
Secretariat memorandum

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LTW577

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The London Plan

1 Purpose of report

- 1.1. To brief members on the Draft London Plan and recommend a response to the consultation

2 Background

- 2.1. The Mayor of London is promoting a new London Plan. This is the third since the creation of the Greater London Authority in 2000, though there have been some limited alterations to existing plans. This is a statutory plan to guide the physical development of Greater London. It must take account of, and conform with national planning guidance – the National Planning Policy Framework (NPPF). Similarly, the London boroughs' development plans and individual planning applications must conform to the plan once it is adopted (approved).
- 2.2. The Draft London Plan has been published after the Mayor's Draft Transport Strategy and is separate from it, but there are clearly synergies and overlap. The final Mayor's Transport Strategy has not yet been published. It is expected to be published in March.
- 2.3. The London Plan establishes where significant numbers of homes and employment should be built, and the nature of the development, in order that it might result in beneficial outcomes. For example, very large-scale housing and employment development is supported along a Crossrail 2 / Lee Valley corridor. In this way housing and employment is planned for without the negative impacts of generating private car journeys. These outcomes are reinforced further by restricting the availability of car parking. In addition, these measures, in turn, promote lifestyles that are more active, better public health and a reduced environmental impact.

3 The Plan and consultation

- 3.1. The new Plan has 12 chapters including ones on general development planning policies, funding and monitoring the Plan. There are chapters on spatial development, housing, and the economy and, of course, transport. The Plan is available for viewing on the Greater London Authority website at:

<https://www.london.gov.uk/what-we-do/planning/london-plan/new-london-plan> . All comments must be received by **5pm on Friday 2 March 2018**.

- 3.2. The Plan has a set of associated maps that have been included in the members pack for this meeting. The most important of which is the 'Key Diagram' which identifies areas of significant growth and associated new public transport infrastructure. There will, of course, be incremental growth across the whole of London.
- 3.3. Following consideration by the Mayor of the consultation responses there may be amendments. A panel of inspectors, appointed by government, will then consider the amended Plan. The panel will decide if the Plan is reasonable, internally consistent, and is in conformity with national guidance. It may make recommendations for amendments that the mayor must adopt.
- 3.4. The panel will invite external participants to take join them in their deliberations. London TravelWatch has taken part in previous panel discussions and we would hope to again.

4 Discussion

4.1 Chapter 1, Good growth policies

- 4.2. There are general policies promoting streets that are comfortable and welcoming for users. London streets should be permeable, legible and inclusive. This is supported.
- 4.3. Planning to achieve the target of 80% of all journeys to be by foot, cycle and public transport is highlighted. This is supported.
- 4.4. The promotion of the Mayor's Healthy Streets approach is repeated often.

4.5 Chapter 2, Spatial development patterns

- 4.6. Whilst release of Green Belt land for development would satisfy some requirements of the Plan, it would generate substantial travel demand and a need for associated transport infrastructure. The Plan proposes no change in the designation of the Green Belt.
- 4.7. 'Opportunity Areas' (OAs) are identified, mostly carried over from the last Plan or moved from the list of smaller 'Areas of Intensification'. These OAs are geographical areas where large scale development is directed towards. Some of the highlights are:
 - The Thames Estuary continues to be developed with a potential of 200,000 homes supported by DLR and Overground extensions, along with the Silvertown Tunnel and the pedestrian / cycle bridge at Rotherhithe;
 - 200,000 homes are associated with Crossrail 2 and OAs from Kingston to the Lee Valley and beyond;
 - The Elizabeth Line, scheduled to open at the end of 2018 supports a large OA at Stratford and the Olympic site along with OAs at Romford

and Ilford in the east and a series of OAs from White City to Heathrow;

- The Bakerloo line extension is associated with new OAs, Old Kent Road and Lewisham and Bromley are new OAs associated with this corridor;
- High Speed 2 and Thameslink are said to support substantial OAs in Harrow, Wembley, Colindale, Brent Cross and Old Oak, a substantial new OA;
- Croydon and Sutton are additions since the last London Plan and are associated with tram extensions;
- There are 12 significant OAs in central London for example at Paddington, London Bridge and Waterloo.

4.8. **Chapter 10, Transport**

4.9. **Policy T1 A, Strategic approach to transport.** The policy promotes the delivery of an 80% share of all trips to be by foot, cycle and public transport target. The policy supports a series of schemes (Table 10.1, appended to this report), as diverse as planting street trees to roads pricing and Crossrail 2. Whilst these are generally all good schemes, their timing is not certain.

4.10. The timing of roads pricing, for example, is a key intervention that would need to be implemented earlier rather than later if the 80% target is to be delivered. However, the timetable for roads pricing is stated as being between 2022 and 2041.

4.11. There is support for wheelchair accessible bus stops in Table 10.1. London TravelWatch's submission will seek assurance that this includes the reversion of Hail and Ride stops to fixed, accessible stops.

4.12. **Policy T1 B, Strategic approach to transport** is a general policy supportive of making the most effective use of well-connected land. This is supported.

4.13. **Policy T2, Healthy streets** promotes the Mayor's 'Healthy Streets' approach to the development of London's streets. This is supported.

4.14. **Policy T3, Transport capacity, connectivity and safeguarding**, promotes effective transport policies for London and the 'Wider South East' and seeks to protect land for transport functions, including the safeguarding of new sites and alignments associated with the indicative list (Table 10.1). London TravelWatch has previously promoted the protection and use of various alignments for transport uses such as the Croxley Link, Finsbury Park to Muswell Hill as an off street cycle route etc. These will be included as proposals in the submission.

4.15. Victoria Coach station is a unique facility that should be safeguarded within this policy because it is at risk of being lost to the transport network without a satisfactory replacement. This should be included in London TravelWatch's submission.

4.16. **Policy T4, Assessing and mitigating transport impacts** supports transport assessments, as part of development control, and the provision of

appropriate transport infrastructure, facilities and mitigation. This is supported.

- 4.17. **Policy T5, Cycling**, supports the provision of cycle routes and improved infrastructure. It also specifies minimum cycle parking levels for different uses. London TravelWatch's submission will include the recommendations of the Cycling in London report.
- 4.18. **Policy T6 and T6 1 to 5, Car parking**. The policy promotes the restriction of parking with maximum parking standards for the different planning use classes. The Plan only supports minimum parking standards in areas of very low public transport accessibility.
- 4.19. There were protracted discussions about parking standards at the inspector's panel meeting, which considered the extant London Plan. This included an intervention from a government minister objecting to the policy. The outer London boroughs will be concerned that their town centres compete with those beyond the Greater London boundary, which are not subject to as restrictive parking policies as London might have.
- 4.20. 'Car-free and 'car-lite' policies are promoted, however neither this Plan, nor the Mayor's Transport Strategy, recognises the role of Controlled Parking Zones (CPZs) in car-free development. London TravelWatch should point out this serious omission.
- 4.21. **Policy T7, Freight and servicing**. No comments
- 4.22. **Policy T8 sub-policy E, Aviation**. This sub-policy requires expansion plans to demonstrate credible surface transport plans and is supported. London TravelWatch will want to see plans that fully take account of the needs of existing and future, non-airport related passengers.
- 4.23. **Policy T9, Funding transport infrastructure through planning**. This policy promotes the use of Mayor's powers to levy a community infrastructure levy and require the funding of mitigation measures associated with the travel demand of new development.
- 4.24. **Chapter 11, Funding the London Plan**. This chapter sets out the funding challenge to deliver the objectives of the Plan and the sources of capital and revenue to deliver transport services. The summary of sources of income does not explore roads pricing, but it should. Roads pricing would manage demand for road space, improve the performance of bus services, enable more and safer cycling and walking as well as generate an income scheme to fund transport services.

5 Recommendation

- 5.1. Members consider their response to the consultation.

6 London TravelWatch priority

- 6.1. The London Plan is a statutory plan that will significantly influence where development occurs and the provision of transport services for many years to come.

7 Legal powers

- 7.1. Section 248 of the Greater London Authority Act 1999 places upon London TravelWatch (as the London Transport Users Committee) a duty to consider - and where it appears to the Committee to be desirable, to make recommendations with respect to - any matter affecting the functions of the Greater London Authority or Transport for London which relate to transport (other than of freight).

8 Equalities and inclusion implications

- 8.1. This is a statutory plan that must take account of equalities and inclusion issues. Likewise, our comments must include the consideration of these issues.

9 Financial implications

- 9.1. There are no financial implications.

Appendix 1

Table 10.1 - Indicative list of transport schemes

Scheme	Cost	Timescale
Healthy Streets and active travel		
Accessibility and inclusivity embedded in the planning and design of Healthy Streets	low	2017-2041
Borough-led traffic reduction strategies (including workplace parking levies)	low	2017-2030
Cycle Hire network development	medium	2017-2041
Cycle network development (London-wide)	medium	2017-2030
Electric vehicle charging infrastructure	low	2017-2041
Freight consolidation programme	medium	2017-2041
Freight fleet emissions reductions	low	2017-2041
Highway decks to release land for housing (subject to further assessment)	high	2017-2030
Personal safety and security improvements on London's streets	low	2017-2041
Road pricing: existing schemes reviewed	low	2018-2020
Road pricing: next generation charging (subject to further assessment)	med/high	2022-2041
Street tree increases	low	2017-2041
Sustainable drainage system improvements on railway land	low	2017-2041
Sustainable drainage system improvements on streets	low	2017-2041
Transformation of Oxford Street	low	2017-2022
Transformation of Parliament Square (subject to further assessment)	low	2020s
ULEZ in central London	medium	2017-2020

Scheme	Cost	Timescale
ULEZ in inner London	low	2020-2030
ULEZ London-wide for buses, coaches and HGVs	low	2020-2030
Vision Zero (safer road user behaviours through education, engagement and enforcement, and improved vehicle safety including banning most dangerous HGVs/HGV Direct Vision)	low	2017-2041
Walk and cycle bridge between Battersea and Fulham	low	2017-2020
Walk and cycle bridge between Nine Elms and Pimlico	low	2020-2030
A new river crossing for pedestrians and cyclists between Rotherhithe and Canary Wharf	medium	2017-2030
Walk and cycle to school schemes	low	2017-2041
Walk and cycle to work and in local communities schemes	low	2017-2041
Walk and cycle wayfinding improvements	low	2017-2041
Walk London Network enhancements	low	2017-2041
Walking: improved local routes	low	2017-2030
Public transport		
Bakerloo Line Extension	high	2020-2030
Brighton Mainline Upgrade (higher frequencies)	high	2020-2030
Bus network: demand-responsive bus services (subject to further assessment)	medium	2017-2041
Bus network: enhancements to meet existing and future demand	medium	2017-2041
Bus network: Low Emissions Bus Zones (including bus priority)	low	2017-2030
Bus network: retrofitting and procuring cleaner buses	medium	2017-2041
Bus network: Silvertown Tunnel and associated bus services	medium	2017-2030
Bus network: wheelchair accessible bus stops	low	2017-2020
Bus priority network and supporting infrastructure	medium	2017-2030
Bus transit pilots in Opportunity Areas	low	2020-2041
Coach hub(s) re-provision	medium	2020-2030
Crossrail 2 (including West Anglia Main Line 4-tracking)	high	2020-2041

Scheme	Cost	Timescale
Devolved suburban rail services to enable London suburban metro	high	2020-2030
DLR extension from Gallions Reach to Thamesmead (subject to further assessment)	medium	2017-2030
DLR station upgrade programme	low	2017-2041
DLR upgrades	high	2020-2041
Elizabeth line	high	2017-2020
Elizabeth line extension east of Abbey Wood	high	2020-2041
Heathrow Airport Southern Access (required for airport expansion)	medium	2020-2041
Heathrow Airport Western Access (required for airport expansion)	medium	2020-2041
HS2 and associated National Rail changes, including mitigation of impacts at street level	high	2020-2041
London Overground extension to Barking Riverside	medium	2017-2030
London Overground extensions (subject to further assessment)	medium	2030-2041
London Overground frequency upgrades (network-wide)	high	2017-2041
London Overground station upgrade programme	medium	2017-2041
London Overground strategic interchanges at Clapham Junction, Lewisham, Stratford and Old Oak Common and improved accessible interchange facilities across inner and outer London	low	2017-2030
London Underground air quality improvements	low	2017-2041
London Underground station capacity programme	high	2017-2041
London Underground step-free stations and more accessible vehicles	medium	2017-2041
London Underground upgrades - various (e.g. Deep Tube programme, Four Lines Modernisation programme etc)	high	2017-2041
National Rail capacity increases (other lines)	medium	2020-2030
National Rail freight upgrades, especially to enable freight to bypass London	low	2017-2041
National Rail station capacity and step-free access upgrades	medium	2017-2041
Night Overground	low	2017-2020

Scheme	Cost	Timescale
Night-time services on the DLR	low	2020-2030
Night Tube extensions	low	2017-2030
Northern Line Extension	high	2017-2020
River crossing at Gallions Reach and/or Belvedere (subject to further assessment)	medium	2030-2041
River crossings (public transport) in East London (subject to further assessment)	medium	2017-2041
River services extensions to the east (subject to further assessment)	low	2017-2030
Stratford to Angel Road enhancements	medium	2017-2020
Thameslink Programme	high	2017-2020
Tram extension to Sutton (subject to further assessment)	medium	2020-2030
Tram upgrades	medium	2017-2041
Walk and cycle ferry between North Greenwich and Canary Wharf (subject to further assessment)	low	2017-2020