Strategic Spatial Planning Officer Liaison Group

Third meeting - Wednesday 12 November 2014 at 3 pm

Committee Room 4, City Hall, Queen's Walk, London

Agenda

1 **Apologies**

2 **Notes of 6th June meeting (Lee Searles)**
http://www.london.gov.uk/sites/default/files/SSPOLG%206%20Jun%2014%20-%208%20-%20draft%20meeting%20notes%20SSPOLG%206%20Jun%2014.pdf

3 **London Plan update (John Lett, GLA)**

4 **2050 Infrastructure Plan**
http://www.london.gov.uk/priorities/business-economy/vision-and-strategy/infrastructure-plan-2050
Initial overview of consultation responses (Jeremy Skinner, GLA)

5 **Review of LEP's Strategic Economic Plans (Lee Searles)**
Paper to be circulated closer to the meeting date

6 **Demography update (Ben Corr, GLA)**

7 **Barriers to Delivery 2**
http://www.london.gov.uk/sites/default/files/Barriers%20to%20Housing%20Delivery%20Update%20Report%20-%20July%202014.pdf
Presentation (Dominic Curran, GLA)

8 **AOB / next meeting**

Working Group members (November 2014)

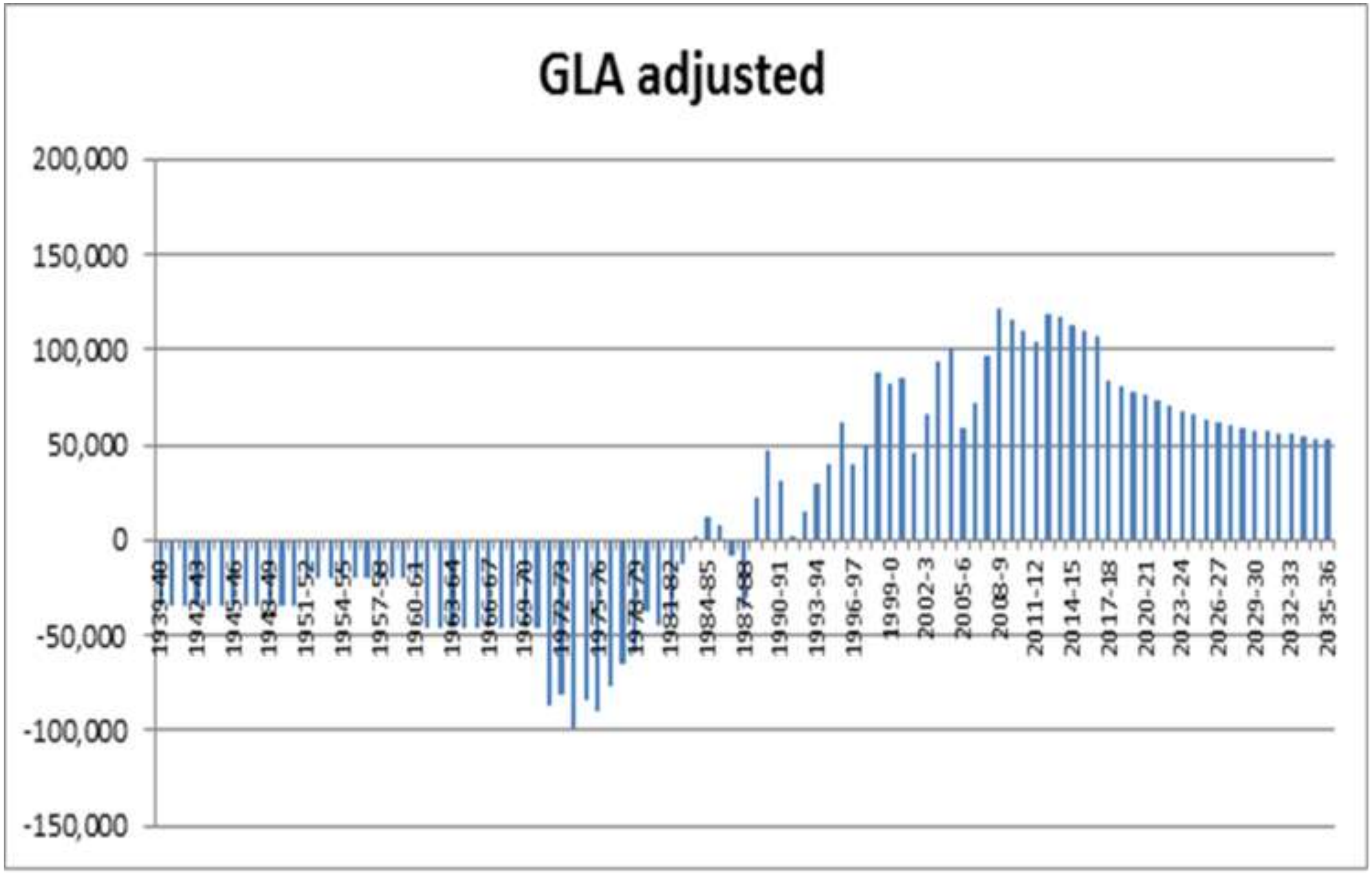
Richard Linton	GLA (Chair)
John Lett	GLA
Jorn Peters	GLA
Lee Searles	Secretary
Jack Straw	Surrey Planning Officers Association/Mole Valley DC (Deputy Chair)
Sue Janota	Surrey County Council
Paul Donovan	Hertfordshire County Council
Des Welton	Hertfordshire Planning Officers Group Co-ordinator
Matthew Jericho	Essex County Council
Gary Guiver	Essex Planning Officers Group/Tendring DC
	(sub Claire Stuckey, Chelmsford BC)
Richard Hatter	Thurrock Council
Carolyn Barnes	Bedford Borough Council
Stephen Walford	Buckinghamshire County Council
Alison Bailey	Buckinghamshire Planning Officers Group/South Bucks DC
Sarah Hollamby	Berkshire Heads of Planning/Wokingham
Andrew Roach	Kent County Council
Tania Smith	Kent Planning Officers Group/Dartford BC
Tara Butler	South London Partnership/LB Merton
Steve Barton	West London Alliance/West London Planning Policy Group/LB Ealing
Nick Woolfenden	South East England Councils
Cinar Altun	East of England LGA
Simon Keal	London Councils
James Cutting	Suffolk County Council
Bev Hindle /Chris Kenneford	Oxfordshire County Council
John Cheston	Sussex Planning Officers
Steve Walker	Environment Agency
Tbc	Transport for London

Towards the London Plan Review

Engagement with the ROSE

12 Nov 2014

London’s annualised population change



Key consultation issues: Housing Supply

- London isn't meeting its needs: *it can in terms of approvals but challenge with completions, and longer-term uncertainty over need/out-migration.*
-
- London won't meet its affordable housing needs (17k supply, 26k 'need'): *this is a minimum target. Key to solution is to build more homes overall, also investigating new forms of finance.*

Current demand and supply in the Greater South East (CLG)

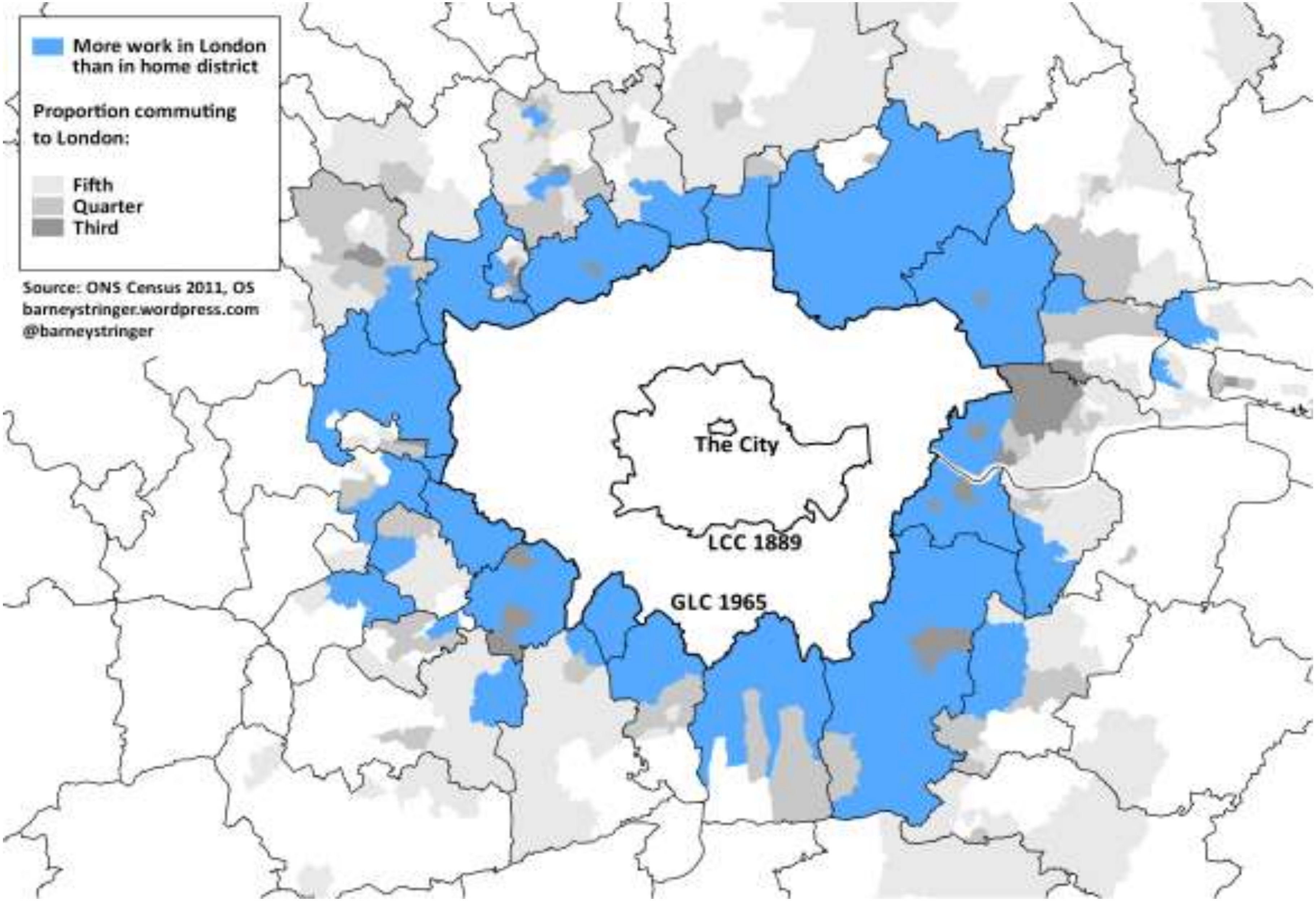
	London	South East	East
Supply (average completions 2004 – 11 pa)	24,300	29,600	21,300
Demand i (CLG 2008 hhlds pa)	37,900 ‘gap’ : -13,600	41,100 ‘gap’ : -11,500	33,900 ‘gap’ : -12,600
Demand ii (CLG 2011 hhlds pa)	52,600 ‘gap’ : -28,300	38,400 ‘gap’ : -8,800	28,100 ‘gap’ : -6,800

Key consultation issues: Infrastructure / Green Belt

- London hasn't done a Green Belt review: *at present this isn't necessary.*

- FALP doesn't plan for adequate infrastructure across London / Wider SE: *<u>but</u> e.g. anticipating HS1 and Xrail 2. 2050 Infrastructure Plan explores options for the longer term and a full Plan review. Also opportunities for common call on infrastructure.*

Commuters to London 2011



Key consultation issues: Process

- The Mayor should be bound by the Duty to Cooperate: *GLA Act provides a different legislative context for London Plan preparation cf Local Plans; in practice his Duties to Consult and Inform are very similar, backed by LP policy commitment*

- What happens if FALP is 'unsound'? *FALP is realistic, transparent and well evidenced. Government hasn't objected to the basic approach and the central issue of reconciling housing need and supply.*

Key consultation issues: Co-operation in practice

- Uncertainty in London planning makes planning outside London uncertain: *FALP seeks to meet need until 2025, but under the 'Duty to Inform' it is prudent to advise of uncertainty ('Bedford Letter').*
- Better understanding of common issues: *co-operation mechanisms established (see below re improvements). GLA assisting in translating ONS 2012 population projections into households.*
- More effective engagement on the next London Plan review….

Towards the London Plan review: engagement with wider SE

- 2050 Infrastructure Plan (early 2015)
- Consultation responses
- NB this is a non statutory plan
- Mayor has duty to inform – London (and the wider region's) population change
- Mayor has a duty to consult – on options for accommodating growth, within (and beyond?) London

Accommodating growth within London: 2050 existing trends scenario

London, and the wider South East, could accommodate the capital's growth in many different ways.

These 3D images illustrate a number of paths London's future might take, showing the resulting differences in population density.

Path 1: Assuming current policies continue*.

Person per hectare of residential land

- 1000 to 2000
- 650 to 1000
- 300 to 650
- 225 to 300
- 150 to 225
- 75 to 150
- 1 to 75

Source: Transport for London

*These are in the London Plan which includes matrices of permitted development densities.

Accommodating growth within London: 2050 public transport based scenario

Path 2: Increasing densities in locations with good public transport access.

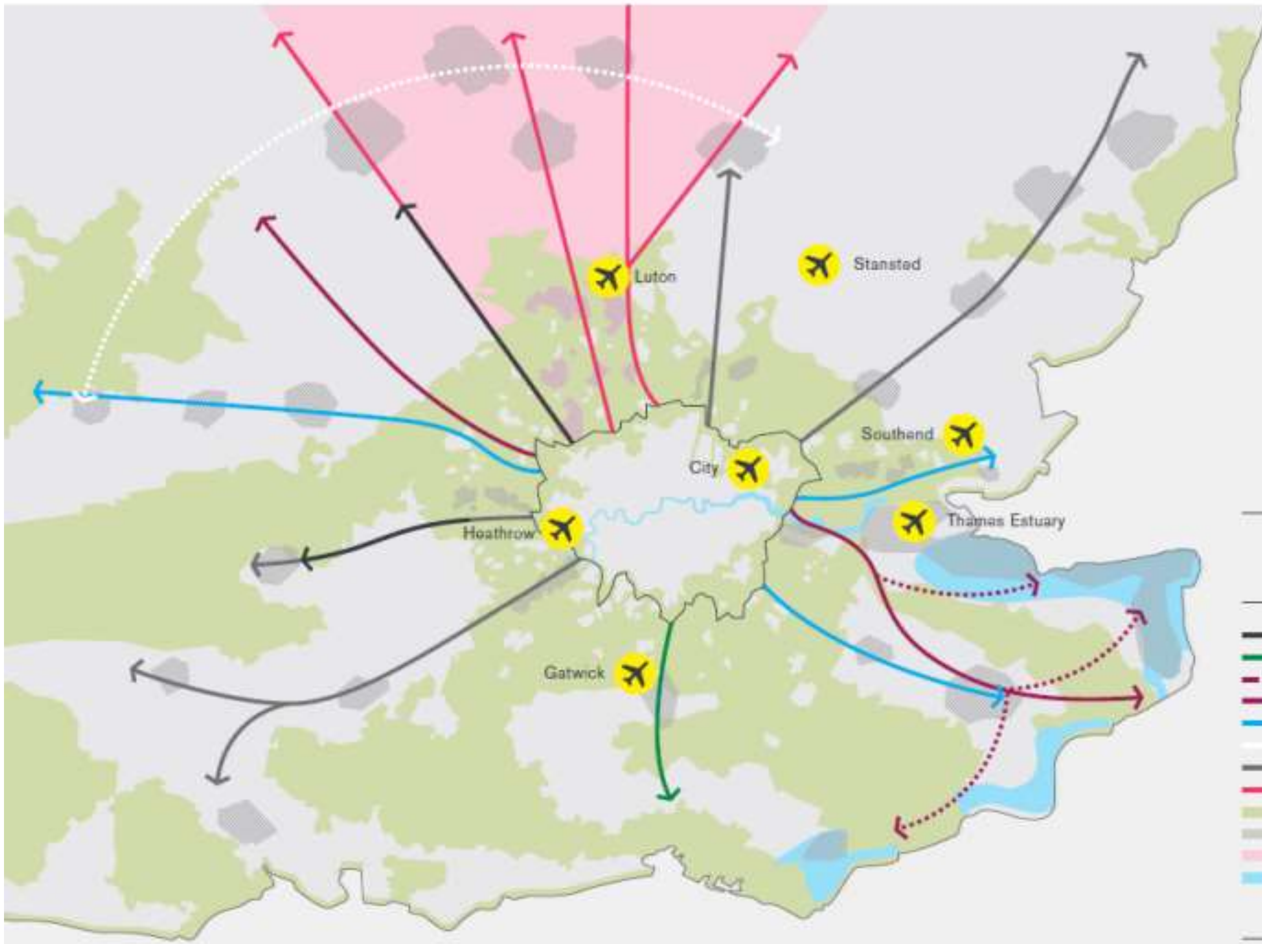
Person per hectare of residential land

- 1000 to 2000
- 650 to 1000
- 300 to 650
- 225 to 300
- 150 to 225
- 75 to 150
- 1 to 75

Source: Transport for London

Accommodating growth within London: 2050 town centre intensification scenario

Accommodating growth beyond London: 2050 rail based scenario



Path 4: We have also considered the impact of some of the projected population growth being accomodated 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

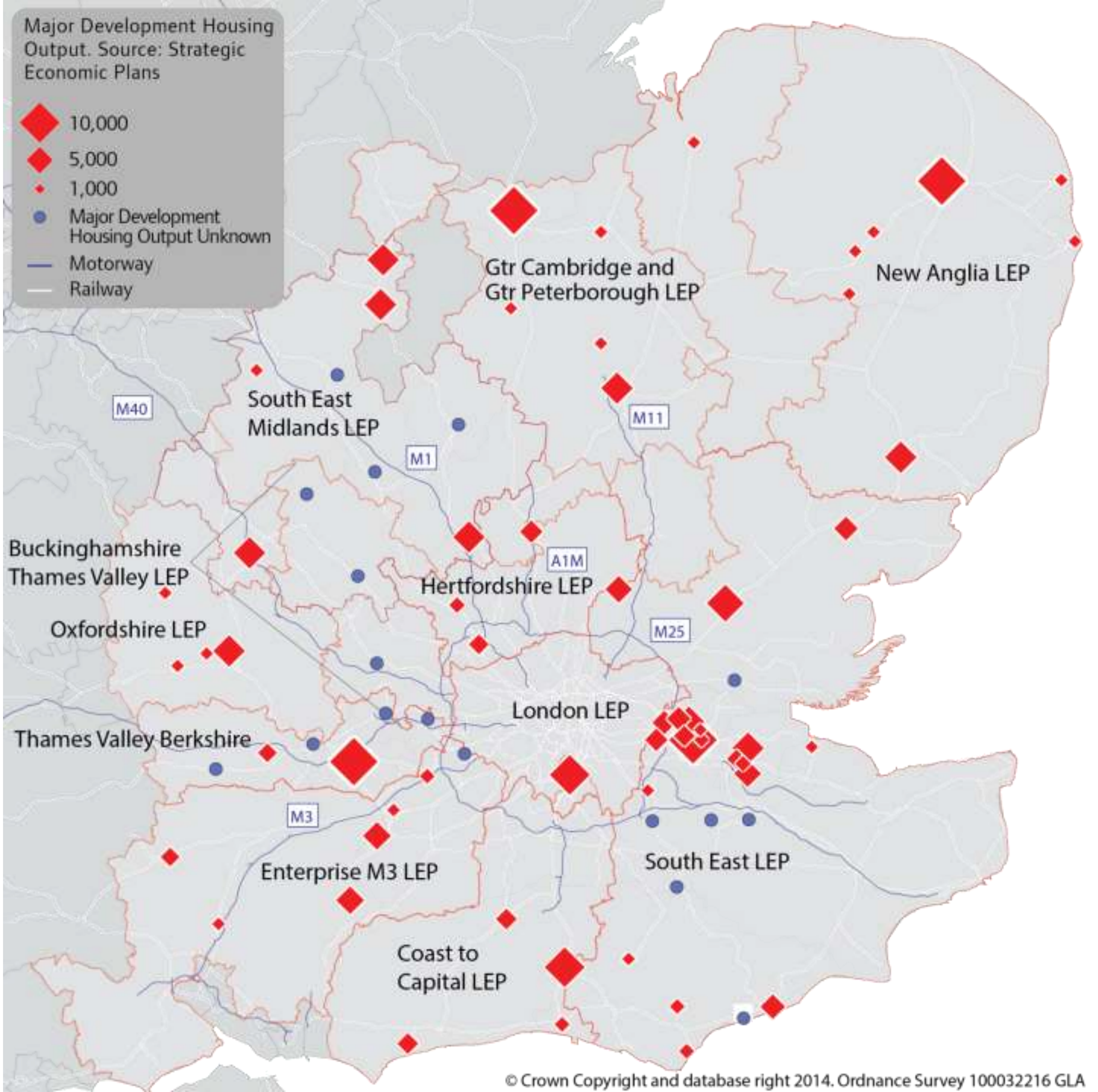
- Potential Crossrail extension
- Brighton Mainline capacity upgrade
- HS2 extension
- HS1 / HS2
- Train lengthening / electrification schemes
- East-West Rail
- Lines relieved by Crossrail / Crossrail 2
- Lines relieved by HS2
- Green Belt / National Park / AONB
- Potential growth areas
- Major growth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

Source: Transport for London

Towards the London Plan review: building on the 2050 Infrastructure Plan

- LEPs review : pop, housing, econ growth expectations, infrastructure requirements
- Wider research eg EELGA model, GLA demographics
- TfL/Network Rail engagement eg Lee Valley 4 tracking: implications for Stansted/Cambridge corridor
- Waste: GLA not a waste planning authority but how can it engage more effectively?
- ‘Regional Summit’ New Year 2015?

Eg 'growth locations' outside London: ongoing partnership working



Towards the London Plan review: interim approaches to engagement?

- CLG philosophy: bottom up strategy formulation, use existing/’natural’ structures?
- Focus on what unites rather than divides eg together we represent c50% of national GVA
- ‘Volunteers for growth’
- Work with Mayor on common infrastructure requirements
- BUT keep everyone informed
- LEPs cf LA based structures?

Towards the London Plan review: evolving structures

- Base geography: LPAs and counties within old East and SE England regions?
- Political engagement – EELGA and SEEC/Leaders
- Officer level engagement - SSPLOG: does it need to be more ‘representative’?
- ‘Natural’/Existing groupings such as County Groupings or other - eg Peterborough/Cambridge/Stansted/London and other London Plan ‘Corridors’
- Consistent GLA DTC responses – focus on issues and options stages of Local Plans
- Outer London Commission 2015-16: more effective engagement structures/processes

Towards the London Plan review: technical issues

- Updates/coordination of minor London Plan Alterations (parking, standards) and Review content
- Demog and econ projections and assumptions eg CLG/ONS 10 year trend based.
- Commuting and migration trends and structures
- Housing supply and econ capacity across the region
- Regional rail and other infrastructure eg water, energy requirements
- Waste, minerals
- W.H.Y?

Towards the London Plan review: timetable

- November: FALP PINS report and ‘Intend to Publish’ to SoS
- January 2015 ‘Intend to Publish’ FALP to Assembly
- March 2015: FALP, 2050 Infrastructure Plan final publication
- May 2015 national elections
- March 2016 OLC report incl more effective ROSE engagement recommendations
- May 2016 Mayoral elections
- 2018/19 revised Plan EIP
- 2019/20 revised Plan published

Thoughts?

LONDON INFRASTRUCTURE PLAN 2050 - UPDATE

Jeremy Skinner

12 November 2014

GREATERLONDONAUTHORITY

INFRASTRUCTURE DELIVERY BOARD

<u>**Update on actions agreed**</u>

Geography – spatial case studies

Attendance

Innovation

Regulation

Skills and employment

Connectivity

Programme planning

Fiscal devolution and other lobbying

Targets

Decision rules

Market research

Private finance

Crowdfunding

Macro-rules

RESPONSES

200+ so far

Local authorities

Shouldn't influence spatial strategy

Commuter corridors

Regional planning

Communication and consultation

Green Belt

TEA

Other

Integrated delivery

Prioritisation criteria

Climate change

Housing delivery

Social infrastructure

Economic rationale

Congestion

NEXT STEPS

- Final outputs before pre-election period begins (end March)
- Process will continue.
- Will include assessment of responses.

Strategic Economic Plans

Discussion of Transport and Housing Implications

Sources of investment for SEPs

- Private sector investment
- Local authority funding
- Revolving funds (Growing Places Fund, Enterprise Zones retained business rates, City Deals)
- DfT Local Sustainable Transport Fund (separate from LGF capital)
- Public Works Loan Board
- Match funding e.g. housing associations, colleges, universities
- Surplus/redundant public sector assets
- European Structural and Investment Funds Growth Programme

Local Growth Fund

- Commitment to deliver £2 Billion per annum
- In 2015/16

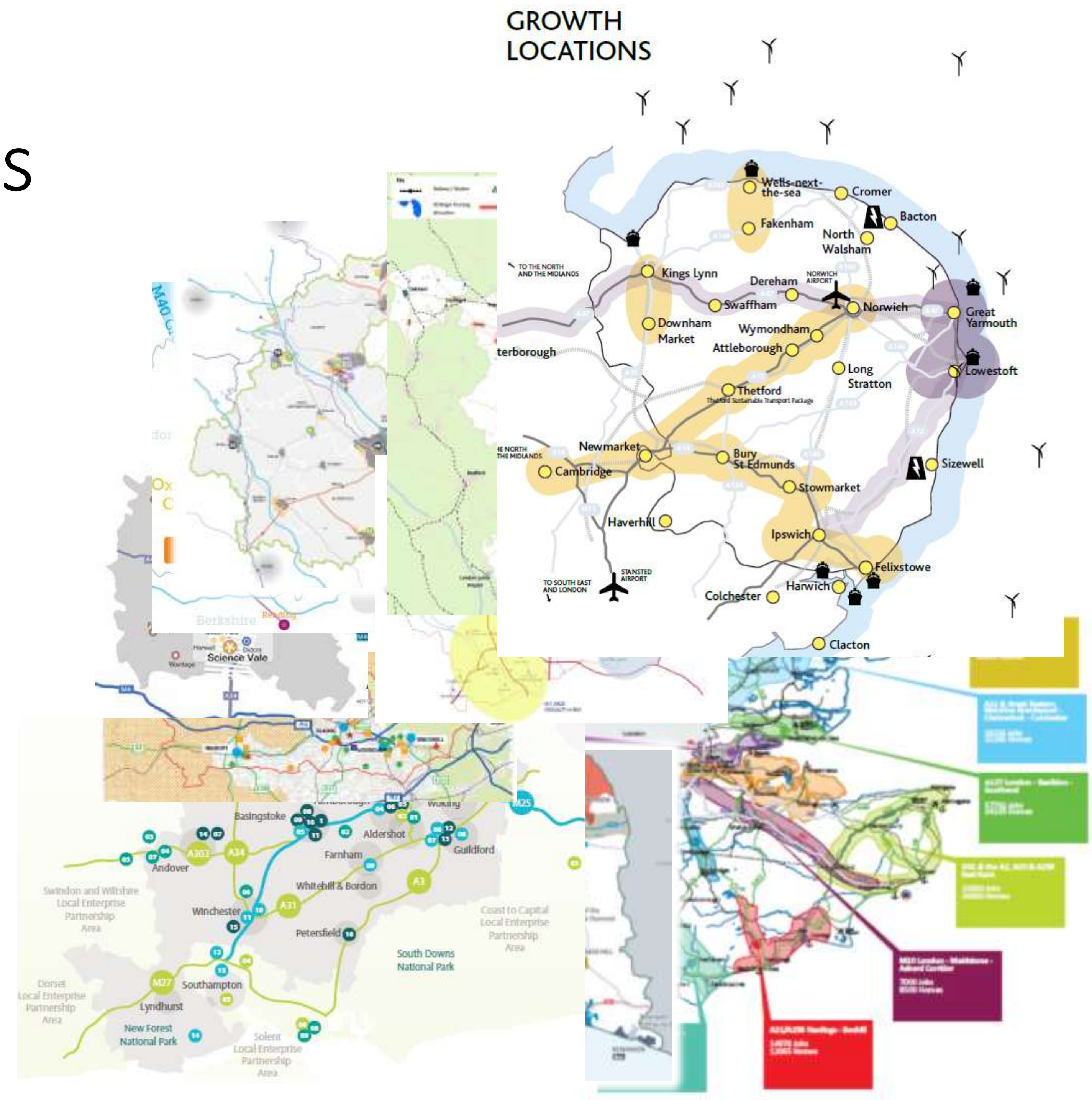
Source	£million 2015/16
Local Authority Transport Majors	819
Local Sustainable Transport Fund (capital)	100
Integrated Transport Block	200
Further Education Capital	330
European Social Fund Match	170
New Homes Bonus (replaced with HRA borrowing approvals)	400 (300)
Total	2,019
Of which, capital	1,449

Key elements sought by Government from SEPs

- Demonstrate a wider commitment to growth (through investment, aligned plans and functional geography)
- Align/pool local authority spend on growth (capital and revenue)
- Effective collaboration on economic development activities
- Managing synergies with wider local programmes (EZs, City Deal, EUSIF, GPF)
- Effective Governance
- Strong delivery arrangements

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



Population Growth

SEP	2011	2021	Annualised growth
Hertfordshire	n/a	n/a	n/a
South East Midlands	1.7 million in 2011	8.9% Base growth 2015/16-2020/21, 12.4% growth with LGF	+25,217 p.a. / +35,133 p.a. (based on 2011 figure as population estimate for 2015/16 not stated).
Buckinghamshire Thames Valley	556,000	n/a	n/a
Oxfordshire	660,800	n/a	n/a
Thames Valley Berkshire	861,870 (870,000 2012 ONS mid-year estimate)	Projected growth of 1.1% per annum 2015-2021	9,837 p.a. (based on 2012 ONS figure as population estimate for 2015/16 not stated)
Enterprise M3	1,633,900 in 2011	n/a	n/a
Coast to Capital	1,943,900 in 2011	Project increase of 190,000 population 2011-2021.	+19,000 p.a
South East	4,103,400 (calculated)	6.9% ONS forecast growth to 4,388,000 in 2021 (+284,600)	28,460 p.a. (if from 2011-2021)
New Anglia	n/a	n/a	n/a
Greater Cambridgeshire	1,371,289 in 2011	+290,000 to 2031 or (high-growth) +320,000 to 2031.	+29,000 p.a. / 32,000 p.a.

Housing Delivery

SEP	Planned provision	SEP growth over planned growth	annual
Hertfordshire	Annual rate 3,717 over 2015-2021	16,600 net additional dwellings by 2030 Work towards agreement of 4,500-5,000 annual rate	3,717 / 4,823
South East Midlands	Planned 46,600 dwellings 2015-2020.	24,400 dwellings 2015-2020 through accelerated delivery of planned provision.	7,767 / 11,833
Buckinghamshire Thames Valley	Baseline housing delivery 8,175 over 2015-2020	2,500 dwellings to 2020/21	1,363 / 1,779
Oxfordshire	Planned provision of 93,560 to 2031	Growth provision of 106,560 to 2031 based on accelerated delivery of planned provision	5,848 / 6,660
Thames Valley Berkshire	Planned 58,509 dwellings 2006-2026 Delivered 15,797 over 2006-2012 Annual rate 2,632 against target 2,864	Plan is to achieve planned growth	3,051
Enterprise M3	Delivered 43,000 over 2004-2014	Accelerate annual delivery 25% above 2003-13 average (or 54% above 2008-2013 average).Equates to an additional 11,500 dwellings to 2021	5,375
Coast to Capital	Planned 98,851 dwellings 2011-2031 (approx)	Increase annual rate from 4,350 to 5,400 by 2020 Deliver an additional 7,331 dwellings	4,943
South East	Requirement is 200,000 dwellings 2011-2021 Actual 2011/12 to 2013/14 has been 10,000 per annum	Commitment is 100,000 dwellings by March 2021 (2014/15 10,000 2015/16 @ 11,000 2016/17 @ 15,000 17/18-20/21 @ 16,000 per annum)	15,000
New Anglia	Planned 117,000 dwellings to 2026 at 8,300 per annum (32% above 2011-2012 average annual rate)	Commitment to deliver additional dwellings based on accelerated delivery. Amount not specified.	8,300
Greater Cambridgeshire	Planned 156,000 dwellings to 2031 at 7,300 per annum Delivered 66,000 dwellings over 2002-2012 (89% target)	Planned growth already higher than national household projections. Further growth to be achieved by unlocking sites through investment.	7,300

Housing completions themes

- Completions during the recession 2008-2013
- Completions on a ten year average
- SEP related growth to occur through accelerated delivery of housing completions from identified sites
- Focus on large sustainable urban expansions in towns in need of renewal.
- Mechanisms to deliver sites ready for development
- House builder views on accelerated delivery not discussed

Barriers to housing delivery

- Transport infrastructure and Flood Defences
- Thames Basin Heaths SPA – SANGS provision
- Metropolitan Green Belt – SEPs could not address constraints
- Rurality and Broadband provision (14-27% of population across LEP areas.
- Level of capital investment required upfront to deliver major sites.
- Poor image and poor environmental and social infrastructure of places.

Ideas to improve delivery

- Duty to co-operate with national transport agencies (Highways Agency).
- Public Land Board – to review public sector assets to promote housing and growth.
- Account-based approach to major site/programme delivery.
- Asks related to establishing investment funds based on revenue growth (TIF).
- LEP infrastructure funds to deliver growth.
- Strategic mechanism to address SANG provision.

Transport

SEP	Transport themes	Specific Schemes
Hertfordshire	• Capacity on strategic routes and at Junctions • Access to junctions • Local Transport Connectivity	• Croxley Rail Link (2 new stops on Metropolitan Line and link to Watford Junction Mainline) • M1/M25 growth area local transport improvements • A1(M) J6 to J8 widening to unlock sites • M11/A10 local transport investment to relieve congestion. • West Anglia Mainline and Crossrail 2 – Broxbourne and Cheshunt Stations.
South East Midlands	• East-West transport connections for connectivity between key towns and also for strategic freight movements to south and east coast ports. • Strategic investment to unlock sites	• Woodside Link (Dunstable) • Bedford Western Bypass (Bedford) • A421 Dualling from Fen Farm to M1 J13 • Abthorpe Roundabout (Silverstone) • A45 Daventry Development Link • Eastern Link Road (Aylesbury)
Buckinghamshire Thames Valley	• North South Connectivity • Connectivity within the LEP area	• East West Rail Link • Evergreen 3 (Marylebone to Oxford) • Cross Rail from 2018 • HS2 (no stations) • Aylesbury Eastern Link Road • Stocklake Link • High Wycombe Town Centre and Quadrant Transport Strategy • A355 Improvement Scheme • Sustainable Transport Links to East-West Rail's' arrival Winslow • Crossrail – connectivity to Taplow Station • Crossrail – connectivity to Iver Station

Transport (continued)

Oxfordshire	• Improving connectivity within the LEP area • Improving connectivity within the Oxfordshire Knowledge Spine (Bicester, Oxford, Science Vale Oxford). • East West rail links • Congestion on strategic road routes and junctions – A34, A40, A41, M40 (J9 and J10) • Resilience to extreme weather	• Oxford Science Transit – a fully integrated multi-modal transport system. • Bicester Eco Town – Committed schemes East-West Rail Link, Bicester park and Ride, Western section of peripheral route, M40 J9. Also need Bicester peripheral route, London Road/Charbridge Road Rail Crossings, Walking and Cycling Connectivity Project. • Oxford – Committed schemes Hinksey Hill and Kennington Junctions, Local Sustainable Transport Fund projects. Also need Headington Phase 1, Oxford Station improvements, Oxford City Transport West End, Eastern Arc improvements, upstream flood storage.
Thames Valley Berkshire	• Strategic investment to unlock 4 Wokingham strategic developments • North South connections pose problems - M25, A404/M40, M4/A34, A3290-A329M, A322 • Urban connectivity within Reading, Bracknell and Slough Built Up Areas	• Western Rail access to Heathrow • Crossrail and Reading Station improvements • Southern Rail access to Heathrow • Reading to Waterloo rail services • Improved North Downs Rail Line to Brighton • M4 J10 upgrade underway • M4 J12
Enterprise M3	• Expanded role for Heathrow and Gatwick and surface access • Capacity and efficient of road networks • Investment to improve connectivity between main centres	• Guildford A3 Strategic Corridor improvements • M3 J9 connection with A34 • A3/M25 interchange • A31 Ringwood/A338 • Southern rail access to Heathrow • Electrification of North Downs Line • Woking Junction Rail Flyover • Existing and new Guildford Rail Stations • South West mainline improvements • A3 Strategic Package at North East Guildford.

Transport (continued)

Coast to Capital	• Investment to unlock sites • Sustainable transport improvements • Improved resilience to extreme weather events	• Burgess Hill – A23/A2300 investment required • Croydon – rail capacity, improve road junctions • Heart of the Gatwick Diamond (Crawley and North of Horsham) – new rail station and road improvements programmed. • East Surrey M25 Strategic Corridor – improve orbital road links, improve rail connections, reduce congestion on M25/M23 junctions • Brighton and Hove – improve mainline rail and trunk road capacity • Coastal Corridor – Improve A27 and A259 east West Routes • Bognor Regis EZ – • Newhaven EZ – flood defences and port access road, improved rail station and local transport improvements • Shoreham Harbour and Airport. – improved flood defences and access/transport improvements
South East	• Corridor based transport investment • SEFUND proposal	• Lower Thames Crossing • A13 Upgrade • 12 strategic corridors • Investment to unlock sites • £784.5 million LGF sought
New Anglia		
Greater Cambridgeshire		

Key Transport Themes

- Major transport investment required to unlock sites for programmed and accelerated delivery.
- Movement across radial routes, synergy with other LEP areas.
- Strategic route capacity and junctions – route based strategies and the Highways Agency.
- Building local multi-modal connectivity.
- Financial proposals to deliver transport investment to unlock sites.
- Access strategies to new rail capacity (e.g. crossrail).
- Gateway station developments.

Issues for discussion

- A spatial portrait of growth
- Focus on strategic sites for main housing delivery opportunities
- Scale and nature of transport investment required to deliver growth
- Renewal of urban fabric
- Markets, capacity and accelerated housing delivery
- Co-operation and mechanisms

SSPLOG
Demography Update

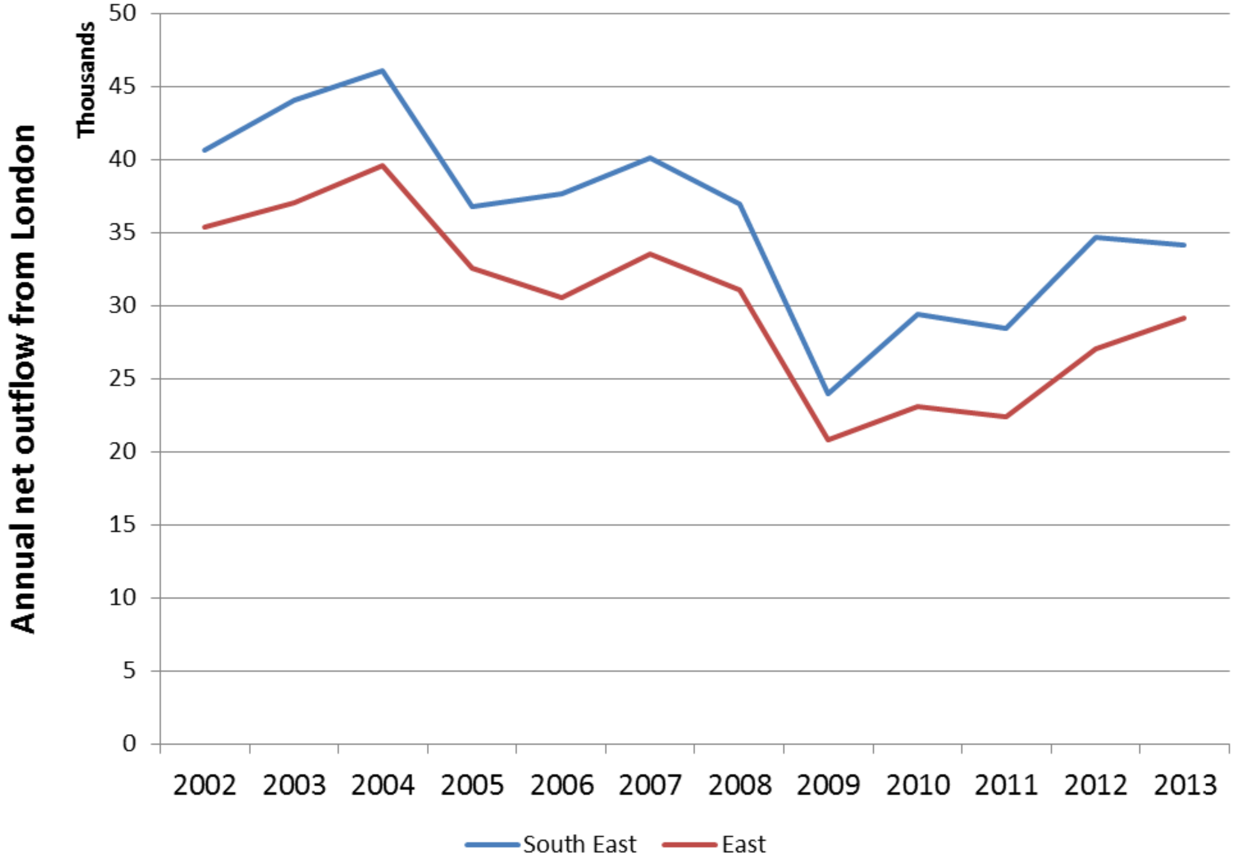
November 2014

- Recap of FALP projections
- ONS/DCLG projections
- Future work

Quick recap of FALP projections/assumptions

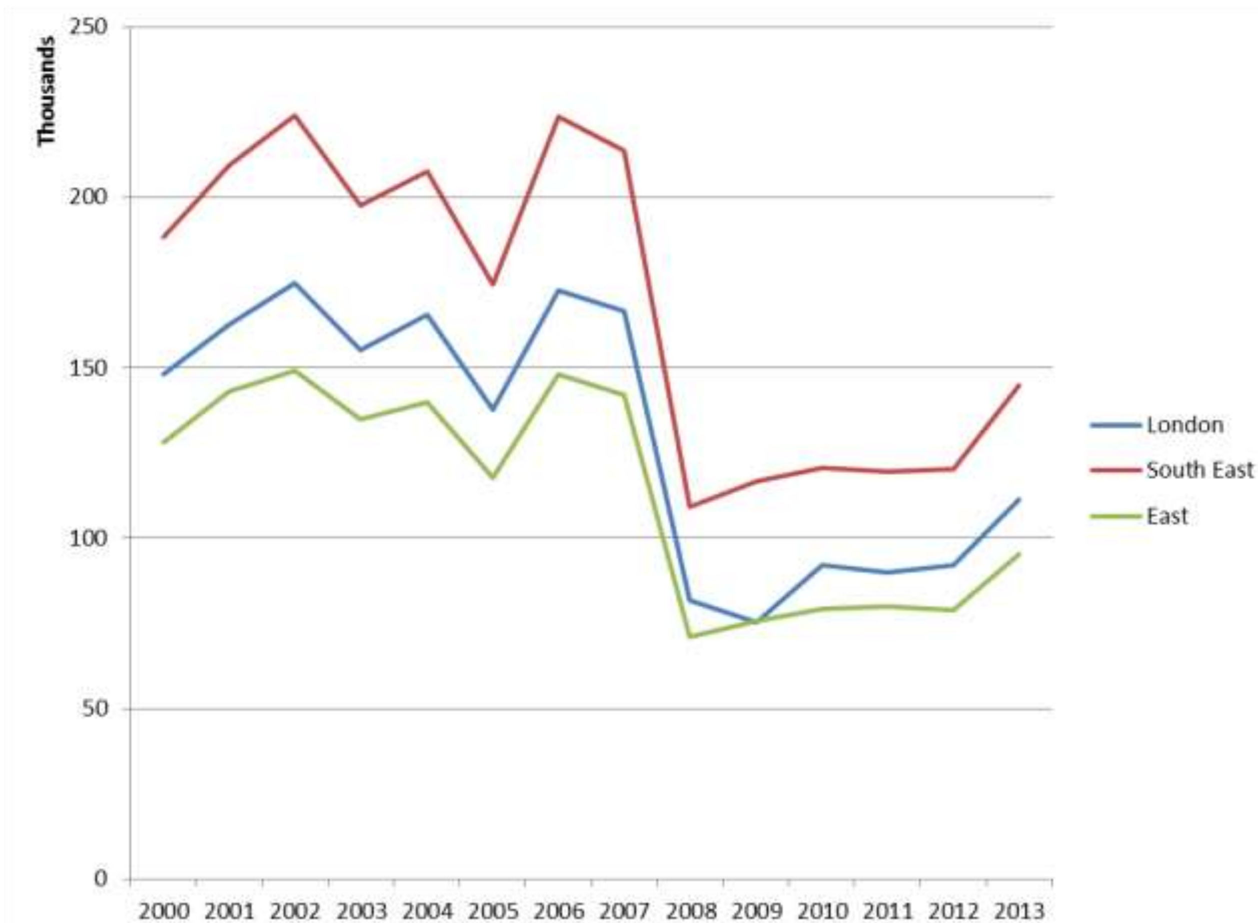
- Domestic migration from London fell at start of economic crisis
- Effect of economic recovery on migration uncertain
- Temporary or structural change?

Net domestic outflows from London



*data is for year to mid-year
Source ONS

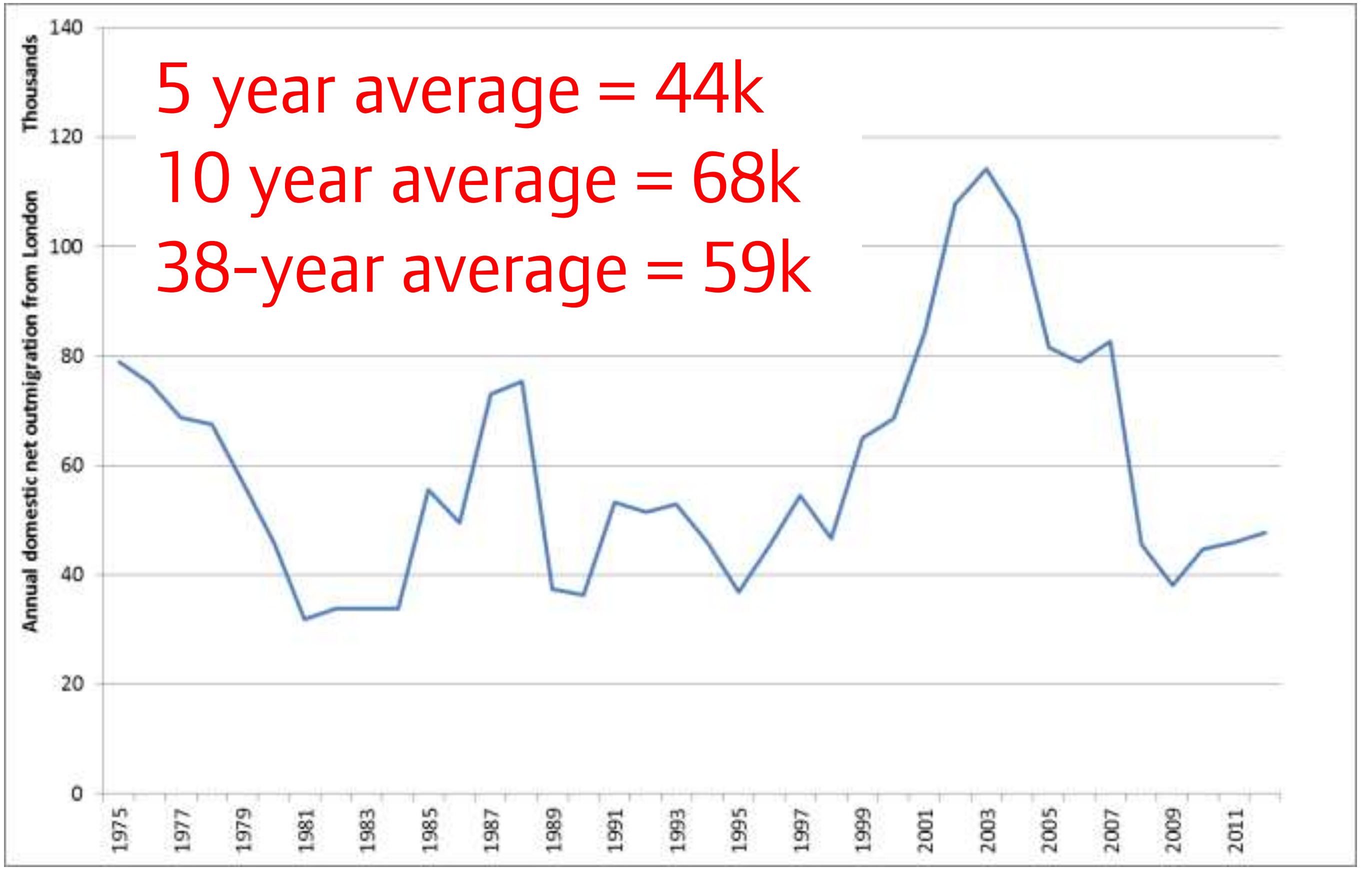
Annual house sales in south east



“Normal” migration

- Determining “normal” levels of migration difficult
- Analysis of long-term migration series suggests recent period is unusual

Net domestic outflows from London*

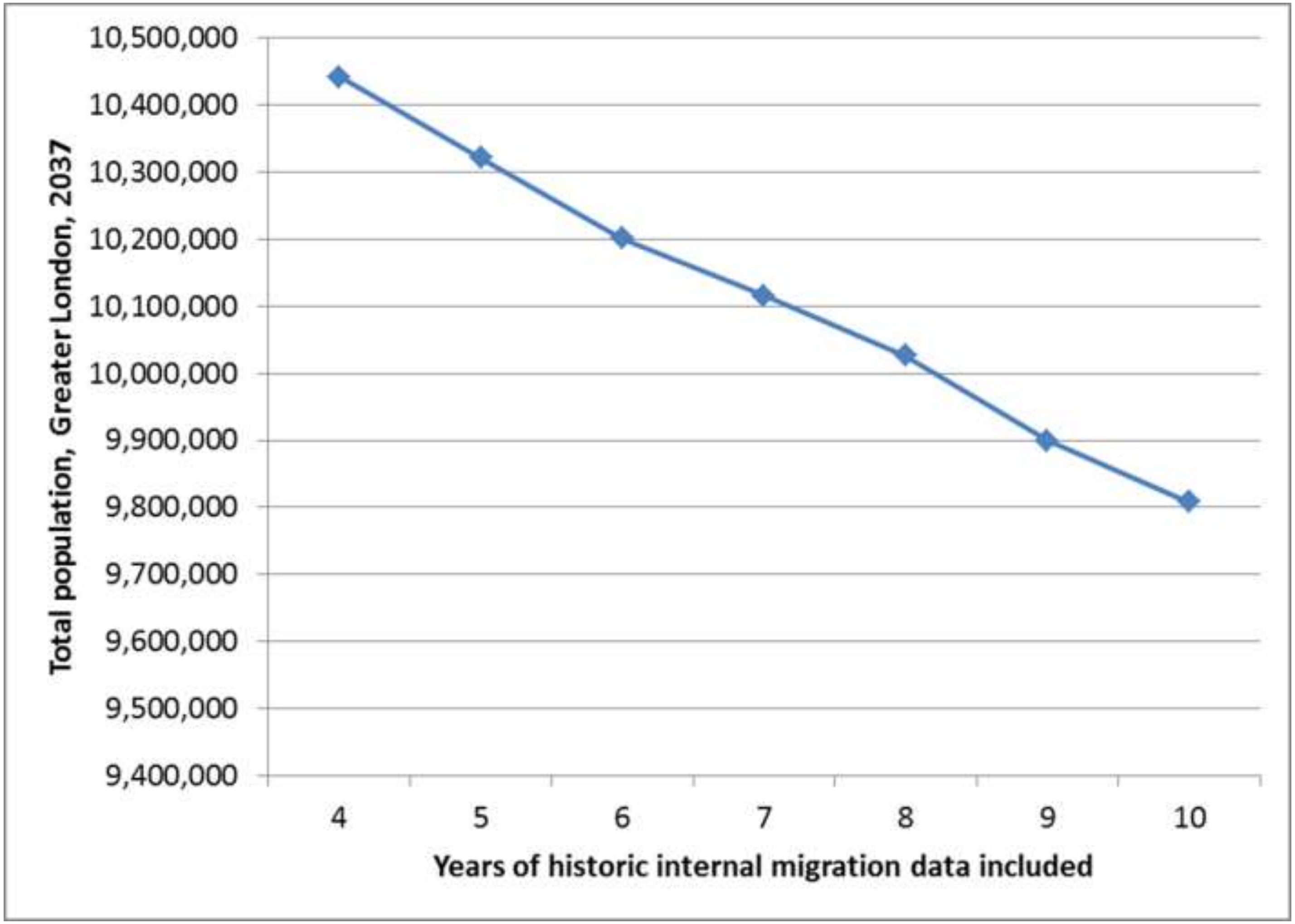


*Based on NHSCR data only

Model sensitivity

- London’s projected population very sensitive to period of migration used to establish norms
- GLA analysed impact of changing domestic migration trend period from 5 to 10 years
- Projected 2037 London population varied by 500k

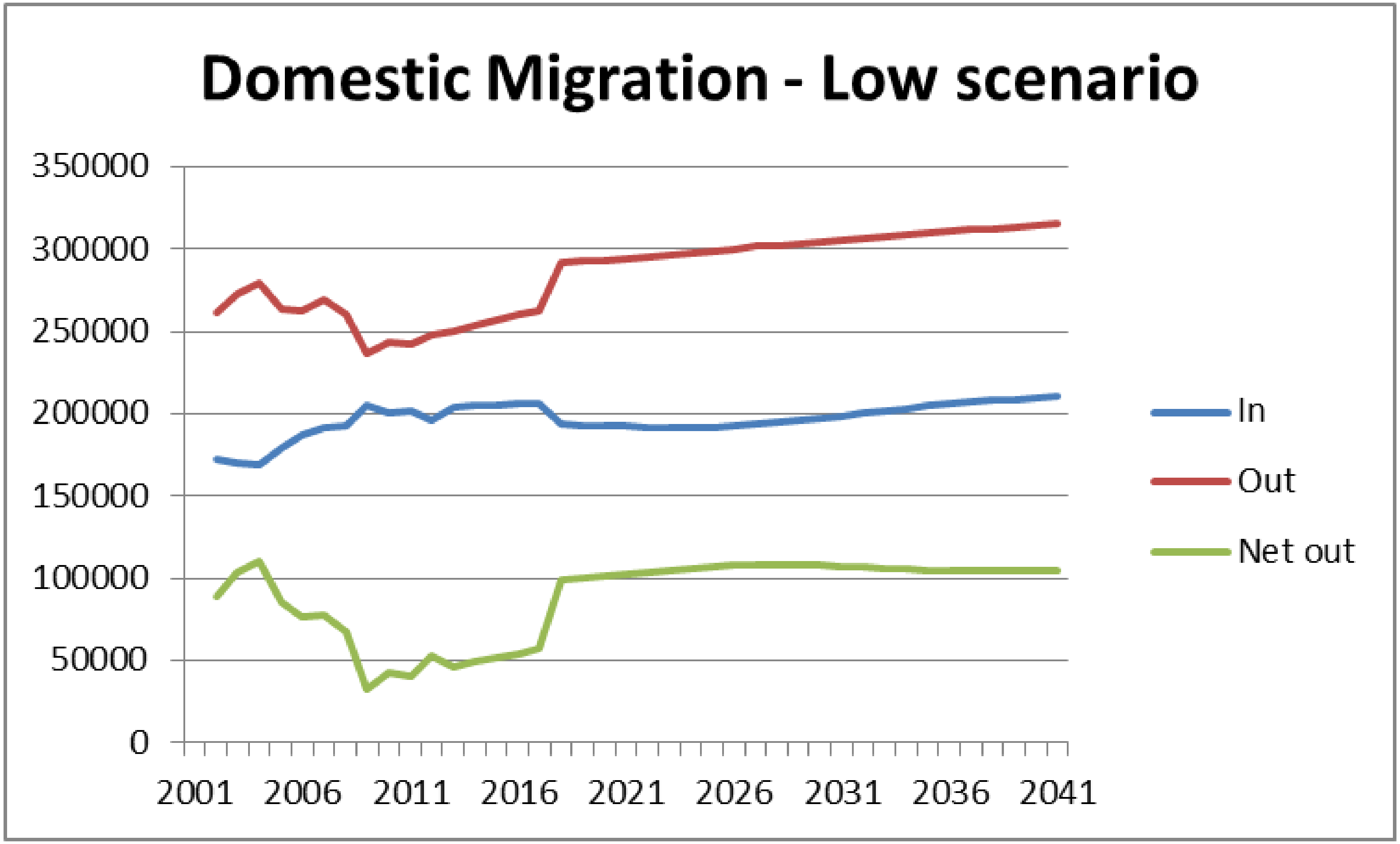
Results of GLA sensitivity testing



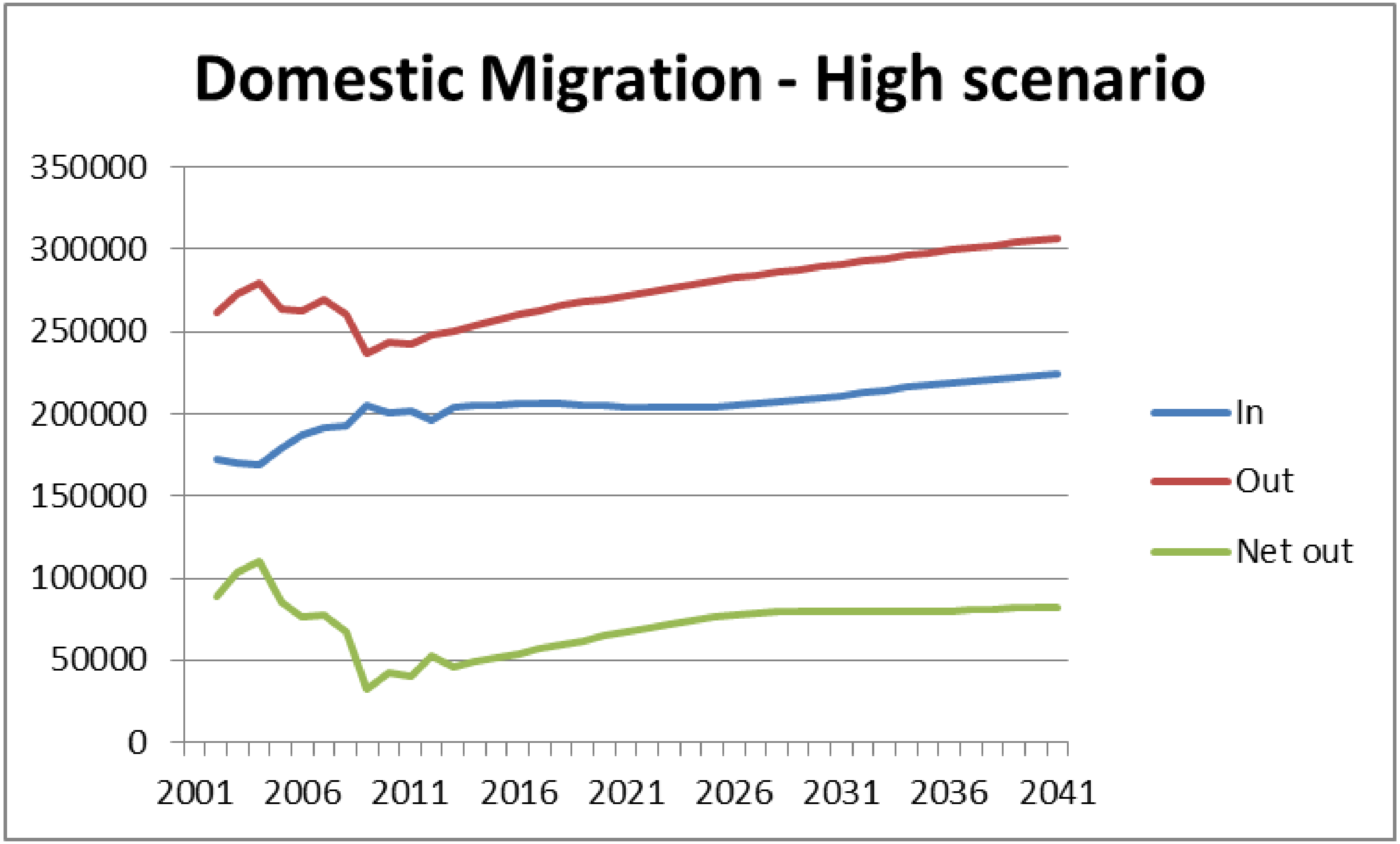
FALP projections

- FALP projection variants reflect uncertainty in future migration trends
- Three variants model different recovery scenarios:
  - Complete return to pre-recession trends
  - No return to pre-recession trends
  - Partial return to trend (Central scenario)

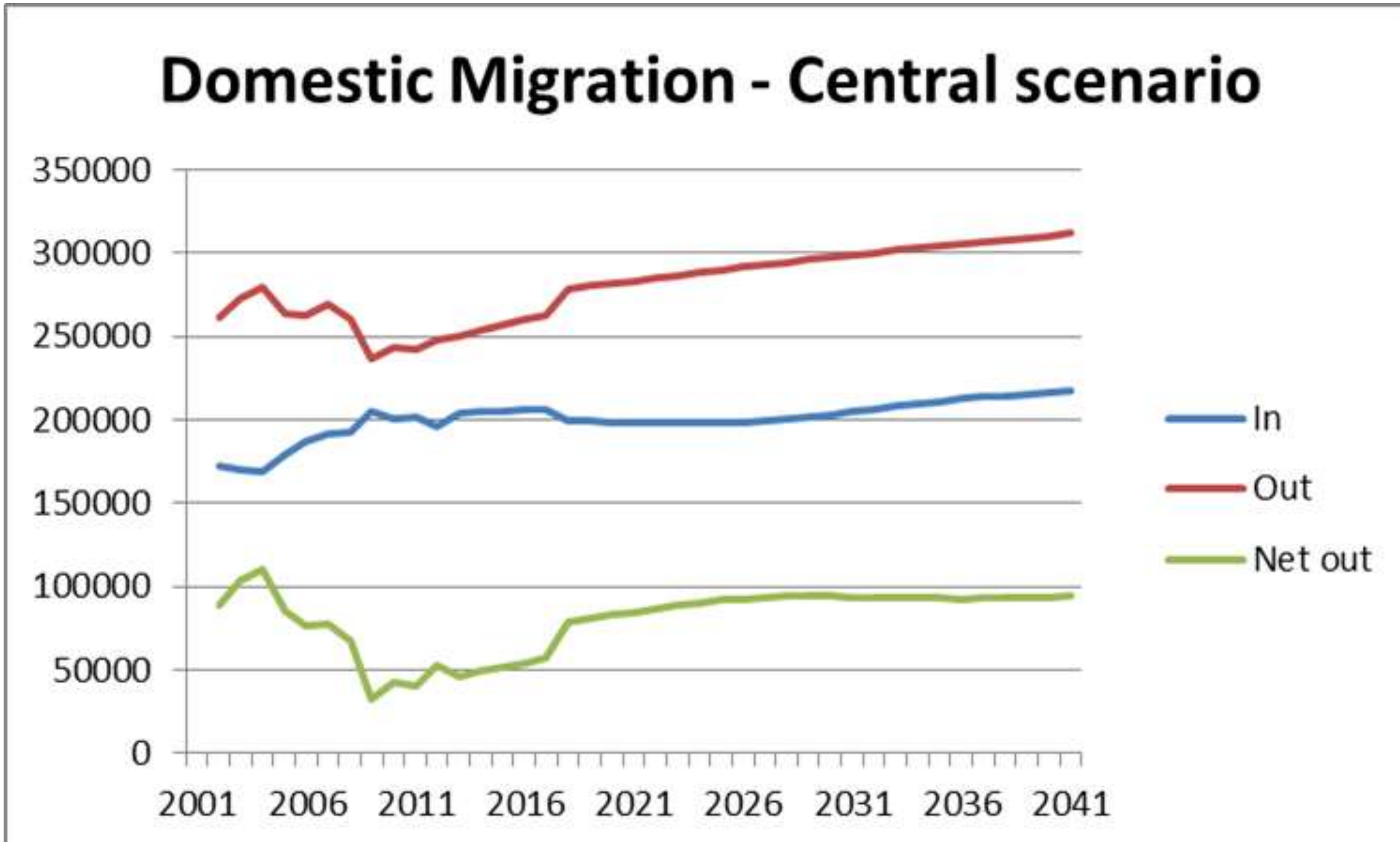
Revert to pre-crisis propensities



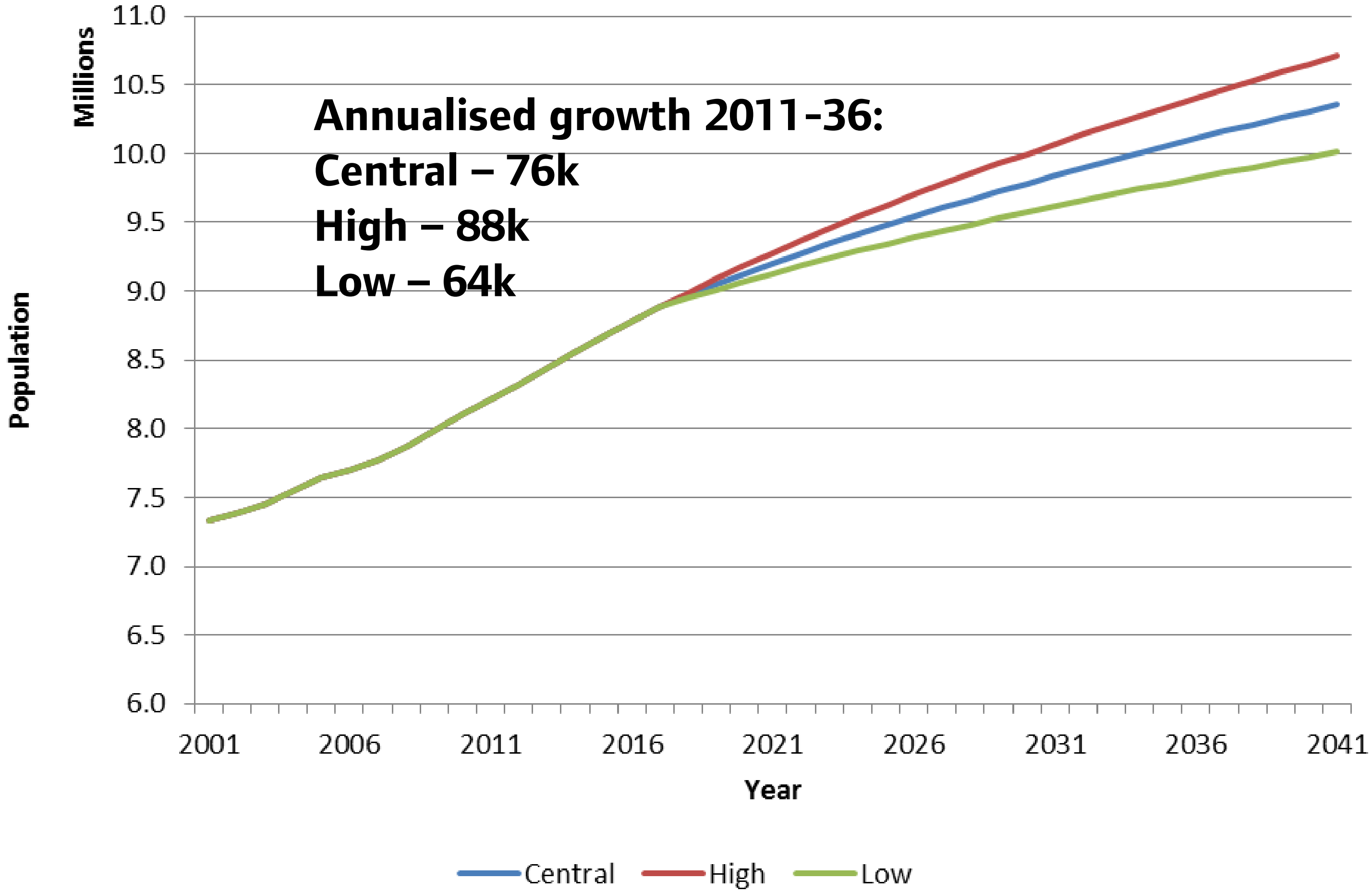
No change in migration propensities



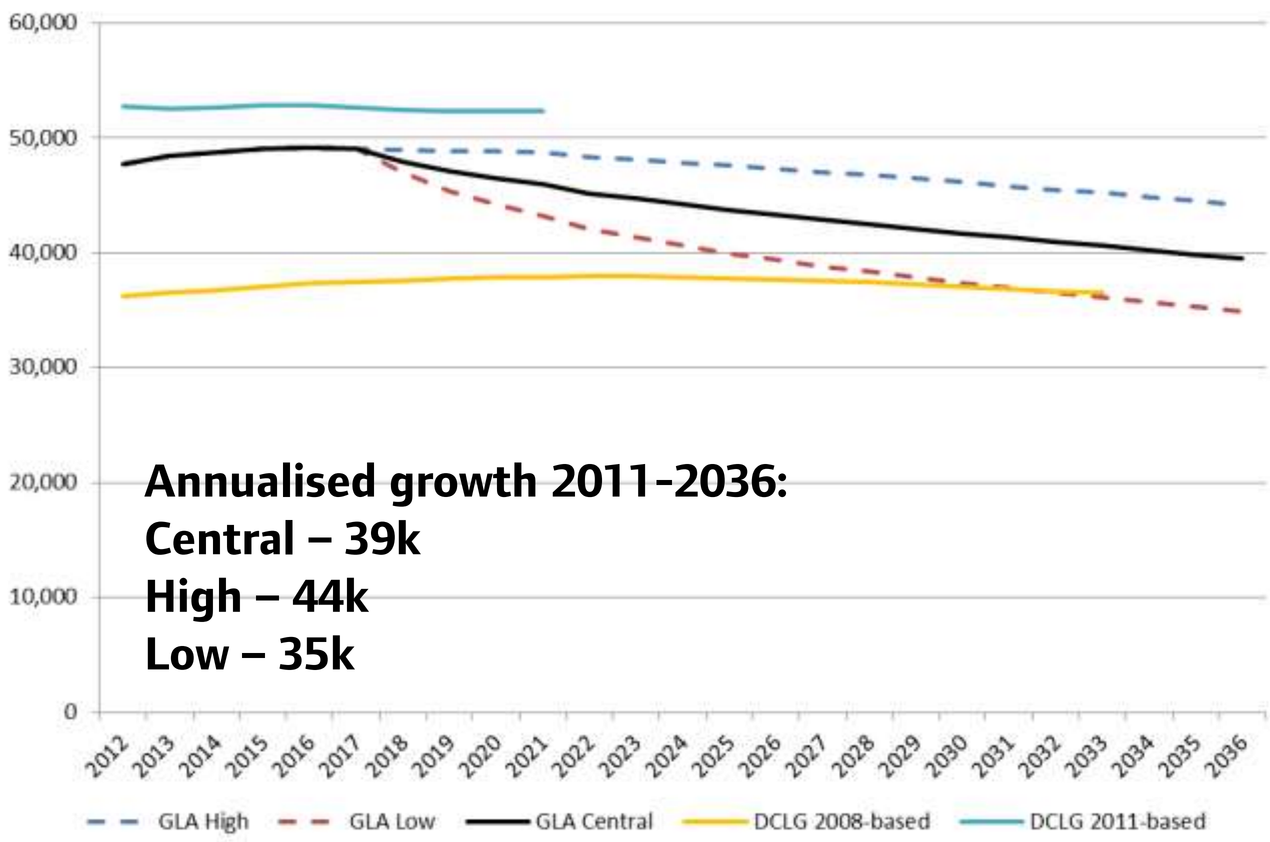
Partial return to pre-crisis patterns



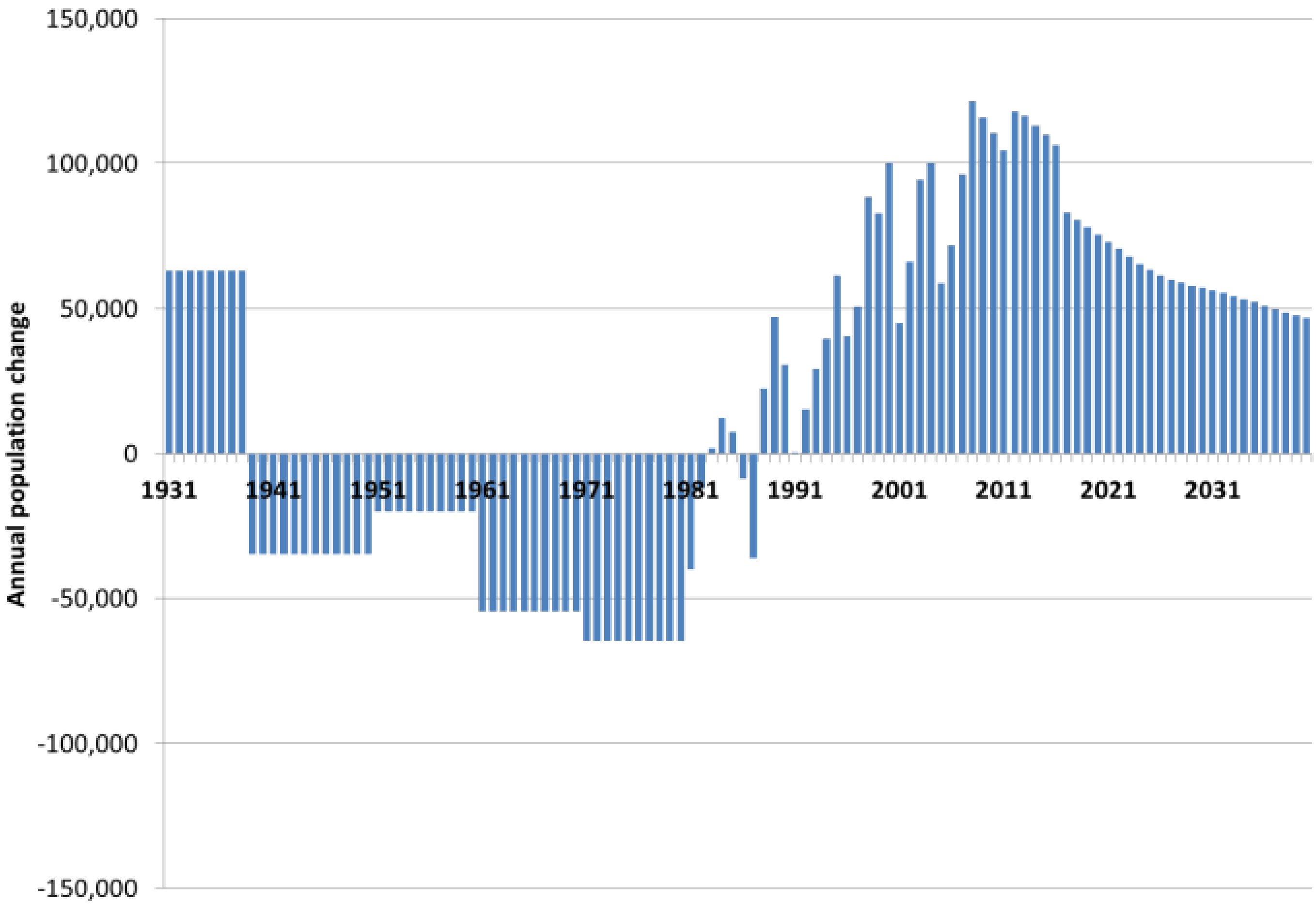
Projected population



Annualised projected HH growth



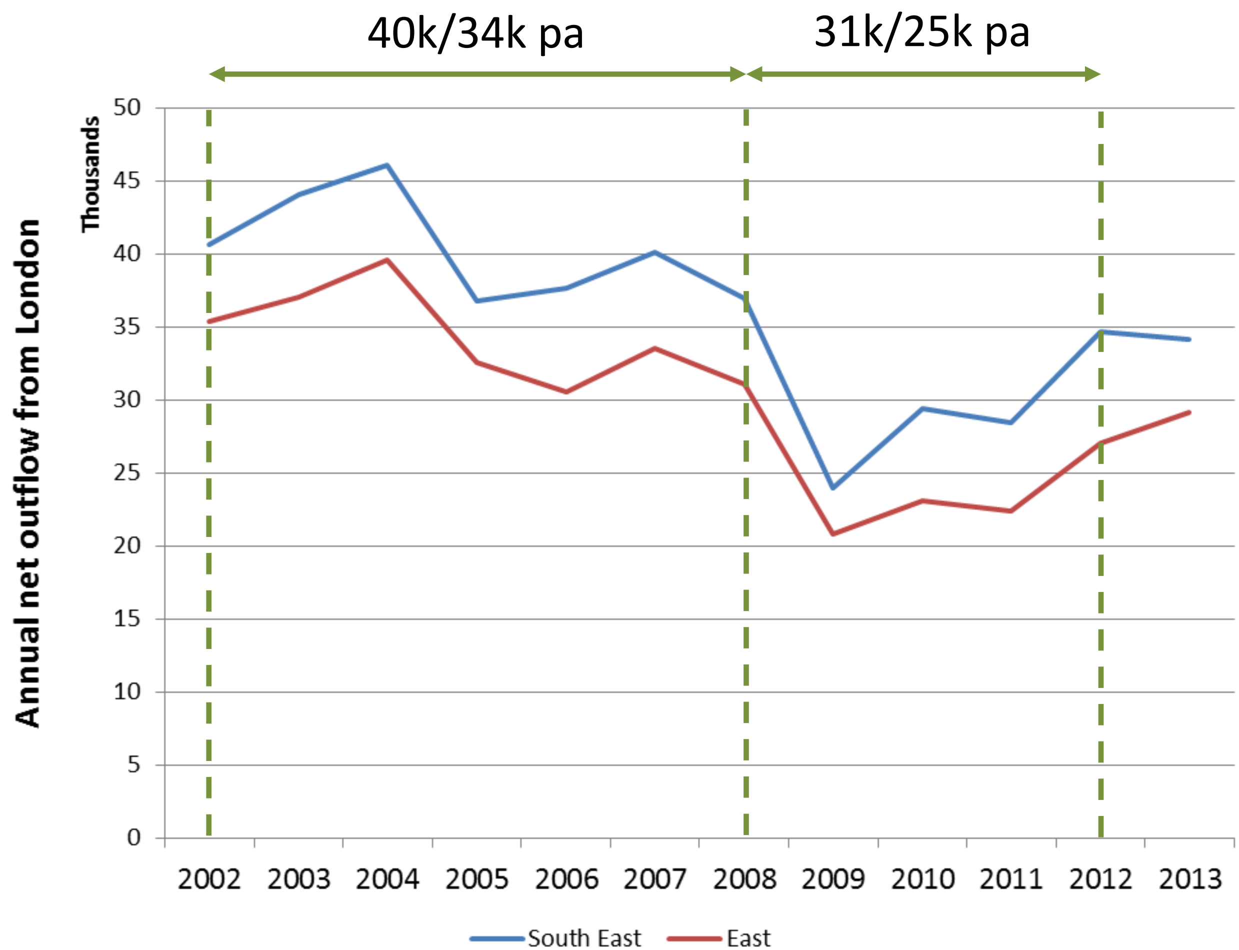
Projected annual population change



ONS/DCLG projections

- ONS 2012-based SNPP released May 2014
- Domestic migration assumptions based on mid-2007 to mid-2012 period
- DCLG HH projections based on these due for release soon (December?)
- Not sure what long term household formation assumptions they will use

Net outflows from London to RoSE

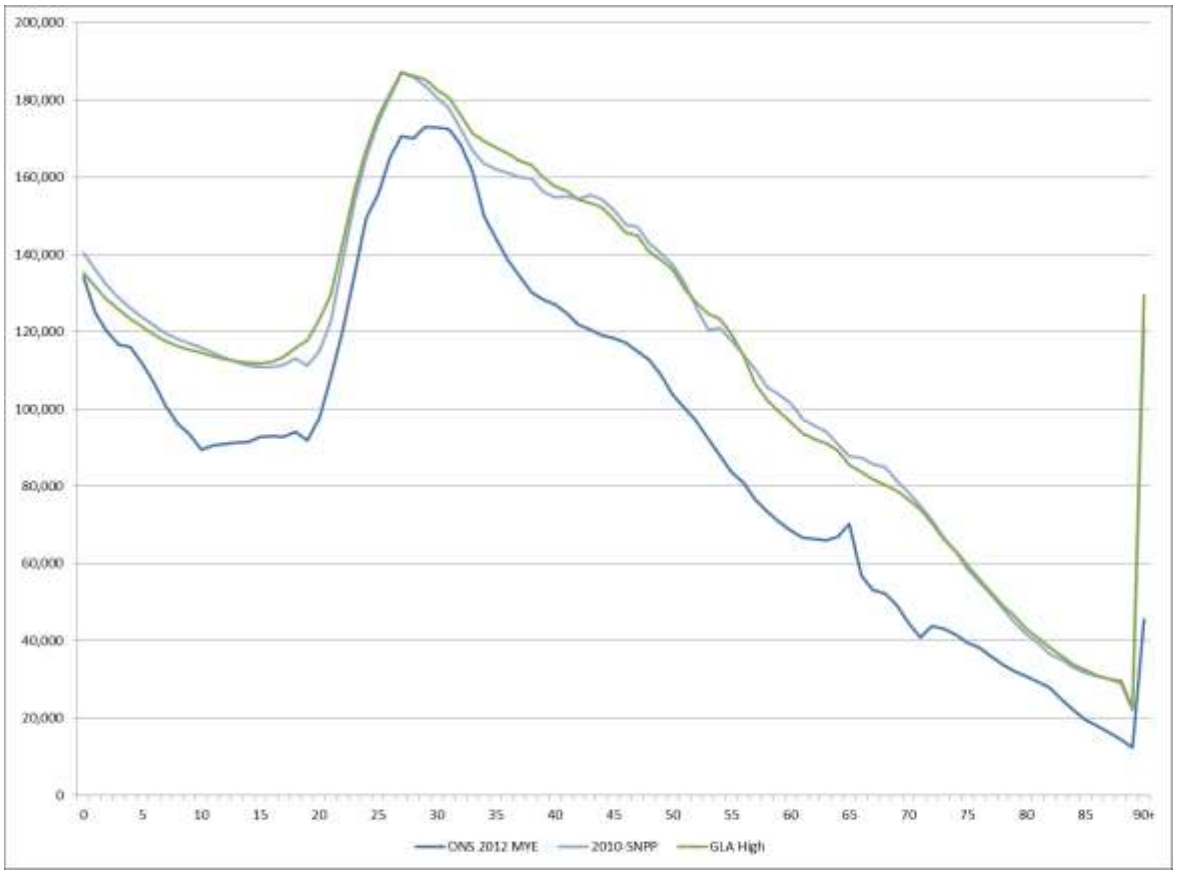


*data is for year to mid-year
Source ONS

ONS/DCLG projections

- GLA produced indicative HH projections based on 2012-SNPP
- Show higher HH growth than GLA or previous ONS projections
  - Disproportionate to difference in total population
- Difference arises because extra population is in 40+ age category
  - High propensity to form households

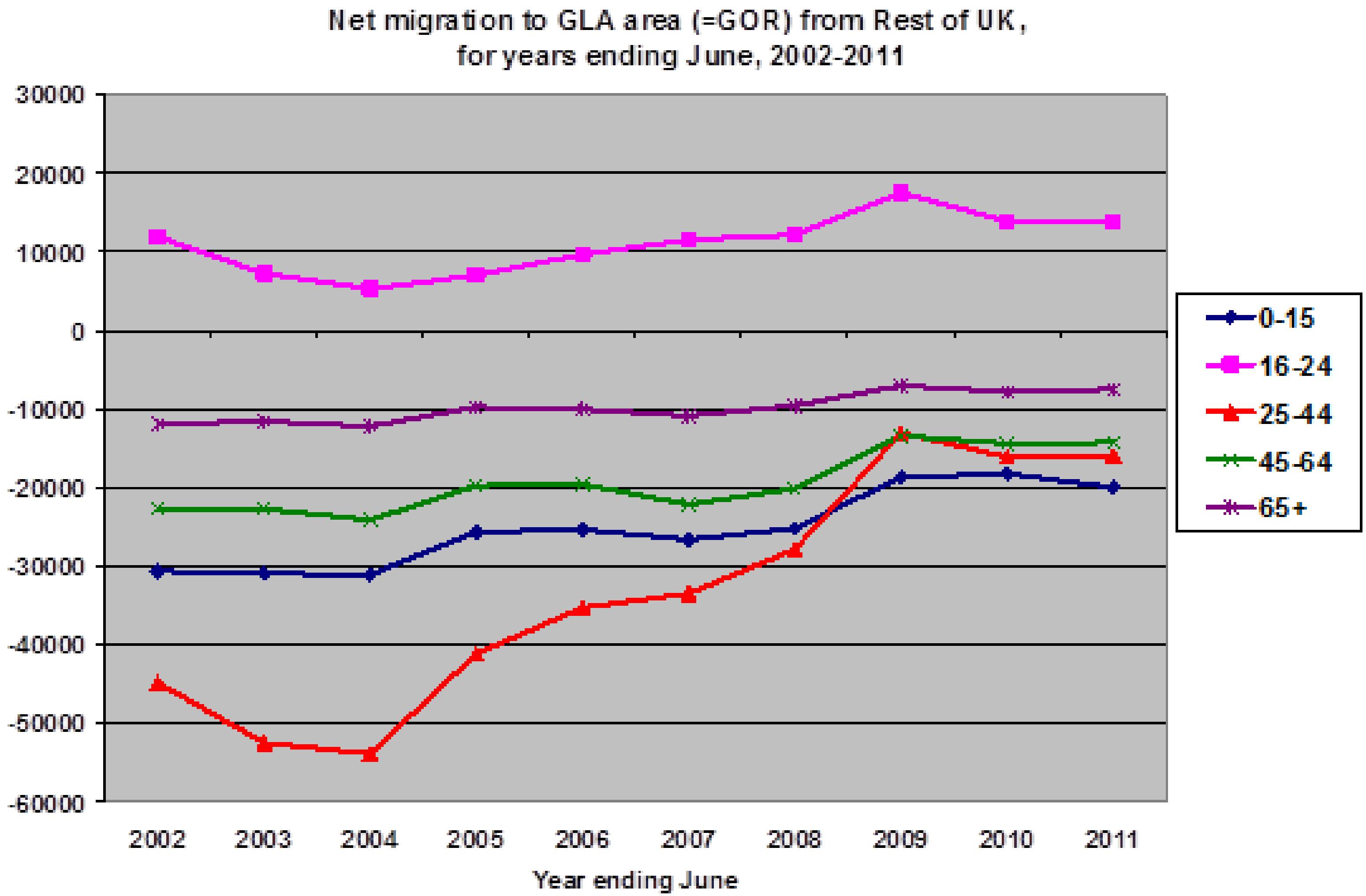
GLA High projection vs 2010-SNPP (2035)



GLA Central projection vs 2012-SNPP (2035)

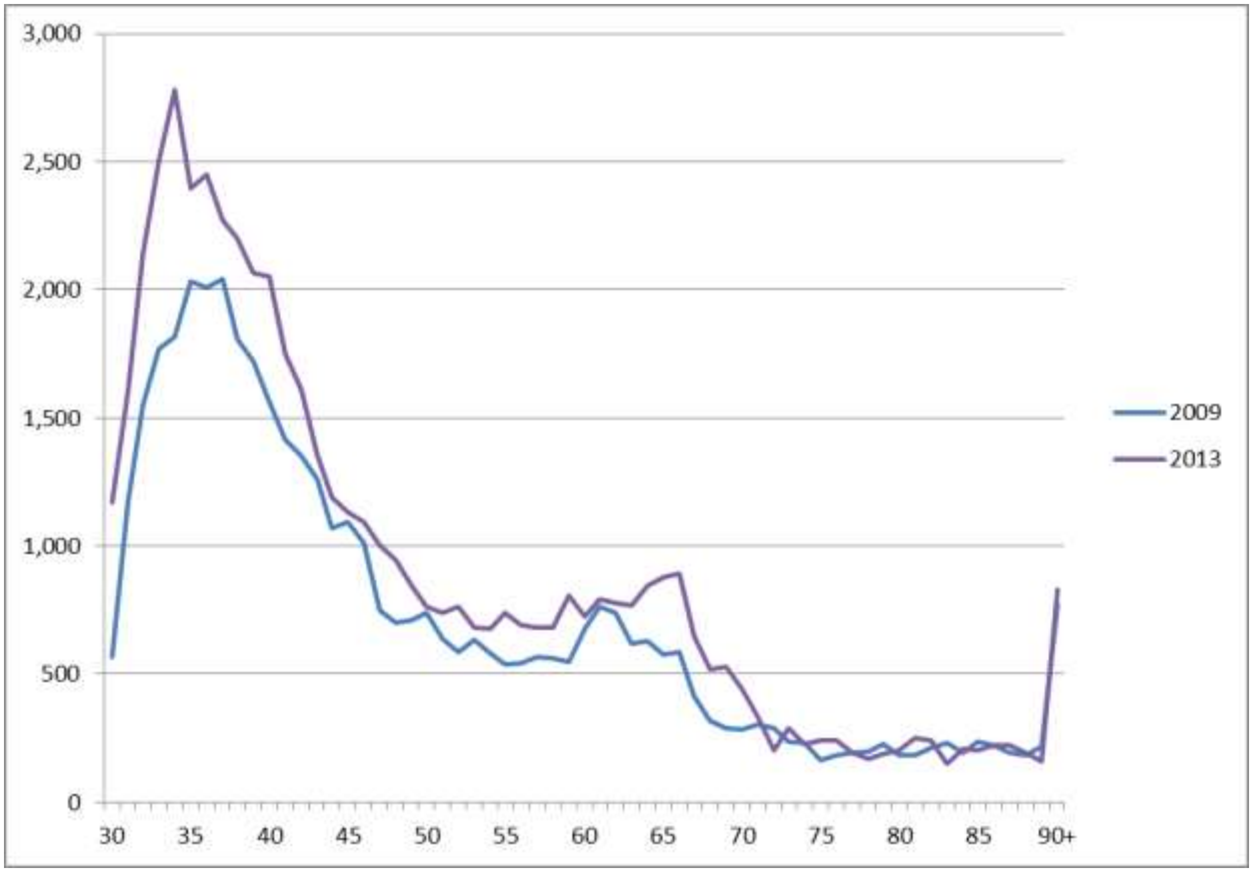
- Extra 40+ population arises from recent change in age-structure of outflows
  - 30-45 is key age group
- How much of this change is linked to the recession?
- Some evidence from recent data that outflows for these ages are increasing

London net domestic migration by age



Courtesy of Professor Tony Champion, Newcastle University

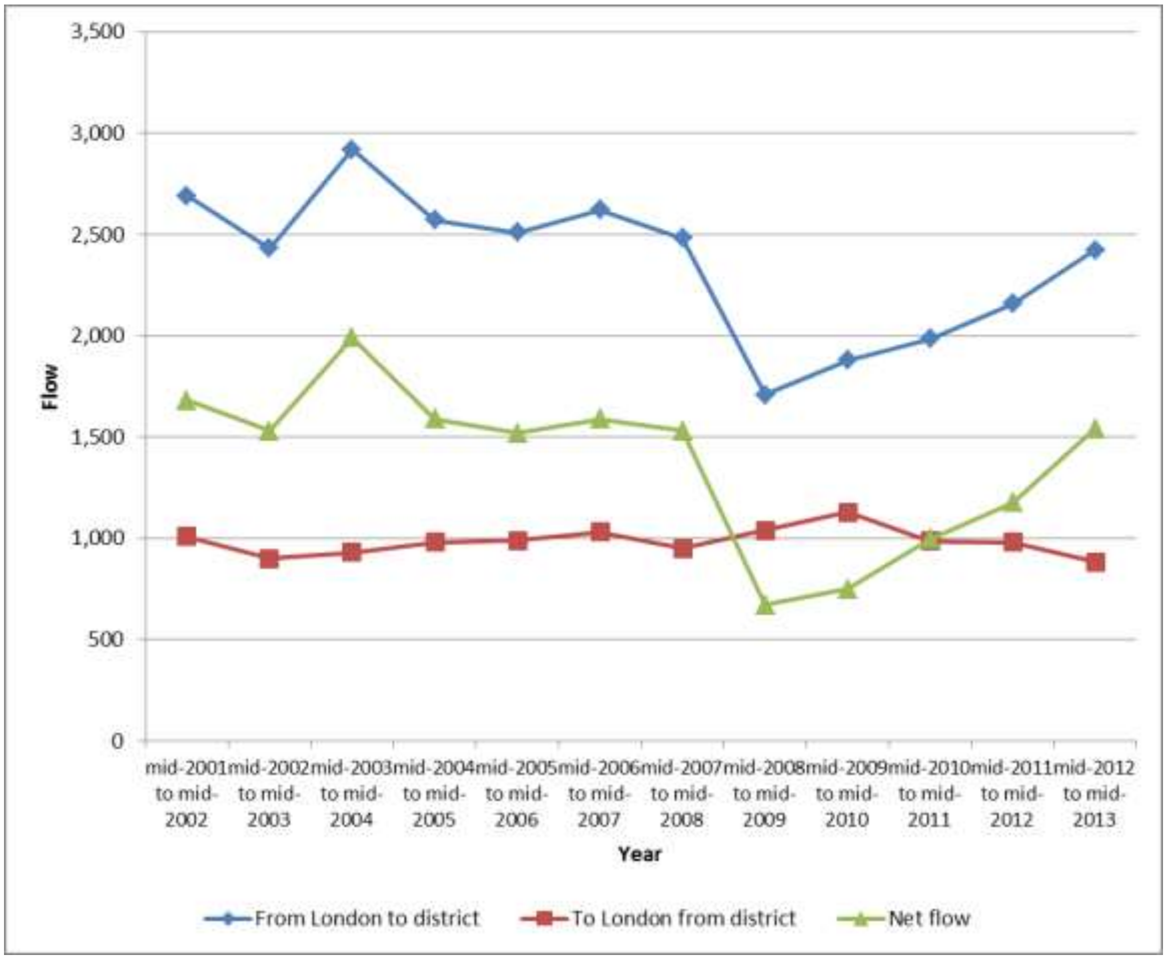
Net outflow by age 2009 and 2013



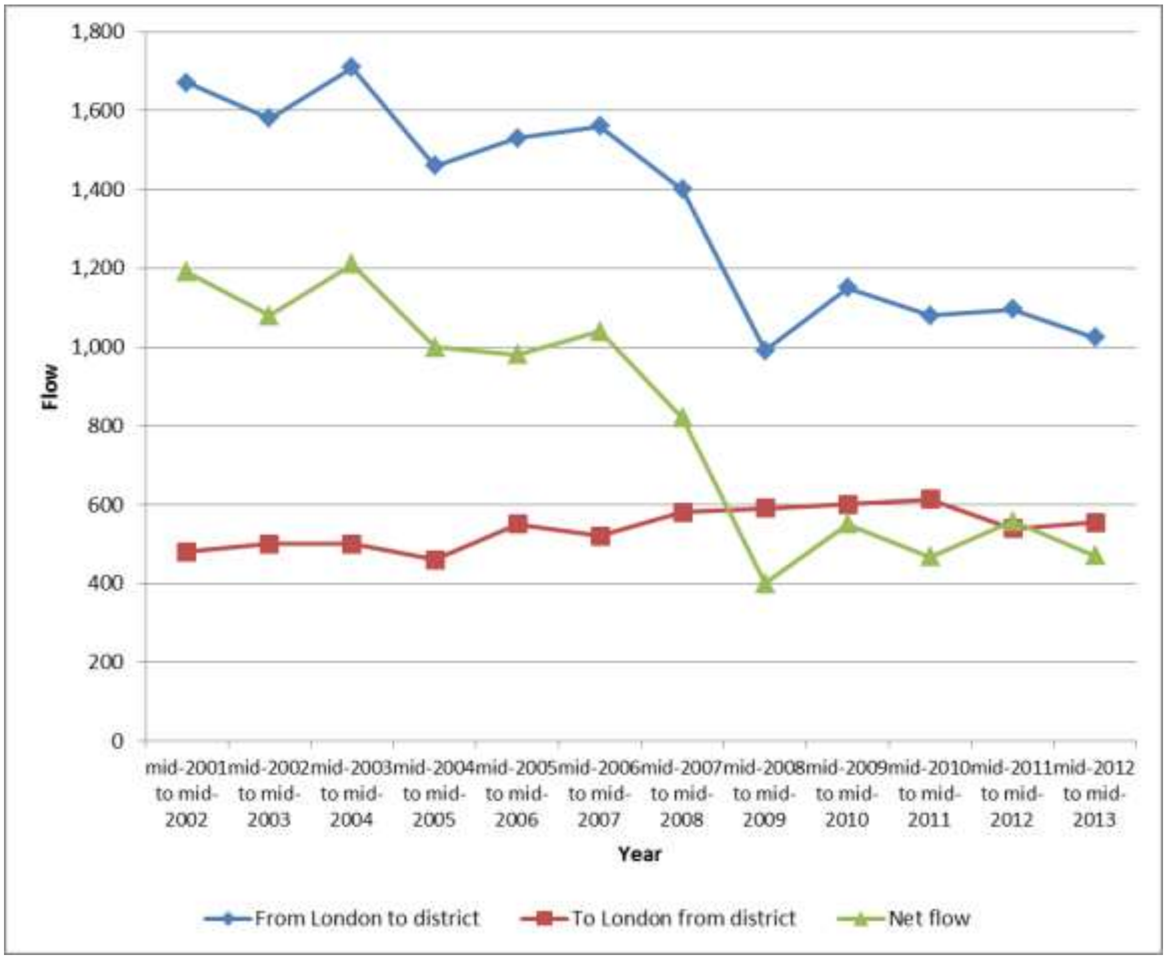
Significance for RoSE?

- Large variation in impact of recession
- GLA produced tool to show changes in migration between London and RoSE districts over time
- 2012-SNPP more realistic for some districts than others

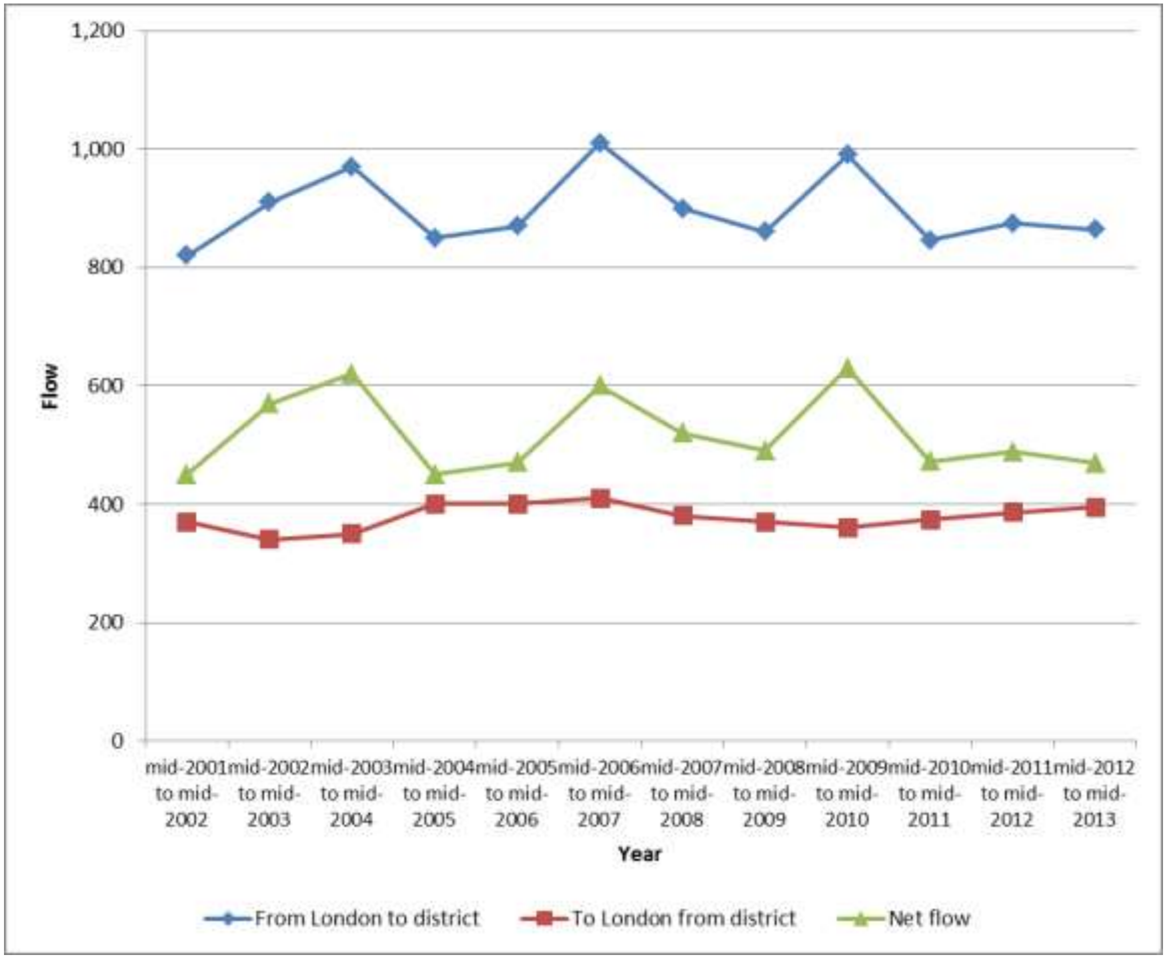
Basildon – fall and recovery



Braintree – fall, no recovery



Uttlesford – no real change



ONS/DCLG projections

- GLA continuing to recommend ONS produce variant subnational projections
- Easiest route to consistent set of projection scenarios for wider region
- ONS continue to assign this work a low priority

Future work

- Start to remove some of the uncertainty that FALP acknowledged
- Identify key questions and build work programme to answer them
- Work with London Plan team, academia, county districts etc.

Identified priorities for future work

Improve understanding of:

- Impact of recovery on migration flows and household formation
- Impacts of international migration
  - linkages between international and domestic flows
  - Household formation by international migrants
    - Dependent on country of origin and time in country?

Possible future work

- Investigate alternative household projection methodologies
  - DCLG’s methodology gives limited scope for scenario work
- Expansion of models beyond GLA boundary

Contact

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Barriers to Housing Delivery – Update 2014

- Follows 2012 report
- Snapshot of London Housing Delivery
- One of three data main sources for London

Barriers to Housing Delivery - Key Finding

- Large private sale housing schemes (20+) units are showing 20,000 starts p/a for the last two years
- Assuming that they count for two-thirds of total private starts, this suggests 30,000 private sale completions this year and next as they are built
- With affordable housing, London may see highest completions for over a decade in 2014/15

Barriers to Housing Delivery – Further findings

- ‘Non-developers’ now hold only 24% of London’s planning permissions compared to 45% in 2012
- More development finance now available - whereas before schemes were chasing money, now money is chasing schemes.
- The challenge is to increase the number of developable sites rather than the stock of planning permissions.

Barriers to Housing Delivery – Important Caveats

- Molior's numbers have not always tallied with borough/LDD data

- The current spike may be temporary due to CIL approvals working their way through the system, and may not be evidence of a structural change

- Affordable housing delivery is peaking this year and will fall next year

Next Steps?

- Data correlation
- Supply of sites
- How to mitigate vulnerability

Notes of third meeting of the Strategic Spatial Planning Officer Liaison Group

Wednesday 12th November 2014 at GLA, City Hall, London

PRESENT

Richard Linton, GLA - Planning (Chair)
Lee Searles (Secretary)
Des Welton, Hertfordshire Planning Officers Group Co-ordinator
Jack Straw, Surrey Planning Officers Association/Mole Valley (Vice-chair)
Kevin Fraser, Essex County Council (sub)
Sue Janota, Surrey County Council
Paul Donovan, Hertfordshire County Council
Claire Stuckey, Essex Planning Officers Group/Chelmsford BC
Richard Hatter, Thurrock Council
Alison Bailey, Buckinghamshire Planning Officers Group/ South Buckinghamshire DC
Tania Smith, Kent Planning Officer Group/Dartford Borough Council
Steve Barton, West London Alliance/West London Planning Policy Group/LB Ealing
Steve Walker, Environment Agency
Nick Woolfenden, South East England Councils
Carolyn Barnes, Bedford Borough Council
John Cheston, Sussex Planning Officers
Bryan Little, Berkshire Planning Officers/West Berkshire Council (sub)

John Lett (GLA - Planning)
Jorn Peters (GLA - Planning)
Jennifer Peters (GLA - Planning)
Darren Richards (GLA - Planning)
Ben Corr (GLA - Demography)
Dominic Curran (GLA – Housing)
Lara Togni (GLA – Economics)
Jeremy Skinner (GLA – Business Policy)
Ian Birch (TfL)

APOLOGIES

Cinar Altun, East of England LGA
Matthew Jericho, Essex County Council
Simon Keal, London Councils
James Cutting, Suffolk Planning Officers Group/ Suffolk County Council
Bev Hindle / Chris Kenneford Oxfordshire County Council
Sarah Hollamby, Berkshire Heads of Planning/Wokingham DC

NOTES OF MEETING on 6 June 2014

The notes of the last meeting were agreed.

LONDON PLAN UPDATE

John Lett gave a presentation (provided separately) covering an update on the Further Alterations to the London Plan (FALP) and initial ideas regarding work on a Full Review of the Plan focusing on the engagement within the Wider South East.

In terms of the FALP update, John Lett's presentation included an overview of key consultation issues arising from the representations by authorities from the wider South East and some context in terms of the underlying population and household projections. Group members highlighted again that whilst there are individual growth areas outside London that are keen to grow significantly if supported by adequate infrastructure investment, most authorities tend to struggle to accommodate their own housing need, partly due to infrastructure constraints.

The long-term growth scenarios set out in the draft 2050 Infrastructure Plan (IP) were also mentioned. Most of these focused on ways of accommodating growth within London, but its rail-based Wider South East scenario included considerations around the economic growth and regeneration potential of improved commuting opportunities from the wider region into London. The Group felt that more recognition should be given to the implications of endogenous growth within the Rest of the South East, rather than what was perceived to be a 'London centric' view of the wider region. It was stressed that the 2050 IP was non-statutory and had presented only one regional scenario – there could well be others. The idea was that it could form a basis for discussion/refinement/extension. This in turn would provide a mechanism for engagement in the statutory Full Review of the London Plan – something which responses to the FALP EIP had shown to be a major concern among authorities beyond London.

The presentation also covered other initial ideas on improving future engagement with the wider South East in the light of the development of the Full Review. The benefits of a focus on what unites rather than what divides was highlighted.

Group members indicated the need for more robust and, for the longer term, more formal cooperation arrangements. GLA officers floated the idea of a 'Regional Summit' for officers and politicians during spring 2015 to explore future cooperation arrangements further. This was welcomed, and the Group would be involved in the preparation of such an event through its next meeting. This could be followed up by more detailed and comprehensive testing of ideas/options on how engagement could be improved for both the short, medium and longer terms. The mechanism for this could be establishment of a body along the lines of the existing 'Outer London Commission' (OLC) but representative of constituencies of interest in the wider South East. It was recognised that use of the OLC itself in this role would send the wrong message and not project the need for regional inclusivity. However, this new body (thought will have to be given to an appropriate name) could, like the OLC, include independent experts, key stakeholders and local authorities and its work could include 'meetings in public' at venues around the wider South East. Group members welcomed the idea and signalled interest to get involved but felt they needed further information about the remit and composition of such a new body.

ACTION: GLA to circulate details about the current Outer London Commission.

ACTION: GLA to draft a series of papers for consideration at the next meeting including emerging cooperation issues and potential cooperation arrangements.

Whilst work on the Full Review of the Plan is already starting, the GLA is also preparing minor alterations to the Plan to reflect the national Housing Standards Review and emerging Government policy on Parking Standards, which it hopes to have in place by spring 2016.

INFRASTRUCTURE PLAN UPDATE

The draft 2050 IP was published on 30 July and the consultation ran until 31 October 2014. Over 300 responses were made, which are currently being reviewed. Overall, there has been strong support for the initiative to prepare the Plan.

Jeremy Skinner gave a short presentation covering key responses from stakeholders within the wider South East. He also provided initial feedback from the inaugural meeting of the newly established Infrastructure Delivery Board on 5 November. The establishment of this Board had been one of the key recommendations of the draft IP.

The Board agreed to pursue key themes including innovation, regulation, skills and connectivity by meeting with representatives from different infrastructure sectors. A common issue which needs to be tackled is utility providers' ability to co-ordinate with each other over timely delivery of infrastructure in complex development situations. Three geographical areas have been identified to explore these issues. They include the Upper Lea Valley, Old Oak Common and North Greenwich/Thamesmead. Other work strands include the desktop research and gap analysis around the development of a Programme Plan for infrastructure delivery by the private sector. An examination of how investment is treated on public sector balance sheets is also underway.

The final version of the IP is expected by March 2015.

ACTION: The responses to the draft IP as well as notes of the first meeting of the Board will be published and then circulated to the Group.

BARRIERS TO HOUSING DELIVERY

An update of the 2012 research has been prepared and published by the GLA. Dominic Curran covered this in a short presentation (provided separately). Its key finding is that housing starts from large sites (defined as over 20 units) has almost doubled to 20,000 per annum for the past two years, which is an historically high number. The research has not revealed any pressing concerns from housing developers about aspects of the planning system. Nevertheless, the situation will continue to be monitored to see if it is sustained.

It should also be noted that, historically, established planning policy managing the release of identified surplus office space/land yielded some 3,000 dwellings. The new Permitted-Development-based regime has yielded prior approval for more than 12,000 dwellings though less than 400 have been built out.

Whilst the update report shows that just two house builders were responsible for one-third of all starts, there are more (9 rather than 6 previously) responsible for 50% all starts, and also more developers responsible for the remaining 50% of completions, marking a widening in delivery agents.

In discussion, there was agreement that the group would like to re-visit this issues considering that in contrast to this recent evidence in London, most of the Wider South East was unlikely to achieve and let alone sustain such an upwards trend in housing supply.

The potential advantages and disadvantages to the concept of ‘use it or lose it’ permissions were also discussed, and the need for a greater understanding of comparative land values in affecting the delivery of housing was highlighted.

ACTION - It was agreed that the Group should re-visit joint work on this issue with an emphasis on a long term framework for delivery of housing.

DEMOGRAPHY UPDATE

Ben Corr gave a presentation (provided separately) recapping the demographic issues forming an important consideration of FALP policies and the Full Review of the London Plan review going forward. The GLA is concerned about the difference between its own and DCLG’s population projections, in particular with regards to migration and the potential impacts for the authorities within the Wider South East.

The GLA is arguing for a sub-regional variant projection. It is developing a work programme to investigate the issues further, including the effect of international migration on household size in London, the onward migration flows of international migrants arriving in London, an alternative household projections model, and the further expansion of the use of its model beyond London.

In discussion, it was agreed that the issues raised by GLA could have significant implications for Strategic Housing Market Assessments (SHMAs), in particular but not only, where local authorities on London’s boundaries are working together. How councils outside London could reflect the findings of the GLA’s work in their discussions and commissioning with consultants who prepare their SHMAs was also considered. Understanding the difference in baseline assumption and alternative scenarios would be valuable.

ACTION – It was agreed that meetings should be held to explore these issues further. The first should be with a few key consultants who carry out SHMAs outside London. Richard Hatter, Alison Bailey and Carolyn Barnes volunteered to attend as well. The second should be with County/local authority demographers, who could initially attend the GLA’s next Demography Workshop the GLA runs for the London boroughs.

REVIEW OF STRATEGIC ECONOMIC PLANS

Lee Searles presented initial findings from the on-going review of Local Enterprise Partnership's Strategic Economic Plans (see details in Annex 1 and presentation provided separately). The key role of transport infrastructure was highlighted. Issues around housing delivery and potential mechanisms to overcome them were also set out.

The preparation of this work was welcomed by Group members. They would have not expected new housing delivery (beyond that in Local Plans) to be identified.

ACTION: Review to be completed and tabled for discussion at the Group's next meeting.

Annex 1

Transport Infrastructure

Each SEP identifies investment in transport infrastructure as the most important key to unlocking growth, expressed in a number of ways:

Strategic road capacity – Each SEP has identified route capacity on radial routes emanating from London as a key constraint of future development in their areas. Parts of LEP areas closest to London are most often cited in this context, in relation to lane capacity on motorways, intersections between key routes. Engagement and meaningful partnership with the Highways Agency on the development and implementation of Route Based Strategies is sought and is a key 'ask' of SEPs.

Access to strategic routes at junctions– Motorway and trunk road junctions provide a main point of access into the most important areas of potential economic growth in spatial terms. Programmes to improve junction/intersection capacity in the LEP areas are identified in the SEPs as required to unlock development. Engagement with the Highways Agency on route based strategies and in particular the interface between national route performance requirements and local development objectives is needed. Local Growth Deal proposals identify key junction/intersection improvements in their submissions resulting from the work of Local Transport Bodies.

Rail Routes – SEP approaches to rail capacity and provision vary according to the density of the rail network in the LEP areas. Some have a dense rail network with several rail routes and many stations, meaning the performance of the rail network in capacity terms is a key consideration. Other areas have fewer rail routes and so the rail stations perform gateway functions to an area, and give rise to the need for finer grained public transport networks to connect to them (discussed below). Many of the schemes identified in SEPs for strategic station enhancement and some strategic route enhancement projects appear to be programmed.

Orbital road and rail routes – A key argument in most SEPs is that efficient movement across LEP areas, across key radial routes, is required. These are needed in order to connect areas of opportunity for growth within and between LEP areas. Current non-radial transport networks are seen to be generally poor.

Settlement transport networks – In most LEP areas, a settlement-based growth strategy is being adopted, with strategic urban expansions of key towns combined with urban renewal and development linked to improved quality of town centres, public realm, public services. Improving the ability to access key towns by a choice of modes is a key feature of SEPs. The provision of public transport infrastructure, based on smart city concepts, is a key element of the SEPs strategy for making new developments work.

Enabling transport infrastructure – All SEPs identify specific infrastructure (normally transport, but sometimes flood defences) required to unlock particular development opportunities. Growth Deal asks related to funding for such schemes in order to bring forward sites earlier. Importantly however, and perhaps recognising the SEP funding constraints, the also ask for freedoms and flexibilities matched to local initiatives to remove barriers to delivery, based on greater and more effective public co-ordination of delivery of development sites. Freedoms sought include the ability to raise money from increased business rates retention and Tax Increment Financing. They also seek formal working arrangements with key bodies such as the Highways Agency and the Homes and Communities Agency.

Housing Delivery

The SEPs have identified their anticipated baseline growth in population and jobs over the period 2015-2021. They have shown the uplift expected as a result of the implementation of the SEPs. The report will be expanded to describe and discuss this data. From the review of SEPs so far, the following key themes have been identified for discussion:

New housing growth – It has generally not been the approach of the SEPs to identify significant new commitments for housing growth, outside of planned provision. Commitments are included in some SEPs to identify additional housing, through local plan reviews.

Accelerated delivery – The main commitment in SEPs in relation to housing delivery to match increased population in the context of additional economic growth, is to accelerate the development of already identified and planned sites. According to the SEPs, this is dependent, by and large, on the early provision of infrastructure to unlock sites earmarked for later growth, or to overcome barriers to the delivery of housing on sites which have not come forward.

Some SEPs have based accelerated delivery commitments on the annual rate of housing completions averaged over a ten year time period, taking in a period of growth and of recession. Others have based accelerated delivery on the most recent period.

The SEPs generally do not discuss the views of house builders in relation to the delivery of a higher rate of housing completions from strategic sites over the period 2015-2021. The key constraints are seen to be infrastructural and financial in terms of enabling development to proceed.

Mechanisms suggested to overcome barriers to delivery

Below, some of the measures proposed in SEPs to accelerate delivery of key sites are set out (to be expanded and discussed).

- Public Land Boards
- Local Infrastructure Funds
- Co-ordinated delivery bodies
- Local financial mechanisms (forms of TIF, Business Rates Retention)
- Formal partnerships with Highways Agency
- Formal partnerships with HCA