

**TOWARDS A FULL REVIEW
OF THE LONDON PLAN**

**OPTIONS
FOR GROWTH**



Advanced world cities' approaches to 'growth'

New York

Area: 790 sq km

Pop: 8.5 mll (2014)

Pop increase: 34.4k pa (2000-2014)

Emp: 4.2m (2015)

Emp increase: 42.3k pa (2010-2020)

Housing increase: 24k pa (2014-2024)

Policy approach:

- PT based intensification
- Re-zoning

Major rail

- 15 schemes + \$1 bn

Paris

Area: 105 sq km

Pop: 2.2 mll (2014)

Pop increase: 10.7k pa (1999-2010)

Emp: 1.8m (2011)

Emp increase: 10k pa (2006-2011)

Housing increase: 4.5k pa (2005-2030)

Policy approach:

- Opp Areas
- Regional dev

Major rail:

- Orly-St Denis RER
- 205km Metro + major upgrades

Tokyo

Area: 2,188 sq km

Pop: 13.4 mll (2014)

Pop increase: static, falling post 2020

Emp: 7.3m (2012)

Emp increase: 36k pa (2008-2012)

Housing increase: 111k pa (1998-2008)

Policy approach:

- PT based intensification
- Opp Areas

Major rail:

- improved links to Haneda & Narita Airports

London: indicative growth to 2041

Area: 1,572 sq km

Pop: 8.6 mll (2015)

Pop increase: 76k pa (2036)

Hhlds: 3.4 mll (2014)

Hhlds: 40k pa (2036) but cld be
+43k pa

Emp: 5.6 mll (2015)

Emp increase: +40k pa but cld be
+50k pa

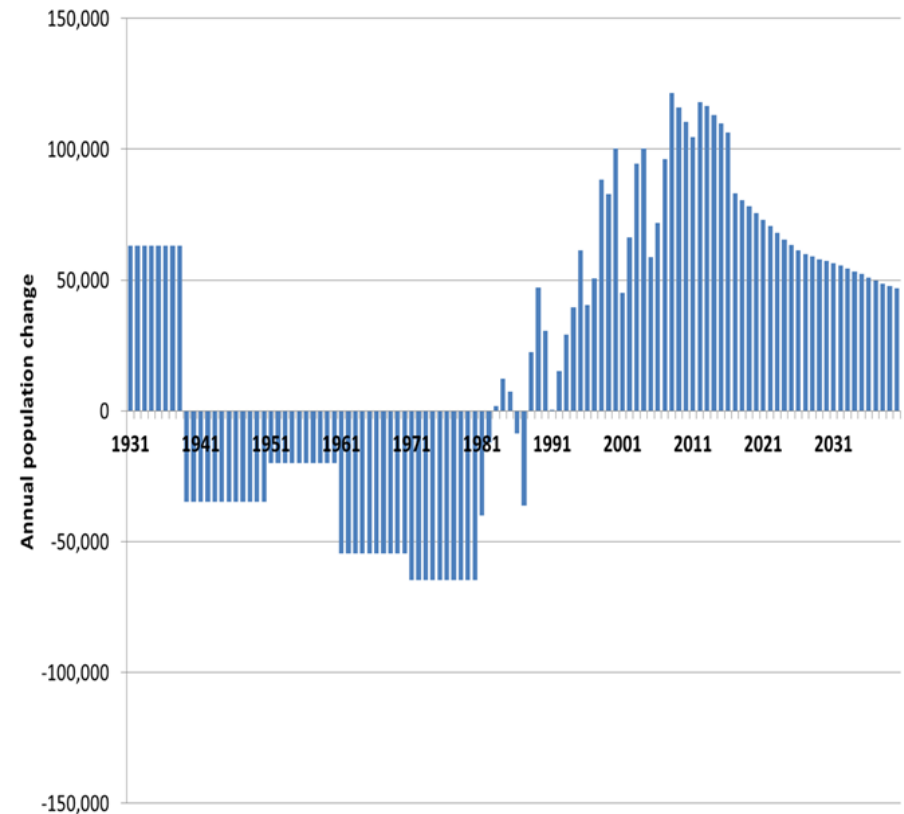
Planned housing increase: +49k pa?

Current policy approach

- PT based intensification
- Opp Areas
- 'implicit' re-zoning

Major rail

- X rail 2
- BLE, GOB



2050 Infrastructure Plan and other scenarios

- These are only 'what if' scenarios to inform discussion on options for London Plan review
- 2050 LIP assumes spatial development will reflect 2015 London Plan up to 2030s
- assumes 2031 base population 9.84 mll (as per Plan), 2050 population 11.27 mll
- explores different ways of housing this extra population: trend based growth within London; intensification in any areas with good PTAL; good PTAL town centres; good PTAL suburban areas; and existing urban areas beyond London
- OLC additionally may wish to consider extra scenarios

Scenario 1: trend based growth

(could accommodate 11.27 mll cf 11.27mll projected, 16% growth in inner, 14% in outer)



Source: Transport for London

Scenario 2: intensification in areas with good public transport accessibility

(could accommodate 11.24 mll of 11.27 projected, 30% growth in inner, 4% in outer, or 11.39 with XR2 and BLE)



Source: Transport for London

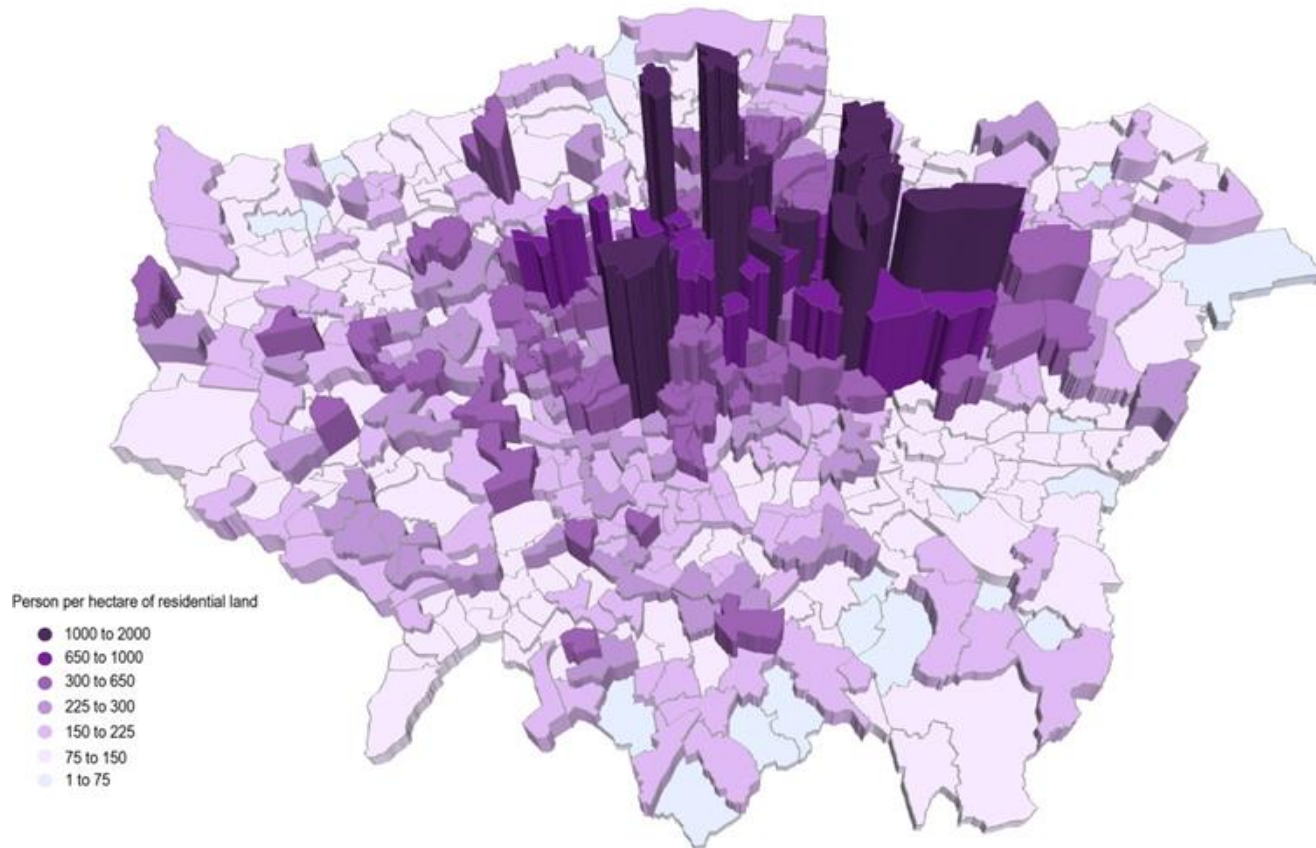
Scenario 3: town centre intensification

(could accommodate 11.21 of 11.27 projected, 11% growth in inner, 16% in outer)



Scenario 4: suburban renewal/ intensification

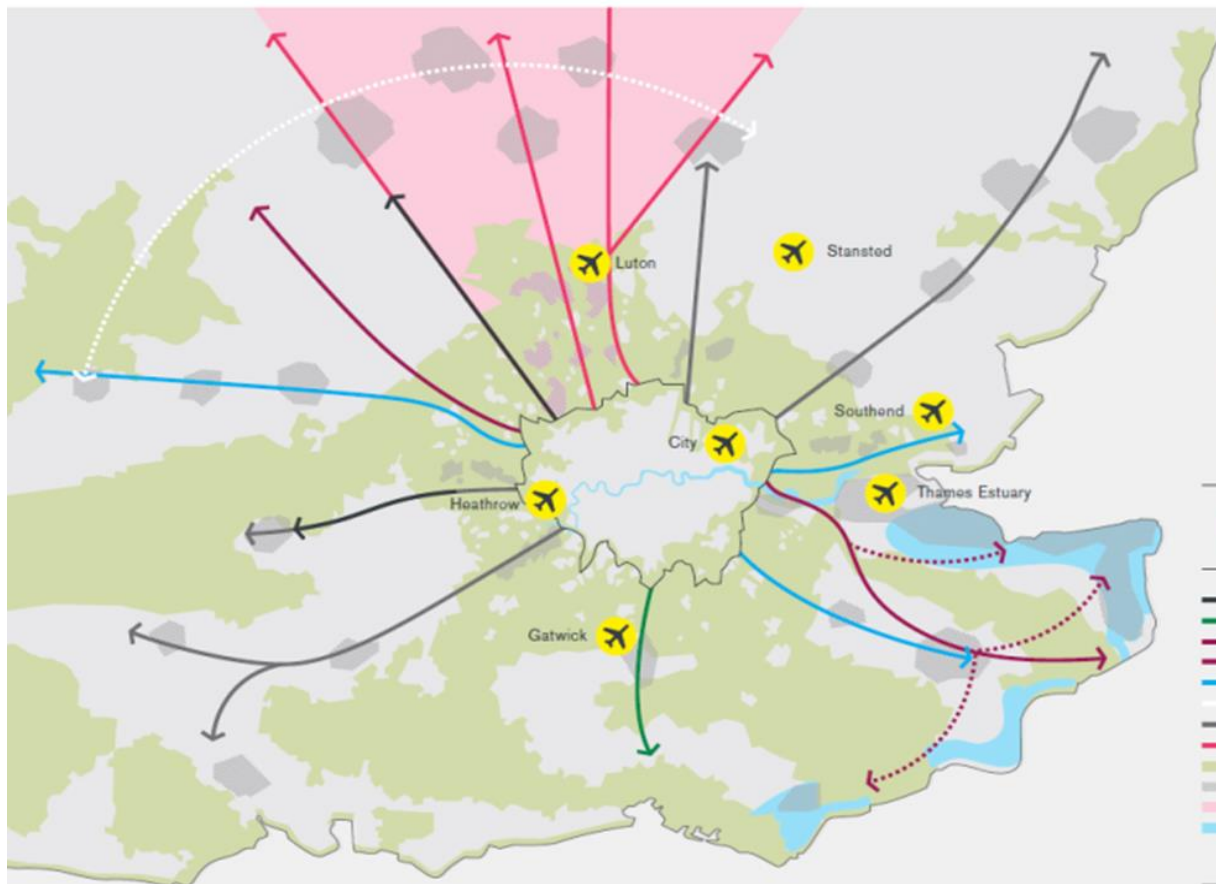
(15.89 mll growth cf 11.27 projected, 34% growth in inner, 79% in outer, or if capped at 11.27 mll, 6% growth in inner and 21% in outer)



Scenario 5: selective intensification of towns beyond London (1 million RoSE population increase, London 2050 pop 10.3 mll cf projected 11.27)

CHALLENGE 2 – WHERE WILL IT GO?

LONDON 2050 BIGGER AND BETTER | SECTION 8
MAYOR OF LONDON | PAGE 37



Path 4: We have also considered the impact of some of the projected population growth being accommodated outside London, and linked by improved radial rail.

Exporting some of London's growth to other parts of the South East could help regenerate these areas.

HIGH DENSITY RADIAL LINKS
TO CENTRAL LONDON

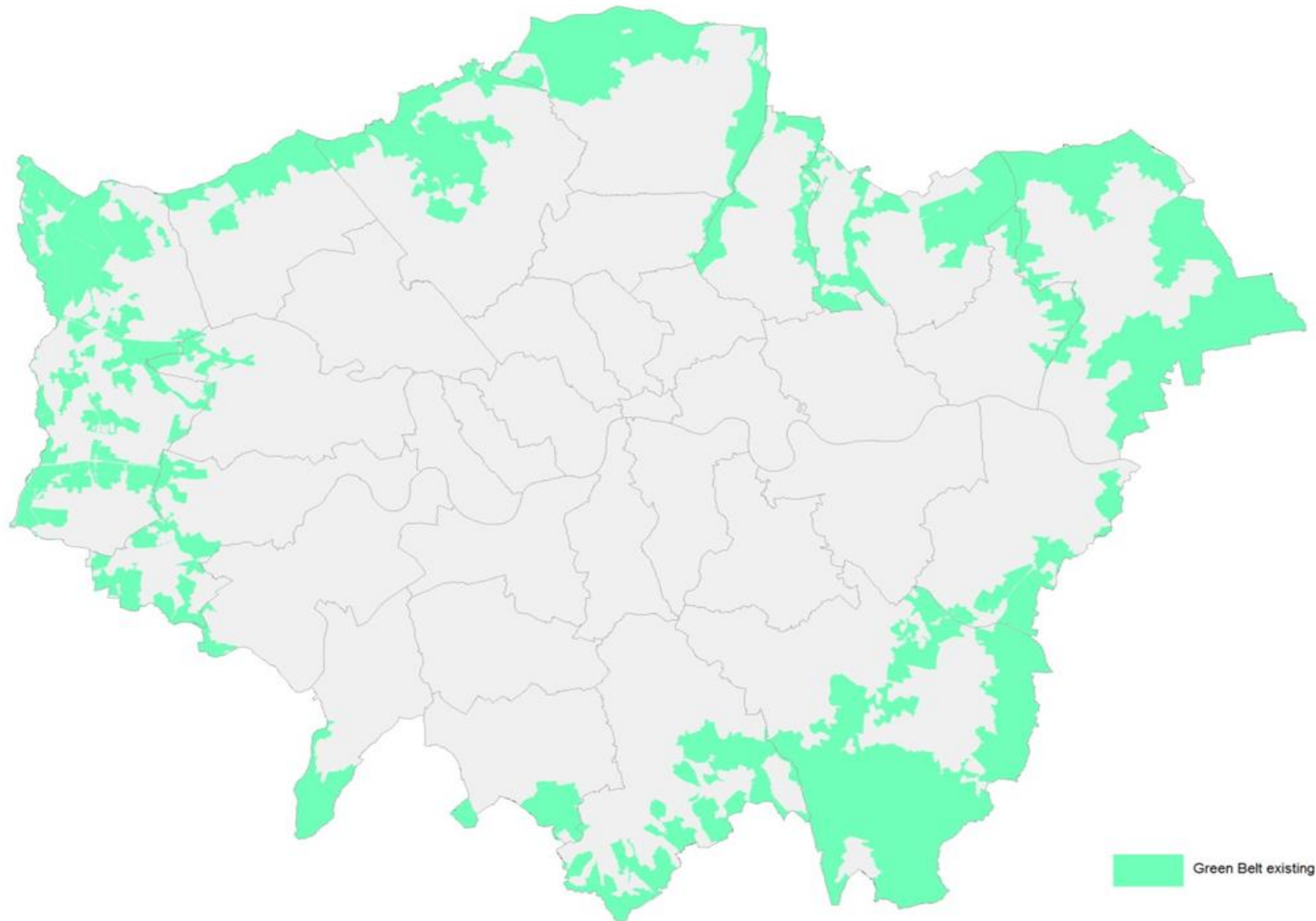
- Potential Crossrail extension
- Brighton Mainline capacity upgrade
- HS2 extension
- HS1 / HS2
- Train lengthening / electrification schemes
- East-West Rail
- Lines relieved by Crossrail / Crossrail 2
- Lines relieved by HS2
- Green Belt / National Park / AONB
- Potential growth areas
- Major growth potential north of London
- Coastal areas with major growth potential but poorly served by current rail system

Source: Transport for London

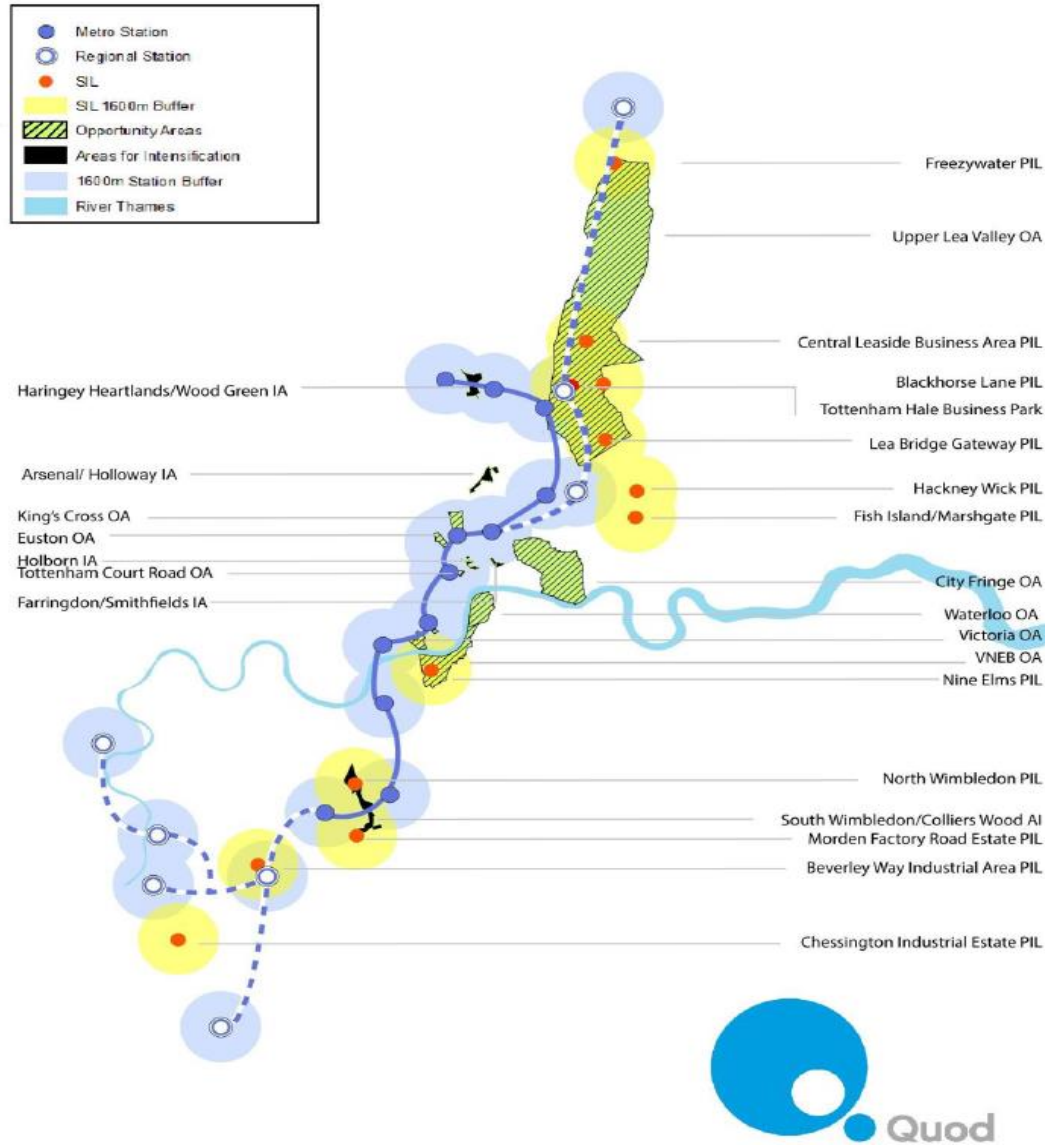
Possible other scenarios

- Airport related development?
- wider scale Estate Renewal?
- 'cohabitation' of industry and residential?
- selective Green Belt release?

New scenario? : Green Belt - selective intensification / development



Specific infrastructure scenarios: Crossrail 2 options / intensification



Questions

- G1 How important is it to maintain a balance between housing and employment in a growing post-industrial city? What do you think the right balance is?
- G2 If London continues to expand the housing pipeline/ allocations, will that distort the balance between housing and employment? What significant effects might that have within different parts of outer London?
- G3 What type of workspace/ employment land will be required in the future relative to trends in the existing stock? Does this require a policy approach which extends beyond London?

Questions

G4 In the context of meeting London's growth, what contribution should the following mechanisms make to helping to meet the challenge of delivering increased levels of housing?

- Increasing outer London densities, particularly through suburban renewal
- More housing at higher densities in town centres and Opportunity Areas/ Intensification Areas with good public transport
- Greater cumulative contribution of small scale sites, such as infill
- Selective release of London's greenbelt around public transport nodes for housing (or consolidation of employment)
- Densification of built up areas beyond London (new towns; garden cities, suburban extensions)

For each, where might there be particular opportunities, how could this be supported and what / where are the specific challenges and constraints (eg what impact might this have on character and context; land values; balance between housing and employment; access to particular types / lower cost employment space, infrastructure requirement, etc).

Questions

- G6 Would it be worth considering growth 'corridors' (eg as with LSCC and linked to existing / potential public transport) in terms of enabling an integrated housing / employment / cross-boundary strategy...and if so, which corridors could be a focus (eg associated with CR2, HS1, HS2, CR1 extensions, C2C improvement, Gatwick)?
- G7 How can we maximise the benefits of growth regionally, sub-regionally and locally; and mitigate concerns? (eg provision of supporting social and community infrastructure; greater focus on place-making; re-provision in the new development of social housing)
- G8 Does the London Plan density matrix need to be reviewed (eg PTAL splits, characterisation, the ranges themselves), or is it better to keep it as a benchmark and use it to bargain for higher quality / more social infrastructure / more affordable housing?
- G9 Have you any suggestions for new Opportunity/Intensification Areas; or medium sized town centres suitable for higher density, housing led renewal/redevelopment?

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REMOVING BARRIERS TO HOUSING DELIVERY

What are the challenges and
what are the practical mechanisms
to increase housing output in London?

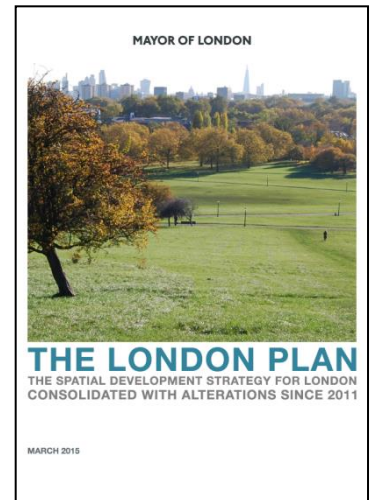
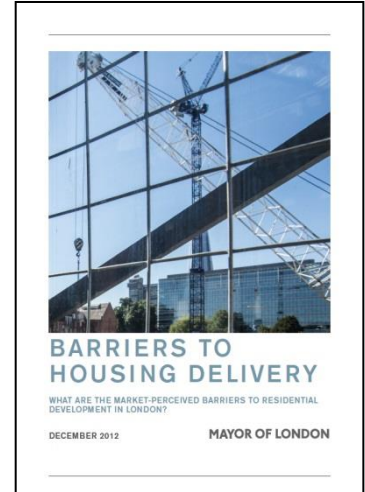


The housing delivery challenge

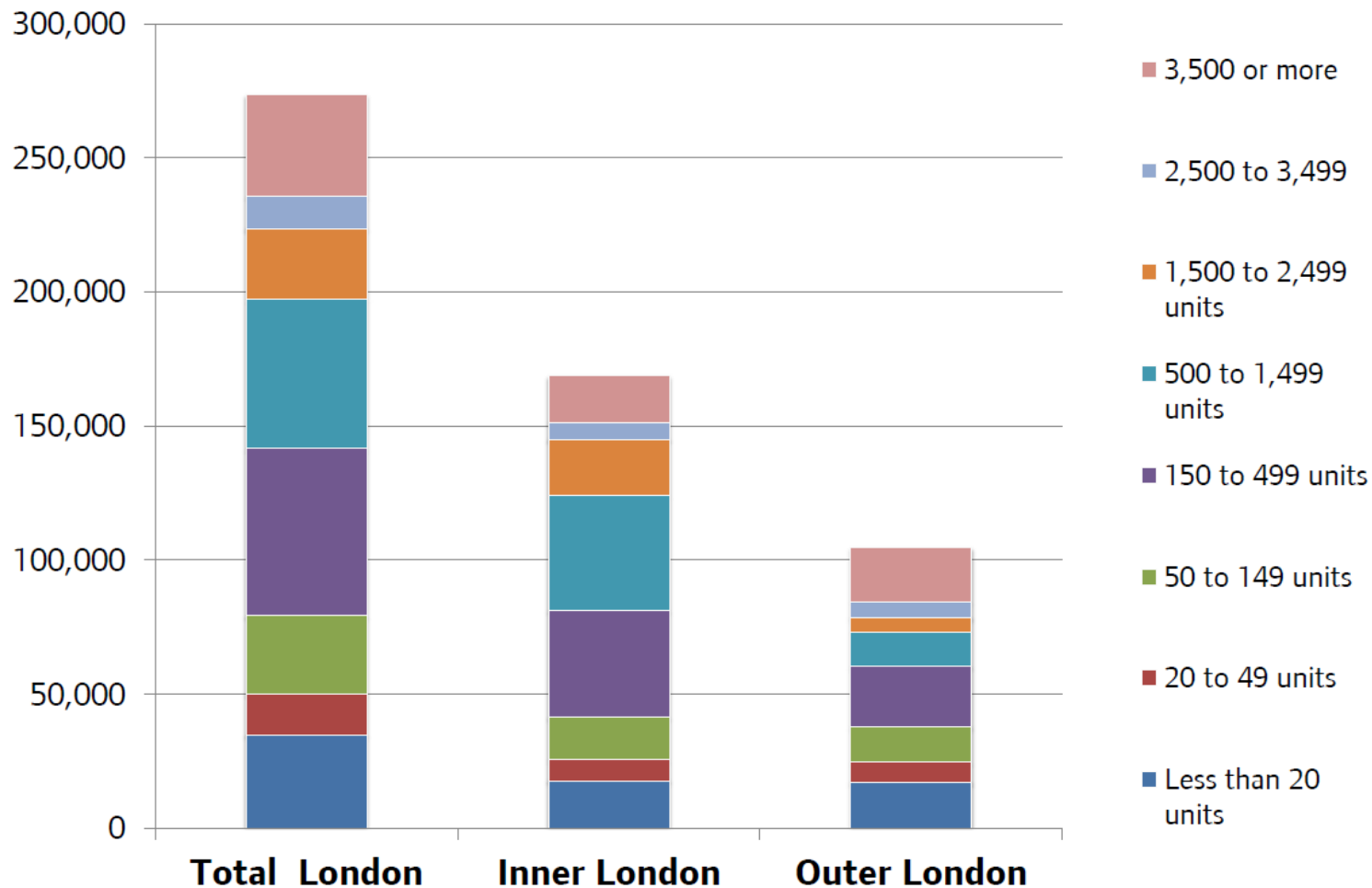
- **Need** = 49,000 a year
- **Approvals** = >50,000 units a year
- **Pipeline** = circa 270,000 approved units
- **Completions** = 27,000 units a year

GLA research - 2012 & 2014

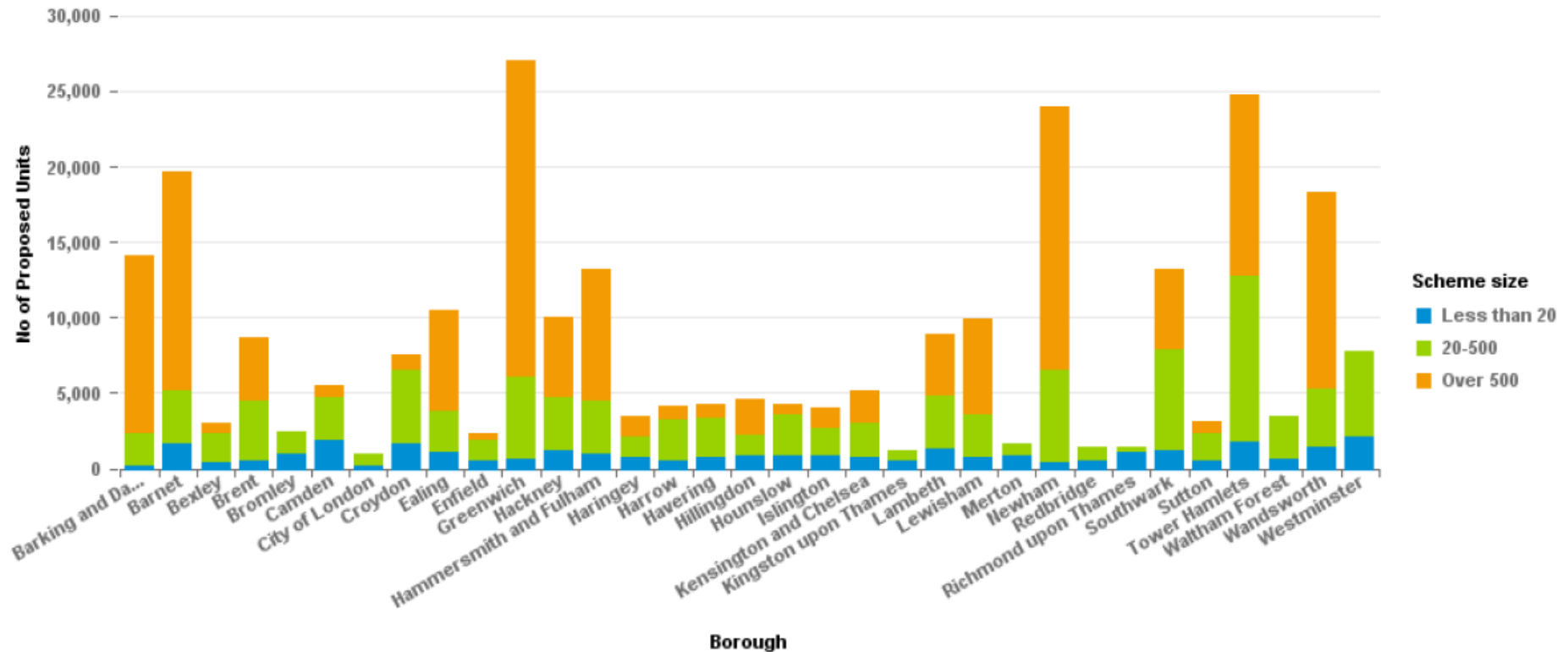
- Examined delivery challenges on large sites (over 20 units).
- Issues in 2012:
 - The number of approved large sites owned by non-house builders
 - Access to development finance
 - The capacity of the house building industry
 - The speed and consistency of the public sector
 - Typical build out rates (150 unit pa general benchmark, though does vary)
- 2014 study – a more optimistic picture, but concerns remain about actual delivery rates and London's pipeline



London's pipeline

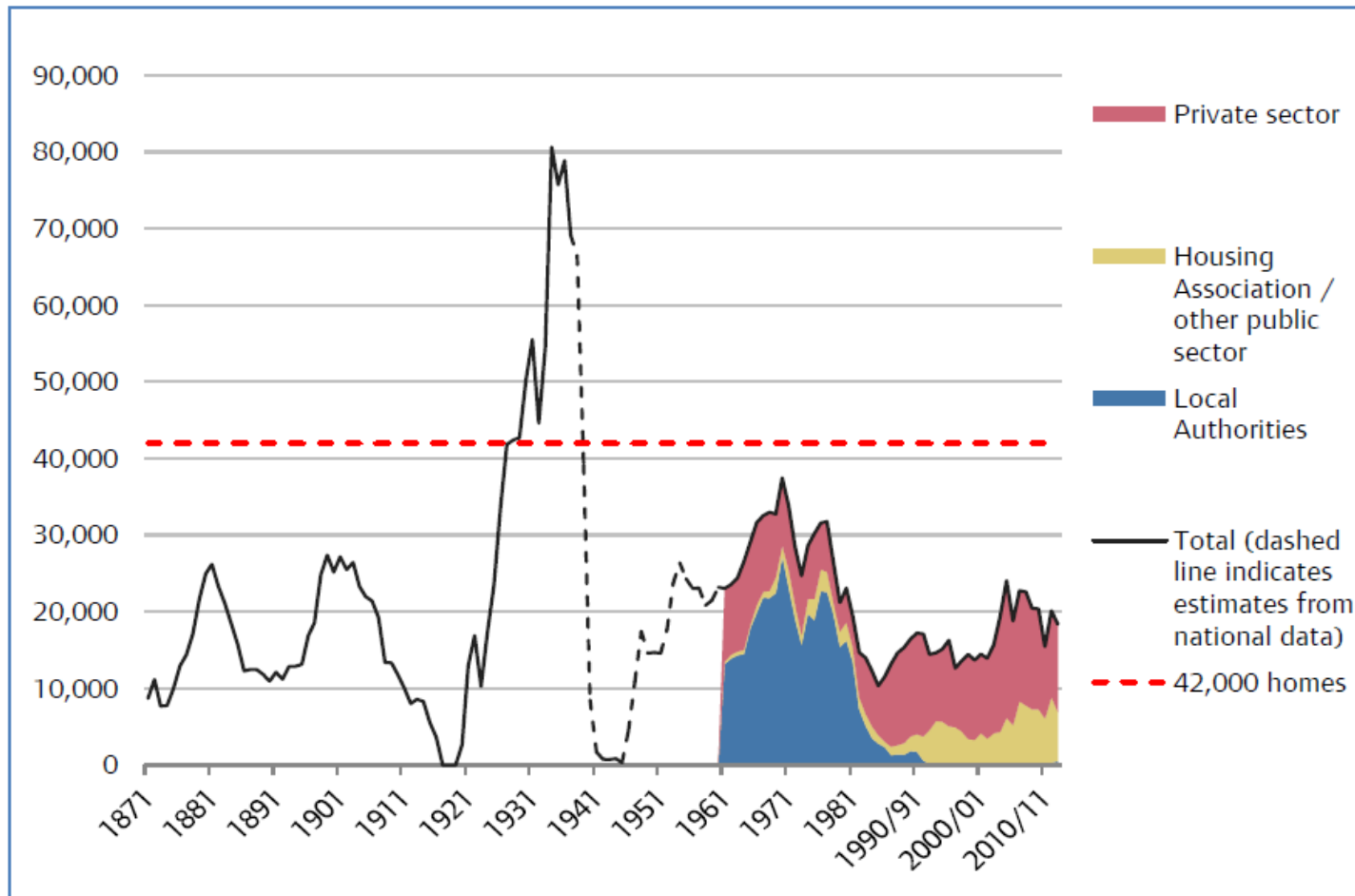


Pipeline - by borough



Source: London Development Database 2015

Housing delivery in London: A historic perspective



QUESTIONS

H1 What are the particular barriers holding back delivery of new housing in this sub region?

H2 What is constraining the private sector from translating London's pipeline of approved homes into completions, for example:

- developer sales practices and private sector concerns about market absorption
- the scale of land banking and the number of approved sites owned by firms that do not actually build houses
- the range and size of housebuilding firms in London and the level of competition within the development sector
- private sector capacity and skills shortages.

QUESTIONS

H3 What potential is there in Outer London for:

- purpose built long-term, private rented sector housing (PRS)
- specialist housing for students and older Londoners
- housing intensification through estate regeneration schemes
- the delivery of higher density development in town centres, taking into account land ownership constraints and the surrounding suburban context



QUESTIONS

- H4 What are there practical measures can boroughs take to boost supply, for example:
- providing a more certain and speedy development management process (eg s106 negotiations, use of conditions and condition discharge)
 - more positively enabling small scale/infill development in order to support small and medium sized house builders
 - greater use of CPO powers
 - wider application of the Housing Zones model
 - widening the pool of identified and allocated large sites in Local Plans
 - Land parcelling of very large sites
 - conditioning minimum levels of housing output
 - exploring 'use it or lose it' powers.

QUESTIONS

H5 What potential role could local authorities play in building houses, especially on surplus public sector owned land? What are the financial and regulatory obstacles that need to be overcome to enable local authorities to contribute more directly to house building in London?

H6 Is there an issue about skills and capacity within local authorities in delivering planning consents for large scale developments?

H7 What role could modern methods of construction play in boosting private sector build out rates?

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**NEW APPROACHES TO /
ISSUES FOR REGIONAL
CO-ORDINATION**



Why is more effective regional coordination needed?

- City region realities
- Rest of the South East (RoSE) perspectives
- London perspectives
- Emerging new regional responses

nevertheless, pre-recession net outmigration 70k-100k pa; recession 30k;
now up to +60k

CLG hhld projections 2012-37:

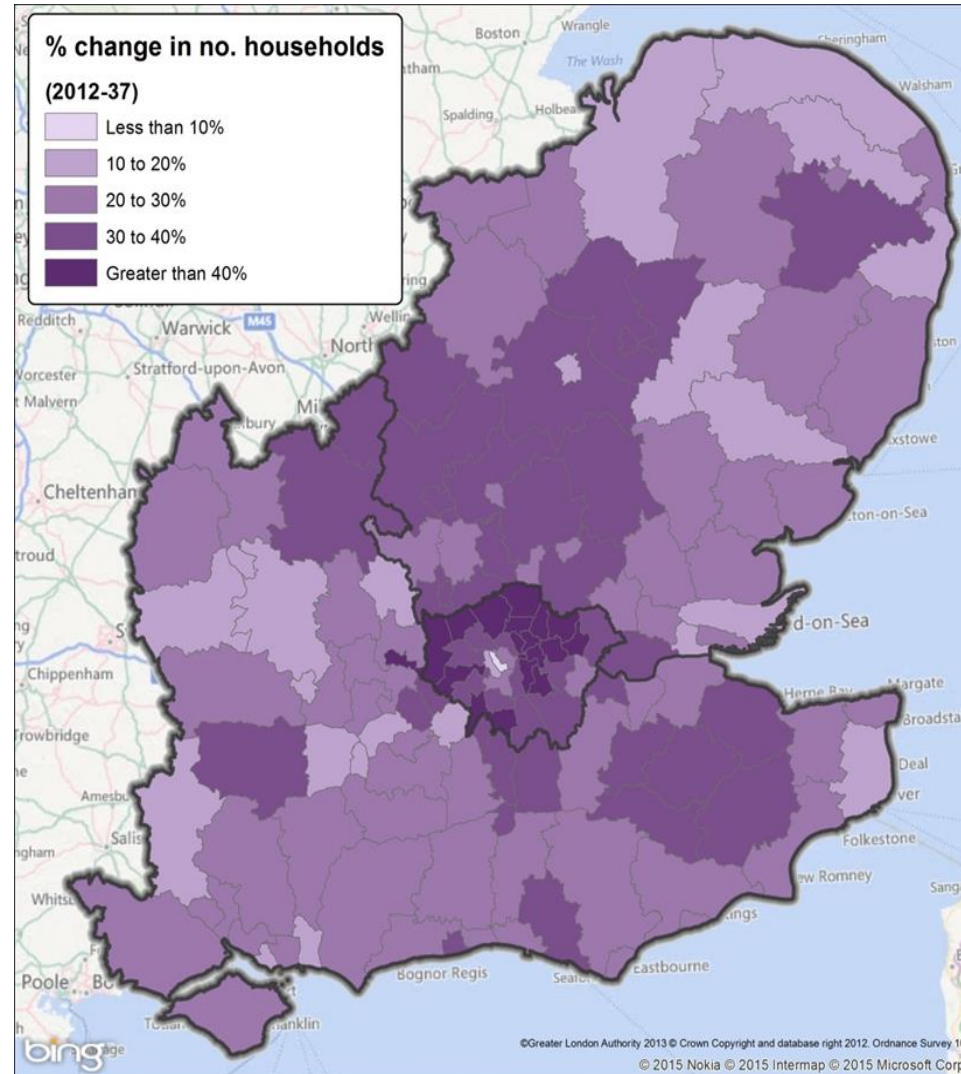
- East 26,000 pa
- South East 37,000 pa
- London 53,000 pa

Districts have or will have needs based targets

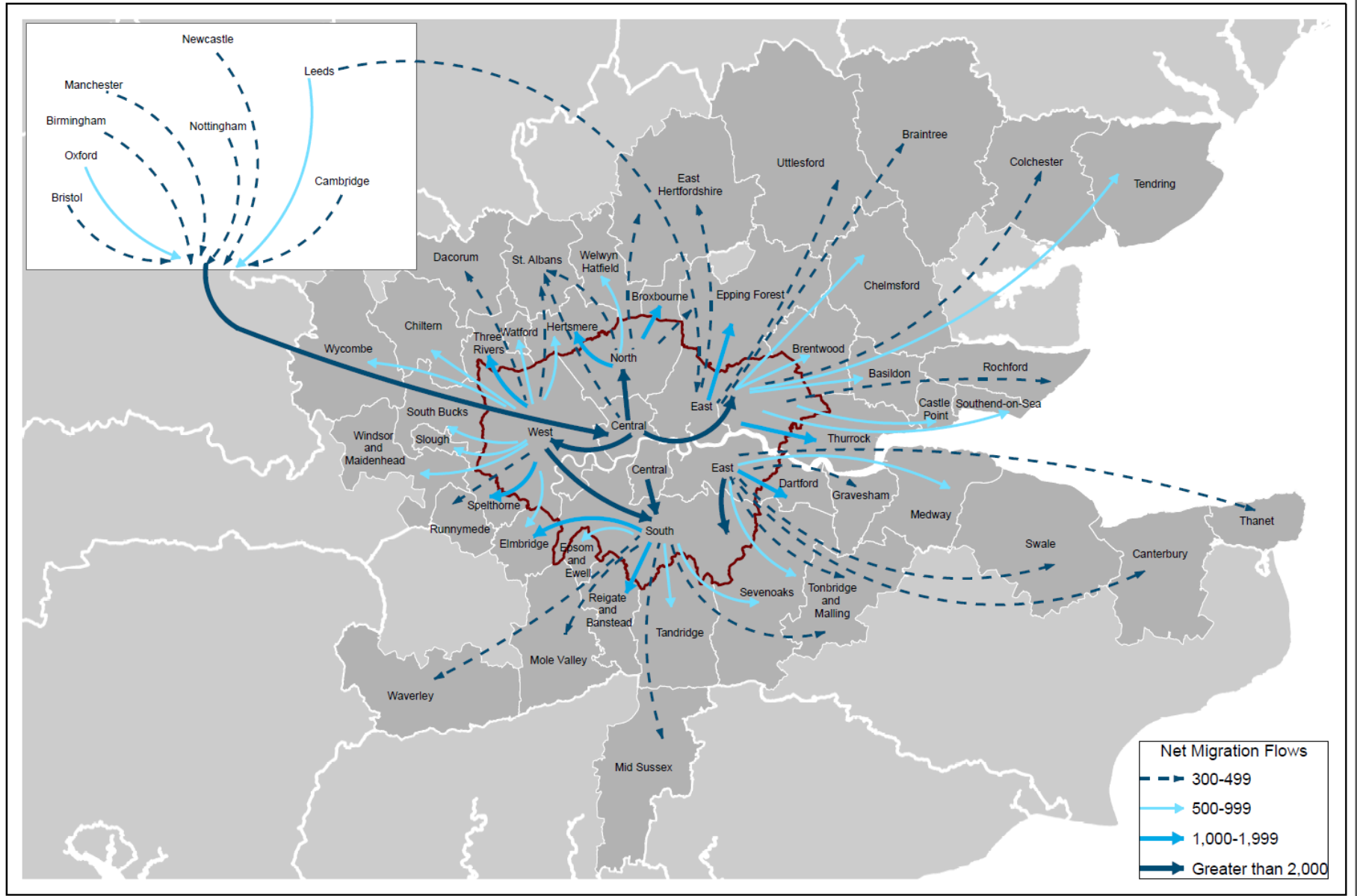
New London Plan designed to meet need (50-60k approvals pa, 260k pipeline)

Common issues:

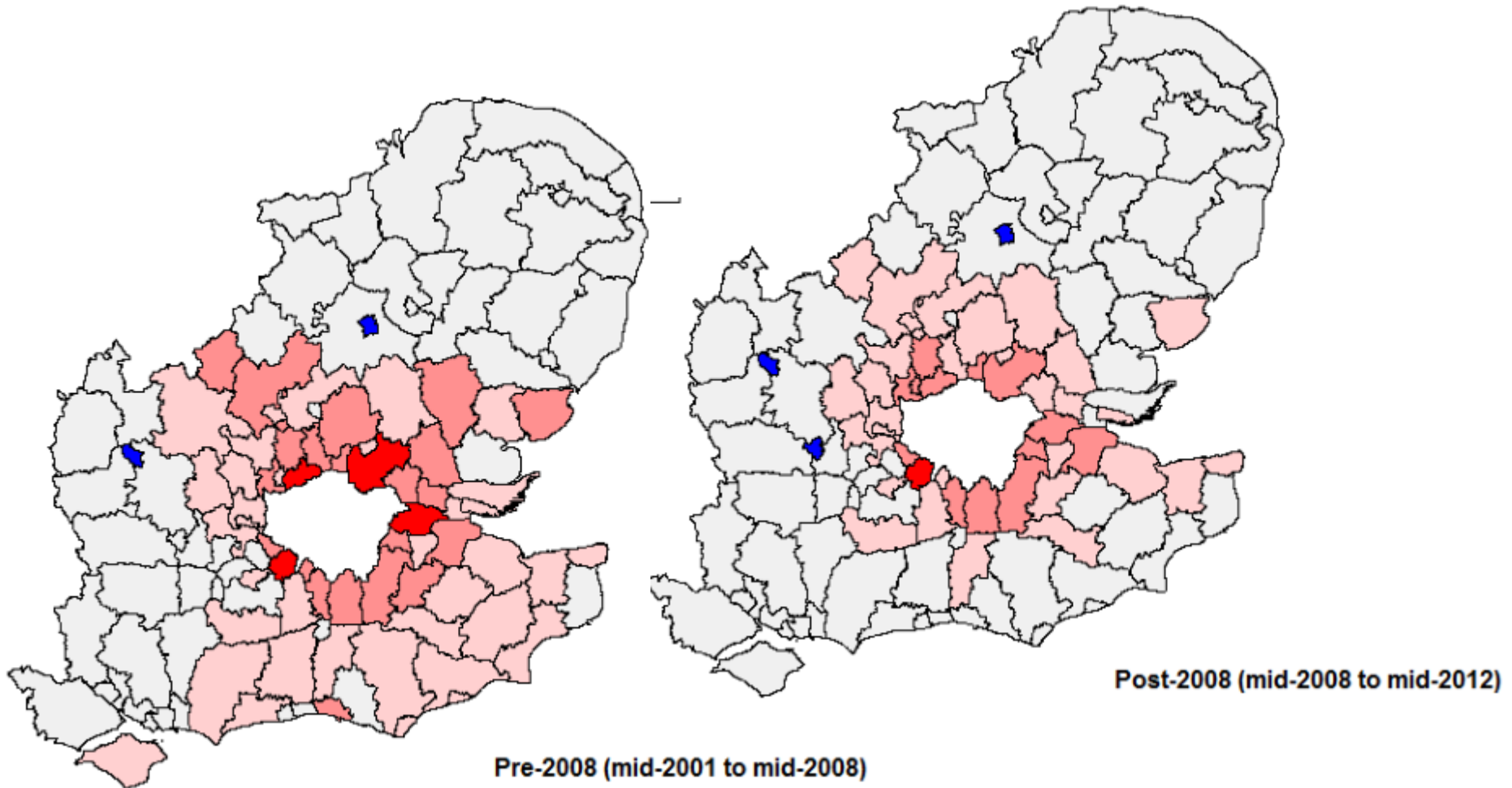
- translating approvals to completions
- long term population uncertain



Average annual net migration flows (mid-2009 to mid-2013)



Net migration from London pre- and post-crash



Recession/recovery migration – possible implications for housing demand and supply

	London	South East	East
supply average completions pa (2004-2011)	24,300	29,600	21,300
demand i hhs/pa CLG 2008	37,900 13,600 'gap'	41,100 11,500 'gap'	33,900 12,600 'gap'
demand ii hhs/pa CLG 2011	52,600 28,300 'gap'	38,400 8,800 'gap'	28,100 6,800 'gap'

Further Alterations to the London Plan 2014-15

RoSE consultation responses April 2014

- London isn't meeting its housing and affordable housing needs
- London hasn't done a Green Belt review
- FALP doesn't plan for adequate infrastructure across London / Wider SE
- need a better understanding of common issues
- the Mayor should be bound by the Duty to Cooperate
- uncertainty in London planning makes planning outside London uncertain
- more effective engagement in the next London Plan review

Emerging new Wider SE issues – context for better engagement arrangements

- What is a strategic 'Wider SE' issue? – cross-border matters and/or subsidiarity principle (only that which cannot be addressed at lower levels)
 - Demographic pressures and housing need, supply & delivery
 - Supporting and accommodating economic growth
 - Strategic transport infrastructure – commuter patterns, modes, orbital/radial, freight
 - Environment: water, energy, waste, minerals (*Green Belt, AONB*)
 - Other infrastructure and public services –health, skills/training
 - Resulting strategic development patterns
- Consistency of strategic intelligence/data
- Formal statutory role? Duties to Inform/Consult/Co-operate

Towards a more effective Wider SE – co-ordination structure

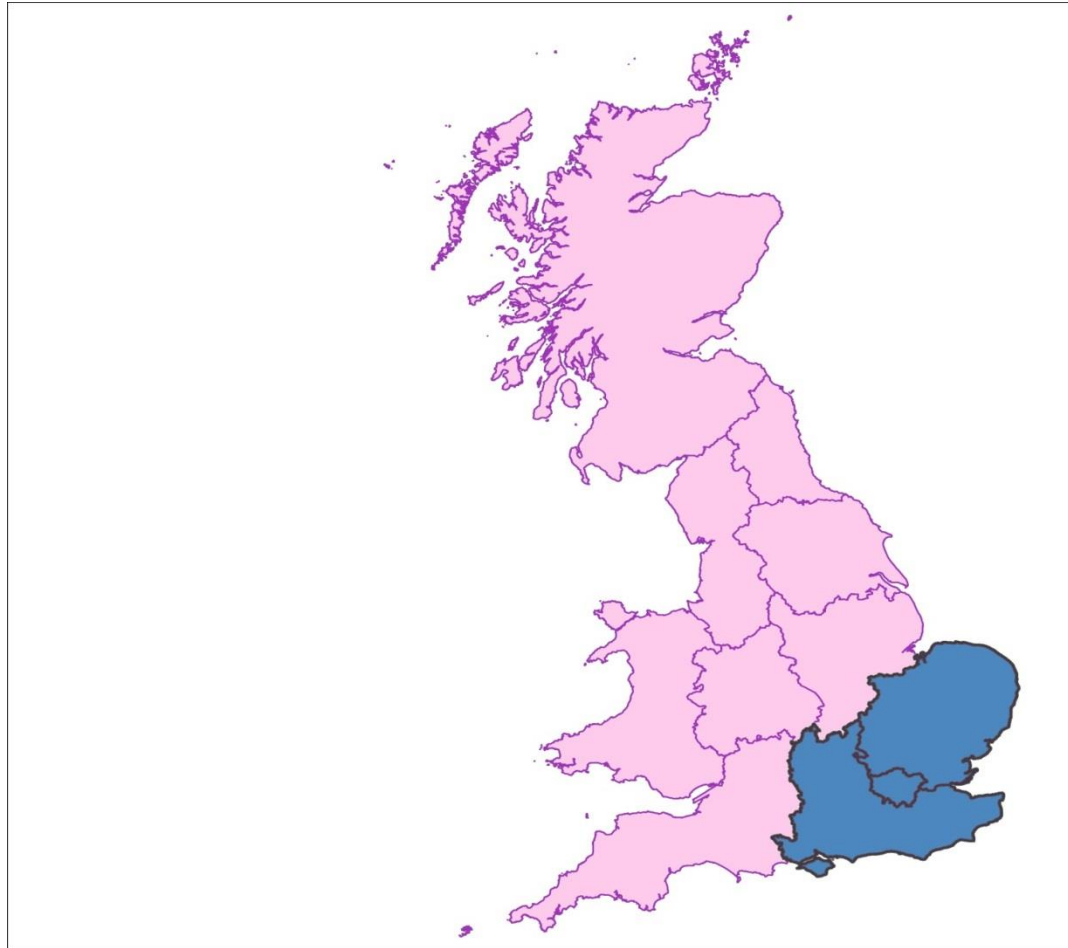
objectives

- better understanding of common issues
- more effective engagement in strategic policy eg London Plan review
- more effective engagement on strategic infrastructure

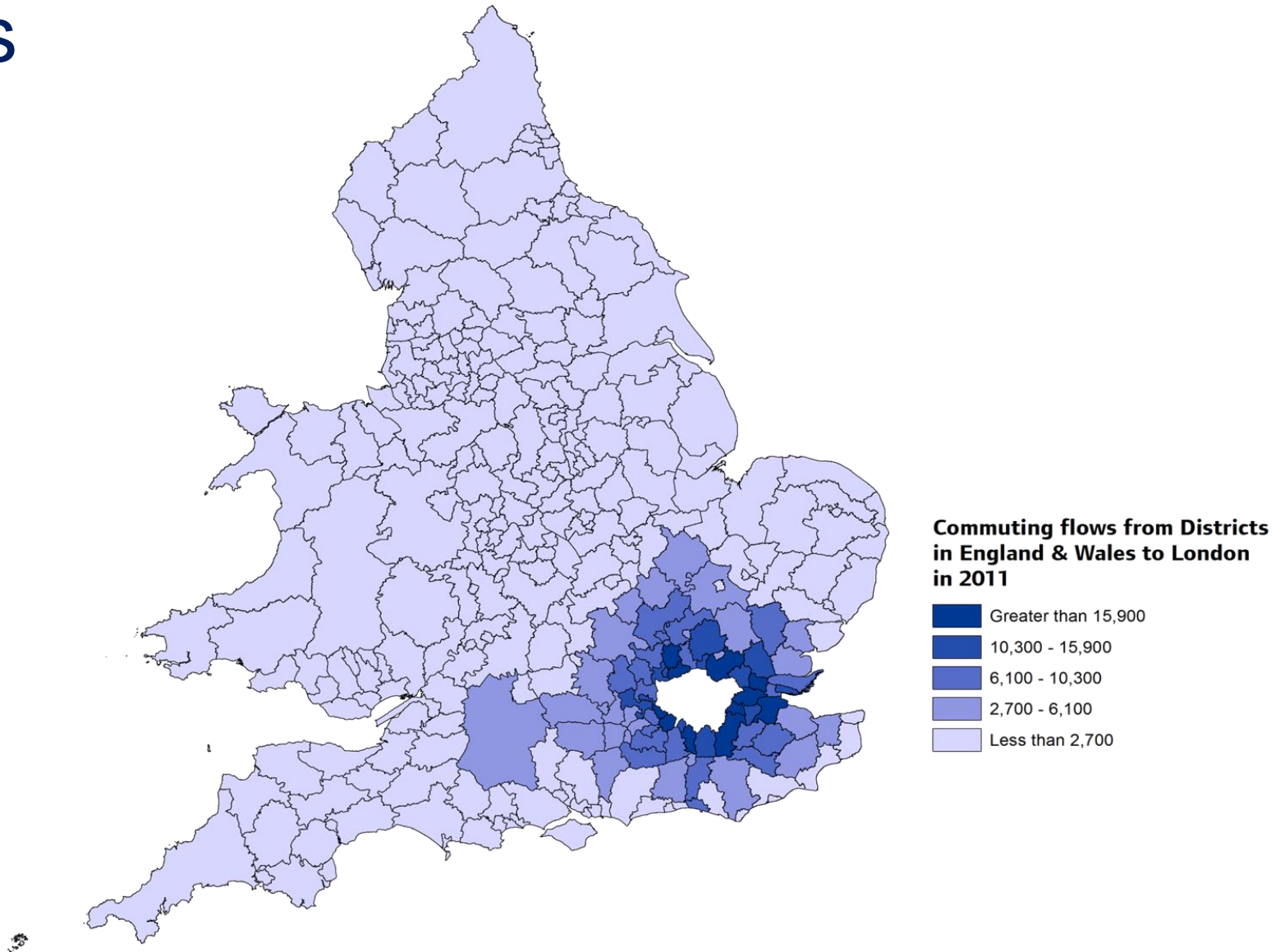
key considerations

- focus on concrete outcomes
- resolution of different views
- what area should be covered?
- what should be the membership?
- how should contributions be made?
- how should it be administered?
- building on existing arrangements?
- oversight and scrutiny arrangements?
- what should it be called?

What sort of regional geography is required
eg historic administrative boundaries?



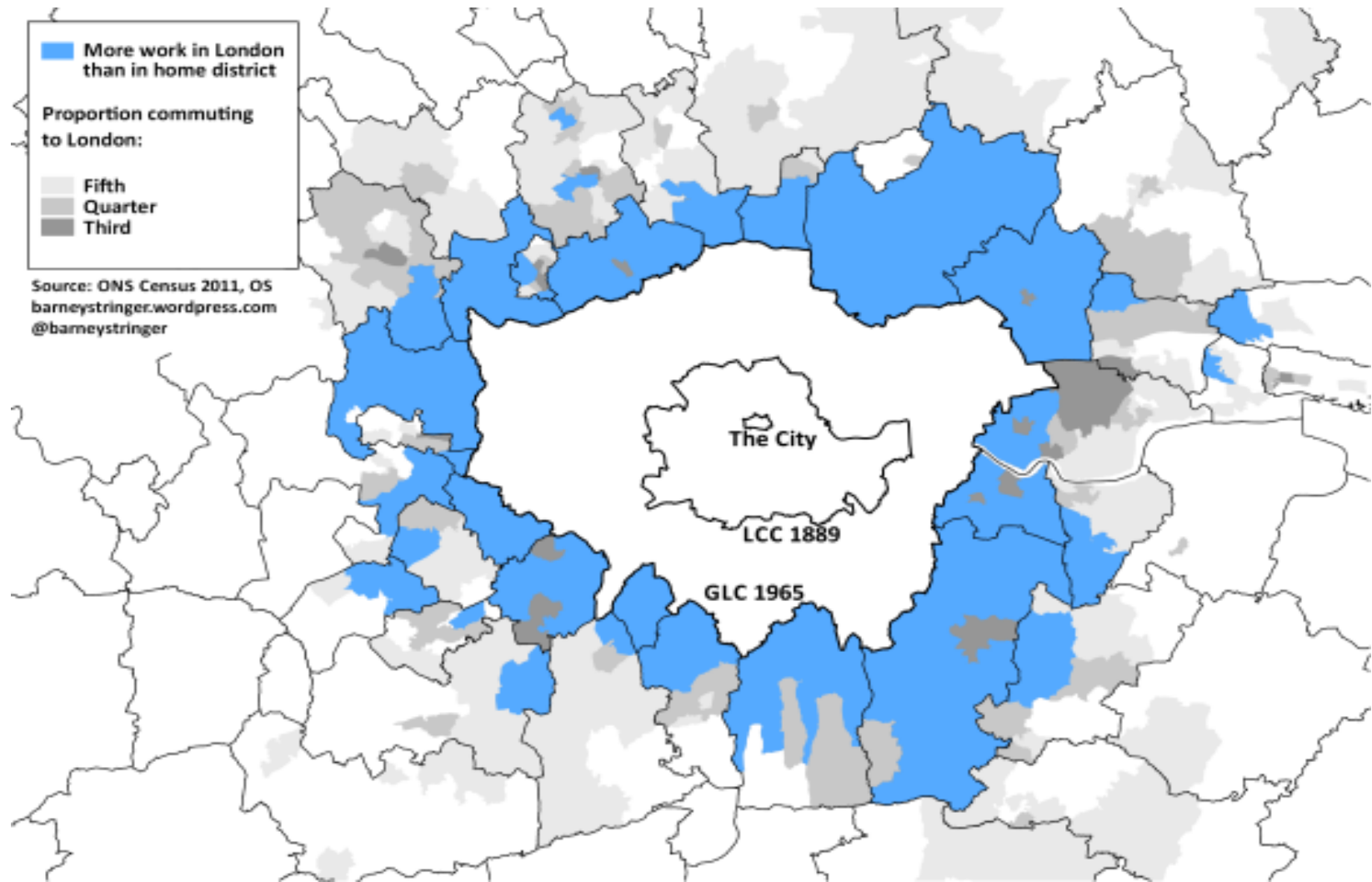
What sort of regional geography is required eg to address London commuting flows



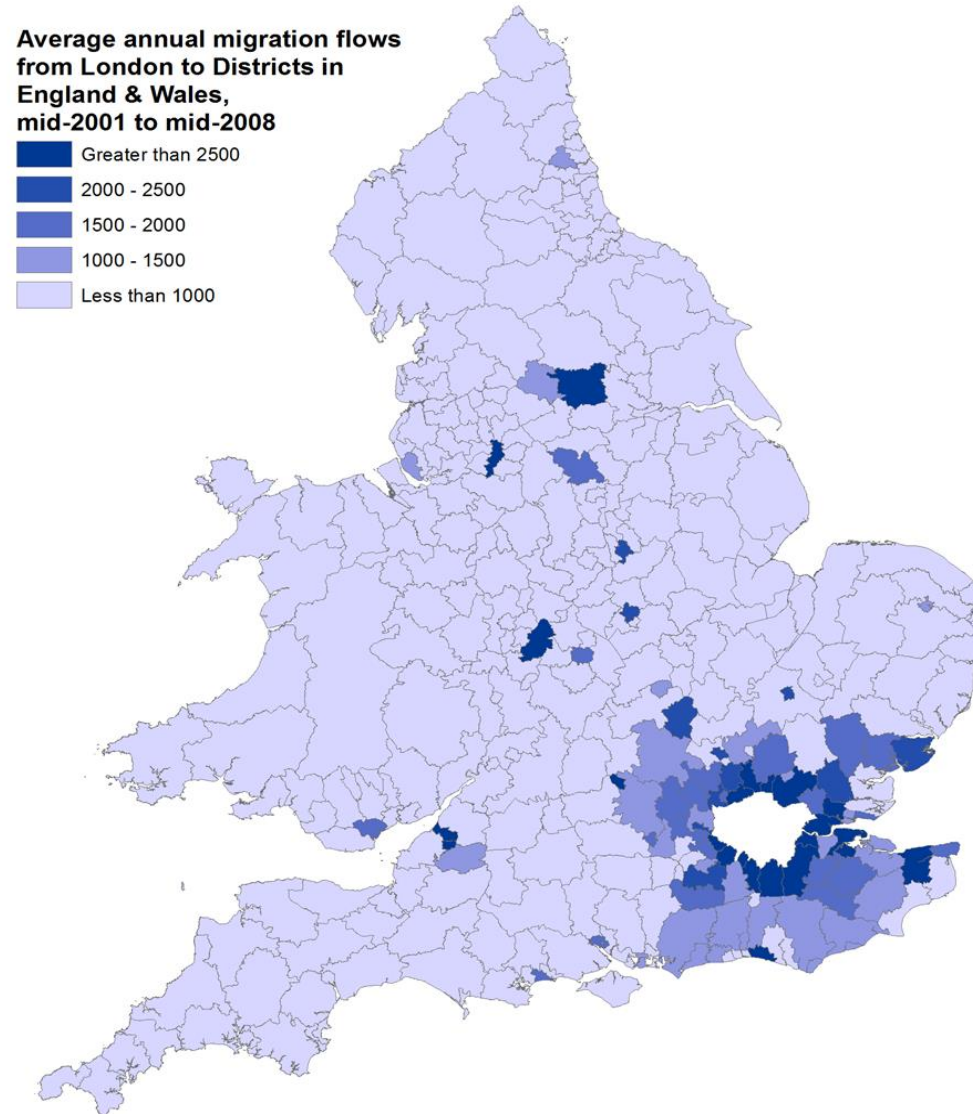
...or wider SE commuter flows incl London (Alasdair Rae)



What sort of regional geography is required eg to address the impact of commuting on local economies?

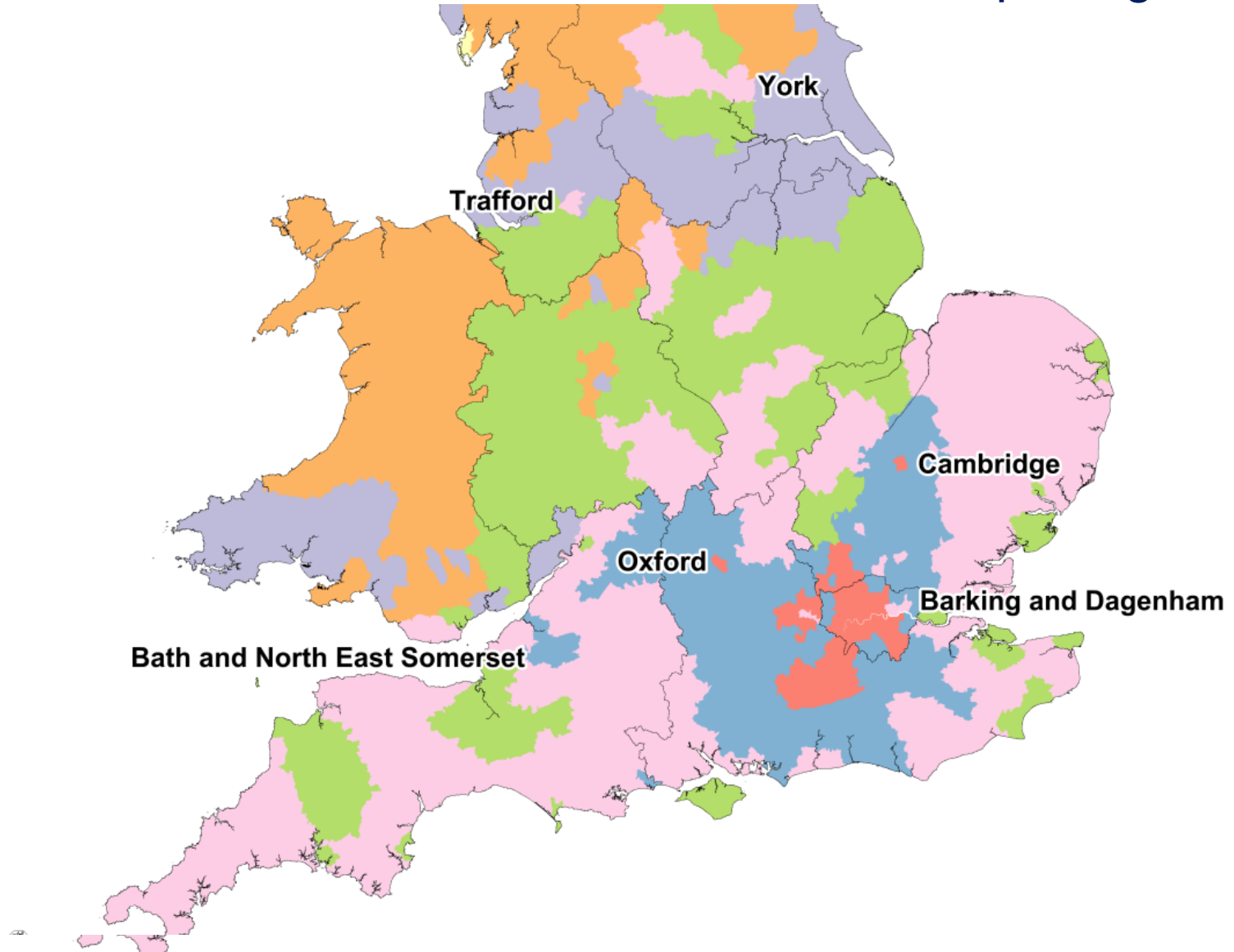


What sort of regional geography is required eg to address London out-migration?



What sort of regional geography is required eg the regional HMA?

Savills most correlated local authorities x house price growth

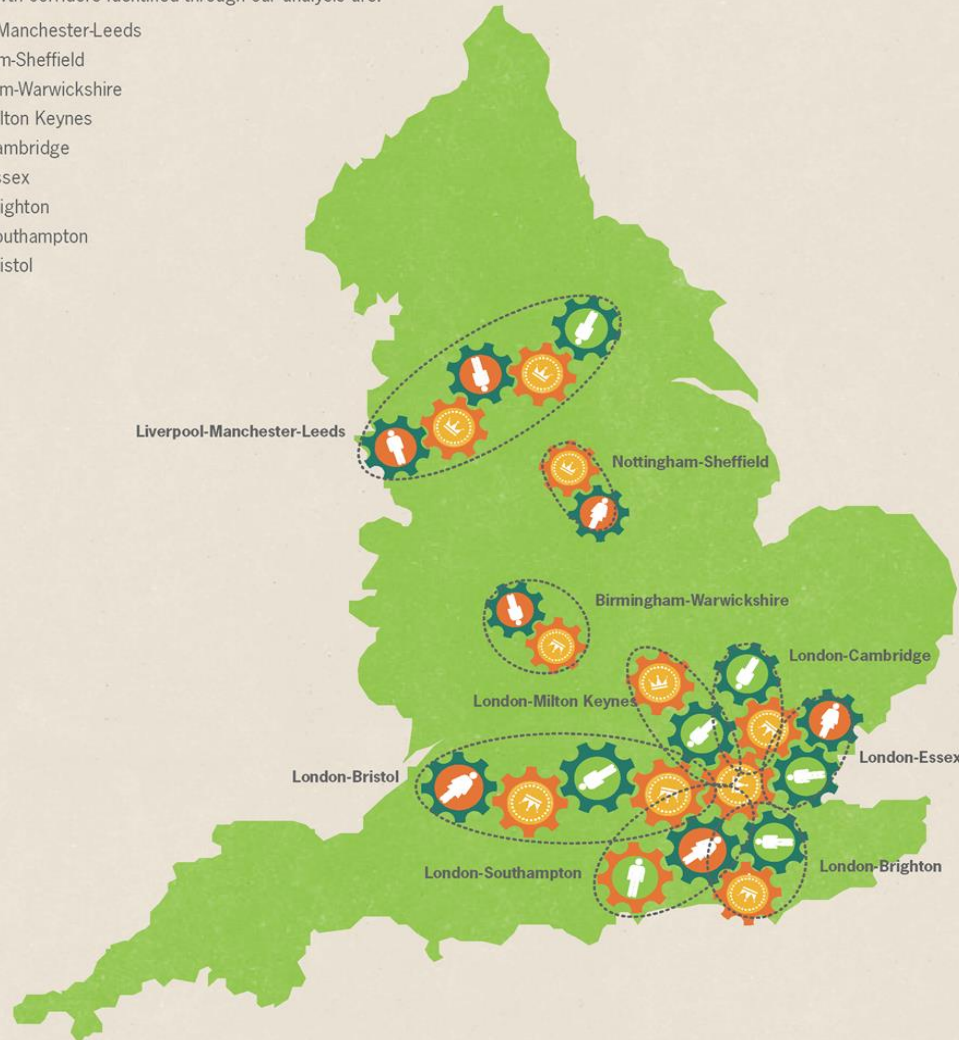


What sort of regional geography is required eg Grant Thornton growth corridors?

Map 1 Growth corridors map

The nine growth corridors identified through our analysis are:

- Liverpool-Manchester-Leeds
- Nottingham-Sheffield
- Birmingham-Warwickshire
- London-Milton Keynes
- London-Cambridge
- London-Essex
- London-Brighton
- London-Southampton
- London-Bristol



What sort of regional geography is required eg to address aggregate Local Enterprise Partnership concerns?

SEP Spatial priorities

- **South East** – 12 Growth Corridors
- **Coast to Capital** – Coastal E.Z.s, M23/M25 Corridors, Gatwick Diamond
- **Enterprise M3** – Sci-Tech M3 Corridor, Growth Towns, Step-up Towns
- **Thames Valley Berkshire** – Built Up Areas
- **Oxfordshire** – Oxfordshire Knowledge Spine
- **Buckinghamshire Thames Valley** – 2 Growth Corridors – M40 Corridor and M40-M1 Corridor
- **South East Midlands** – Key Sites and Sustainable Urban Extensions
- **Hertfordshire** – 3 Growth Areas – M1/M25, A1(M), M11/A10
- **Greater Cambridgeshire** – Cambridge, Sustainable Urban Expansions, Alconbury
- **New Anglia** – Growth Locations and Corridors



key dates

- March 2015: Further Alternations to the London Plan and 2050 Infrastructure Plan published
- March 2015: First Wider South East Summit
- Summer 2015: Wider South East 'Roundtables'
- **Summer 2015: Outer London Commission / wider London consultation on future Wider SE relations**
- Dec 2015: Outer London Commission recommendations
- Dec 2015: second Wider South East Summit
- Easter 2016: new London Mayor
- Summer 2016: 'Towards a new London Plan'?
- 2017/18: earliest new London Plan Examination in Public
- 2019/20: publish new London Plan at latest

questions on the **FUNCTION** of regional co-ordination arrangements

- **R1** Should London and the wider south east be viewed as one area for managing growth? What are the planning implications of this for housing and jobs growth and strategic infrastructure provision?
- **R2** Which strategic policy issues affecting this part of London would benefit from being considered through some co-ordination of planning with authorities across the wider south east as a whole, or with representative of adjoining sub -regions?
- **R3** Should new co-ordinating arrangements only consider pan-regional or also cross-boundary issues? At what level does an issue go from being cross boundary to pan-regional?
- **R4** How could useful co-operative relationships be built (over time) across the border, going beyond the statutory requirements under which the Mayor and LPAs work? How can any value be added to this process?

questions on the **FUNCTION** of regional co-ordination arrangements

- **R5** How could new co-ordination arrangements usefully promote and enable the development of a common evidence base, and a shared understanding of how local and sub-regional economies, housing markets and labour markets interact and to what extent could it do this effectively?
- **R6** How could new co-ordination arrangements facilitate the identification of different views among its members? And how might these different views be accommodated?

questions on the **FORM** of regional co-ordination arrangements

- **R7** Which geographical area should new co-ordination arrangements cover? Should it vary depending on the issue?
- **R8** Who could constitute the membership? How many local authority representatives, how many LEP representatives and others should be directly involved?
- **R9** What should be the format of new co-ordination arrangements, and how many layers should it have? For example, should it include a regional plenary for all members and/or sub-committees for specific issues/ areas? Plus a political leadership group and officer servicing group?

questions on the **FORM** of regional co-ordination arrangements

- **R10** How should new co-ordination arrangements be managed and by whom, and how should the required resources be shared? and how should it engage with its constituents/ the public?
- **R11** How should new co-ordination arrangements relate to and work with structures and bodies within London?
- **R12** Should an evolutionary or incremental approach be taken to the development of new co-ordination arrangement, capable of adapting to changing circumstances – or should it be firmly fixed from the outset?