

planning for



Contents

	Page
Introduction by Chair, GLC Planning Committee	2
Why We Need to Plan for the Future of London	3
Planning for Jobs	5
Planning for Homes	8
Planning for Shopping and Other Services	10
Planning for Transport	12
Planning for the Environment	14
Planning for Equality	16
London's Structure	19
Looking Ahead	22

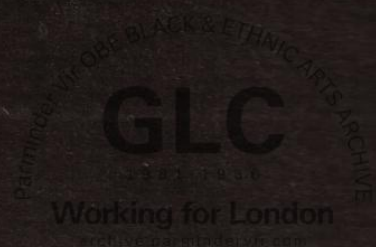
First Published in Great Britain by
The Greater London Council,
Transportation and Development
Department, County Hall, London
SE1 7PB.

© 1984 The Greater London Council

All rights reserved. No part of this
publication may be reproduced,
stored in a retrieval system, or
transmitted, in any form or by any
means, electronic mechanical,
photocopying, recording or
otherwise, without the prior
permission of the copyright holder.

SBN 7168 1401 3

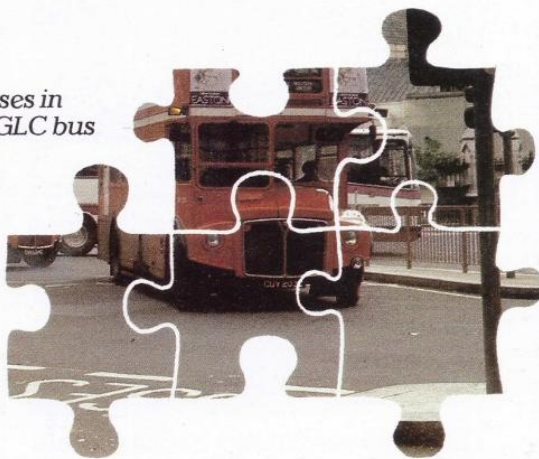
Designed and produced by GLC
Public Relations Branch and printed
by Howard Hunt Litho Ltd
4/1285/5M/1.84



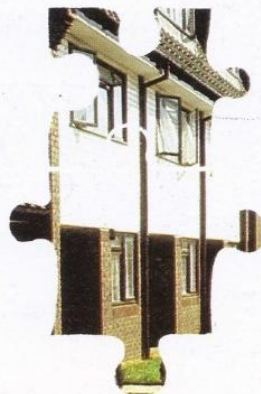
planning for

THE FUTURE OF LONDON

Travelling in London – Buses in
Parliament Square using GLC bus
lane



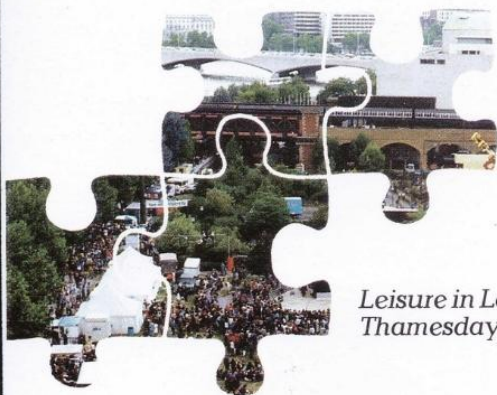
Living in London –
New GLC housing at
Globe Wharf, Mile End



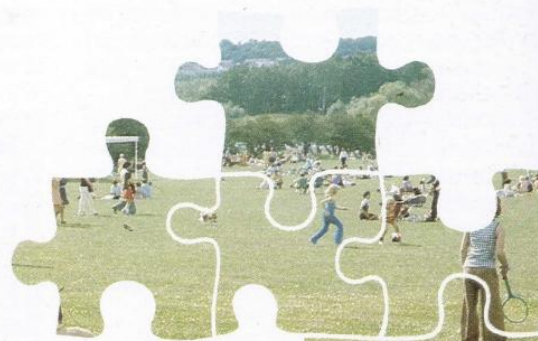
Working in London – Commuters
on London Bridge



Shopping in London – Covent
Garden Market building refurbished
by the GLC



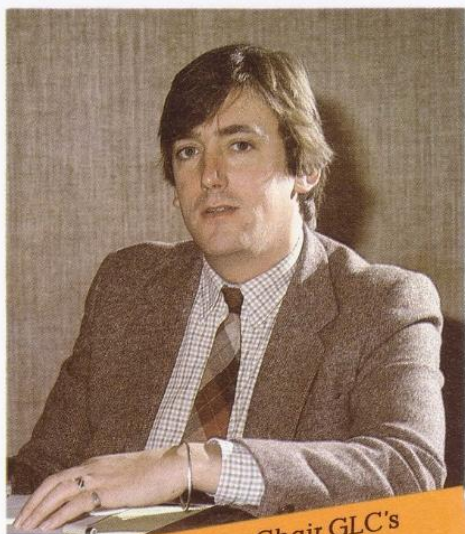
Leisure in London – The GLC's
Thamesday



Countryside recreation in London –
The GLC's Hainault Forest

Remember VIO OBE BLACK & ETHNIC ARTS
Keep
GLC
Working for London
1981-1986

INTRODUCTION by George Nicholson Chair GLC's Planning Committee



George Nicholson, Chair GLC's Planning Committee

The future of London is not something to be taken lightly, which is why for almost 100 years there has been some form of local and democratically elected London government.

Hand in hand with the government of London goes the need for an overall plan to steer the development of this great and complex city of ours, with its many competing demands and pressing problems. Such a plan – the Greater London Development Plan (GLDP) – has provided the framework for many of the GLC's achievements, including housing, jobs, transport, protecting the environment, historic buildings, new parks, the Green Belt, and many other activities. As a plan for action for the whole of London, it needs to be kept up-to-date, and it needs to be a plan that people can both understand and use. This booklet explains what we are doing to make sure that it is all these things.

Planning London is a challenging responsibility, and since taking over the Chair of the Council's Planning Committee I have set out to do several things to improve the way we plan for the future: –

First, to increase co-operation between the Council, the London Borough Councils, and all agencies in the public and private sectors who are involved in decisions which shape the kind of place London is for all who live, work in or visit London. Despite many different views, I believe much better relations have been established;

Second, to give an effective democratic voice to represent the interests of the whole of London on all land use planning and environmental issues. The revised arrangements we have agreed with the other local authorities in South East England for co-ordinating regional planning policy is a major step in this direction;

Third, and absolutely vital, to give all Londoners a chance to say what they want to happen to their city before important decisions affecting the future of London are reached. We have made serious efforts to ask for, and listen to, the views of community groups throughout London, as well as those of many other representative organisations.

However, the major task still remaining is to increase our attack on the causes of the severe social and economic inequalities which to-day deny many hundreds of thousands of Londoners the opportunity to live a full life, in a decent home, and in a convenient, safe and pleasant environment, and with well-paid jobs available for all who need them. Although it will take many years to overcome all the problems, the Council's programme for industry and employment, for housing and transport improvements, for the Community Areas, for improving the environment, and a wide range of other action, including measures to combat racial and sex discrimination, are generating new hope in many parts of London. I want the changes we are suggesting to the GLDP to build on that hope and to raise expectations still further. We need a forward-looking plan that will become a valuable tool in the hands of those who care about London.

Greater London is one place, though a place of great variety. Planning for its future effectively and efficiently requires a strong democratic voice to represent the interests of all. I hope in this document to be able to show why that is the case, what some of our achievements have been, and what will be our priorities for the future.

There are two challenges facing London: The one – planning for the future – we were elected to meet; the other, from the Government who want to destroy the GLC and replace it with a hotch-potch of statutory boards and voluntary arrangements between the London Boroughs, which will take us backwards almost 100 years.

If the Government succeeds, London's voice will be lost, and our achievements scattered in the wind. In place of order, there will be chaos. Remember you are a Londoner; let's make sure we get the future we want.

George Nicholson

FUTURE OF LONDON

Consider the needs and complexities of London: It is home for nearly 7 million people – more than live in the majority of the world's 170 independent nations – it provides over 3 million jobs, it is a great capital city spread over 610 square miles, and it is a focus of national and international travel. The competing demands for its land, and for resources, are enormous; the only way that they can be sensibly decided is through the preparation of a city-wide plan.

Although some areas of London contain few problems, in many areas the condition of the buildings, quality of the environment, and provision of transport and other facilities and services is poor. Similarly, while some Londoners have ample opportunity to lead a full life, many others are denied this opportunity. These problems are partly the result of the way London has evolved over the centuries, but they stem largely from wider social and, particularly, economic changes. They are no respecters of artificial administrative boundaries. Only by planning for London as a whole can we tackle what needs to be done and make the best use of our limited resources of land, skills, and money.

Planning in London – its history and the challenge for the future

For most of its 2,000 years' history, London developed haphazardly, always by spreading outwards and sometimes by renewing already built-up areas. With the coming of the railways, London expanded very rapidly, drawing in people to work from a wider and wider area until today its influence extends far into the rest of South East England (Figure 1). In response, over the last 100 years a comprehensive planning system has been established as the only effective way of directing London's development and meeting the needs of its people.

From the end of the Second World War until the early 1970's, those problems and needs stemmed from a mixture of war damage, bad and overcrowded housing, inadequate facilities such as open space, and congestion in inner London; an expanding economy with low unemployment; and population growth in outer London and the rest of the South East.

To-day, the physical problems caused by the wearing out of much of the housing and many of the school and hospital buildings, factories, railway stations and bridges, sewers and water mains are rapidly increasing.

At the same time, fundamental changes in the economy have led to a rapid fall in jobs available in London, an accelerated decline of manufacturing industry, and a massive rise in unemployment. This has been accompanied by a dramatic fall in public investment. Property speculation, especially for offices, has added to the problems of blight and dereliction in some areas.



Other important changes include the effects of new technology on many aspects of our lives, the increasing time available for leisure, and a growing interest in our environment and ecology.

Changes in London's population and in attitudes have highlighted the needs of those, such as the ethnic minorities and many women, that have often been neglected in the past.

It is these problems, and the need to make sure that decent jobs, homes, services, and transport are available for all Londoners, that must be resolved. They are the challenges we face in planning for the future of London.

What Planning Does

Planning is therefore about meeting our needs for homes, jobs, health care, education, shopping, recreation, and travel; it is about protecting our environment, and about providing for a more equal access to London's advantages. It is a practical process which vitally affects us all by: –

- providing for the use of land, deciding on priorities among conflicting demands;
- providing the transport structure and services needed in support, for example, main roads, railways, airports, seaports, train and bus services;
- guiding the location and design of new buildings;
- protecting our historic heritage;
- improving our environment;
- co-ordinating the provision of basic services such as water supply and drainage for new housing areas.

How Planning Works

Planning decisions on the use of land, the environment, and transport and other supporting services in London, are taken at all three levels of government: –

locally, by the 32 London Borough Councils and the City,*

* Hereafter any general reference to the London Boroughs includes the City of London. 1986



Figure 1 London and the rest of the South East Region

London-wide by the GLC;

regionally and nationally, by Central Government.

To make sure that these decisions are relevant to current and foreseeable needs, there have to be agreed plans to guide development by public and private agencies. In turn, the plans need to be: –

- consistent with each other;
- kept up-to-date;
- easily understood by those who use them;
- based on sound analysis of problems and trends;
- reflect what people want as expressed through the ballot box and the widest consultations;
- democratically endorsed.

One of the main reasons why Parliament re-organised London Government and created the GLC in 1965 was to enable a London-wide plan – the Greater London Development Plan (GLDP) – to be prepared. The Council submitted the draft GLDP to the Secretary of State for the Environment in 1969, although it was not finally approved by the Government until 1976.

The GLDP guides the boroughs in preparing local plans for their areas. It also helps to set priorities for the GLC's and boroughs' action to improve housing, transport, employment, the environment, and many other services.

Other public and private agencies and individuals use the GLDP when drawing up their development proposals. The Plan, and the borough plans, are the main basis for deciding

some 40,000 planning applications in London each year.

As well as the formal planning process, less formal arrangements have been set up. Notably the Standing Conference on London and South East Regional Planning enables London and the other local authorities in South East England to guide planning in the region as a whole.

Major Issues

To take account of the many important changes affecting London's future since the GLDP was drawn up, the Council has reviewed the Plan and has published draft proposals for altering the plan. These proposals are focused on the basic issues facing London to-day and up to the end of the century.

The main economic issue is:

- how do we plan the future use of London's scarcest resource, its land, to make the best use of its most expensive publicly provided service, its transport system.

The main social issue is:

- how can we make sure that the needs of those who have tended to be neglected in the past are fully met.

Other major issues are:

- how do we reverse widespread decline and revive the economy, retain existing jobs and create new jobs;
- how do we protect existing communities and make sure that all Londoners have the opportunity to live a full life in decent conditions;
- how do we renew the rapidly ageing stock of buildings and services of all kinds – housing, factories, hospitals and schools, town centres, sewers, and water mains;

● what priority should be given to the different elements of the transport system, and especially to public transport, and how do we use scarce resources to improve it;

● how do we control the development pressures from major new transport facilities, such as the M25 and airports, to benefit London;

● how can we protect and improve the environment, including historic buildings, the countryside and wildlife, and the atmosphere;

● how do we bring derelict, damaged and vacant land, and land blighted by speculation, into use;

● what effect on land will our increasing leisure time have;

● how can we make the best use of energy and other finite natural resources in the way we develop land and dispose of waste;

● what financial resources will be needed to provide for the future development of London and how will they be made available.

In one way or another, these problems concern us all. In the following pages we examine them in more detail, see what is being done to deal with them, and outline the Council's proposals for resolving them. Before submitting the proposed alterations to the GLDP to the Secretary of State for approval, we are asking for your views on whether we have got it right.

London Without a Plan

Last October, the Government published proposals for the future arrangements for planning in London if, as it intends, the GLC is abolished in 1986. These proposals show that the Government wants to abandon a unified overall plan for London, prepared and carried out by an elected authority speaking for all Londoners.

In its place would be up to 33 separate borough plans for which the key decisions on how they should be prepared, what they should contain, and how they should be approved, would be taken by the Government.

The effect that the Government's proposals would have on the planning of a great city and its people when treated as 33 separate towns is discussed at the end of this booklet.

The Council is vigorously opposing the Government's plans. It believes that if they were to be implemented, the achievements outlined in the following pages would be put at risk, and that London's problems and needs could not be adequately met in the future.

Working for London
archive.parlindervir.com

London's economy is in a deep crisis. Employment in manufacturing industry halved in the 14 years 1968-1982. Since 1978, 300,000 jobs of all kinds have been lost and unemployment has trebled. Londoners are currently (December 1983) seeking work and 367,000 are officially registered as unemployed. Many who do have jobs suffer from low pay and poor working conditions. Vacant land and buildings are at record levels. The Council has begun an ambitious programme to tackle the root causes. Reviving the economy and creating jobs are the Council's first priorities as set out in the proposed alterations to the GLDP.

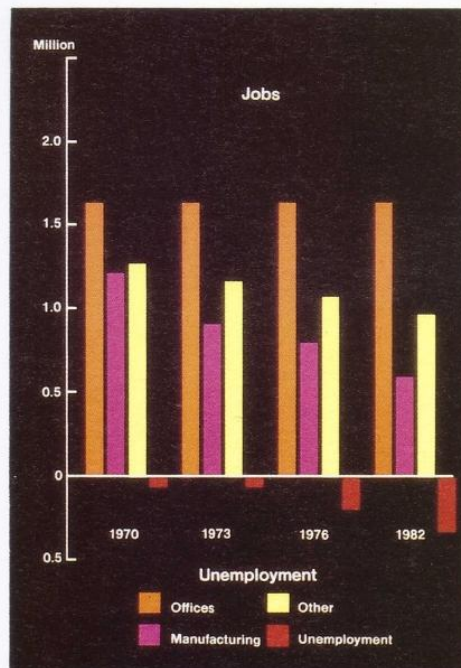
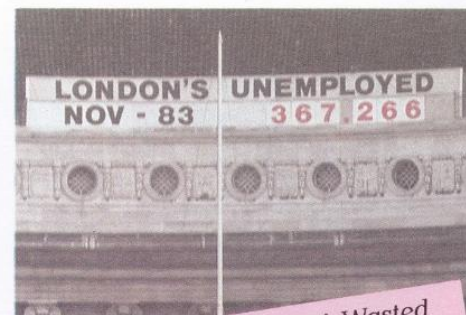


Figure 2 Trends in London Employment

What has been achieved?

In response to these London-wide problems, the Council is intervening vigorously in support of London's economy, allocating some £70 million a year to safeguard existing jobs and create new ones. Action includes:-

setting up the Greater London Enterprise Board (GLEB) for funding projects in the private



London's Unemployed – A Wasted Resource

sector to the tune of £30 million a year – some 1,300 jobs have been saved or created in its first nine months of operation;

modernising old industrial premises to provide workshops and units for those starting up new businesses;

building new factories, marketing industrial sites and opening up new industrial estates;

taking initiatives in the development of technology centres, and cable TV technology;

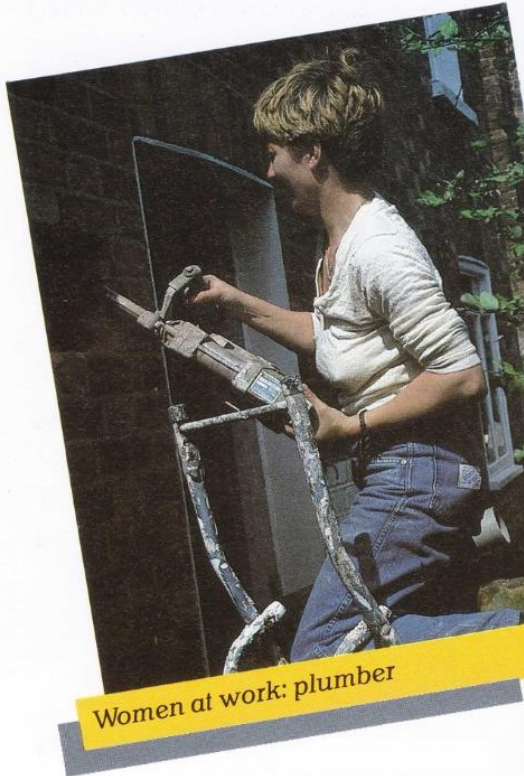
GLC help for industry: small units from converted factory in Garrett Lane, Wandsworth.



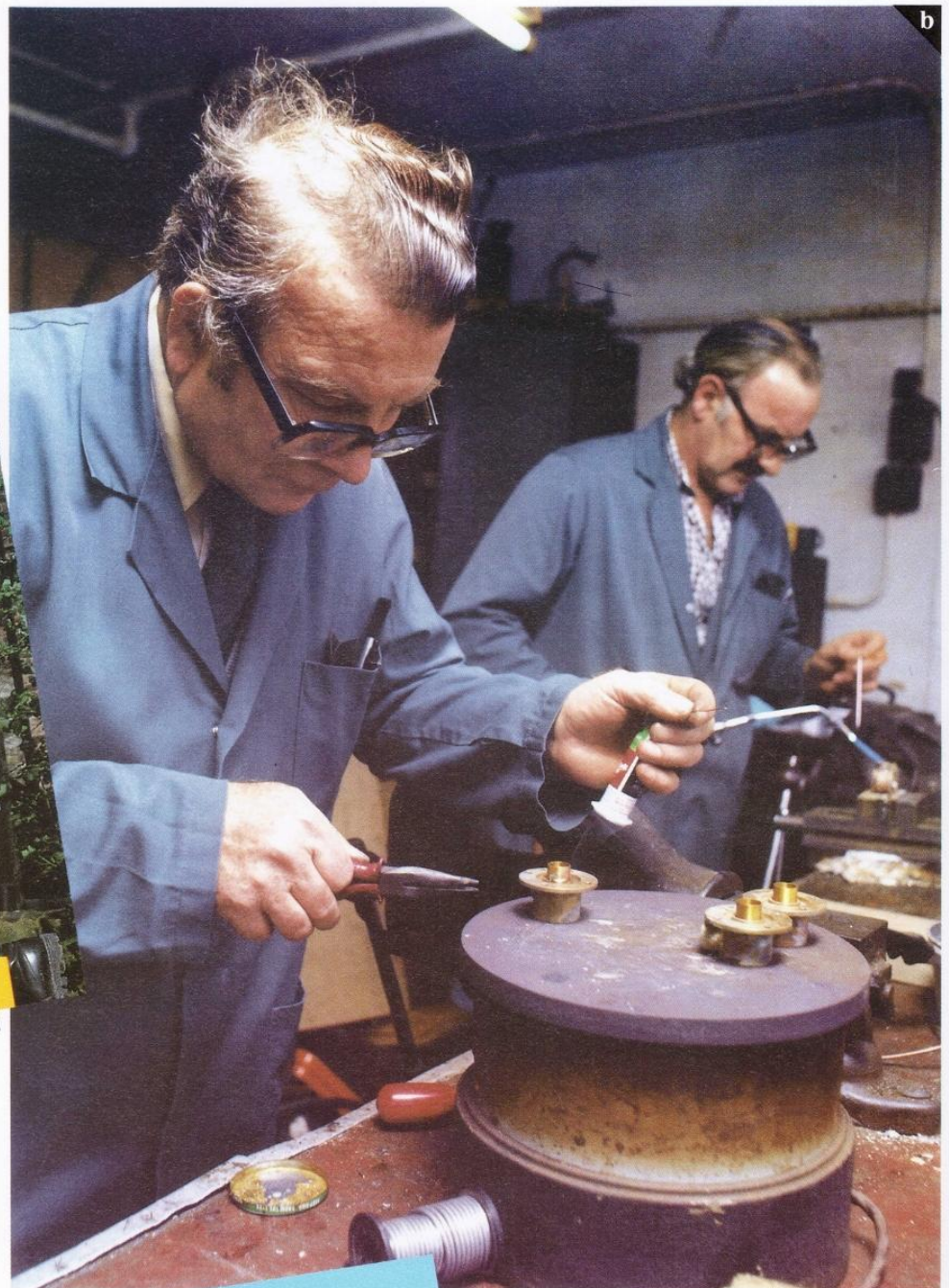
making grants and loans to help London firms to expand;

providing training to equip Londoners with new skills;

preparing the London Industrial Strategy which will provide a model for developing industries with potential for the creation of new jobs offering a sound future and improved working conditions.



Women at work: plumber



GLC help for industry
a Whitechapel Technology Centre
b Workers at Austinsuite, Argall Avenue, Leyton c New industrial units, Zennor Road, Balham.



Current Needs

The Council's recent initiatives amount to an impressive increase in action to revive London's economy. But in the face of national trends and the decline which has already occurred, many deep rooted problems remain. To resolve them the needs are to: -

renew the vast stock of derelict industrial sites and factory buildings;

concentrate action in the worst-affected areas of inner and east London;

widen the range of employment opportunities, by type, by area and for all sections of the community;

develop those forms of technology and production which improve working conditions and provide needed jobs;

avoid the blighting of sites by overdevelopment of offices or property speculation with a resulting loss of industry and community uses (Figure 5);

steer 'bad neighbour' industries to sites where the pollution, noise, and traffic effects on residential areas are minimised.

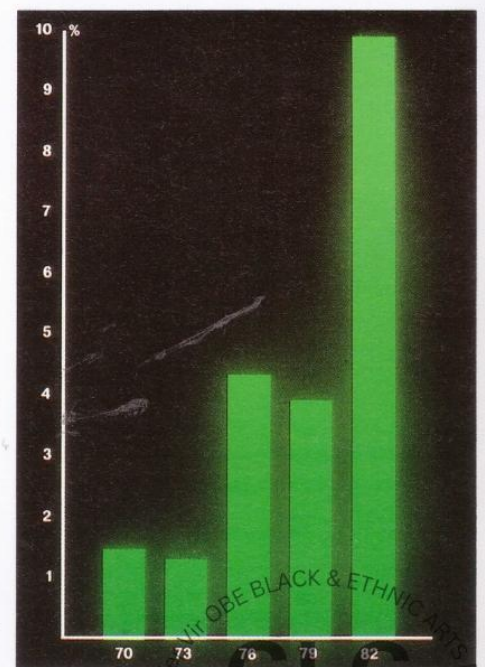


Figure 3 Unemployment Rate (Male and Female)
Working for London

archive.parmindevir.com



Figure 4 Unemployment by Sector

Proposed GLDP Alterations

Meeting the Council's priorities for London's economy and jobs requires clear land use, transport, and environmental policies. Those proposed for employment are: -

Industry:

- retaining existing industrial land and providing for existing firms to expand;
- providing road access and other services to industrial sites;
- refurbishing worn-out industrial buildings and bringing old and congested industrial areas up to modern standards;
- encouraging high technology industry in line with the London Industrial Strategy;
- providing guidelines on suitable locations for hazardous processes;

Warehousing:

- ensuring that new warehousing locates on sites with good road and rail links, usually in conjunction with manufacturing industry;

Offices:

- directing major new office developments to the core of central London to improve efficiency; and to certain town centres to ensure a wider distribution of office jobs;
- in south-west and west London where there is a large 'pipeline' supply of planning permissions for offices, concentrating on getting these permissions implemented before new permissions are given.

● in east London, encouraging major office development to locate in 11 specified centres;

● throughout London, encouraging smaller office schemes in local centres so that they are more accessible to those who cannot travel a great distance to work;

Although these policies are specifically for industry, warehousing, and offices, many other activities, such as education, health, transport and retailing, provide many of London's jobs.

The Plan aims to maintain and improve job prospects, to improve the quality of jobs and to encourage job provision for those whose needs have been least catered for in the past.

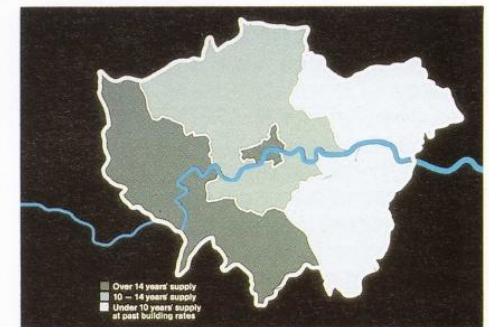


Figure 5 Outstanding Office Planning Permissions

Canadian Dutch Properties Limited

DORSET HOUSE
Newly Re-constructed
Air-conditioned Office Building

TO LET

40 Car Parking Space
Immediately Available
89,500sq.ft. Or in Units
from 20,000sq.ft.

Jones Lang Wootton
Chartered Surveyors
01-638 6040

Debel & Chiswick
01-2...

New air-conditioned
OFFICES
12,000 - 124,000 sq.ft
TO BE LET

JOINT AGENTS

Jones Lang Wootton
Chartered Surveyors
01-4...

CLIVE LEWIS
& PARTNERS
16 STRATTON STREET LONDON W1
001

DOULTON HOUSE
IDEAL HEADQUARTERS BUILDING
TO LET
50,000 SQ. FT.
AIR CONDITIONED OFFICES

Healey & Baker

118 OLD BROAD STREET LONDON EC2 1AR
01-628 4361

AIR CONDITIONED
OFFICE BUILDING
TO LET

Richard Main
01-499 5255
Teacher Marks

01-623 6685
1231, Avenue Road, London EC4N 5AR

A Glut of Offices

planning for HOMES

All Londoners should be able to obtain a decent home, suited to their particular requirements, and at a cost they can afford. Currently, hundreds of thousands of people do not have that opportunity. A vast amount of ageing housing is in poor condition with poor facilities, and is often too expensive compared with income. The main needs are to improve the physical condition of London's housing and to remove the causes of homelessness, sharing and overcrowding. Other priorities are to safeguard existing communities, many threatened by the pressure for commercial development, and to provide for the housing needs of the ethnic minorities and of groups such as elderly people and those with disabilities.



GLC housing at Thamesmead
a with childrens play area
b Manorway Gardens



What has been achieved

In the public sector, the boroughs have the primary housing role in London. Housing associations and housing co-operatives also make an important contribution. Even so, the Council has a vital London-wide role to play in tackling some of the worst housing problems in the country.

With a large proportion of London's housing owner-occupied, especially in outer London, the private sector is also very significant, although some of the money for improving older privately-owned dwellings comes from public sources. While private-renting continues to decrease, it remains a sizeable source of housing in some parts of inner London (Figure 6).

Current needs

Although the worst housing problems are concentrated mainly in parts of inner London (Figure 7), much of the older housing throughout Greater London requires major repairs. Even more significant, the number of homes approaching the end of their useful life is rising rapidly. So a massive programme of new building and rehabilitation is needed;

Even though there are about the same number of homes as there are households in London, serious shortages remain. The result has been sharing, homelessness and lengthening housing waiting lists. In addition many people are living in

The Main Achievements

250,000 new homes started between 1972 and 1982, two-thirds by the public sector;

many older homes rehabilitated and other improvements made in Housing Action Areas and General Improvement Areas;

building new housing and improving facilities for the local community in the Covent Garden Action Area;

establishing a GLC co-ordinated housing mobility scheme to help people in local authority homes to move more easily;

providing housing for people with special needs, including hostels and housing for the single homeless;

starting a major renovation programme (approximately £1,000 million) of dwellings transferred from the GLC to the London Boroughs.

Working for London

archive.parmindervir.com

GLC built new homes in central London at Odhams Walk, Covent Garden



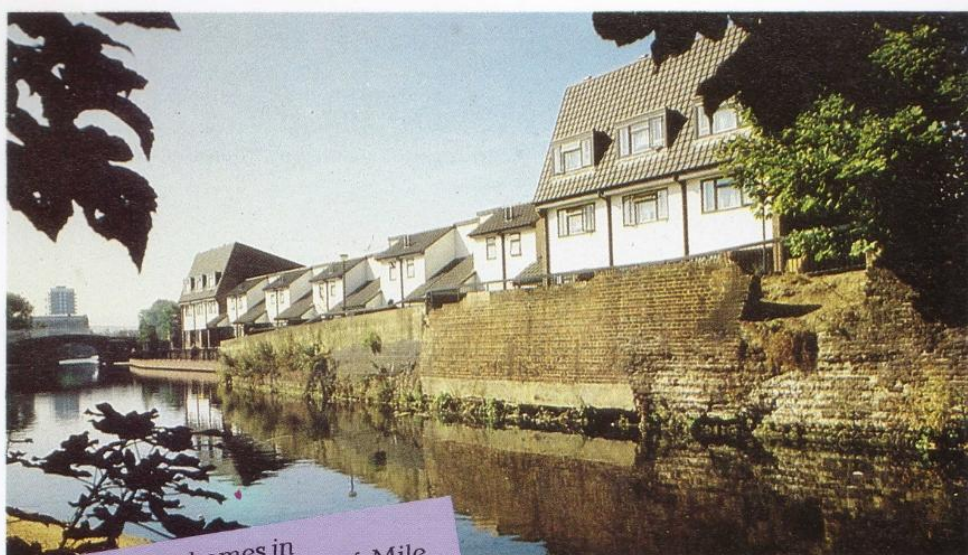
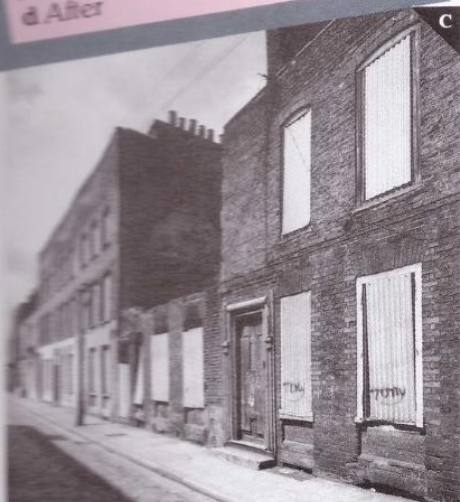
housing not suited to their needs. Both new building and adapting older homes will be necessary to tackle these problems. For all Londoners to obtain housing at prices they can afford, much of London's housing must continue to be provided by the local authorities and housing associations;

People in public sector housing find it much more difficult to move than those in private housing. Better methods are needed to enable them to move easily, especially for social and employment reasons.

GLC built new homes in outer London at Grahame Avenue, Hendon



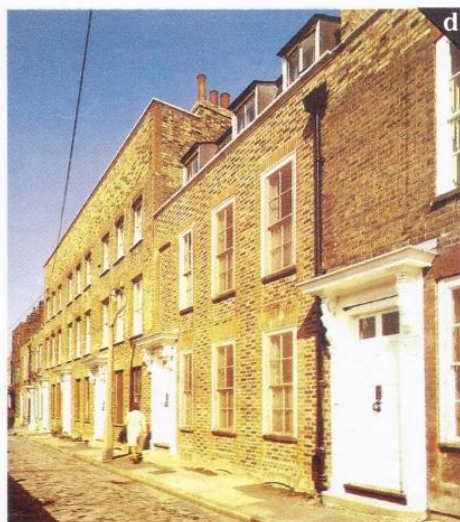
GLC housing rehabilitation at Albury Street, Deptford: c Before & After



GLC built new homes in inner London at Globe Wharf, Mile End

Proposed GLDP Alterations

- to provide sufficient well-designed new homes in each London Borough to eradicate housing shortage by 1992;
- to give particular priority to new house-building in housing problem areas and in the Community Areas;
- to encourage housing development on all suitable land and to control the loss of existing housing to other uses;
- to set density levels which avoid overcrowding in inner London and avoid the under use of land in outer London.
- to make sure that the balance between public and private tenures meets Londoners' needs, and that across London 70% of new homes are in the public sector;
- to make sure that 80% of new family houses have gardens;
- to renew some 950,000 older homes by 1992 and make them into decent homes;



● to meet the housing needs of single households, elderly people, the homeless, people with disabilities and ethnic minorities;

● to ensure that the design and management of housing meets the needs of women, who spend more time in the home environment than men;

● to establish a London Area Mobility Scheme for those in local authority housing.



Housing modernised by the GLC at Becontree



Figure 6 Household Tenure 1981



Figure 7 Disrepair of Dwellings 1979-1986

planning for SHOPPING and related services

Over the past twenty years, changes in shopping and related services have been dramatic. They include new kinds of shops, superstores, hypermarkets, DIY stores, and discount warehouses. Some town centres in London have grown excessively, while others have stagnated or declined. Many local shops have been lost, and large new stores suited to those who have the use of a car have been built outside established town centres. Falling population in some parts of London, increasing car ownership, and the introduction of new methods of retailing and distribution have all contributed to these changes. Although some people have undoubtedly benefited, many others who do not have the use of a car, including those with disabilities, elderly people, and a substantial proportion of women, have experienced further disadvantages as a result. The Plan aims to make sure that everyone in London has reasonable access to a full range of shops and other services such as post offices, banks, and social, recreation and leisure facilities.



Sutton pedestrian precinct, part of town centre scheme with GLC assisted road improvement.

What has been achieved?

Shops in London serve not only local customers but visitors and tourists from across the world. At the centre, sales from West End shops alone are six times greater than those in any other city in Great Britain. Outside central London, expenditure in the largest centres like Croydon match that in major provincial cities such as Leeds and Bristol. But Croydon is only one of many sizeable centres in London; all are centres of employment, leisure, recreation facilities, and other services, in addition to shopping.

Action taken to improve conditions for shoppers throughout London includes: -

- schemes to remove through traffic from several town centres, such as Clapham, Ilford, Romford, Sutton, Stratford and Uxbridge;

- better access by public transport, such as bus-only streets and the new bus stations at Harrow and Lewisham.

- the major new centre at Brent Cross;

- improving facilities for pedestrians in Oxford Street and other parts of the West End;

- new shopping and other uses in the refurbished Covent Garden Market buildings;

- new local shopping as at Lansbury Market and Lambeth Walk.



A popular London street market

Current Needs

To maintain the West End as a regional and national shopping centre which attracts many overseas visitors and so contributes to London's and the national economy, while building up other centres in other parts of London, requires an overall policy and action. Shopping patterns take no account of borough boundaries and proposals for shopping development are bound to affect other centres in adjoining boroughs. The main needs are:-

- how to ensure that a full range of shopping and related facilities is easily accessible to all Londoners;

- how to cater for pressures from major new shopping facilities outside existing centres, including those outside Greater London;

how to encourage new public and private investment in those shopping centres which have stagnated or declined, especially in inner and east London.

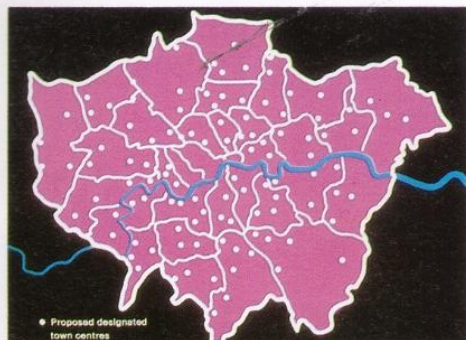


Figure 8 Proposed Town Centres

Proposed GLDP Alterations

The proposed policies emphasize the strategic nature of shopping in London and reflect its importance as a major source of jobs. The proposals are to: –

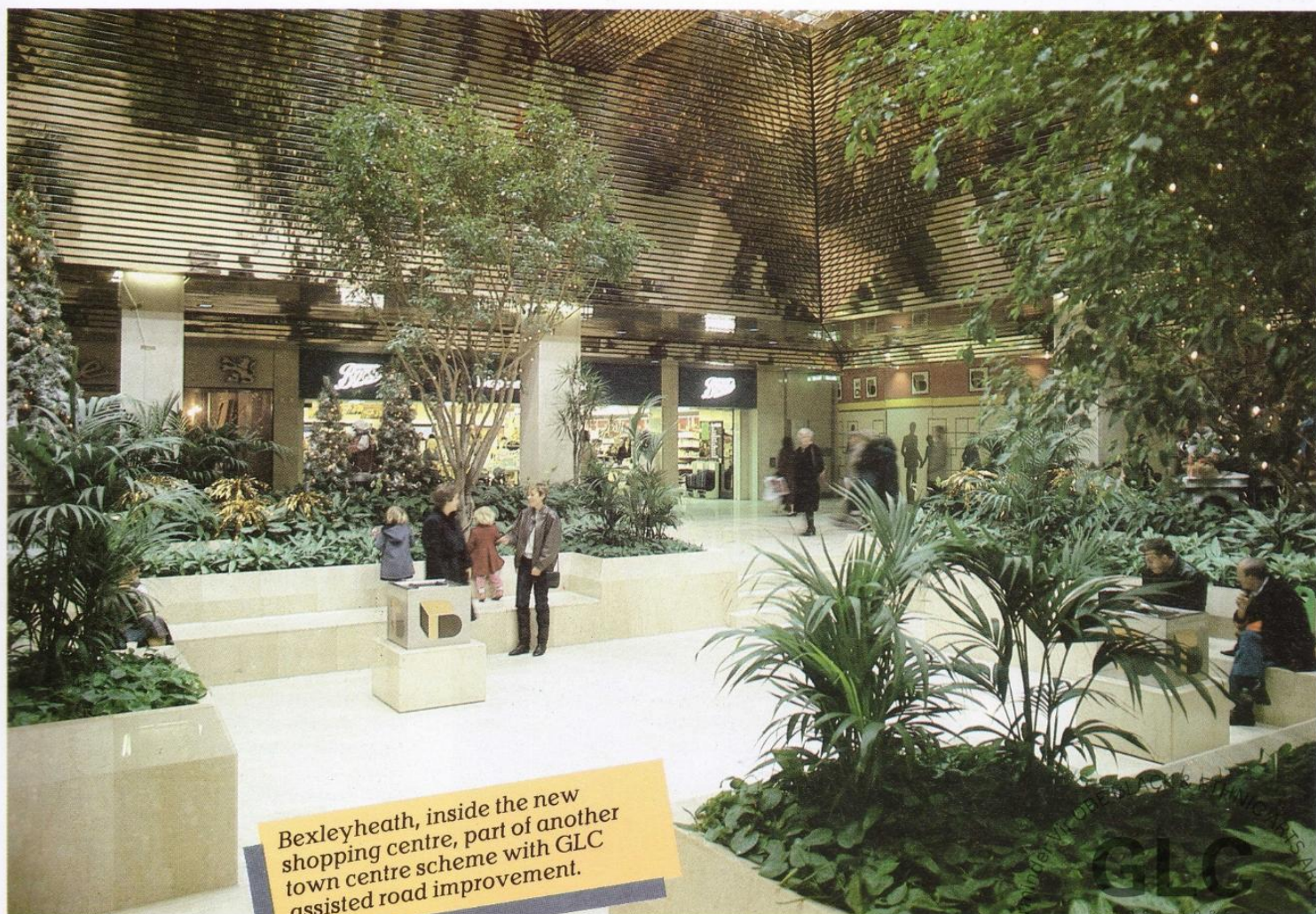
- maintain the present broad pattern of shopping and related uses;
- improve the environment and transport services in shopping centres, recognising the needs of the elderly, those with disabilities and those accompanied by children;
- to encourage all major new shopping schemes to locate in some 106 centres throughout London (Figure 8) closely related to good transport, job opportunities, social and recreation provision;
- prohibit hypermarkets because they generally cater only for car-borne shoppers and destroy nearby centres;
- retain local shops such as foodshops, chemists, and post offices within walking distance of homes and work-places;
- safeguard street markets and provide local services such as banks and building societies.



Protecting local shopping: a derelict shop in Wandsworth **a**



b



Bexleyheath, inside the new shopping centre, part of another town centre scheme with GLC assisted road improvement.

planning for TRANSPORT

Providing for the safe and convenient movement of people and goods goes hand in hand with planning for land and buildings. Proposals for London's roads, rail and bus services, airports, and the Thames and other waterways need to support policies for the use of land. At the same time, major transport developments, such as airports, new motorways, and large interchanges, themselves create pressures to develop land, and they affect our environment. Only by planning for land, the environment, and transport together, can the best use be made of our expensive services related to our scarce land resource.



GLC improving public transport:
a priority for buses b Harrow's new
bus station c Heathrow Central tube
station d Charing Cross Station
modernised e New interchange at
London Bridge

What has been achieved?

For many years, a major objective of the Council's transport policy has been to maintain and improve public transport services. Although in London as a whole three out of five households have the use of a car, in inner London only half do so. And, of course, many car-owning households also depend on public transport for some journeys. Without good public transport, the present level of activity and population in London, and especially in central and inner London, could not be sustained. Achievements include: –

better public transport through:

- reducing fares, improving fare concessions for elderly people, children, and people with disabilities, simplifying the fares structure, and integrating ticketing arrangements between British Rail and London Transport services;
- extending the Underground system (Jubilee Line and Piccadilly Line to Heathrow), new trains, and modernising stations and equipment;
- about 200 bus lanes installed and a programme to install 35 more each year, new buses and bus stations, and a modern bus control system;
- financing improvements to British Rail stations and services and improving interchange between BR, Underground and bus services;

better management of traffic through a computer system for 1,200 of London's 2,000 sets of traffic lights – one of the most advanced traffic control systems in the world;



where improvement through management is not sufficient, limited building of new roads (e.g. the Rochester Way Relief Road and the Hayes By-Pass);

improving maintenance of 900 miles of London's main roads;

more pedestrian facilities such as crossings, pedestrianised streets, and improved provision at traffic lights;

installing a 1,000 miles cycle route network;

better parking control, a ban on pavement parking in 1985, and new station car parks.

GLC
Working for London
archive.parmindervir.com

making London's road safer by dealing with 1,500 accident danger points since 1972, resulting in 3,000 fewer serious accidents a year;

encouraging the use of the railways and the Thames and London's canals for carrying freight, and reducing the nuisance caused by heavy lorry traffic and parking heavy lorries.



Current Needs

Despite the very real progress made in improving transport in London, major problems remain, partly because of the very nature of an intensely developed and ageing city, and the difficulties of changing the transport network, especially roads; partly because of new needs as the economy, employment, and population change; partly because of the increase in car ownership; and partly because of serious under-investment in London's transport systems extending back over many years. Issues which affect all of us in some way include: –

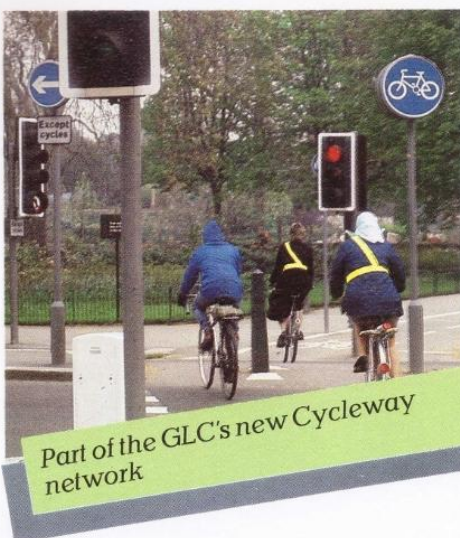
severe traffic congestion delaying bus services, cars and lorries;

conflicting demands between road traffic, cyclists, and pedestrians;

poor access and restricted loading and unloading facilities for goods in some industrial areas;

access to public transport by those who need it most;

exhaust fumes, traffic and aircraft noise.



The priority must be for managing existing resources and selecting the right areas for new investment.

It is also essential that transport policies and proposals continue to be considered together with land use planning policies. Wrong decisions that sited major new developments where they would be inaccessible by public transport could create incalculable costs over decades to come.

Proposed GLDP Alterations

As approved in 1976, the GLDP presents a combined strategy for land use, transport and environmental planning in London. The alterations now proposed include: –

- increased priority for public transport services through:

further improvements to the Underground system;

additional bus lanes and other measures to improve bus services;

better interchanges between bus and rail (both London Transport and British Rail) services;

more station car parks;

- more effective traffic management and control of car parking;

- tighter control of heavy lorry traffic through sensitive areas and at night;

- selective investment to improve the main road system, with priority for certain town centres and for opening up industrial areas;

- better provision for pedestrians;

- new cycle routes;

- measures to improve road safety and the safety of transport users, particularly at night;

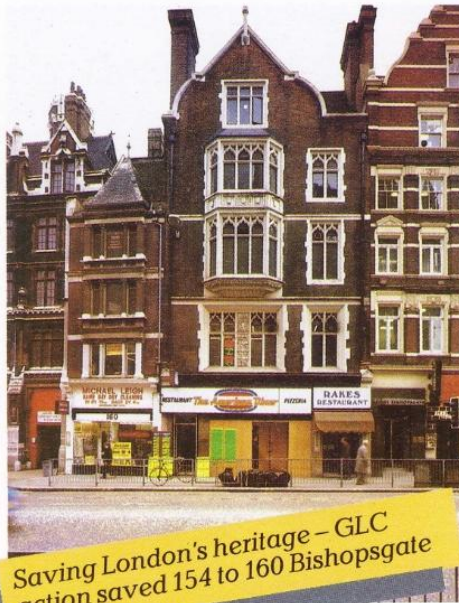
- encouraging the use of rail and water for carrying freight.

The council is also giving priority to reviewing London's primary and secondary roads with a view to preparing revised proposals as necessary.



planning for THE ENVIRONMENT

Almost all activities affect our environment. Refuse from our homes, factories, shops, and hospitals; fumes, smoke, noise, dirt, and vibration from road traffic, aircraft, trains, and industry; and traffic congestion are particular examples. But environmental considerations also include the visual effect of buildings on both the town and the countryside, and the impact of our activities on the balance of nature. While much has been done to improve and protect the environment, more remains to be done. We need to be increasingly careful about how we use finite natural resources, including energy; about hazardous processes and substances such as nuclear materials; and about our use of the limited supply of land.



What has been achieved?

Measures to improve the environment have been wide-ranging and effective: –

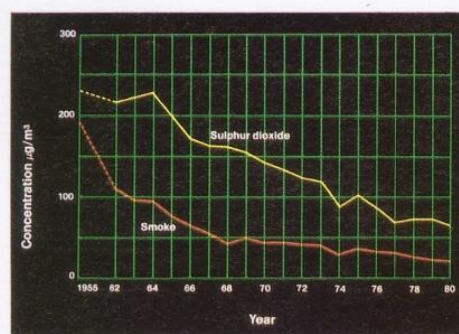
a dramatic reduction in pollution in central London from sulphur dioxide and smoke (Figure 9);

protecting 30,000 buildings of architectural and historic interest and preserving 350 of our historic areas as conservation areas;

designating part of the North Downs in Bromley as an Area of Outstanding Natural Beauty (AONB) and establishing countryside management schemes in parts of London's countryside;

restoring derelict mineral workings and established a London-wide Derelict Land Reclamation Programme;

Figure 9 Pollution Levels in Central London



extending and improving the Thames embankments in central London and creating new riverside parks such as the Jubilee Gardens;

creating the Lee Valley and Colne Valley Regional Parks;

creating large new open spaces in inner London (Burgess and Mile End Parks);

building refuse transfer stations to carry 600,000 tonnes a year of London's waste by rail to fill old pits in Oxfordshire, Buckinghamshire, and Bedfordshire;

recycling waste through bottle banks and other schemes and generating electricity by burning waste;

starting an extensive programme of nature and ecological conservation.

Current needs

While some long-standing needs remain unmet, newer ones also require London-wide action. The most significant are: –

protecting London's great architectural and historic heritage from decay and pressures for development;

reducing atmospheric pollution and nuisance from noise and fumes;

ensuring all parts of London are pleasant places in which to be;



Burgess Park, the GLC's new open space in Southwark

protecting existing wildlife habitats in the countryside and in the city and reducing the harmful ecological effects of our urban activities;

conserving energy through using land and transport more efficiently;



Stopping Dereliction **a** active mineral working **b** old mineral working restored to horticulture

restoring derelict, damaged, and vacant land to beneficial use;

controlling hazardous processes and the disposal of hazardous substances.

Proposed GLDP Alterations

London's Heritage:

● Policies in the existing GLDP for conserving London's historic and architectural heritage, and for controlling high buildings, are being endorsed;

Ecology:

● to give guidance on priorities and for managing wildlife sites;



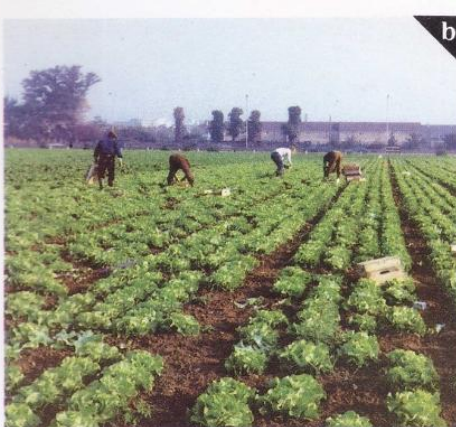
Protecting natural features: The Tump, at Thamesmead

● to conserve natural sites, native plants and animals, and to establish new sites and statutory Local Nature Reserves;

Energy:

● to encourage Combined Heat and Power schemes for community heating;

● to ban nuclear power stations in London and ensure the provision of safer alternatives;



● to control the siting of Substitute Natural Gas plants;

● to encourage the development of renewable energy sources such as solar heating, and energy conservation through the design and insulation of buildings.

Minerals:

● to provide depots and wharves for aggregates brought into London by rail and water;

● to make sure that new mineral workings follow strict criteria for protecting agriculture and for returning the land to agricultural use;

● to restore land damaged by earlier mineral working;

● to support exploration for gas and oil, provided strict conditions for protecting the environment are met, and to control the subsequent exploitation of any gas or oilfield;

Damaged, Vacant, and Other Derelict Land

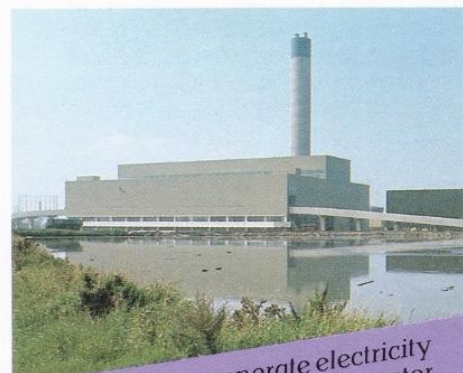
● to work with the boroughs and other agencies to bring all such land back into use;

● to provide for the temporary use of vacant sites needed for later permanent development;

Waste Disposal

● to strengthen present arrangements with the London Boroughs and the counties and districts outside London for disposal of London's waste;

● to encourage the re-cycling and re-use of materials, and recovery of energy from waste;



Using waste to generate electricity at the GLC's Edmonton Incinerator

● to use waste to help with land reclamation;

● to encourage the moving of waste by rail or water rather than by road; and to discourage the dumping of waste in the Thames or other waterways;

● to control tightly the handling, transport, treatment, storage, and disposal of hazardous waste;

● to oppose the deposit of radioactive waste in landfill sites in, and the transport of spent nuclear fuel in or through, Greater London;

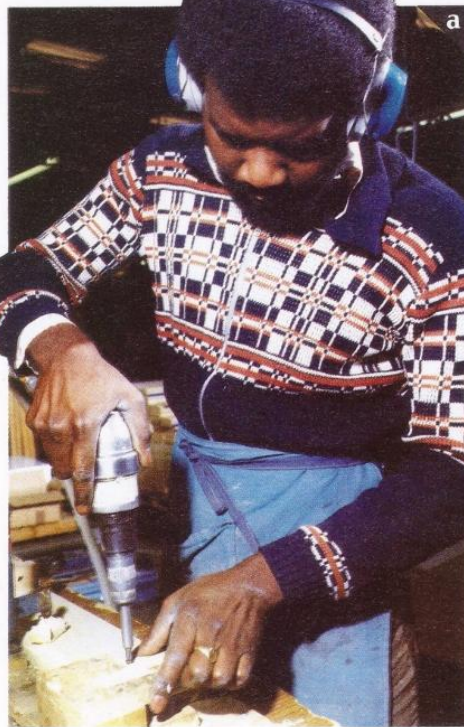
Pollution Control:

● targets are being proposed to control air pollution, noise and vibration, contamination of land, and water pollution where recreation and wildlife are involved.



Disposing of London's waste by rail: The GLC's Waste Transfer Station at Brentford

The main social issue that the Plan sets out to tackle is how to ensure that the needs of those who have tended to be neglected in the past are fully met. As part of its overall strategy for improving the everyday life of all Londoners the Council recognises that while many have choice in the way they use and enjoy London, others, for a variety of reasons are in a position of relative disadvantage which persists despite the relevant legislation. The Council is taking action to promote equality and to remove the causes of disadvantage experienced by the ethnic minorities; to promote the interests and welfare of women in London; and to meet the needs of other Londoners such as elderly people and people with disabilities who have been least advantaged in the past. Land use planning policies have an important part to play in furthering these aims.



What has been achieved?

Measures to widen equality and improve access to and enjoyment of London's facilities include: -

encouraging and supporting a wide range of groups to express their views and help share London's future;

providing crèche facilities and nurseries across London;

providing concessionary travel in London for elderly people;

encouraging London Transport to make travel safer and easier particularly for people with disabilities;

supporting schemes which improve mobility such as dial-a-ride services for those with disabilities and late night taxi services for women;

funding for community laundries;

grants to groups in Community Areas which will particularly benefit local women and ethnic minorities;

funding for housing associations to provide more accommodation for London's homeless, and to groups meeting the housing needs of young black people;

securing improved accessibility in town centres by bus priority

measures, bus shelters and pedestrianisation schemes;

funding for centres and projects for the unemployed providing advice and recreational facilities.

Current needs

Ethnic Minorities

Under the Race Relations Act 1976, every local authority must take steps to eliminate unlawful racial discrimination and to promote equality of opportunity and good relations between the different racial groups.

There is still much to be done. In 1981, nearly half of Britain's ethnic minorities, and over half of its Afro-Caribbean residents lived in Greater London, particularly in the inner areas (Figure 10). Their unemployment rate is twice that of white Londoners, their housing conditions are considerably worse,



a skilled worker at GLC funded furniture factory b working on London's Buses.



Figure 10 Immigrant Households in London 1981-1986

some groups face language difficulties, and lack community facilities such as places of worship.

Women

The plan must fully reflect women's needs and aspirations and tackle the economic and social disadvantage faced by many women in London.

Over 65% of women of working age in Greater London are in paid employment. In many households their earnings are the main source of income. In most others their incomes are vital in keeping the household out of poverty. Yet for large numbers of women job opportunities are severely curtailed because of domestic and caring responsibilities, because suitable jobs are not available near their homes, or because facilities that would enable them to work, such as crèches, are not provided in most factories and offices or other places of work.

Many women are trapped in their neighbourhood, are reliant on public transport and have inadequate access to local services such as child care.

Women, who form the majority of the population, have not in the past been fully involved in land use, transport, and environmental planning policies. They need to be fully consulted and encouraged to participate in the planning process and the resultant policies must reflect their views and needs.



Women at work: **c** school catering
d telephone directory enquiries
e constructing homes **f** barristers





Caring for elderly people

Elderly People

In 1981, some 1,226,000 people in London (nearly 18% of the total population) were over retirement age. Although it is expected that the number of elderly people will reduce during the next ten years, they will remain a substantial proportion of the population. Provision for meeting their needs is necessary in many services, including housing and health care.

People with Disabilities

In 1981/82, over 200,000 people were formally registered as disabled in London. However, it is estimated that the total number of Londoners with disabilities is in fact nearly half-a-million. Their needs vary greatly depending on the nature of their disability. Much can be achieved to make London more accessible through the design and layout of buildings, siting of street signs, providing accessible toilets, and other purpose-built facilities.

Other Needs

Many other needs exist, some of the most important of which, such as those of unemployed people and the homeless, we considered earlier. There is also considerable overlap between the different needs; but a clear identification of what they are is necessary to assess the action required. Although land use planning



Providing social facilities: The 'One O'Clock Group' at Thamesmead

can only make a limited contribution to that action, over several years it can help to make London an easier and more accessible city for all people to live and work.

Proposed GLDP Alterations

Most of the action required to meet these needs forms part of the proposed new policies for each main aspect of land use, transport, and environmental planning. Particular examples are: –

- to provide a more even spread of job opportunities throughout Greater London to suit the circumstances of all Londoners;
- to require crèches to be provided in factories and offices;
- to ensure easier access to shopping, health care and recreation facilities by encouraging their location in town centres that are easily reached by public transport;

Sheltered housing at Thamesmead built by the GLC



- to make London's streets, homes and public transport safer;
- to make sure that places of worship can be provided for ethnic minorities; and that, where needed, sites are provided for travellers;
- to make sure that housing and other buildings provide for the needs of the elderly and people with disabilities, and that their needs are also allowed for through lowered kerbs, seats at bus stops, and the siting of street and traffic signs;
- to make sure that the housing needs of people such as those recovering from mental illness, the single homeless, and single women or women with dependants seeking safe refuge from domestic violence or harassment are provided for;
- to ban pavement parking in London from 1985;
- to encourage sites to be allocated for legal and other advice centres;
- to provide safe, well-equipped play facilities for children.

LONDON'S STRUCTURE

The results of planning proposals have to be measured over a period of several years. Although local changes resulting from new development or redevelopment may be rapid, over Greater London as a whole they are slow. So the effect on London's structure is gradual and cumulative. The proposed alterations to the GLDP are intended in particular to influence the type and balance of activities in central London, in inner London generally, in town centres throughout London, and along the Thames. Existing policies in the Plan as approved in 1976 will be retained to protect the Green belt and Metropolitan Open Land.



Central London: a An aerial view b Housing versus commercial interests in King's Cross c The Community Areas Policy to provide local housing and jobs



Figure 11 The main Elements of London's Structure

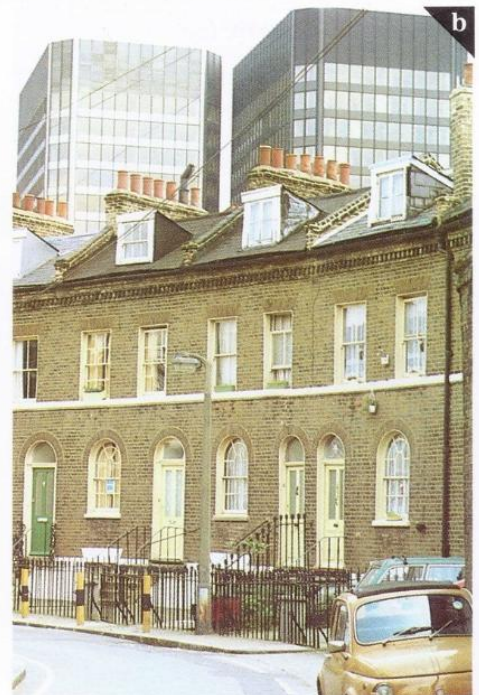
The Effect of the Proposed GLDP Alterations

Central London

London's national and international roles, including the seat of Government, a world commercial and financial centre, and a great cultural, educational and shopping centre must be provided for. But Central London must also be protected as a place where many people live.

The alterations propose a tight Central Activities Zone (CAZ) within which a full range of central London activities, including housing, will be encouraged to locate.

Largely surrounding the CAZ, where communities are being threatened by commercial pressures, a Community Areas ring has been defined. In the



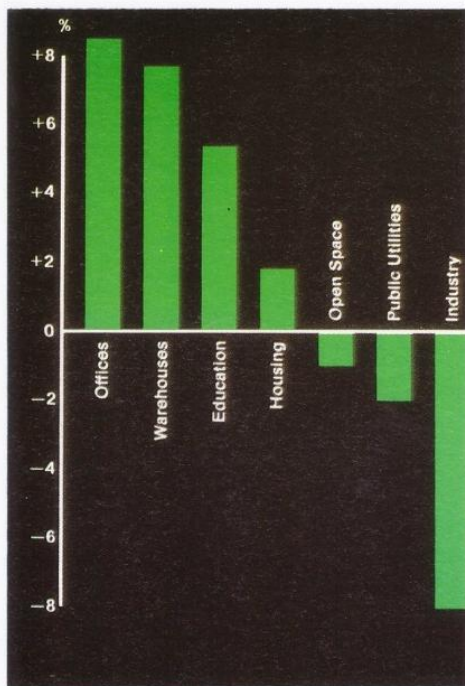


Figure 12 Principal Land Use Changes in London 1971-80

Community Areas, priority will be given to affordable housing, to support local facilities and services, and to protecting and increasing local jobs. The aim is to make sure that the communities can thrive.

Inner London

Many of the most pressing problems of physical decay, inadequate facilities and services, economic deprivation and unemployment, poor environmental conditions, and social disadvantage, are concentrated in inner London. While current action is helping, the Council believes that spending on housing, job creation, renewing basic facilities, transport, and environmental improvements, needs to be massively increased to give all inner London residents a full range of opportunities and decent living conditions.

**Inner London: d Deptford High Street, needing improvements
e Housing versus commercial interests in Hammersmith**



Docklands: An opportunity for London

Docklands

The decline of the Docklands area of inner east London, with its great loss of jobs, has created enormous problems; but it has also provided large areas of land to help solve some of the problems of the rest of inner London. In 1976, the Council and the five boroughs concerned agreed the London Docklands Strategic Plan (LDSP) as a basis for using this opportunity to provide housing, jobs, and a wide range of facilities particularly for the people of the Docklands area, and for inner London residents. The LDSP's principles are still valid, but are being ignored by the Government appointed London Docklands Development Corporation.



The Council believes it right to build the LDSP's approach into the GLDP, and to oppose schemes, such as the short runway airport (STOLport) proposed for the Royal Group of Docks, which destroy local jobs and fail to create many jobs suitable for local people. Instead it is supporting proposals to retain and revive part of the docks for port uses, and to create homes that local people can afford.

The Council is also improving the transport links to Docklands area through the new light railway, which will provide a direct link to central London, the Docklands Northern Relief Road, new bus services, and a better service on the East London Line.

Town Centres throughout London

The proposed policies will achieve a more even distribution and wider choice of jobs, shops, community and recreational facilities by encouraging their location in the 106 town centres shown in Figure 8. Over the years this will help to improve the quality of life for many Londoners.

The Thames

The River is potentially one of London's greatest assets and contributes a unique quality to London's character, flowing as it does right through Greater London from west to east. However, much waterside industry has disappeared, the river is little used for carrying goods, many of the buildings along its banks are shabby or poorly designed, and public access in parts is very limited.

The proposed policies will encourage waterside industries, the use of the River and other waterways for carrying freight, and improve their use for recreation, particularly for local people living in east London.



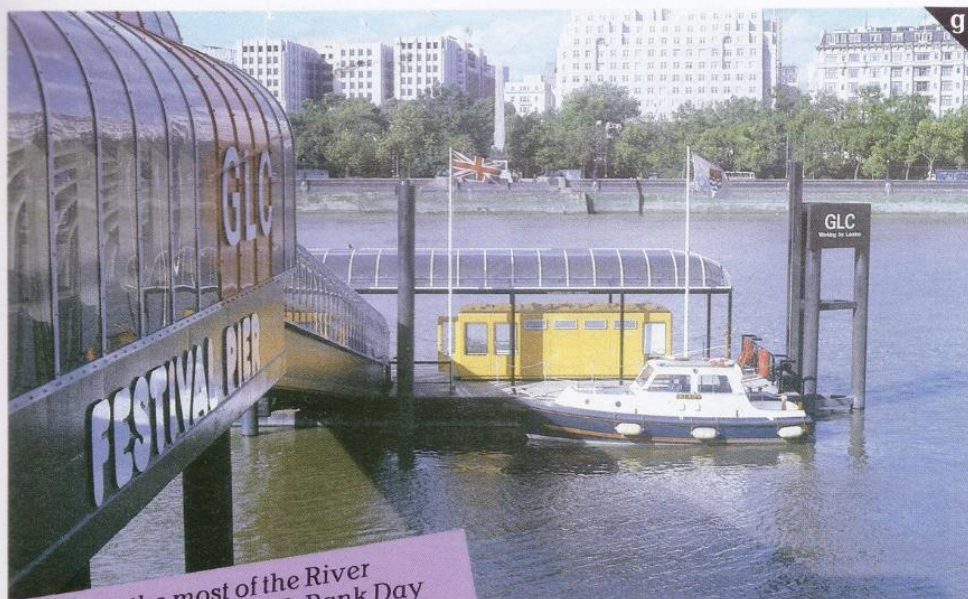
The Council has constructed the Thames Barrier, a showpiece of modern engineering, to protect London from the risk of tidal flooding. Old piers are being modernised, and the new Festival Pier on the South Bank recently built. Access to the Thames is being opened up and considerable improvements have been made to London's other waterways, including the creation of new canal parks.



The Rest of South East England
The Green Belt underlines the fact that structurally and functionally London is not an island, but forms an integral part of the South East Region, which contains about 30% of the national population. London depends on the rest of the region for:

- workers (about one million people each day travel to and from work across the Greater London boundary);
- three of its four airports (Gatwick, Stansted and Luton);
- most of its electricity;
- many recreational needs;
- much of the sand and gravel used by the building industry;
- disposing of most of its domestic, commercial and industrial waste;

If too much development is allowed outside London, the drain of people and jobs from London will increase and less resources will be available for meeting the needs of Londoners. So land use and transport policies for the South East Region outside London need to be matched to and support those for, London itself. Close co-operation on all these matters, and particularly on a planning strategy for the region as a whole, has been maintained for many years through the Standing Conference on London and South East Regional Planning.



Making the most of the River Thames: **f** GLC's South Bank Day
g Festival Pier built by the GLC

The Green Belt

The Metropolitan Green Belt, established to prevent London sprawling outwards further, to save fine countryside and agriculture, and to provide Londoners with recreation, has been one of the great achievements of Post-War planning for London. Policies in the existing GLDP for protecting and improving the Green Belt and Metropolitan Open Land are strongly re-affirmed in the face of increased pressure to release some parts for housing and employment uses. Because 90% of the Green Belt lies outside Greater London (Figure 13), the policy depends largely on the co-operation of the adjoining county and district councils and the Council is ensuring this through liaising with neighbouring authorities.

Meeting Londoners' needs for recreation: **h** Children at the entrance to the Nature Trail in the GLC's Trent Park **i** Relaxing in the GLC's Hainault Park

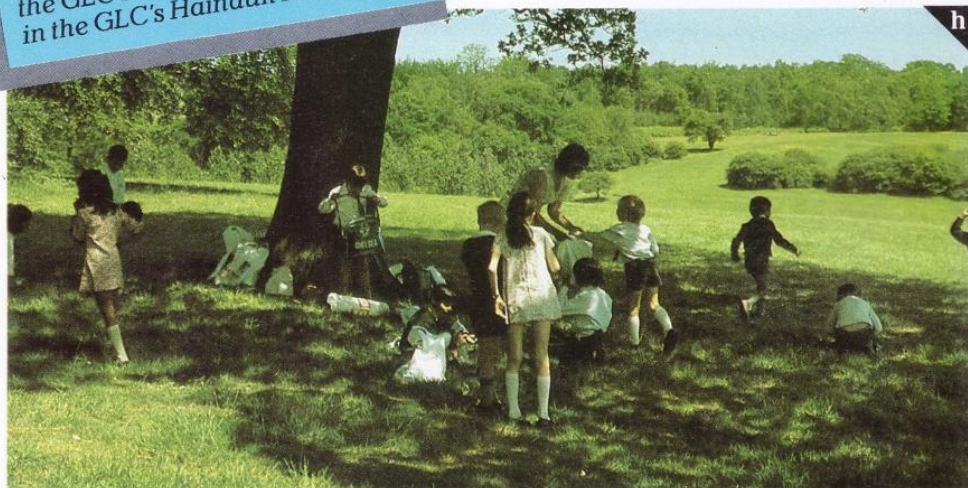


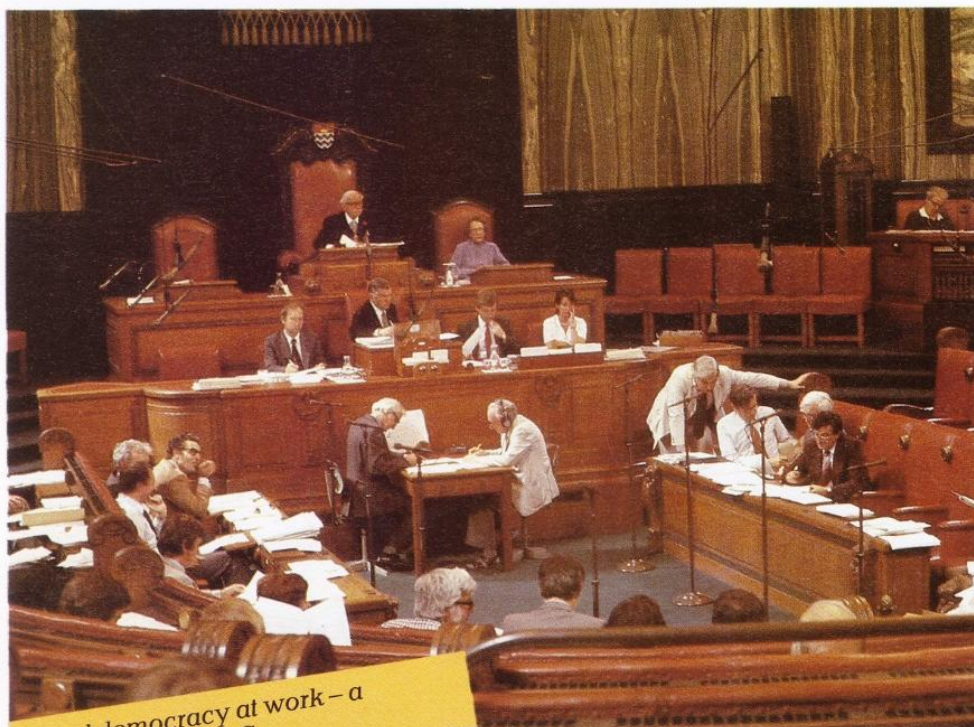
Figure 13 London's Green Belt and Metropolitan Open Land

LOOKING AHEAD

In this booklet, we have seen that planning for London is not an academic exercise; it directly affects what happens on the ground and therefore shapes the kind of place that London is and will become. It is about making sure that land is used effectively to meet Londoners' needs; that the environment is made as pleasant as possible; and that transport and other services are provided.

We have also seen that planning evolved as a direct response to the lack of these very things; it was the inevitable consequence of a free-for-all in the development of land, and the severe environmental problems bequeathed by past generations. It was too a direct response to the pressures produced by a growing population and developing economy.

Circumstances are now different, but, the need for wise and effective planning for Greater London as a whole is as great as ever. Only a London-wide plan can effectively tackle these major issues:-



Local democracy at work – a meeting of the GLC

Economy and Employment

London's economy is in crisis and the downward spiral is continuing. Stemming the loss of manufacturing industry to preserve existing and to create new jobs; assessing the uncertainties over the future of office employment; dealing with the decline of the public services and related employment; and providing for the complex pattern of journeys-to-work to which public transport services are geared, requires London-wide policies and action. In these policies, account needs to be taken of the many complex inter-relationships, and of the inter-dependence between the different parts of Greater London and between London and the rest of South East England. Neither the assessment, nor the action needed to revive London's economy and to reduce the high levels of unemployment can be taken on a borough-by-borough basis;

Development Pressure

In some parts of London, the conflict between the continued pressure for commercial development and meeting the needs of Londoners threatens residential areas. Conversely, in other areas, lack of market interest contributes to their general decline and inadequate opportunities. How to protect areas under threat and to encourage developments in other areas is a

London-wide issue requiring action at the strategic level;

The Environment

Pressure on the environment either through the use of land and transport, or through dereliction and blight will continue. Examples stressed in this booklet are current pressure on the Green Belt and the derelict land problem. There needs to be a London-wide assessment and action to tackle the problems. Close working needs to be maintained with the boroughs and other agencies in London, and with the local authorities outside, on preserving London's heritage and protecting the Green Belt, on energy use, mineral working, ecology, land reclamation, and waste disposal;

Transport

We have seen how important it is for land use and transport planning to be undertaken together and for all transport services to be planned as an integrated system. Potential conflicts exist between the different forms of transport. Without an overall view of London, achieved through the GLDP, the Medium Term Transport Plan for London and by executive action, such conflicts will not be resolved;

Renewal

If the increasing rate at which older buildings and services in London are wearing out is to be dealt with, the rate of renewal will have to be greatly stepped up. The scale of the problem

is massive; it cannot be adequately tackled on a borough-by-borough basis;

Homes

Study after study has shown that the housing problems of individual boroughs cannot be solved within their own boundaries. Overall planning is needed for allocating land, for setting priorities, for relating housing, employment, and transport policies, and for taking action on key issues or in the worst areas;

Shopping and Town Centres

Major shopping developments inevitably have a strong impact on the fortunes of nearby shopping centres, especially in a complex urban area like London with over 100 town centres. If all Londoners are to have good access to shopping and other services, priorities for future investment need to be decided for London as a whole;

Equal opportunity

A London-wide assessment of inequality and of the action required is essential if all Londoners are to be



Women planning their local environment

given the opportunity to live a full life. Consistent policies to deal with the needs of the elderly and those with disabilities; to meet the needs of ethnic minorities, and to overcome the social and economic disadvantage facing many women in London, are needed if the unequal distribution of resources and opportunity across London is to be tackled;

London's Structure

The way London works and its different parts fit together does not conform neatly to the 33 London Boroughs, whose boundaries were drawn for historic and administrative reasons. Only by taking a London-wide view can the needs of London be adequately reflected in land use planning, transport and

environmental policies. A major need is to redress the present imbalance of opportunity between the relatively well-favoured western and outer areas compared with the eastern and inner areas;

Resources

Because of the kind of problems London faces, the availability of resources is a London-wide issue. Much of the action required is expensive, complex, will take many years, and extend across borough boundaries. While accepting that resources are limited, in the longer term it is false economy to cut back on public investment in London. The need is for a massive injection of resources now before the problems have become inexorably worse and much more costly to solve.

Set against such clear needs for London-wide planning and action, the Government is proposing to abolish the GLC.

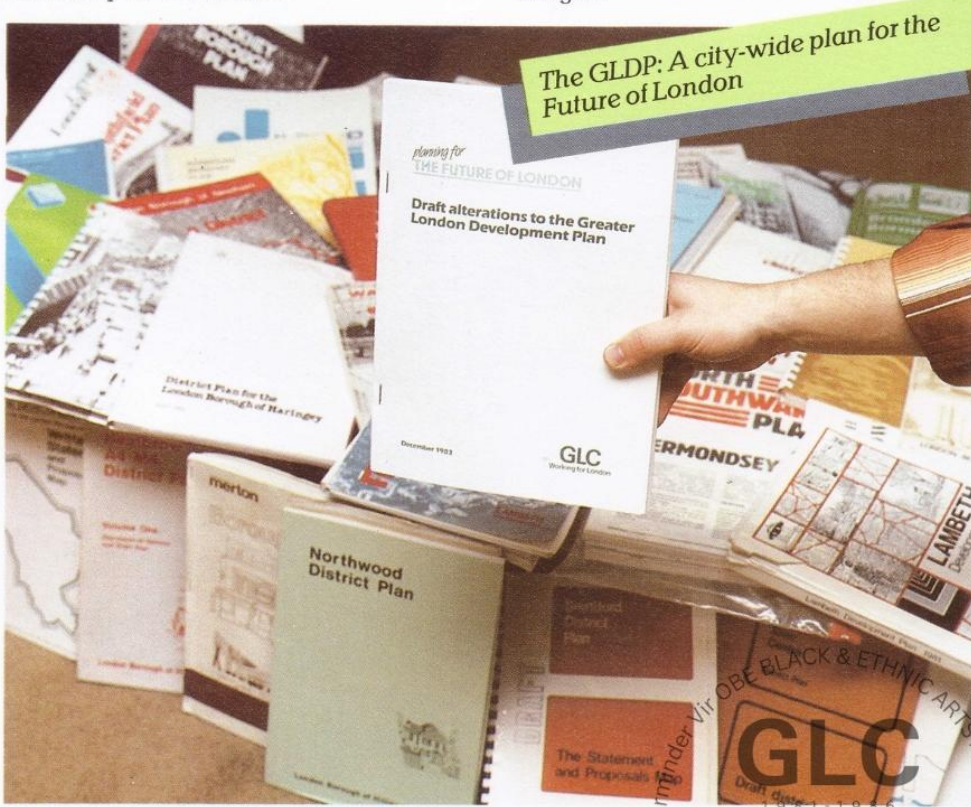
Whilst the Government does not deny the need for a London-wide view, it proposes new arrangements that will destroy any possibility of an effective system of planning for London's needs. As a democratic local authority representing all Londoners, the Council is sensitive to their wishes; it has built up a high level of expertise on London matters; and it is directly accountable to Londoners for its actions.

The Government's proposals will give London a lower status than that of the Shire Counties outside, all of which have a fraction of London's population and have none of its complexity. No other great city in the world makes do without a city-wide authority of some kind.

To replace the Council, the Government intends to set up complicated machinery in which responsibility for the London-wide view will rest with the Department of the Environment, advised by a London Planning Commission, and expressed in up to 33 separate structure plans (one for each borough) rather than in a single structure plan, the GLDP. In practice, it will not be possible to plan effectively for London's land use, transport, and environmental needs as a whole. It will be difficult to protect London's interests in the rest of South East England, as is currently done through the Standing Conference on London and South East Regional Planning.

The Government's proposed arrangements will be less sensitive to Londoners' needs, more cumbersome and confusing, more costly, and less efficient.

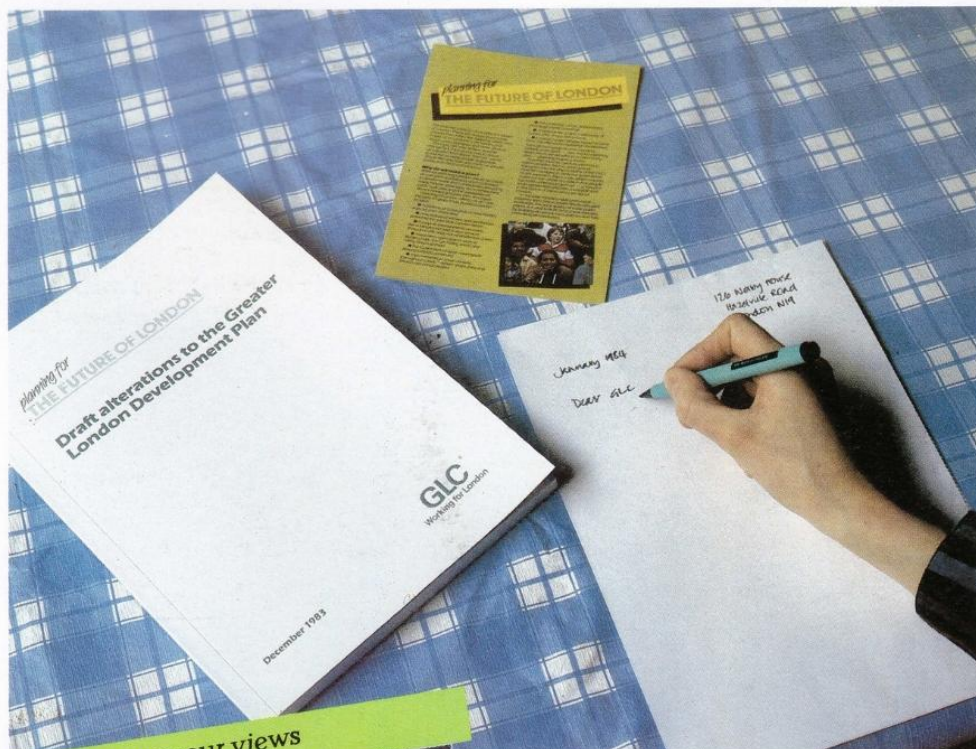
The Council believes that the hallmark of local government in London should be partnership between the Council and all agencies working to improve conditions in London. While the closest formal links are with the London Boroughs, it is vital that the views of Londoners themselves are fully reflected in the policies aimed at shaping London's future. Full consultation has therefore been carried out with community groups throughout London during the preparation of the proposed alterations to the GLDP. The views of other representative organisations such as the London Chamber of Commerce and Industry, the Confederation of British Industries and the South East Region of the Trades Union Congress are also being sought.



London needs its own city-wide democratic voice and the resources to tackle its problems efficiently and effectively. The proposed alterations to the GLDP are designed to provide a sound basis for doing this in partnership with the London Boroughs and all other agencies involved in London's future development and wellbeing.

The GLDP's policies set the general direction for the detailed policies and proposals of the local plans produced by the boroughs. Taken together, the GLDP and the local plans provide the framework for deciding planning applications, for improving our environment, and for public investment in transport, housing, education, health care, and many other services.

This booklet has been published to explain the importance of the Council's role as the city-wide planning authority for London and as part of a series of public consultation activities to encourage Londoners to give their views about the draft proposals to alter the GLDP before they are submitted to the Secretary of State for the Environment for approval. Copies of the draft alterations to the Plan can be examined at main council offices, public libraries and at County Hall,



Let us have your views

or may be obtained from County Hall at the address below. Please let us have your views within the 6-week period commencing 20 January and ending on 2 March 1984 by writing to:

Greater London Council (TD/PM/PC)
Room 450d
The County Hall
London SE1 7PB

or telephone 01-633 4400 for further information.

January 1984



Permission to use the following
photographs is gratefully
acknowledged: -

Page 6 - Women at Work - plumber
- Brenda Prince/Format, London

Pages 16/17 -

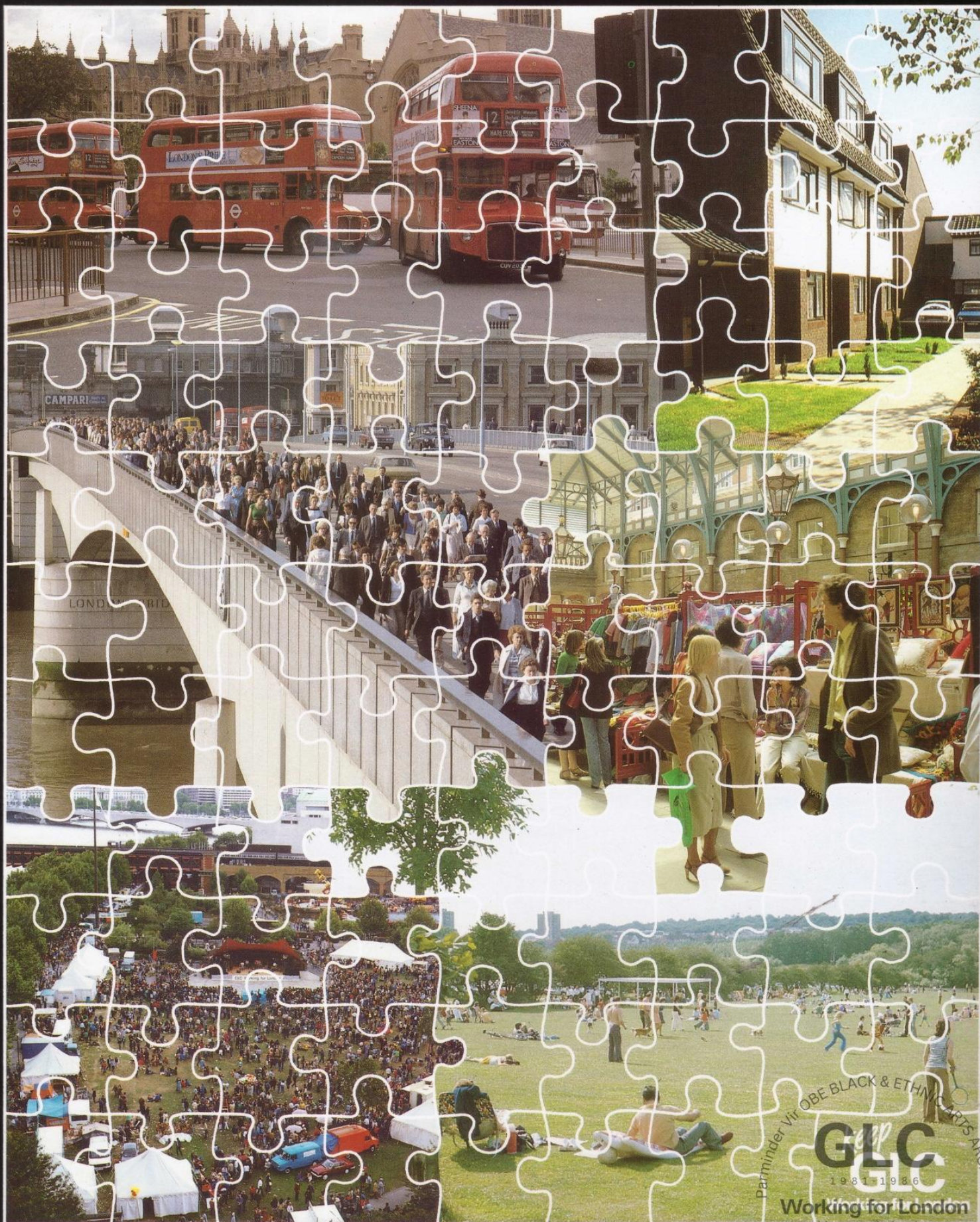
- b) Joanne O'Brien/Format, London
- c) Maggie Murray/Format, London
- d) Anita Corbin/Format, London
- e) Brenda Prince/Format, London
- f) Raissa Page/Format, London

Page 18 - Caring for Elderly People -
Sarah Saunders/Photo Co-op

Page 23 - Women planning their
local environment - Gwyn Kirk

planning for

THE FUTURE OF LONDON



Parminder Vir OBE BLACK & ETHNIC ARTS
GLC
1981-1986
Working for London