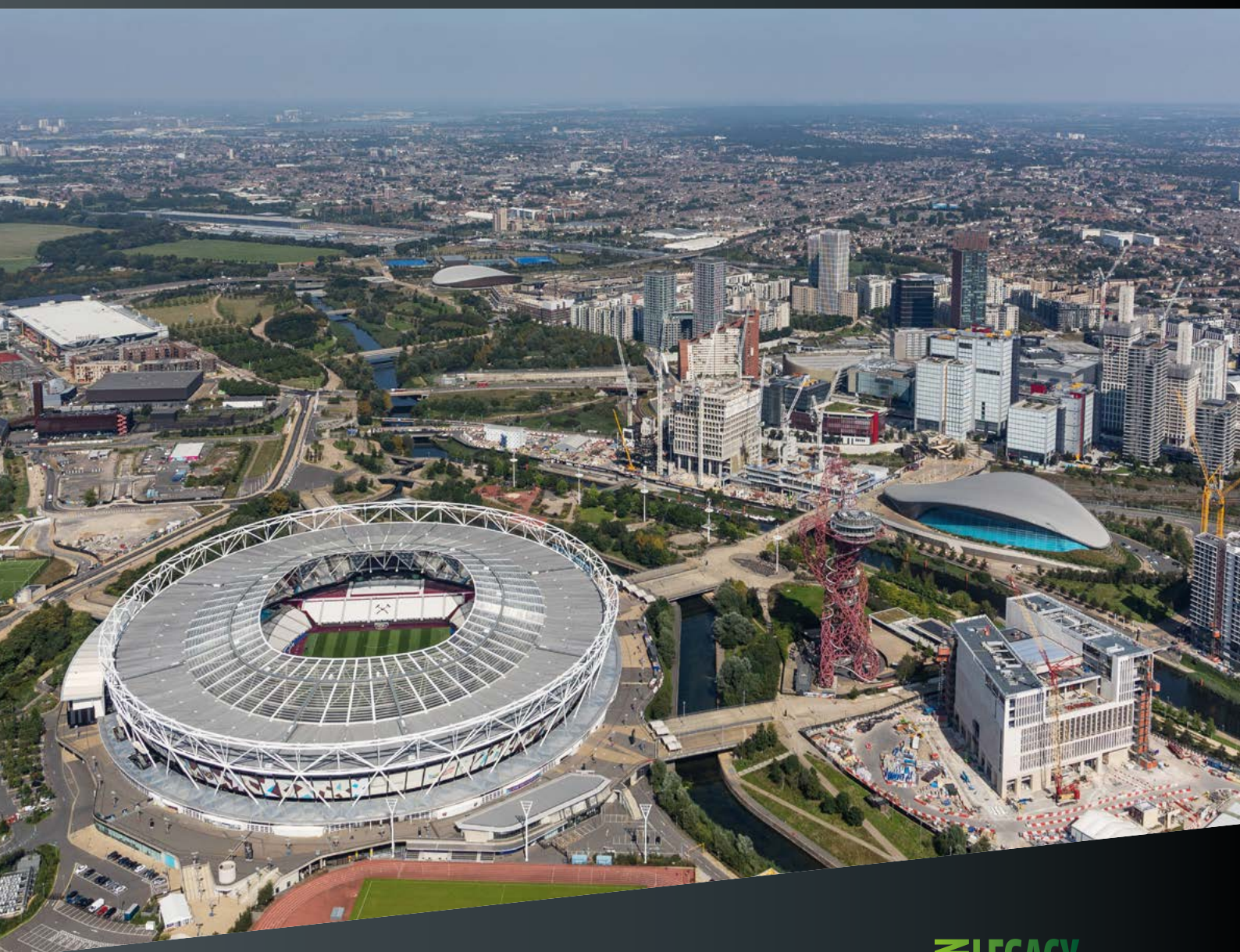


LONDON LEGACY DEVELOPMENT CORPORATION

# Reduced Area Consultation

March 2023



MAYOR OF LONDON

**LONDON** LEGACY  
DEVELOPMENT  
CORPORATION

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# 1. EXECUTIVE SUMMARY

## **London Legacy Development Corporation (LLDC) was established as the first ever Mayoral Development Corporation under the Localism Act 2011, to take forward commitments made in the original London 2012 bid in relation to the physical and socio-economic regeneration of Stratford and the surrounding area.**

Under section 215 of the Localism Act 2011, the Mayor of London is required “to review, from time to time, the continuing existence of any existing Mayor Development Corporations”. Accordingly, the Mayor asked the LLDC Board to bring forward recommendations in relation to the future of LLDC.

In September 2022 the Mayor of London, via Mayoral Decision 3015, approved a recommendation for London Legacy Development Corporation (LLDC) to maintain its status as a Mayor Development Corporation beyond 1 April 2025 with a reconstituted Board and governance structure; the removal of its Town Planning functions from 1 December 2024 subject to the necessary Parliamentary procedures; and (subject to consultation) a reduced Mayoral development area from the same date.

LLDC’s Town Planning functions will return to the London Boroughs of Hackney, Newham, Tower Hamlets and Waltham Forest on 1 December 2024 by means of a Statutory Instrument brought forward by the Secretary of State for Levelling up, Housing and Communities. After 1 December 2024 LLDC will cease to be the Planning Authority of the LLDC area and all planning matters including planning applications, appeals and enforcement, planning policy making and collection and allocation of the Community Infrastructure Levy will return to the relevant Borough.

This document sets out a proposal for a reduction in the existing LLDC Mayoral development area also on 1 December 2024. Under section 199 of the Localism Act 2011, the Mayor of London “may alter the boundaries of a Mayoral development area so

as to exclude any area of land”, but before doing so must consult the London Assembly and any other person whom he considers appropriate.

Section 4 of this document proposes that the Mayoral development area covered by LLDC should be reduced on 1 December 2024 to include the core part of the Queen Elizabeth Olympic Park estate in which LLDC owns, manages or operates land. The anticipated removal of LLDC’s Town Planning functions, and the scheduled completion of core developments in the wider LLDC area, means that there will no longer be a strong rationale to retain the existing broader Mayoral development area beyond this date.

This proposal has been informed by a recommendation from the LLDC Board, which includes the Mayors and Leader of the London Boroughs of Hackney, Newham, Tower Hamlets and Waltham Forest, collectively known as the Growth Boroughs.

LLDC invites written responses to this proposal, and in particular the following questions:

**Question 1:** Do you agree that, for the reasons outlined in section 4, the Mayoral development area covered by LLDC should be reduced to include the core part of the Queen Elizabeth Olympic Park estate in which LLDC owns, manages or operates land.

**Question 2:** Are there any areas of the proposed reduced LLDC Mayoral development area which you think should be omitted, and why?

**Question 3:** Are there any additional areas within the current Mayoral development area which you think should be retained, and why?

**Question 4:** Do you believe the proposal to reduce the LLDC Mayoral development area brings risk to the ongoing delivery of London 2012 commitments and the [vision for Queen Elizabeth Olympic Park?](#) Please provide details.

LLDC invites responses via the [online form](#). Alternatively, if you are unable to access the form, responses to the questions above can be sent via email to **[boundaryconsultation@londonlegacy.co.uk](mailto:boundaryconsultation@londonlegacy.co.uk)**

If you need this report in a different format, please contact LLDC via the above email.

## 2. BACKGROUND

**Initial work on planning and delivering the legacy of the London 2012 Olympic and Paralympic Games was undertaken by the London Development Agency<sup>1</sup> and, from 2009, the Olympic Park Legacy Company<sup>2</sup>. Following the 2011 Localism Act and subsequent Mayoral consultation, on 8 February 2012 the Mayor of London formally announced his decision to create a Mayoral Development Corporation responsible for the regeneration legacy from the London 2012 Olympic and Paralympic Games.**

LLDC was established on 1 April 2012, taking over the staff, assets and projects of the Olympic Park Legacy Company, as well as taking on some of the assets and responsibilities of existing regeneration agencies in the area, such as the London Thames Gateway Development Corporation. In October 2012 LLDC became the planning authority for the Mayoral development area.

LLDC's responsibilities include the development of land in and around Queen Elizabeth Olympic Park, the management of the Park estate, the coordination of strategic investment to the area, and the delivery of socio-economic outcomes which ensure that local communities benefit from that investment.

LLDC fulfils all its responsibilities in conjunction with the four Boroughs neighbouring the Park: Hackney, Newham, Tower Hamlets and Waltham Forest, collectively known as the Growth Boroughs. It works closely with strategic partners (often referred to as Park partners) including the

Lee Valley Regional Park Authority, a significant land and asset owner within Queen Elizabeth Olympic Park; Here East, the innovation and technology campus; Lendlease, the developer of International Quarter London; Westfield; and the East Bank partners. Programmes and activities are co-designed, and in many cases co-delivered, with a wide range of partners as well as with local communities.

LLDC's mission is: **To use the opportunity of the London 2012 Games and the creation of Queen Elizabeth Olympic Park to change the lives of people in east London and drive growth and investment in London and the UK, by developing an inspiring and innovative place where people want - and can afford - to live, work and visit.**

### Achievements to date

Since its establishment in 2012, LLDC has overseen the physical transformation of Queen Elizabeth Olympic Park into a major visitor destination for local, regional, national and international visitors. All of the permanent venues from the Games are in successful operation, generating jobs and skills for local people, delivering over 100 major sporting and cultural events, and attracting over 37 million visits to Queen Elizabeth Olympic Park to date.

Queen Elizabeth Olympic Park is the catalyst for a growing collection of business developments, with major tenants such as Transport for London and the Financial Conduct Authority taking space at International Quarter London, and a thriving business and innovation centre at Here East. LLDC continues to support a range of employment clusters in and around the Park which focus on the creative and cultural industries, including the Hackney Wick and Fish

<sup>1</sup> London Development Agency (LDA) was a regional development agency and functional body of the Greater London Authority

<sup>2</sup> The Olympic Park Legacy Company was the company formed by the Mayor of London and Government to take forward the legacy



## Island Creative Enterprise Zone and The Fashion District.

Delivery of a strategic plan for new homes, public space and social infrastructure is well underway, in line with the strategic context set by the National Planning Policy Framework, the Mayor's London Housing Strategy and London Plan, and the LLDC Local Plan 2020 to 2036. More than 11,500 homes have been delivered across the Mayor Development Corporation area to date, towards a target of 33,000, with some developments accelerated and levels of affordable housing increased to make living on the Park as accessible as possible for the communities of east London. LLDC continues to provide mechanisms for those who live and work in the area to feed into plans for the Park, to ensure that development responds to local need and the Park is maintained as an asset that local communities are able and want to make use of.

Infrastructure improvements have included a £28m upgrade of Hackney Wick Station, part of the wider masterplan for Hackney Wick being delivered jointly by LLDC and the London Borough of Hackney. LLDC is also leading work to develop the case for long term redevelopment of Stratford Station, working closely with Network Rail, Transport for London, and the London Borough of Newham, as well as driving forward the delivery of priority connectivity projects to enhance connections and improve access to and within Queen Elizabeth Olympic Park.

The construction of East Bank, a unique collaboration at Queen Elizabeth Olympic Park between BBC, Sadler's Wells, University of the Arts London's London College of Fashion, University College London and the V&A, is nearing completion. East Bank represents a £1.1bn investment in London's cultural, educational and innovation infrastructure, and is anticipated to drive a £1.5bn return to the UK economy. East Bank partners have already engaged over 160,000 local people in a wide range of projects in preparation for their arrival from 2022 onwards, laying the groundwork for a lasting social and economic impact that will go far beyond the bricks and mortar of the site.

Through its socio-economic programmes LLDC continues to support significant and sustained job creation in and around Queen Elizabeth Olympic Park, working closely with the four Growth Boroughs. To date, over 25,000 new jobs have been delivered towards a target of 40,000 by 2036. LLDC continues to ensure that local people and priority groups are supported to access these opportunities, as well as the wider benefits of East Bank, through targeted engagement and the creation of diverse employment pathways.

## Queen Elizabeth Olympic Park: the next phase

Queen Elizabeth Olympic Park will undergo significant change over the coming years, as it moves naturally from the initial master planning and development phase to a 'steady state' in

which new neighbourhoods, business and visitor attractions need to be maintained and managed. The number of people living, studying, working in, and visiting, the Park will progressively expand as developments are completed and East Bank becomes operational. By 2033, when the final phase of development is complete, resident numbers are anticipated to reach 17,000 compared to 3,000 in 2022. Meanwhile student numbers will grow from 1,000 to 11,000 by 2025 and visitor numbers will have nearly doubled to reach 10 million per year.

This expansion will further cement the reputation of Queen Elizabeth Olympic Park as a destination of global significance, bringing with it the potential to stimulate further public and private sector investment and continue the transformation of this formerly deprived area of the capital into the place of opportunity envisaged in the original bid for the London 2012 Games. This is part of a broad programme of regeneration which is significantly changing perceptions of east London, from an estimated £8 billion investment due to be made in the Royal Docks, to £110 million plans to build London's largest film studios in Barking and Dagenham, one of the original London 2012 host Boroughs.

As we move towards this next phase in the development of Queen Elizabeth Olympic Park, it will be crucial to ensure that the commitments made in the original London 2012 bid with the respect to the regeneration of east London continue to be fulfilled. It is anticipated that a large part of LLDC's role in this area will be complete by 2025, and that responsibility will increasingly pass to, or be shared with, Park partners<sup>3</sup> and the four Growth Boroughs. The **Queen Elizabeth Olympic Park Strategy to 2025** sets out how LLDC will prioritise work to deliver key objectives within this timeframe and lay the foundations for a sustainable approach to safeguarding the integrity and quality of Queen Elizabeth Olympic Park into the future.

At the heart of this will be a collective approach between LLDC and the Growth Boroughs to the delivery of shared inclusive economy objectives, through joint initiatives such as the **Good Growth Hub** and **Build East. SHIFT**, the Queen Elizabeth Olympic Park inclusive innovation



district launched in June 2022, will see business and academic partners such as Here East and University College London taking a leading role alongside LLDC and the Growth Boroughs to support practical and innovative solutions to specific local needs and challenges.

Alongside this, the push for increased financial sustainability for Queen Elizabeth Olympic Park and a reduced reliance on public subsidy will drive an increased focus on partnerships with the private sector, to realise mutual benefits and support ongoing regeneration objectives for the area.

<sup>3</sup> As referenced on p4, 'Park partners' refers to the strategic partners with whom LLDC works closely in fulfilling its responsibilities

# 3. LLDC: AN EVOLVING ORGANISATION

**Informed by this changing context, and the anticipated completion of core elements of LLDC's work programme as set out in the Queen Elizabeth Olympic Park Strategy to 2025, the Mayor of London has decided LLDC will remain a Mayoral Development Corporation while evolving as an organisation from 1 April 2025 to focus on the next phase of the legacy. This will be accompanied by a greater emphasis on the role of Park partners in the delivery of strategic objectives for the area as reflected in the 2030 Vision for Queen Elizabeth Olympic Park.**

Mayoral Decision 3015 sets out that LLDC's Town Planning functions will return to the London Boroughs of Hackney, Newham, Tower Hamlets on 1 December 2024, subject to the necessary Parliamentary procedures. After 1 December 2024 LLDC will cease to be the Planning Authority of the LLDC area and all planning matters including planning applications, appeals and enforcement, planning policy making and collection and allocation of the Community Infrastructure Levy will return to the relevant Borough.

LLDC is currently working with colleagues at the Department for Levelling Up, Housing and Communities to prepare the relevant Statutory Instrument to revoke LLDC's Town Planning functions on this date. LLDC is also working closely with Growth Borough colleagues to put mechanisms in place to ensure a smooth handover of planning data, knowledge, and processes.

There are elements of LLDC's current remit that will need to continue into the future. These include providing effective management of the Queen Elizabeth Olympic Park estate and - working with partners - continuing the

physical and social regeneration of the Park and surrounding areas, with a focus on delivering tangible benefits to the communities of east London. It also includes delivery of ongoing housing development responsibilities, and strategic oversight and coordination of future inwards investment to the area.

Following consideration of options and corporate structures, the Mayor has decided that the current LLDC legal entity will remain. This means that LLDC will continue to be a Mayor Development Corporation with statutory functions under the Localism Act 2011, and a functional body of the GLA. However, from 1 April 2025, LLDC will have reduced functions and governance, and a more commercial focus in order to reduce the call upon the public purse. The details of what this will mean in practice are being developed by LLDC, in collaboration with the GLA, the Growth Boroughs, and a range of other partners.

The purpose of the next phase of LLDC will be to drive growth and investment to east London; oversee the world-class venues and the long term estate, neighbourhood and commercial management of Queen Elizabeth Olympic Park; realise the ongoing delivery of legacy and inclusive economy aims; and drive delivery of high standard residential developments, including through two joint venture partnerships which will operate for the next ten years.

This means that from 2025 onwards LLDC will continue to oversee the estate and facilities management of Queen Elizabeth Olympic Park and its neighbourhoods and venues. It will oversee remaining elements of its development programme, until the last site at Pudding Mill Lane is completed in 2032/3. It will continue to promote the Park and manage the assets within it, working where appropriate with commercial partners in order to generate revenue to support increased financial sustainability, while maintaining quality standards and delivery of social value and community benefits.

The role played by LLDC in the inclusive economy space will move from one of direct delivery of socio-economic programmes to one of advocacy and leadership, working closely with the Growth Boroughs. This will be accompanied by a more prominent role for East Bank and other business, academic and cultural partners, and for local communities. The foundations for this are already being laid with the handover of responsibility to East Bank partners for the delivery of opportunities for local people linked to the East Bank project, as well as through the establishment of partner-led initiatives such as the Good Growth Hub, Build East, and SHIFT (see section 2).

In line with this approach and the removal of Town Planning powers, the LLDC Board has recommended to the Mayor that the current Mayoral development area be reduced, so that it includes the core part of the Queen Elizabeth Olympic Park estate in which LLDC owns, manages or operates land. The rationale for this is set out in section 4 of this document. Under

the Localism Act 2011 the Mayor is required to consult on any proposal to alter the boundary of a Mayoral development area, and LLDC is accordingly seeking views on this proposal on his behalf via this document.

**1 December 2024 is the date on which LLDC's Town Planning functions will be revoked and returned to the London Boroughs of Hackney, Newham, Tower Hamlets and Waltham Forest subject to the necessary Parliamentary procedures.**

**1 December 2024 is also the date on which the proposed reduction in LLDC's Mayoral development area would come into effect, if approved.**

**1 April 2025 marks the point when the evolved LLDC will be fully operational.**





# 4. PROPOSAL FOR A REDUCED LLDC AREA

**The existing LLDC area comprises land which is owned, managed, or operated by LLDC, as well as a broader surrounding area where LLDC currently has Town Planning functions. This covers Queen Elizabeth Olympic Park and neighbouring districts including Hackney Wick, Fish Island, Bromley-by-Bow, Sugar House Lane, Carpenters Estate and Westfield Stratford City. It includes land in the Boroughs of Hackney, Newham, Tower Hamlets, Waltham Forest.**

A key element of the review of the future of LLDC has been a consideration of whether changes should be made to the existing LLDC Mayoral development area. The Localism Act 2011 provides that alterations can be made to the boundary of a Mayoral development area so as to exclude land, but it is not possible to add land to the area.

The Queen Elizabeth Olympic Park Fixed Estate Charge applies to residential, community and commercial occupiers on land which LLDC owns. Whether or not the Fixed Estate Charge is levied on an occupier will be unaffected by any changes made to LLDC's Mayoral development area following this consultation.

**LLDC proposes a reduced Mayoral development area from 1 December 2024 which includes only those parts of the Queen Elizabeth Olympic Park estate in which LLDC owns, manages or operates land. This has been informed by a recommendation from the LLDC Board which includes the Mayors and Leader of the four Growth Boroughs.**

The proposed reduced area would include the Queen Elizabeth Olympic Park parklands and venues, Here East, East Bank, and the following residential neighbourhoods: Chobham Manor; East Wick and Sweetwater; Stratford Waterfront; Pudding Mill Lane. It would exclude all other land included in the existing area.

**Both the current and the proposed reduced LLDC Mayoral development area are set out in the map on the next page.**

A number of factors have been taken into account in developing this proposal. These include:

- The revocation of all LLDC's Town Planning functions and the return of these to the relevant Boroughs on 1 December 2024, meaning that all planning applications after this date will need to be made to the Borough in which a site is located. This removes a key rationale for the broader geographical area for which LLDC is currently responsible;
- The anticipated completion of core developments in the wider LLDC area by 2025, for example a new neighbourhood centre at Hackney Wick Central around the recently upgraded Hackney Wick Station, as well as significant steps forward in relation to other, longer-term developments such as at **Bromley-by-Bow**;
- The increasingly effective collaborative working between LLDC and the Boroughs on shared priorities, particularly on the inclusive economy agenda;
- The growing number of academic, cultural, business and community partners establishing themselves in and around Queen Elizabeth Olympic Park with the potential to play a significant role in the ongoing delivery of London 2012 legacy commitments; and
- The views of Park partners and other key stakeholders.



Particular consideration has been given to the continued inclusion in the reduced area of four areas of land.

The first of these is **land owned by the Lee Valley Regional Park Authority (LVRPA), which includes parklands, the Lee Valley VeloPark, and the Lee Valley Hockey and Tennis Centre at Eton Manor.**

LLDC propose that this area of land should **not** be included in the reduced LLDC Mayoral development area. Once Town Planning functions have been returned to the Boroughs, LLDC will have no other role in relation to this area and there will no longer be a rationale for inclusion. The views of relevant stakeholders have been sought by the LLDC Board in proposing this position, including the GLA, LVRPA, and the London Boroughs of Hackney, Newham, Tower Hamlets and Waltham Forest.

LVRPA have confirmed that they want to retain a strong strategic relationship between LLDC and LVRPA, but they do not believe that LVRPA land needs to be included within the reduced LLDC Mayoral development area in order to achieve this. Of crucial importance to LVRPA is LLDC's ongoing leadership in key elements of estate management, strategic oversight of London 2012 legacy delivery, and marketing of Queen Elizabeth Olympic Park as a visitor destination, all of which will continue over the long term.

With Eton Manor being the only significant<sup>4</sup> part of the current Mayoral development area which lies within the London Borough of Waltham Forest, the proposed reduced area would no longer include any land in the Borough. This means that Waltham Forest would no longer have a statutory place on the LLDC Board<sup>5</sup>. LLDC has agreed with the Leader of Waltham Forest and the Mayors of the other Growth Boroughs that a 'special relationship' will be maintained between LLDC and Waltham Forest, to ensure that residents continue to enjoy fully the socio-economic benefits of the developments at Queen Elizabeth Olympic Park.

The other three areas of consideration are **East Village, Westfield Stratford City, and International Quarter London.**



LLDC propose that these areas of land should **not** be included in the reduced LLDC Mayoral development area. Once Town Planning functions have been returned to the Boroughs, LLDC will have no other role in relation to this area and there will no longer be a rationale for inclusion. The views of relevant stakeholders have been sought by the LLDC Board in proposing this position, including the GLA, Lendlease (for International Quarter London), Delancey (for East Village), Westfield Stratford City, and the London Boroughs of Hackney, Newham, Tower Hamlets and Waltham Forest.

The partner landowners responsible for these areas currently work very closely with LLDC and have invested considerably in Queen Elizabeth Olympic Park. They are also large employers with a long-term interest in the area, and have a key role to play in attracting and supporting investment in large scale infrastructure such as the Stratford International and Regional Stations.

These landowners have confirmed that they see real value in continuing and building on close partnership arrangements with each other and with LLDC – in particular through the SHIFT inclusive innovation district – but they do not feel the need to be within the revised Mayoral development area in order to achieve this.

<sup>4</sup> The current bus depot site at Temple Mills Lane is also included in the current boundary.

<sup>5</sup> The Mayors and Leader of these four Boroughs are currently members of the LLDC Board in line with the Localism Act 2011, which states that an elected member of each Borough within the Mayor Development Corporation boundary must be represented on the Board.



### **Equality, Diversity and Inclusion impact**

The proposal to reduce the LLDC Mayoral development area is not expected to have any negative impact on anyone with protected characteristics under section 149 of the Equality Act 2010.

The **Mayor of London's Equality, Diversity and Inclusion Strategy** sets out a vision to create a truly inclusive London; a successful city which works well for all residents, with everyone able to share in its prosperity, culture and community life. This will continue to inform LLDC's vision and mission for Queen Elizabeth Olympic Park.

LLDC remains committed to driving growth in east London which brings with it opportunity, is underpinned by the principles of economic, social and environmental justice, and achieves the maximum possible community benefit. LLDC will continue to work closely with the neighbouring boroughs of Hackney, Newham, Tower Hamlets and Waltham Forest to ensure that benefits of the ongoing regeneration of Queen Elizabeth Olympic Park and the surrounding area are fairly distributed in order to reduce the inequalities that hold back the residents of east London.

# 5. CONSULTATION PROCESS AND NEXT STEPS

**LLDC is seeking views on this proposed approach to a reduced LLDC Mayoral development area, based on the rationale set out above. Responses to the following questions are welcomed:**

**Question 1:** Do you agree that, for the reasons outlined in section 4, the Mayoral development area covered by LLDC should be reduced to include the core part of the Queen Elizabeth Olympic Park estate in which LLDC owns, manages or operates land.

**Question 2:** Are there any areas of the proposed reduced LLDC Mayoral development area which you think should be omitted, and why?

**Question 3:** Are there any additional areas within the current Mayoral development area which you think should be retained, and why?

**Question 4:** Do you believe the proposal to reduce the LLDC Mayoral development area brings risk to the ongoing delivery of London 2012 commitments and the vision for Queen Elizabeth Olympic Park? Please provide details.

Please respond via the [online form](#).

Alternatively, if you are unable to access the form or need to respond in a different format, please email your response to: [boundaryconsultation@londonlegacy.co.uk](mailto:boundaryconsultation@londonlegacy.co.uk)

This document will be made available on the Queen Elizabeth Olympic Park website for the duration of the consultation period.

Section 199 of the Localism Act 2011 requires the Mayor of London to consult with the London Assembly and any other person he considers appropriate in relation to any proposed alterations to a Mayoral development area. The Mayor has asked LLDC to carry out this consultation on his behalf.

LLDC will contact the Chair of the London Assembly directly with a copy of this document, and an invitation to respond. LLDC will write to individuals or groups who were consulted in relation to the initial designation of LLDC

as a Mayoral Development Corporation, under 197(4) of the Localism Act. This includes each constituency member of the London Assembly whose constituency contains any part of the existing Mayoral development area; each Member of Parliament whose parliamentary constituency contains any part of the existing area; and each London borough council whose borough contains any part of the existing area. This document will additionally be drawn to the attention of other stakeholders with a particular interest in the future of LLDC and Queen Elizabeth Olympic Park through the stakeholder newsletter and included on the website.

The consultation will be live for two months from 7 March 2023. The closing date for responses is 9 May 2023 and all responses should be received by LLDC by 5pm on that date.

## Next steps

After the closing date for this consultation, LLDC will prepare a report and deliver a recommendation to the Mayor. The Mayor will then publish a final decision.

LLDC will not be able to reply to individual submissions made as part of this consultation process, or to address individual submissions in any published report on the consultation.

Once the Mayor has made a final decision, informed by the outcome of this consultation, on whether to formally approve a reduced Mayoral development area, he will publicise the alteration and notify the Secretary of State for Levelling Up, Housing and Communities. The Secretary of State is then under an obligation to make a statutory instrument to substitute a new map in SI No.310/2012, showing the reduced Mayoral development area, and to submit it for Parliament's approval under the negative resolution procedure.

It is the intention that the proposed reduction to the Mayoral development area would take effect from 1 December 2024.

