



The role and impact of the Outer London Commission (OLC) in regenerating the outer boroughs

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Chair of the Outer London Commission

11th June 2009



**Property
Week.**

- Outer London: a working definition
- Purpose of the Outer London Commission
- The OLC Commissioners
- Historic economic underperformance in outer London
- OLC: Working arrangements
- Direction of travel

Outer London: a working definition

Map of the London Boroughs



Purpose of the Outer London Commission

- find out the extent to which Outer London has potential to contribute to the economic success of London as a whole,
- identify the factors which are holding it back from making that contribution, and
- make recommendations on policies and mechanisms which will enable it to do so.

.....and more particularly to:

- identify the scope to 'grow' the Outer London economy on a sustainable basis: removing barriers to growth for competitive, established sectors and to attracting new ones
- explore the potential contribution of a few large 'growth-hubs' eg Stratford, Croydon, Brent Cross, Heathrow area
- Secure the wider rejuvenation of Outer London's town centres and other business locations
- enhance the 'quality of life': business and residential environments
- examine the relationship between demographic, housing and economic growth

RECOMMENDATIONS MUST BE PRACTICAL, REALISTIC
AND TIGHTLY TIMETABLED

and more particularly to:

- make the most of Outer London's distinct townscapes, including potential of some transport locations for tall buildings
- improve infrastructure, especially the balance between different types of orbital and radial movement, strategically & locally,
- extend and deepen the skills base, addressing barriers to employment now & in future,
- enhance linkages with other parts of London and the wider South East,
- suggest more effective funding arrangements and new priorities for the future
- suggest refinements to relevant institutional arrangements.

RECOMMENDATIONS MUST BE PRACTICAL, REALISTIC
AND TIGHTLY TIMETABLED

The OLC Commissioners

- Berkeley Group chief **Tony Pidgley**
- Land Securities' former head of London portfolio **Robert Heskett**
- John Lewis Partnership director of building and service **Nigel Keen**
- Consultant and former head of planning at Arup **Corinne Swain**
- Architect **Sir Terry Farrell**
- Transport for London (TfL) chief executive **Peter Hendy**
- TfL Managing Director of Planning **Michèle Dix**
- **Professor Ian Gordon** of the London School of Economics
- London Forum of Amenity and Civic Societies chairman **Peter Eversden**
- London Development Agency (LDA) chief executive **Peter Rogers**
- LDA Design for London director **Peter Bishop**
- London Chamber of Commerce chief executive officer **Colin Stanbridge**
- Croydon councillor **Mike Fisher**
- Waltham Forest councillor **Clyde Loakes**
- Richmond upon Thames councillor **Serge Lourie**

Outer London Commission: Working arrangements

- Economic analyses: historic trends and ‘what if’ economic scenarios/transport implications
- Knowledge and experience of the commissioners

AND

- Investigating views of key stakeholders (representatives of business, developers, boroughs, designers, community and voluntary groups) in the Outer London economy through
 - Written responses to an evolving set of questions
- More than 50 responses
 - One to one/small group discussions
- More than 30 meetings
 - Meetings in public in the quadrants of outer London
- West meeting to take place next Wednesday (17th June)

Outer London economic performance

Population and employment

- Outer London has 60% of London's population, 40% of its employment
- 60% of its residents work there & a third commute to inner/central London

BUT

- In London as a whole employment grew by 7% 1989 – 2001 and by 3% 2001 – 2007 (and Inner London and adjacent counties each grew by 11% 1989 – 2001)

WHILE

- Outer London grew by only 1% 1989 - 2001 and by 2% 2001 – 2007.

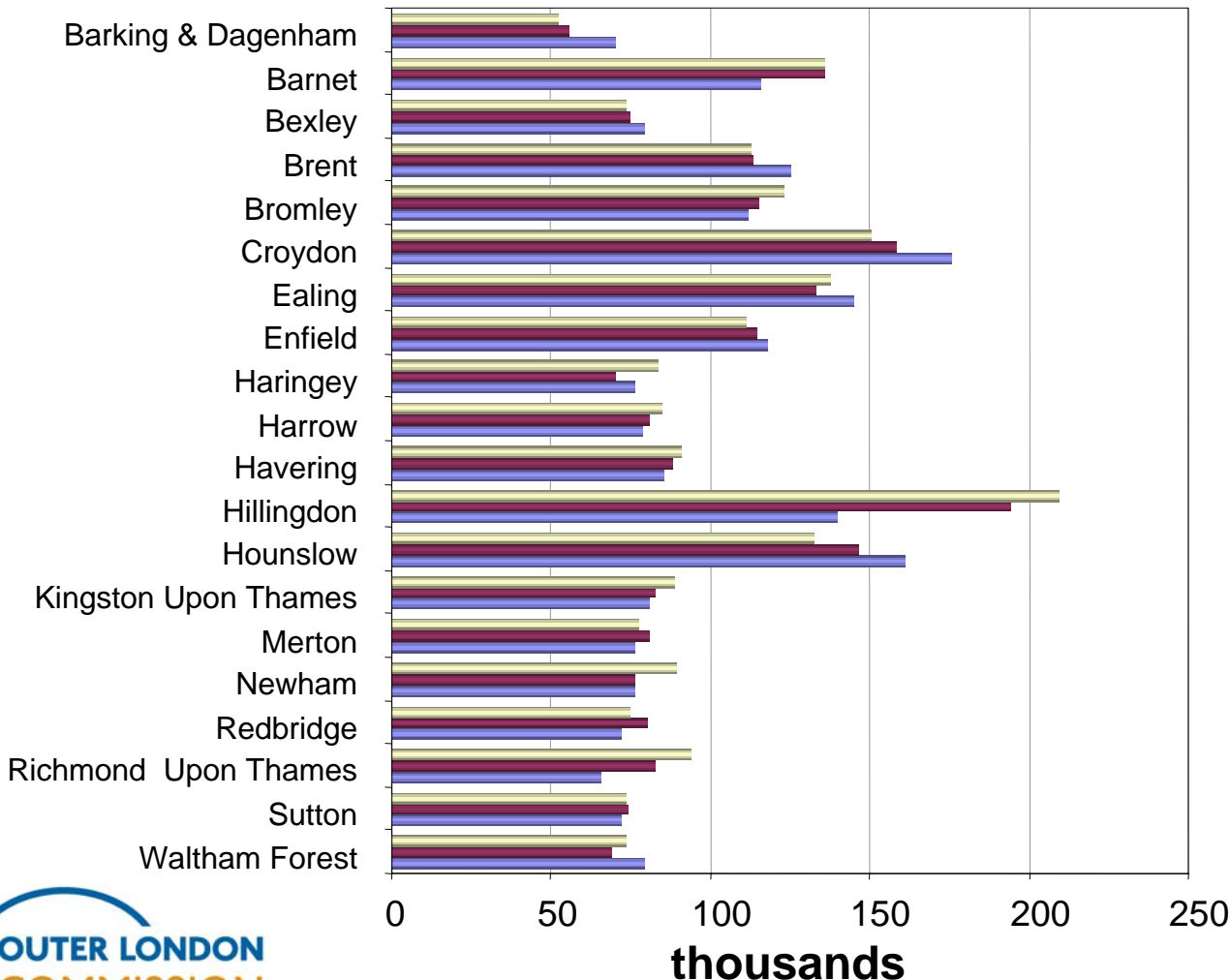
IS THIS JUST 'IN THE NATURAL ORDER OF THINGS'
FOR A BIG CITY REGION – WHAT IS OL'S ROLE?

Key Economic Questions

- What areas are in economic competition with outer London?
- What are the future prospects for existing employment sectors in Outer London – will they all survive competition from elsewhere?
- Do any require nurturing and if so, how?
- Are there any new employment sectors and what steps could be taken to encourage them to take root?
- Is outer London important to recent calls to diversify the London economy?

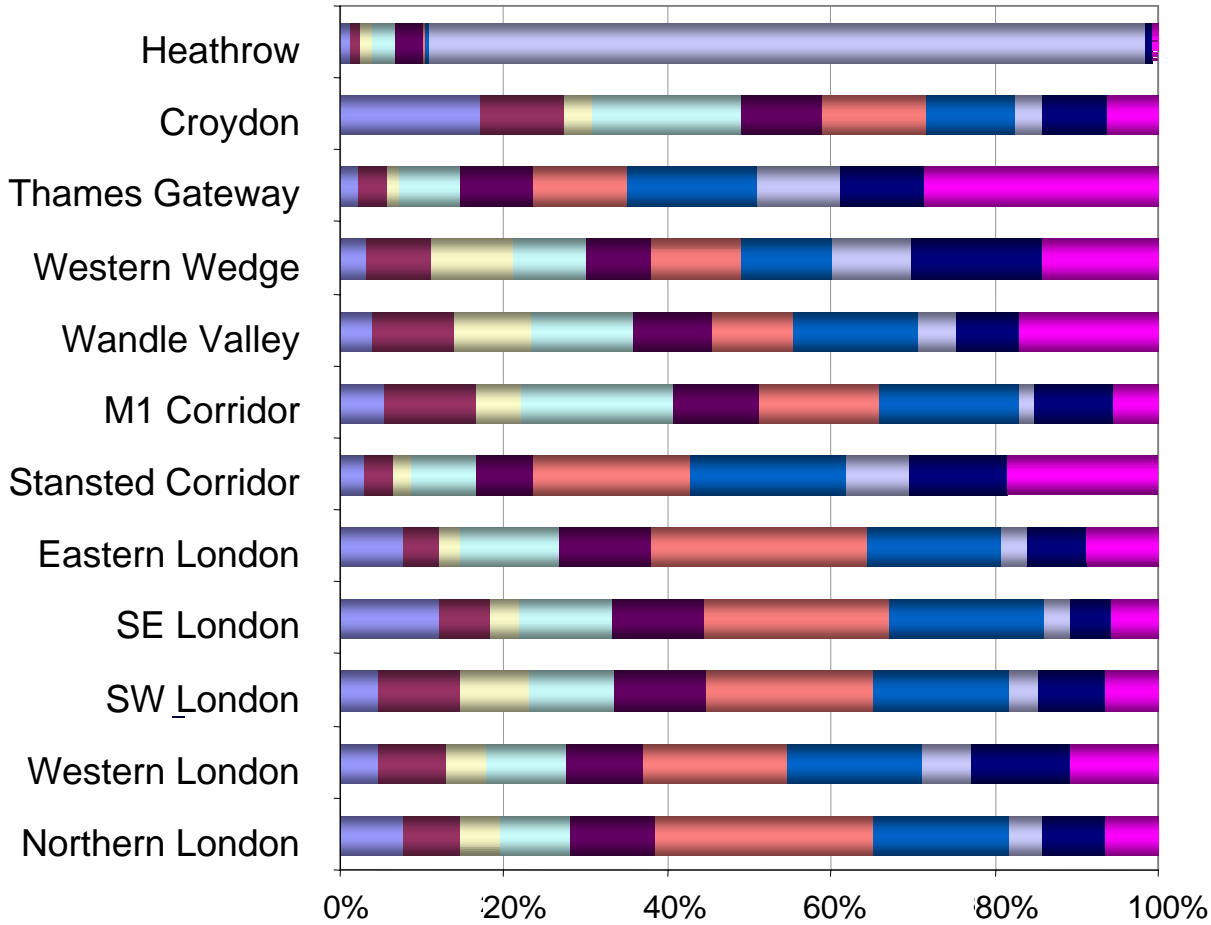
Levels of local employment vary across London, but what do borough boundaries conceal?

Levels of total employment



- Variations across Outer boroughs over past two economic cycles
- Sharp growth in Hillingdon, Richmond, Barnet
- Declines in Barking, Waltham Forest, Croydon, Hounslow
- Outer London growth weaker overall than Inner London and areas surrounding London

Employment structure: different parts of outer London



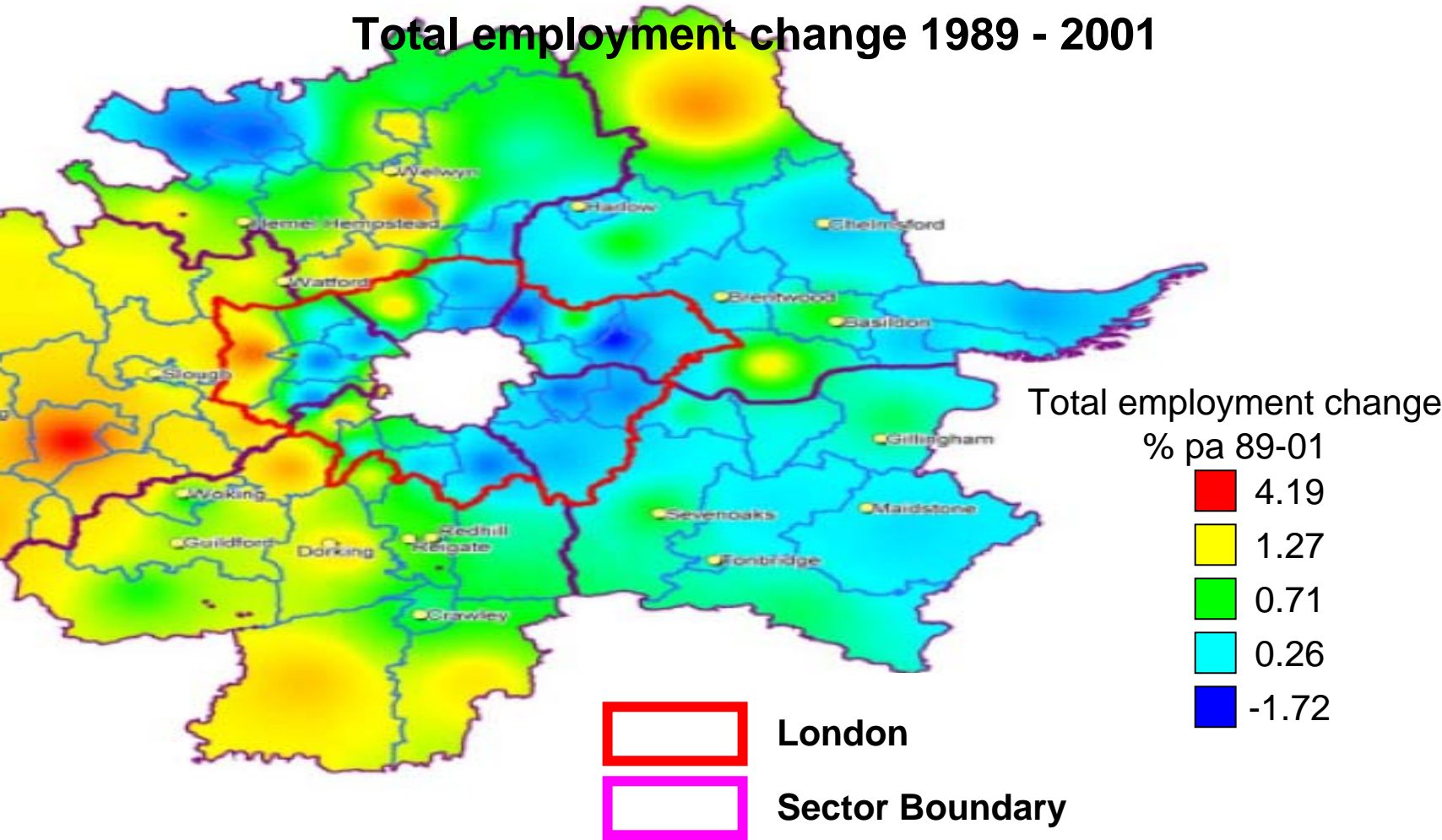
- Heathrow almost all transport, freight and storage jobs
- Outer urban areas: larger proportions in local activities, schools, hospitals
- Greatest shares of financial jobs in Croydon and SE
- Manufacturing most important to TG



Financial services	Professional services
Creative activities	Goods retail
Leisure activities	Schools and hospitals
Local activities	Passenger transport, freight and storage
Wholesale	Manufacturing (excl publishing)

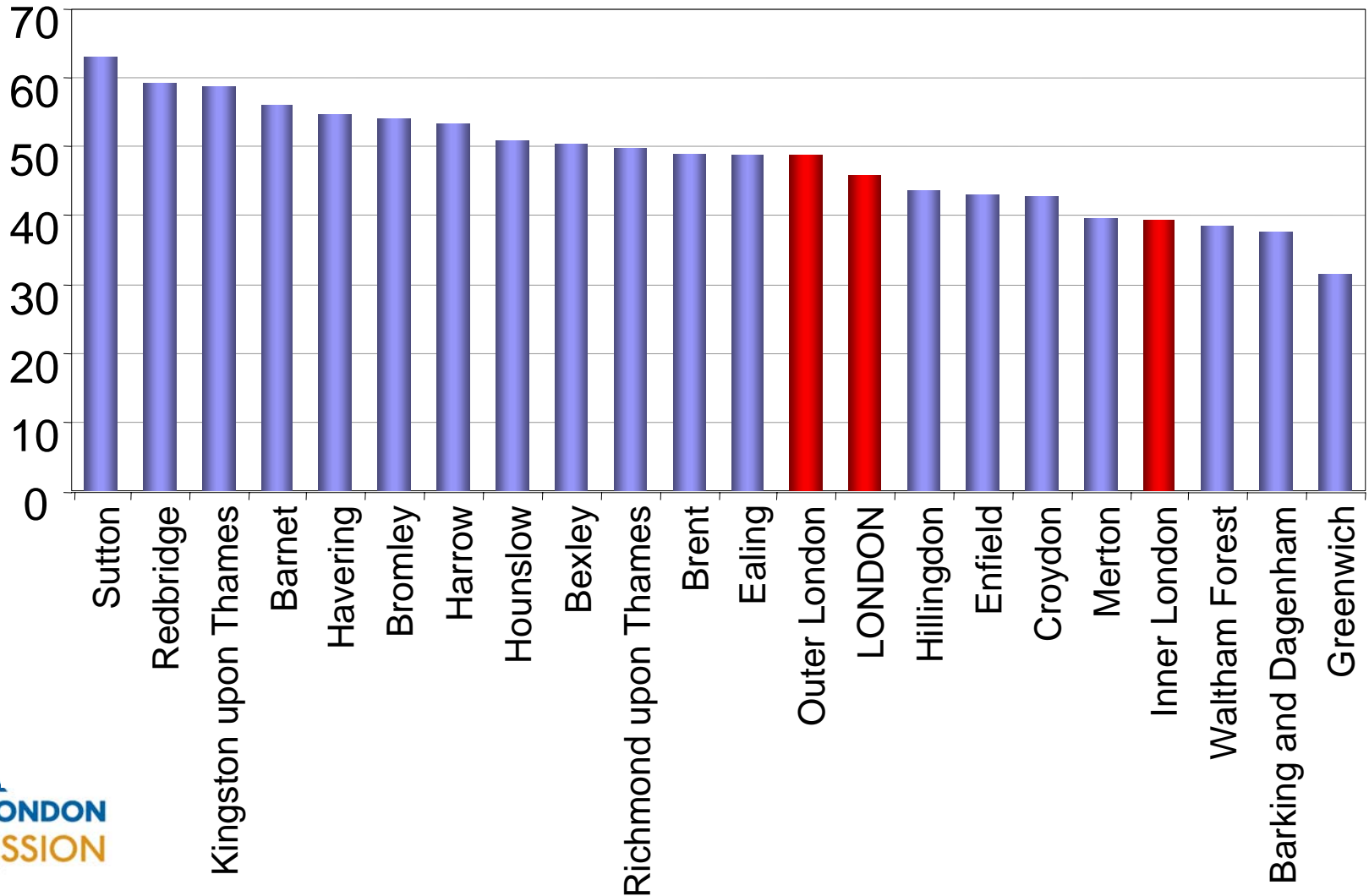
Why is there more growth in the western Outer Metropolitan Area than in Outer London?

Total employment change 1989 - 2001



Are skills and training a barrier to realising outer London potential?

Eg GCSE (5+ A*-C) attainment including English and Maths by London Borough (%)



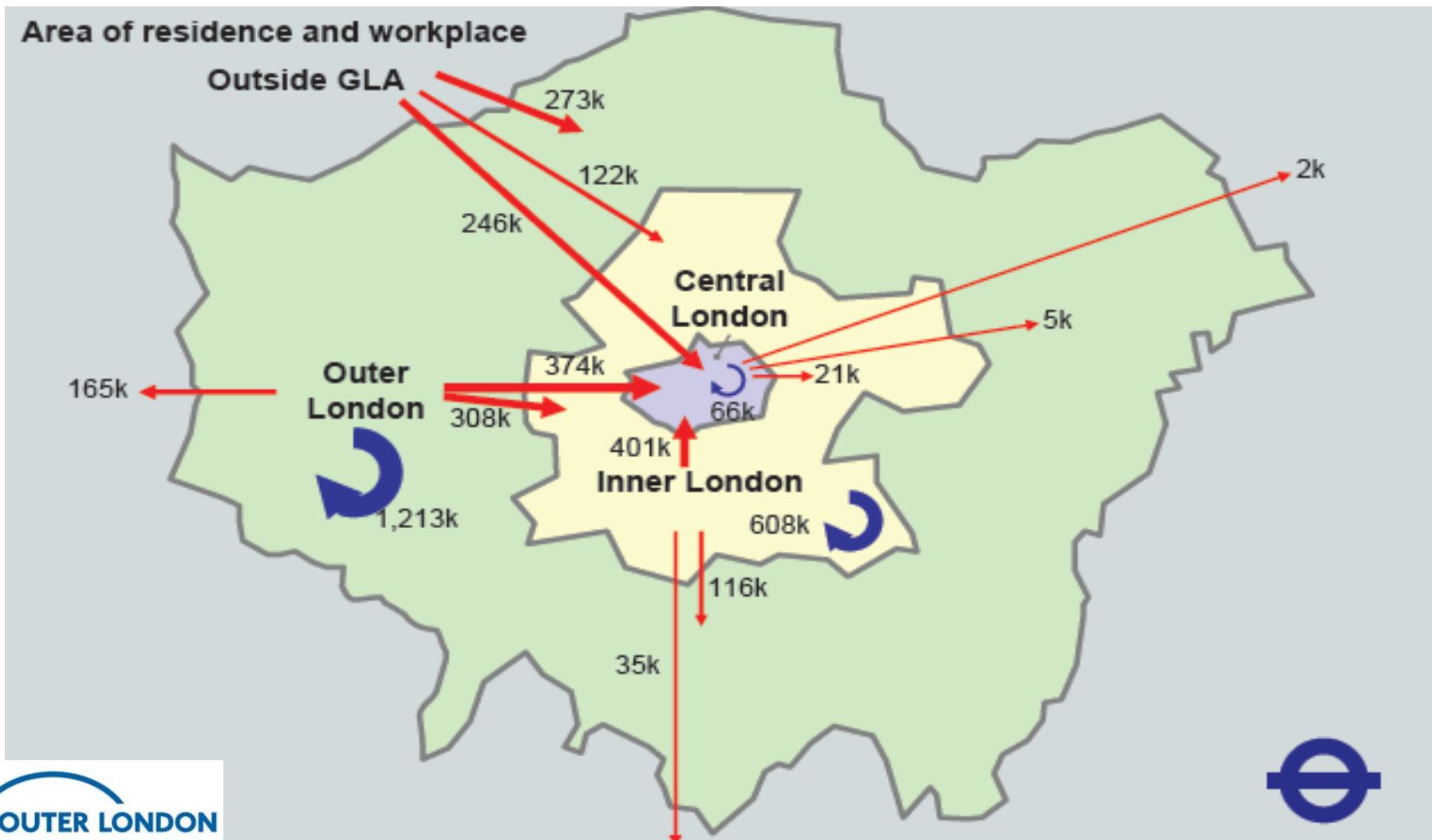
Key Transport Questions

- How to address the lack of integration and connectivity within outer London sub-regions?
- In particular, how to improve orbital connections - star and cluster format?
- How to balance the dependence of outer London on cars and lorries with environmental aspirations
- How crucial is relaxing parking policies to addressing competition from towns in the OMA?
- What balance to strike between new infrastructure and making better use of existing capacity under-used?

How does transportation bear on economic growth?

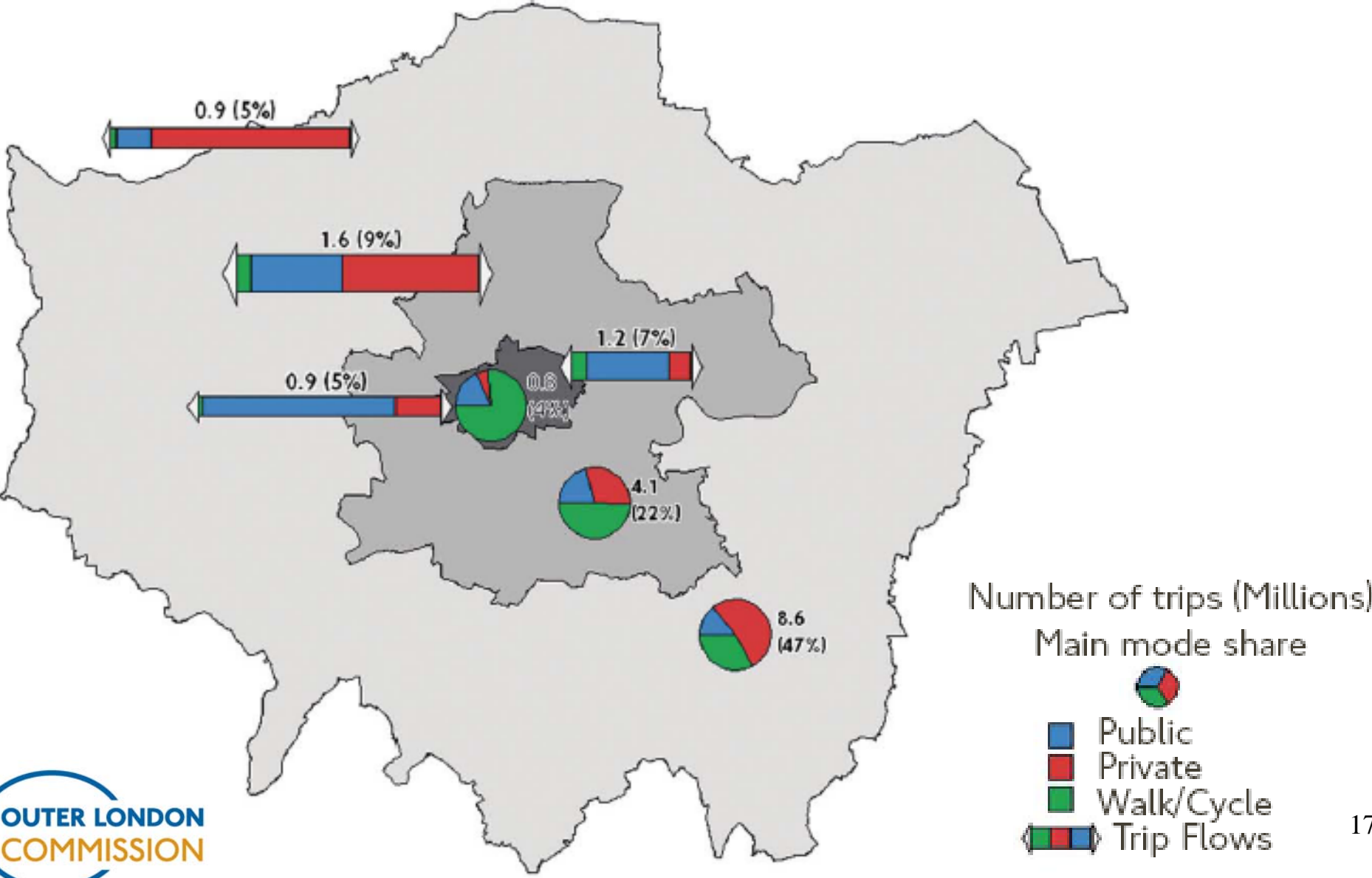
The majority of outer London workers live in outer London

Flows of workers within, into and out of London



Residents' trips: number and main mode shares

Source: LATS 2001 Household Survey



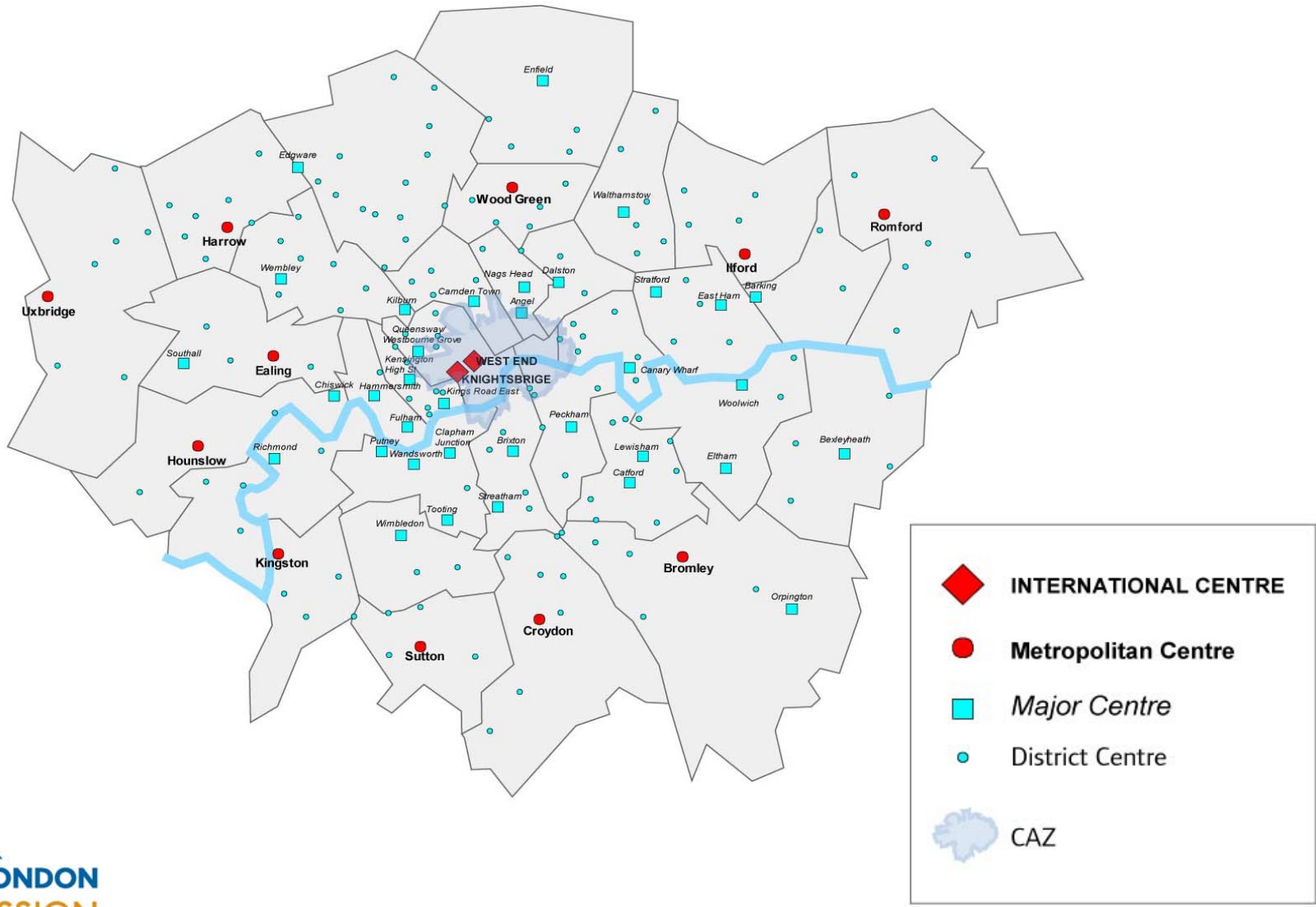
Key Spatial Questions

- Is this economic performance just in ‘the natural order of things’ i.e. is Outer London primarily a labour pool for IL/CL/OMA and a good place to live?
- If not, what is the role/place of Outer London within London & the city region?
- In particular should London be spatially planned as a series of concentric rings focused on ‘feeding’ central London
- Or is London a ‘constellation’ of centres/hubs/corridors, some larger than others, characterised by heterogeneity rather homogeneity albeit surrounding the ‘sun’ of central London
- How important is Quality of life in Outer London and what needs to be done to enhance it

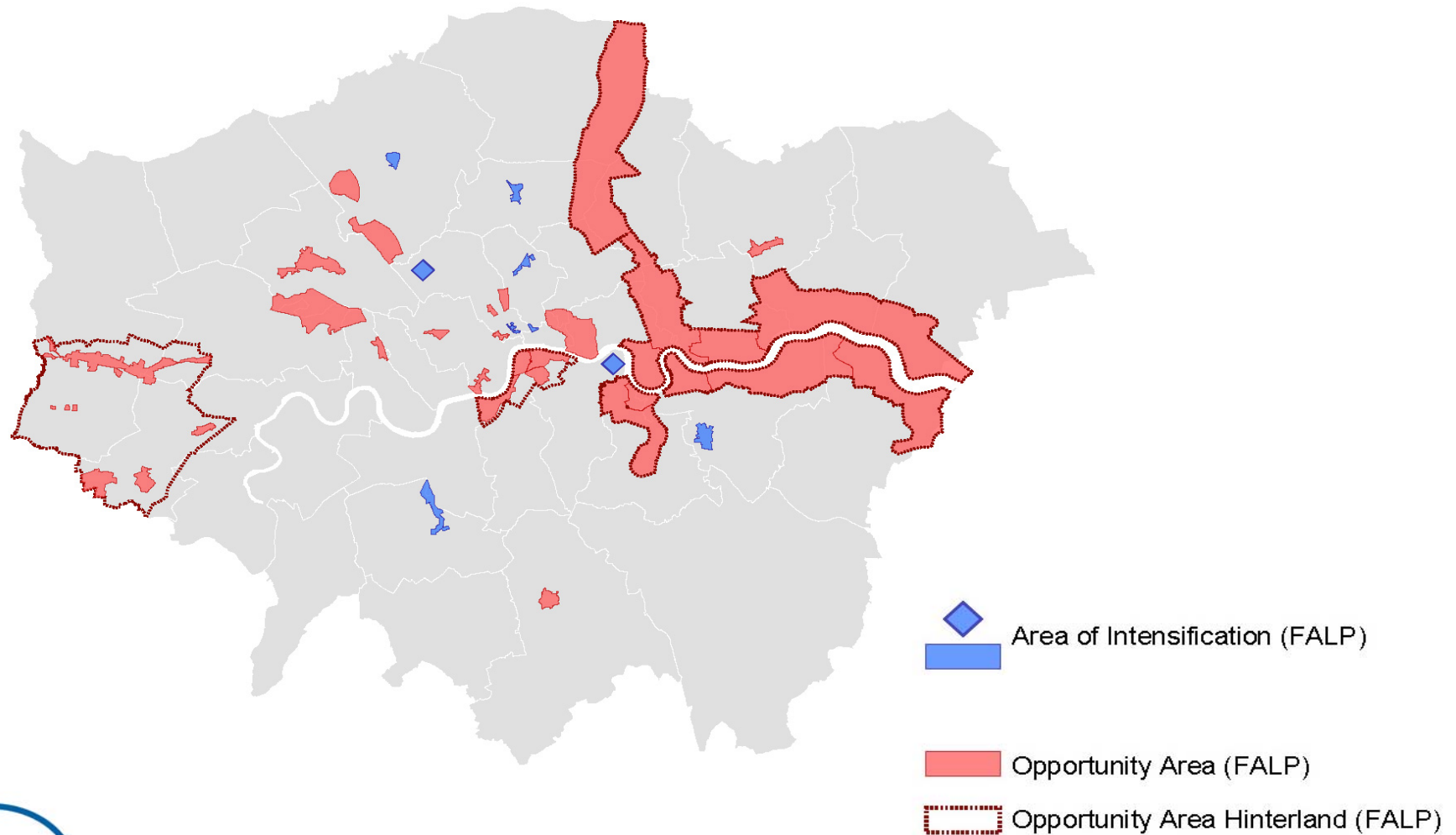
2008 London Plan policies

How do these bear on realising the potential of outer London?
For example

Town centres: London's most important business locations outside the centre?



Opportunity & Intensification Areas: how do we make the most of this brownfield potential?

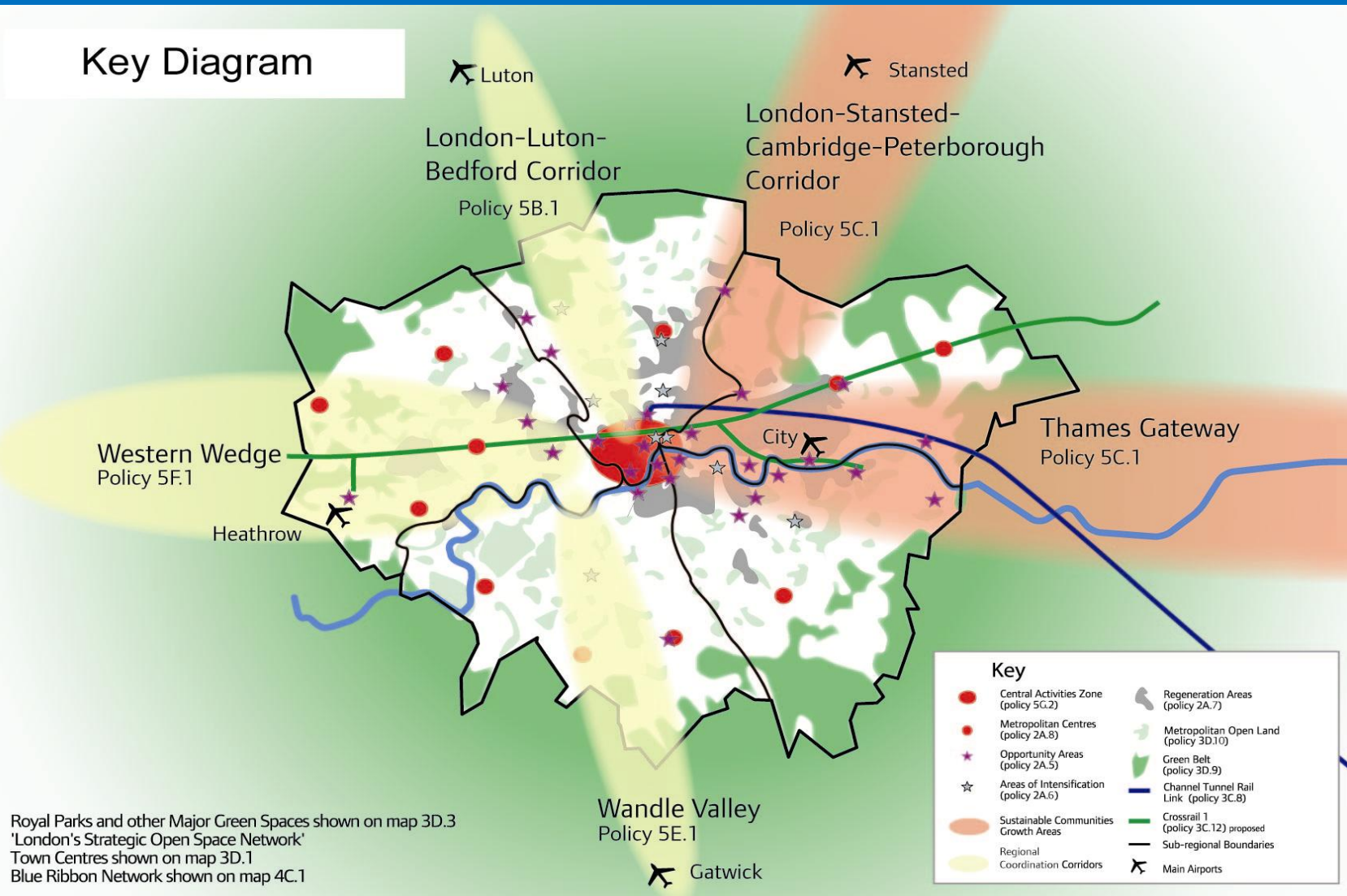


Industrial land: what roles should it have in a 21st century city?



Overall, is there a more effective spatial planning structure to realise outer London's potential?

Key Diagram



Royal Parks and other Major Green Spaces shown on map 3D.3
 'London's Strategic Open Space Network'
 Town Centres shown on map 3D.1
 Blue Ribbon Network shown on map 4C.1

How could the concept of 'growth-hubs' relate to this structure?

The **objectives** for growth-hubs would be to **help lift Outer London economic growth above its long term trend by building on success** and (for example) providing:

- competitive advantage for clusters of activities on a scale of greater than sub regional significance e.g. office, health, culture, retail,
- unique opportunities to address barriers to growth which have hitherto constrained Outer London in making a greater contribution to the London economy
- development capacity to support this scale of economic activity
- accessibility beyond the sub-regional, based on multi-modal hubs with enhanced local as well as wider connections
- a sense of place/destination of a quality of greater than sub-regional distinction
- viable justification including densification for any necessary strategic infrastructure and other investment
- strategic residential capacity to help underpin this investment, to lend vitality and viability to the hub and to help meet other housing objectives,

AND

- which will complement other business locations and their distinct 'offers' in Outer London rejuvenation

Consultation messages: Economy

- Outer London competes not with inner London, but with areas in OMA
- Concern that “growth hubs” will lead to neglect of other parts of OL
- Link a more organic type of growth to existing town centre network
- Growth should focus on successful areas and not start from scratch
- Planning regime is sometimes an inhibitor to development
- Need to release land for development (particularly public sector)
- Need to re-invent parts of outer London which have an industrial legacy
- Outer London needs to improve skills, e.g. HE/FE offer
- Potential for growth in “green” industries, creative industries, logistics, servicing the residential population, public sector & knowledge sectors
- Need a more diverse employment base

Consultation messages: Transport

- Growth hubs without public transport will increase car use
- Public transport costs are relatively high in outer London – an outer London Oyster card?
- Lots of useful detailed local scheme recommendations from boroughs and partnerships
- A package of measures to reduce car use is needed – although rarely what the package is
- Use of Smarter Travel initiatives
- “Make it Sweat” - Maximise the use of existing infrastructure with limited funds available
- Limited control over rail services?

Consultation messages: Quality of Life

- Quality and affordable homes for families are needed to retain people
- The character of the suburbs should not be lost due to economic growth
- Town centres need a mixture of jobs, shops and services to remain viable, including a night-time economy
- Need a high quality public realm to compete with out of town shopping
- Need a more flexible approach to car parking in outer London
- Concern that climate change has not been given sufficient attention
- Developing residential capacity will have an impact on health, education and other services
- Protection of the Green belt and green spaces should remain sacrosanct

Direction of Travel Key Milestones - Overall

- Outer London is not homogeneous and requires specific spatial policies
- Holistic approach needed
- Constellation of centres/hubs needed not just growth hubs
- Improvements to intra sub region connectivity crucial
- Competition to outer London is from the OMA not IL/CL
- Town centres need to become better focus for their communities
- Current residential patterns/densities considered a key component of quality of life
- Social infrastructure has become too remote from residential communities

Direction of Travel Key Milestones - Economic Issues

- Raising the economic performance of OL does matter – to OL, to London as a world city and to UK economic performance (cf the Thames Gateway) –
- With only 13% of UK population, London responsible for 18% of GVA productivity
- OL should not be seen primarily as a labour pool for IL/CL/OMA
- Few large specialists clusters of businesses in outer London – many activities are associated with local spatial needs and unique identities
- London public transport infrastructure investment has concentrated on improving access to the centre – some rebalancing sought
- Commuting from OL has its disadvantages for the old/young, sustainability
- Improving/extending targeted HE/FE offers in outer London crucial to skills agenda

Direction of Travel Key Milestones - Transport

- Some road improvements appropriate
- Cars/lorries will remain crucial to Outer London accessibility
- Relaxed parking standards seen as essential to meet competition from the OMA
- Orbital public transport systems are best configured as a 'star and cluster' around centres/hubs
- Spare existing capacity needs to be sweated
- Overall employment growth forecasts are significantly reduced which, when coupled with the constellation approach, makes it more difficult to justify concentrated new tram style infrastructure improvements in Outer London centred solely on a limited number of growth hubs

Defining Characteristics of Sub-Regional Growth Hubs

- Role/specialisms (e.g. Croydon central government, Heathrow transport)
- Scale (5 million square feet + overall)
- Multi mode orbital/radial accessibility into the Sub-region (e.g. Croydon tram)
- Retail function (2/3 million square feet +)
- Office clusters (3/4 million square feet + i.e. several large corporates)
- Academia - HE/FE campuses (e.g. Kingston-upon-Thames)
- Cultural offer (e.g. Fairfield Halls)
- Heritage/tourism/leisure (e.g. Stratford)
- Health

Most of these need to be present – or else just a metropolitan centre/other hub
Attracting/retaining large corporate office occupiers is the defining characteristic
These are unlikely to locate in new centres in outer London.

Next Steps

- OLC Public Meeting: West London (Ealing) – 17th June 2009
- OLC Public Meeting: Report to Mayor – July 2009
- Input to Mayoral Strategies
 - London Plan
 - Mayor's Transport Strategy
 - Economic Development Strategy
- Public consultation on Mayoral Strategies – Autumn 2009
- Examination in Public – London Plan – Summer 2010