites of nature conservation importance and this will apply to all areas of ancient woodland.
- 7.65 The Mayor has published the *Tree and Woodland Framework*²⁴⁰ that promotes the guiding principle of 'right place, right tree', taking account of the context within which a tree is to be planted and addressing the issue of planting species

²⁴⁰ Ibid

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

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

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

POLICY 8.3 COMMUNITY INFRASTRUCTURE LEVY

Strategic

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

LDF preparation

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

8.15 National Government has introduced the Community Infrastructure Levy (CIL) – a charge which local authorities (including the Mayor) can levy on most types of development to help fund infrastructure needed to support the development of an area in line with local development plans. Initially at least, the Mayor will only be able to use the CIL to support transport infrastructure (including Crossrail). The process for setting a CIL is set out in the Community Infrastructure Levy Regulations 2010 (as amended), and involves two rounds of consultation and a public examination before the charging schedule – the legal document setting a CIL for an area – can be approved. The Mayor approved his charging schedule, intended to raise £300 million towards the cost of Crossrail, as required by the Crossrail funding agreement (see Policy 6.5) in February 2012, with charging starting from 1 April. In making these proposals he had regard to the potential effect on the economic viability of development across Greater London, and the potential effect on the area's overall development. He has made clear his intention to monitor the effects of his CIL, and to conduct two-yearly formal reviews to ensure the rates and other details of his CIL remain appropriate.

8.15A The CIL is likely to play an important part in ensuring delivery of the infrastructure required to support London's sustainable growth. The Mayor will work closely with boroughs to ensure the CIL is applied appropriately and effectively to achieve the objectives set out in this Plan and, in particular, to support optimisation of the opportunity/ intensification areas and other strategic development opportunities identified in Chapter Two.

8.16 The introduction of the CIL will affect use of planning obligations to help fund the infrastructure. Under the CIL Regulations, obligations can continue to be used to address issues specific to particular developments; limited pooling of contributions to contribute to the costs of particular projects or types of infrastructure across not more than five individual developments is also permitted. However, it is not permitted to seek contributions through planning obligations towards infrastructure which the charging authority has indicated it will use the CIL to fund. These restrictions do not apply to contributions sought under Policy 6.5, but in putting forward his proposals for a CIL (see para. 8.15), the Mayor has sought to ensure that decisions on both the CIL charging schedule and the level of section 106 contributions for Crossrail are taken in tandem. He will also take steps to ensure that CIL payments will be offset from contributions made under Policy 6.5. Planning obligations will continue to be used to fund affordable housing and
