
CHAPTER ONE

**CONTEXT AND
STRATEGY**

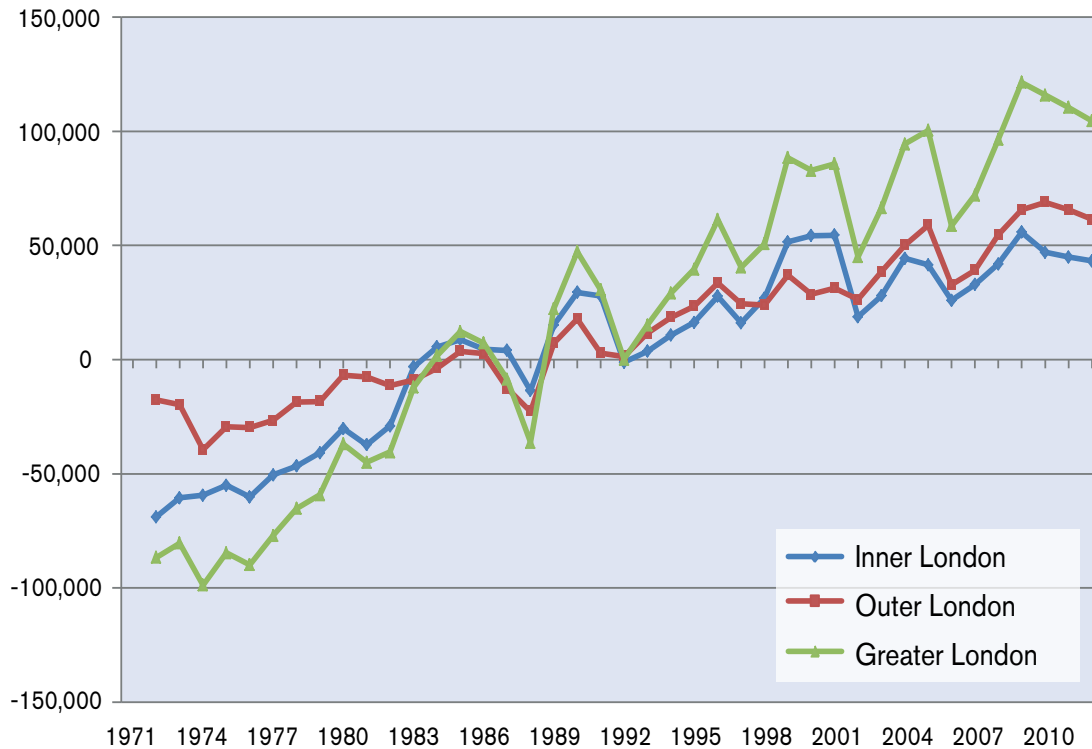
- 1.1 This chapter explains the major issues facing London over the period to 2036, providing the background to the detailed policies that follow. It then sets out the Mayor's vision of the way London should develop over that period and detailed objectives those policies will support.

Context

- 1.2 The 2000 year history of London has been one of constant change. It has grown from a port and river crossing point into a bustling centre of national Government and international commerce. It has been an imperial capital, and a city embracing villages and towns as it grew. It has been home for people in all walks of life, and from all parts of the world. It has led in industrial and scientific innovation, while also enjoying a globally-recognised heritage. Wealth and poverty, old and new, city and suburban rub shoulders. Several times in its past it has fought off disaster and resisted the best efforts of planners to remake it. This is the dynamic, ever-changing city – and its people – that the policies in this plan seek to sustain.
- 1.3 Following alteration, the London Plan now looks forward to 2036, five years further than the 2011 London Plan (as amended by the revised early minor alterations). It is obviously more and more difficult to say what may happen the further forward you look. It can also be hard to think beyond what is happening now and the immediate future (particularly against the background of recent dramatic developments in the global and London economy). However, we can draw on past experience to pick out some things that London will have to plan for:

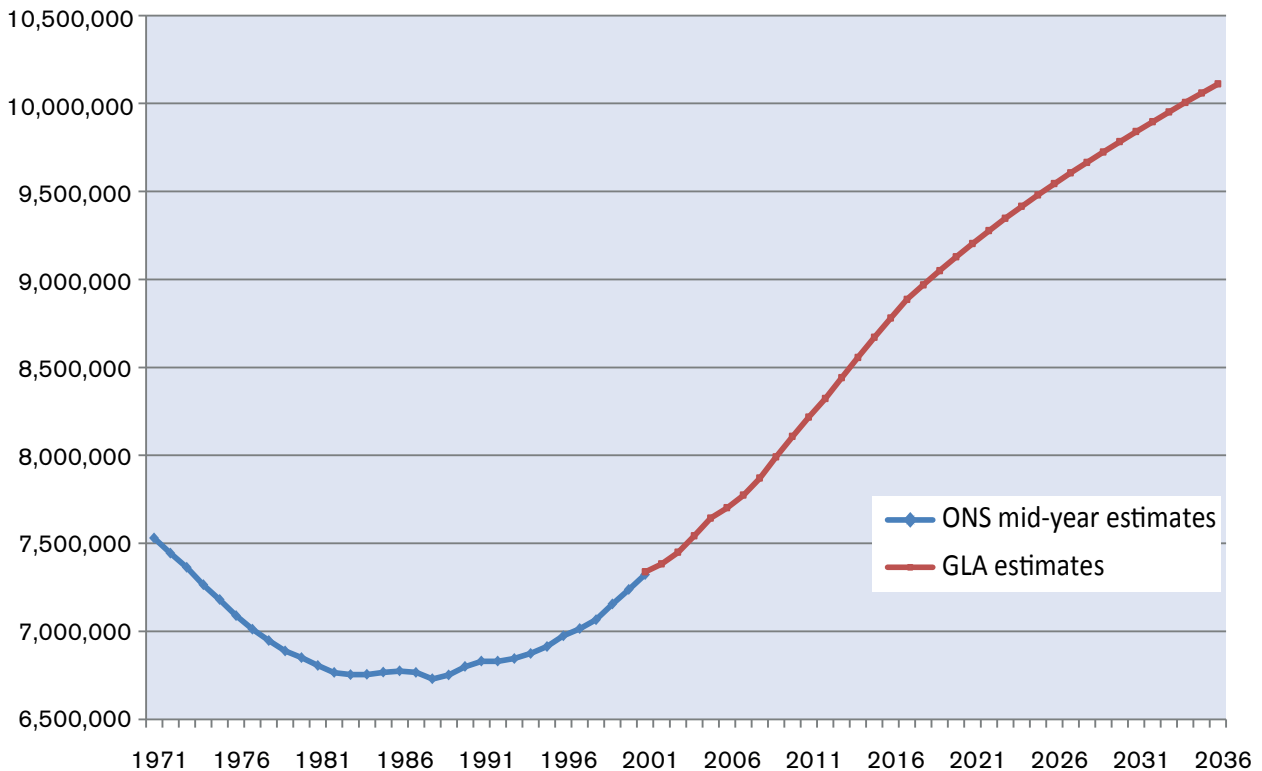
A growing population

- 1.4 London's population is likely to continue to grow. By the 2020s there are likely to be more Londoners than at any time in the city's history.
- 1.5 The changes to London's population since 1971 are shown in figure 1.1. London's population grew until immediately before the Second World War. By 1939, London's population reached its peak, at 8.6 million, following a period of large-scale development – the part of Middlesex now making up north west London grew by around 800,000 in the 1930s. This period also saw the beginning of policies to constrain London's physical growth (such as the Green Belt), encourage development in other parts of the country and reduce the density at which Londoners lived. Decentralisation accelerated in the post-war years with measures like the building of the new towns. As a result London's population started to fall, reaching a low of 6.7 million in 1988.
- 1.6 London's population has grown every year since 1988; even during the quite severe economic downturn of the early 1990s – indeed, growth accelerated then. It has accelerated again, and to an extent much greater than was anticipated in the 2011 London Plan.
-

Figure 1.1 Annual population change 1971 – 2011

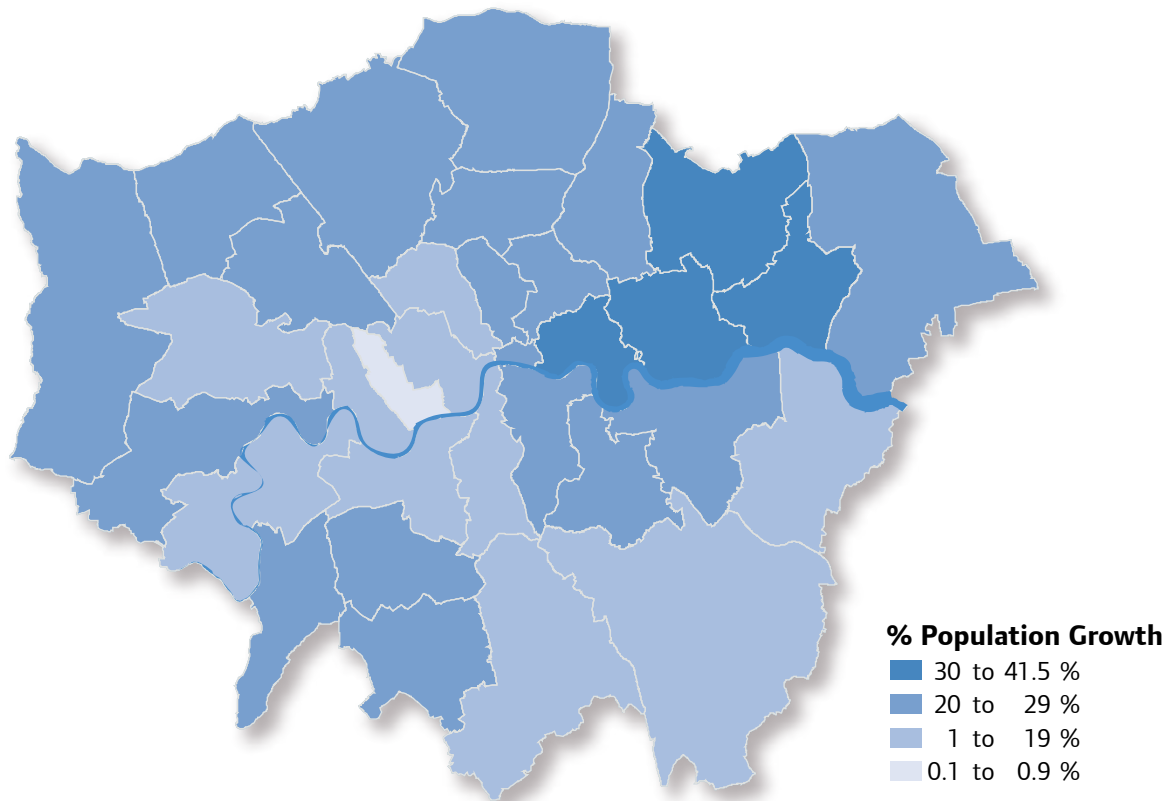
Source: Office for National Statistics mid-year estimates to 2001, GLA estimates from 2002

- 1.7 Informed by projections that average growth between 2001 and 2011 would be in the order of 46,000 pa, that Plan was based on the assumption that London would grow by an average of 51,000 pa in the two decades to 2031. However, the 2011 Census showed that during this decade London grew at a much more substantial rate – by an average of 87,000 pa, to 8.2 mll in 2011 rather than the 7.8 mll expected by the 2011 Plan.
- 1.8 To understand what this might mean for the future it must be borne in mind that population projections are not based simply on historic trends, but also on the complex relationships between natural change (births and deaths which in turn are a function of age structure) and migration (flows in and out of London from internal UK and international sources). Analysis of these relationships during the inter-censal decade shows that the well-established trend for London's births to exceed deaths continued, and indeed accelerated as expected in the projections which informed the 2011 Plan.
- 1.9 With the exception of a period of elevated international inflows in the middle of the decade associated with the accession of Eastern European countries to the EU, international migration flows showed little overall change over the course of the decade. Domestic net migration, however, took a different path, reducing in the second part of the decade from an annual loss of around 100,000 pa to under 50,000 pa. The level of internal in-migration grew from 170,000 pa at the start of the decade to 190,000 pa by 2008. After 2008, inflows saw an uptick, rising to

Figure 1.2 London's population 1971 - 2036

over 200,000 pa. Out migration was over 260,000 pa until 2008, after which point it fell to 240,000 pa and has yet to return to pre-2008 levels. The net effects of these migration trends during this period, driven in particular by the reduction in internal out-migration and increased domestic in migration, combined with established and significant positive natural change, underpinned higher annual increments to the population, especially since 2007.

- 1.10 The issue for an Alteration to a long term strategic plan such as this is not only the scale of the change itself, but whether, on balance, it is likely to be sustained consistently in to the future. This was an issue which was faced in preparing strategic plans for London in the late 80s/early 90s when it took two iterations of Strategic Planning Advice/Guidance to establish that London's population had in fact 'turned round', going from decline in the post war years to growth from the late 80s.
- 1.10A As noted above, there is evidence to suggest that London may not now be facing such a radical, structural change. The significant acceleration in population change highlighted by the 2011 Census appears to have coincided with a major economic downturn, albeit not one as severe (in job loss terms) as that which faced London in the late 80's/early 90s. This nevertheless did have a major impact on the London housing market and that of the wider South East. Between 2007 and 2009 the volume of house sales fell by 53% in London, and by 47% in the wider South East, disrupting the established out migration flow between the capital and its hinterland. While transactions are again picking up, it is too soon to know what the

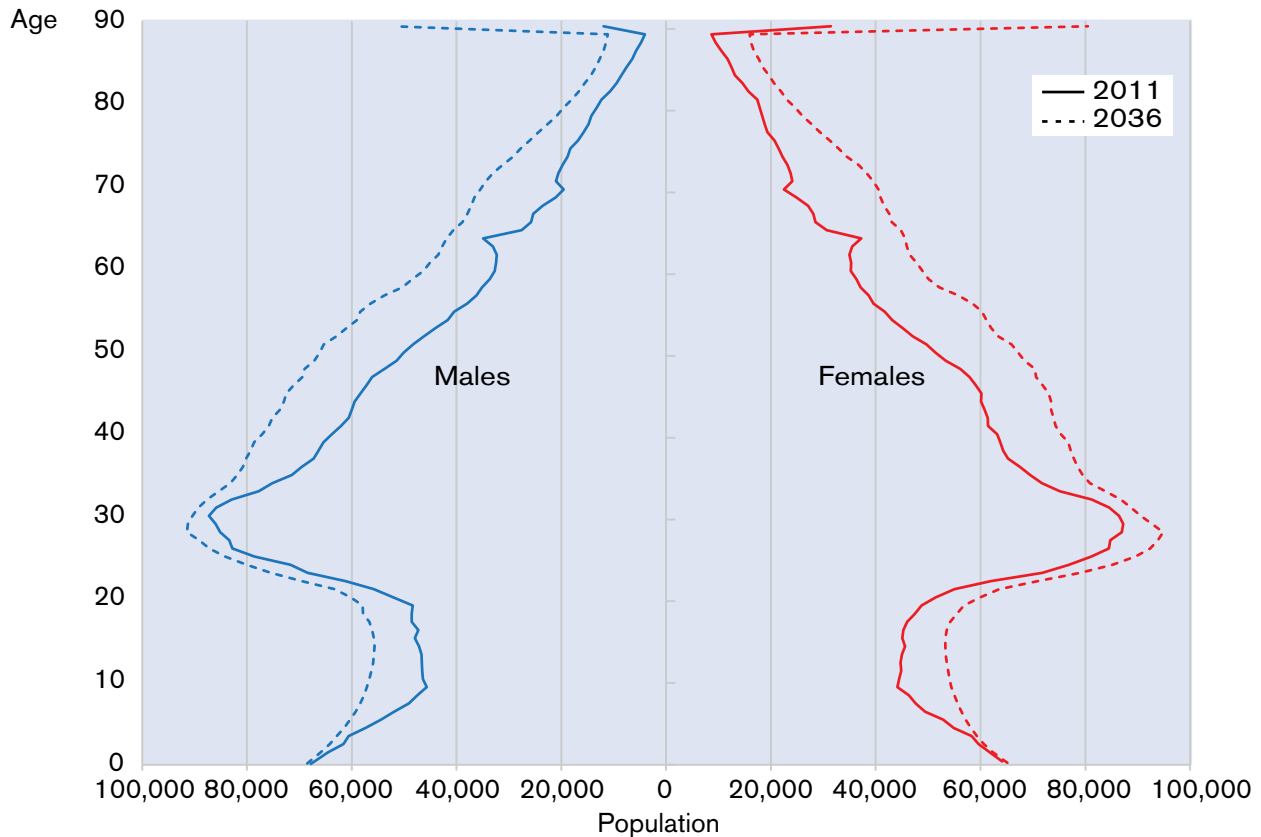
Map 1.1 Distribution of population growth 2011 – 2036 (% growth)

© GLA 2013 Round Population Projections
 © Crown Copyright and database right 2013. Ordnance Survey 100032216 GLA.

migration implications of this may be and how they will bear on future population trends. The recently identified major up-turn in population growth may, in part at least, be based on cyclical rather than structural factors. Just how far that may be true will only become clear once data is available to test whether the trend has 'bedded down', and if so at what level.

- 1.10B In such circumstances, the soundest response for this Alteration is to recognise this uncertainty and to plan for it. The Office for National Statistics (ONS) has to some extent also recognised this, publishing projections for only the period 2011-2021. These suggest London could on average grow by some 117,000 pa to 9.37 mll in 2021.
- 1.10C To provide perspective on the uncertainty in future domestic migration patterns, the GLA has produced three demographic scenarios. All three are trend based – projecting forward using recent trends in mortality, fertility and migration. The three projections differ in their domestic migration assumptions beyond 2017. The "High" scenario assumes that the fall in net outmigration since 2008 is a long term structural shift and that recent migration propensities will continue. The "Low" scenario assumes a return to pre-2008 domestic migration trends for projection years beyond 2017, with outmigration propensities increasing by 10% and in-migration propensities decreasing by 6%. The "Central" scenario takes the mid-

Figure 1.3 Age structure of London’s population 2011 – 2036



Source: Greater London Authority, 2013 round of population projections

point of these two sets of assumptions, with propensities increasing by 5% for outmigration and decreasing by 3% for in-migration. These projections suggest that London could grow by 91,000 – 106,000 pa in the decade to 2021, and over the term of the Plan to 2036 by 64,000 - 88,000 pa. This Alteration has been prepared using the Central population projection.

- 1.10D This degree of uncertainty reinforces the importance of taking a 'plan, monitor and manage' approach to accommodating London’s growth. As the remaining chapters of the Plan make clear, substantial development capacity has been identified and proposed through this Alteration to seek to accommodate London’s growth in the short to medium term. This is in line with the Plan’s underlying philosophy - to seek to accommodate growth within the capital’s boundaries and without intruding on its protected green and open spaces. In the circumstances, this is the most sound approach which can be taken to London’s current demographic challenge.
- 1.10E The central population projection used in preparing this Alteration therefore anticipates London’s population rising from 8.2 million in 2011, to:
 - 9.20 million in 2021;
 - 9.54 million in 2026;

- 9.84 million in 2031; and
- 10.11 million in 2036.

A changing population

- 1.11 London's population will also change in composition. Figure 1.3 compares the age structure of London's population in 2011 with that projected for 2036. It will continue to be younger than elsewhere in England and Wales – there will be 17% more school age Londoners in 2036 and 28% more aged 35–64. At the same time, the number of people over 64 is projected to increase by 64 per cent (nearly 580,000) to reach 1.49 million by 2036. The over 90s are expected to grow in number, by 89,000, as medical advances, improvements in lifestyles and new technologies support improved life expectancies. We will have to plan for the schools and other facilities needed by more young people, while also addressing the needs of an ageing population.
- 1.12 London's population will also continue to diversify. Black, Asian and other minority ethnic communities are expected to grow strongly as a result of natural growth and continued migration from overseas. By 2036, an additional twelve London boroughs are likely to have a majority of their population from these groups, with Lewisham, Southwark, Tower Hamlets, Barking and Dagenham, Croydon, Ealing, Enfield, Harrow, Hillingdon, Hounslow, Redbridge and Waltham Forest joining Brent and Newham which have had such majorities since 2001.
- 1.13 On the basis that around 10 per cent of Londoners will have some kind of disability or sensory impairment, there are likely to be more people in London who have particular mobility, access and other support needs. Ensuring London and its infrastructure is accessible and inclusive will have to be a key theme of the new London Plan.
- 1.14 The working age population of London (aged 16 - 64) is projected to increase from 5.7 million in 2011 to 6.5 million in 2026, and 6.8 million in 2036 – an increase of 1.1 million over the period as a whole.

More households

- 1.15 Just as with population, there is uncertainty in projecting household growth. Some of this uncertainty devolves from that associated with the population trends but another element is related to it only indirectly. The central issue is that, contrary to historic assumptions, comparison of household size estimates from 2001 and 2011 suggests that London's households increased in size – average household size rising from 2.37 to 2.47. In the 2011 Plan it was assumed that the average household would then contain 2.34 people and household size would decline into the future. However, the Census that year showed the average London household contained 2.47 people, apparently as a reflection of an upward trend. When applied to substantial population growth such a difference has a significant effect
-

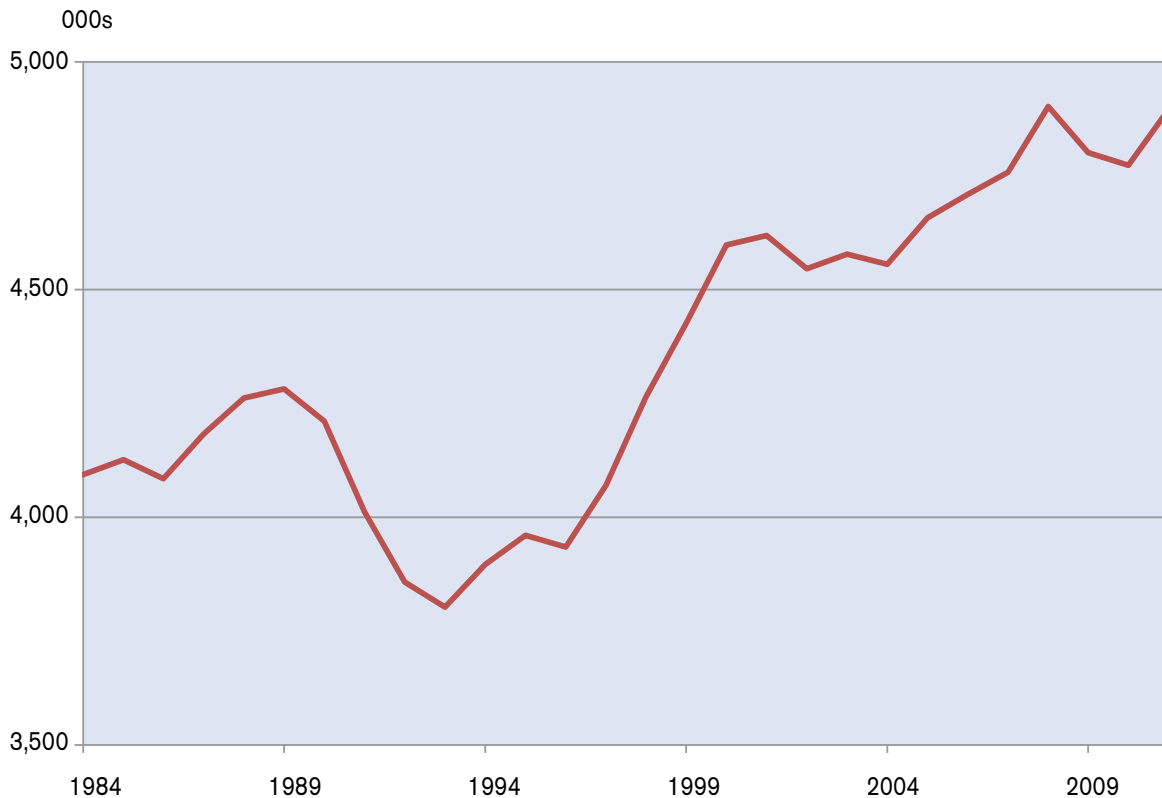
on the projected scale of household growth.

- 1.15A Consideration also has to be given to the relationship between changing levels of population growth and household size. In paragraph 1.10A above, it was noted that to provide a sound plan for the future development of London, account had to be taken of the possibility that the significant, but apparently recent upturn in population growth could in part at least be cyclically rather than structurally based and short to medium term in nature. The same may be true of the upward trend in household size and that, for the longer term, as population growth abates, there may be a reversion to the smaller households associated with historic trends. This in turn might generate relatively more household growth per 1000 population than that associated with larger household.
- 1.15B From the current number of London households (3.28 million in 2011), the period is likely to see growth to:
- 3.74 million households by 2021
 - 3.93 million by 2026
 - 4.10 million by 2031; and
 - 4.26 million by 2036.
- 1.15C The composition of London households is also likely to change, partly because of social trends. The period to 2036 is likely to see a decrease in the number of married couples, more than offset by increase in cohabiting couples though they are projected to decrease as a proportion of total households from 42% to 39% between 2011 and 2036. There is also likely to be an increase in one person households, particularly among older people, and in lone parent and other multi-adult but non-family based households. The extent to which these trends may be offset by population growth among communities with a higher proportion of larger families will be closely monitored. Taken as a whole, these trends mean we will have to plan for more homes, particularly meeting the accommodation needs of families and single person households including older people, both of which are likely to increase in number.

A growing and ever changing economy

- 1.17 London's economy has made good the loss of jobs associated with the recent recession and in the year to June 2013 the number of jobs grew by 3.9 per cent⁸, more than any other UK region. It is likely to see strengthening growth in the

8 London's employment has since risen from a low point of 4.8 million in the last quarter of 2009 to 5.5 million in the first quarter of 2014 (source: Workforce Jobs, ONS). More recent independent projections (Cambridge Econometrics, 2013; Oxford Economic Forecasting, 2014; Experian Business Strategies, 2014; and UK Commission for Employment and Skills, 2014) suggest higher levels of near term employment and employment growth than that indicated in Table 1.1. However, methodological considerations suggest that for a long term strategic plan it is sound to draw on the projections set out in Table 1.1. The Mayor will continue to monitor these trends very closely.

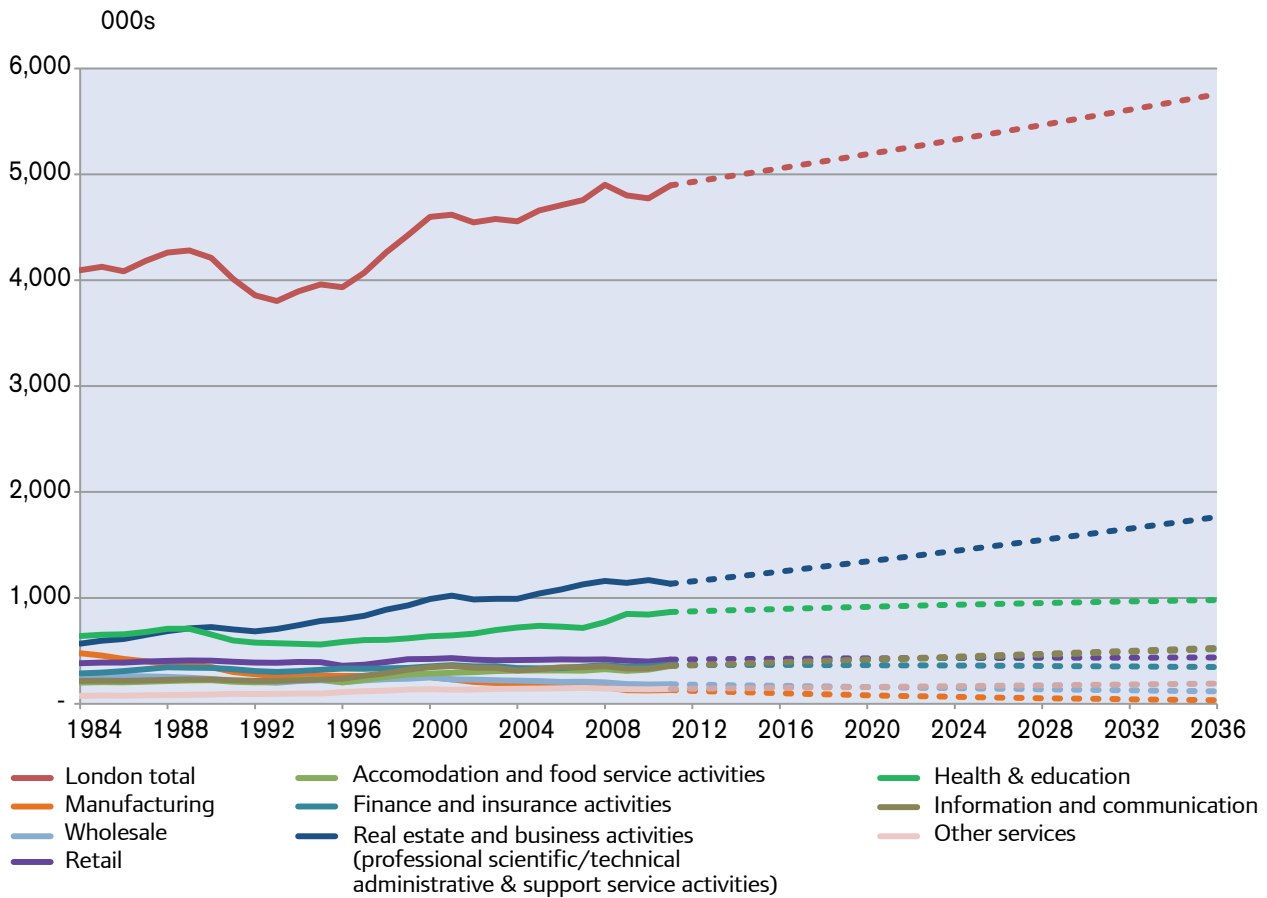
Figure 1.4 London's employment 1984 – 2011

Source: GLA Economics 2013

medium term, as well as continuing change and challenges.

- 1.18 The world economy experienced dramatic changes between 2007–9, with a credit crunch, bank failures and a severe downturn in the real economy, with increases in business failures and unemployment. The UK also experienced sluggish growth, compounded by financial upheaval and economic problems in the Eurozone. It seems increasingly clear that in so far as these have impacted on London, they have not signalled the kind of fundamental long term economic change here seen, for example, in the 1980s. The London Plan has to look beyond what is happening today. It does seem likely that globalisation, supported by mass production, technological innovation, reducing transport and communication costs and countries across the world continuing to open their markets to international trade, will support resumed economic growth. The world economy will be yet more integrated by 2036 and larger, with China, India and other currently 'emerging' markets having greater economic weight and providing wider markets for products and services. Closer to home, a growing London population is likely in itself to support an expanding economy, with growing demand for leisure and personal services, health and education.
- 1.19 Figure 1.4 shows employment in London between 1984 and 2011. There have been huge economic changes as London's once very strong manufacturing sector declined, and was more than made up for by a growth in services. In 1984, there

Figure 1.5 Employment projections 2011-2036 and historic data 1984-2011(selected sectors)



Source: GLA Economics 2013

were nearly half a million manufacturing jobs in London. A decade later there were 260,000 and by 2011 only 129,000. The picture for the 'professional, real estate, scientific and technical services' sector is almost the opposite, with 322,000 jobs in 1984, 424,000 a decade later and 670,000 by 2011.

1.20 Employment grew during the service sector-dominated upturn of the late 1980s, reaching 4.28 million in 1989. The significant downturn of the early nineties saw employment falling to 3.8 million by 1993. There was then a period of substantial, if uneven, service driven growth, and by 1999, total employment had reached 4.4 million. London's real GVA output expanded by some 40 per cent between 1992 and 2001, while employment increased by nearly 20 per cent over the same period. There was a further slowdown in 2002 following the collapse of the dot.com boom and the 9/11 terrorist attacks in the United States but output and employment rebounded, only to fall respectively by 3.6% and 2.1% between 2008 and 2009. Since then both have recovered, with total employment by June 2013 (5.2 million jobs) above the previous, 2008 peak. History shows London is an innovative city, which constantly reinvents itself and has made the most of

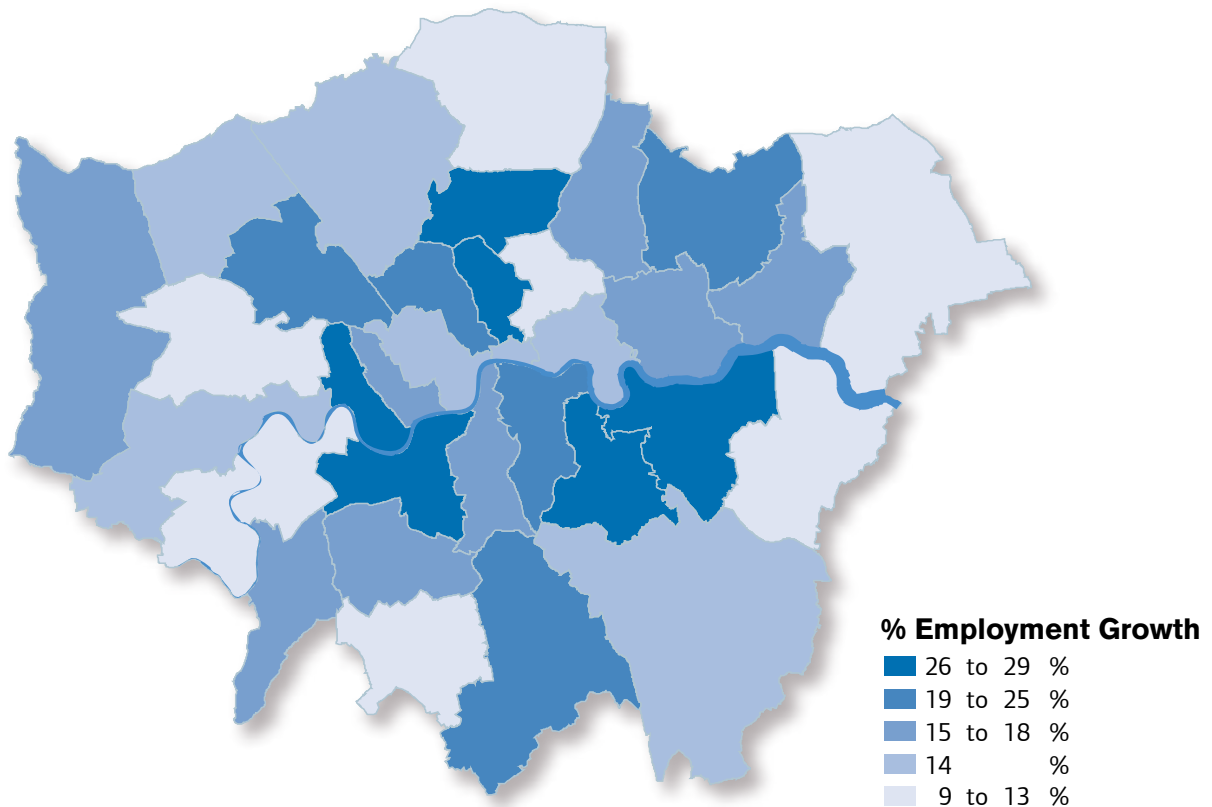
components of business services, such as computing, which are now important but which simply did not exist to the same extent thirty years ago.

- 1.21 This background means we can put the current situation into some perspective, and can take a balanced view about the likelihood of sustained growth. London continues to be seen as a pre-eminent global business location; the 2011 European Cities Monitor ranked London as Europe's top city business location (a position it has held every year since 1990). This was reinforced by the Global Financial Centres Index (published in 2007, 2008, 2009 and 2010 by the City Corporation and in 2012 and 2013 by the Qatar Financial Centre and Z/Yen Group), the latest of which ranks London as the world's top financial centre (with New York), and by the MasterCard Worldwide Centres of Commerce Index published in 2007 and 2008, showing London first, ahead of New York. Among the reasons for this are London's world class higher education and research institutions, its status as capital, seat of Government and legal centre, and the widespread choice of English law for dispute resolution.
- 1.22 For all these reasons, the projections prepared for this Plan, and those of the four independent forecasters who monitor the London economy, are all based upon London experiencing a cyclical recovery following the recent recession, followed by longer term positive job growth thereafter. The projected jobs growth is lower than that in earlier versions of the London Plan, reflecting changes to the economy in recent years.
- 1.23 Without economic growth, the situation would be dire for London. It will be essential to make sure the growing number of Londoners of employment age (16–64) over the period to 2036 have the range of opportunities they need – an issue likely to be all the more acute if jobs grow more slowly than population (although the population and economic projections underpinning this Plan do not suggest this will be the case). A city with an economy as dependent upon the private sector as London also needs growth to ensure its fabric and infrastructure receives the public investment it requires. If it does not, London will not be able to go on making a significant net contribution to the national exchequer. Fortunately, the evidence available suggests no reason why growth should not happen, even if there are some changes to the size and shape of London's financial and globally oriented business services sectors in the short to medium-term.
- 1.24 What changes might we see to the kind of economy London has over this period? Projections prepared for this Plan suggest that the total number of jobs in London could increase from 4.9 million in 2011 to 5.8 million by 2036 – growth of 17.6 per cent or an additional 861,000 jobs over the period as a whole. Manufacturing is projected to continue to decline, from 129,000 jobs in 2011 to 34,000 by 2036, while employment in 'professional, real estate, scientific and technical activities' could grow from 670,000 in 2011 to 1.09 million in 2036, representing 49% of net new job growth projected over the period.
- 1.24A Growth is also expected in 'administrative and support service' (+210,000); 'information and communications' (+168,000); 'accommodation and food'
-

Table 1.1 Employment projections 2011-2036 by borough

Adjusted triangulated projections ('000)	2011	2036	% growth 2011-2036	Absolute growth 2011-2036
Barking and Dagenham	52	61	17.3%	9
Barnet	143	163	13.7%	20
Bexley	76	84	10.6%	8
Brent	111	137	23.2%	26
Bromley	118	134	13.6%	16
Camden	318	389	22.4%	71
City of London	418	475	13.5%	57
Croydon	134	159	18.7%	25
Ealing	143	156	9.1%	13
Enfield	108	121	12.7%	14
Greenwich	79	101	27.2%	22
Hackney	109	121	11.6%	13
Hammersmith and Fulham	136	175	28.5%	39
Haringey	73	95	29.5%	22
Harrow	75	86	14.1%	11
Havering	81	90	11.0%	9
Hillingdon	197	230	17.1%	34
Hounslow	146	166	14.1%	21
Islington	196	249	27.1%	53
Kensington and Chelsea	134	157	17.6%	24
Kingston upon Thames	78	91	16.0%	13
Lambeth	146	169	15.7%	23
Lewisham	73	93	27.8%	20
Merton	84	97	15.6%	13
Newham	87	102	18.0%	16
Redbridge	74	89	20.6%	15
Richmond upon Thames	94	106	12.9%	12
Southwark	242	304	25.4%	62
Sutton	76	87	13.4%	10
Tower Hamlets	246	281	14.4%	35
Waltham Forest	70	82	17.3%	12
Wandsworth	123	156	26.7%	33
Westminster	656	750	14.3%	94
London	4,896	5,757	17.6%	861

Map 1.2 Distribution of employment growth 2011-2036



© GLA Economics 2012 Triangulated Employment Projections
 © Crown Copyright and database right 2013. Ordnance Survey 100032216 GLA.

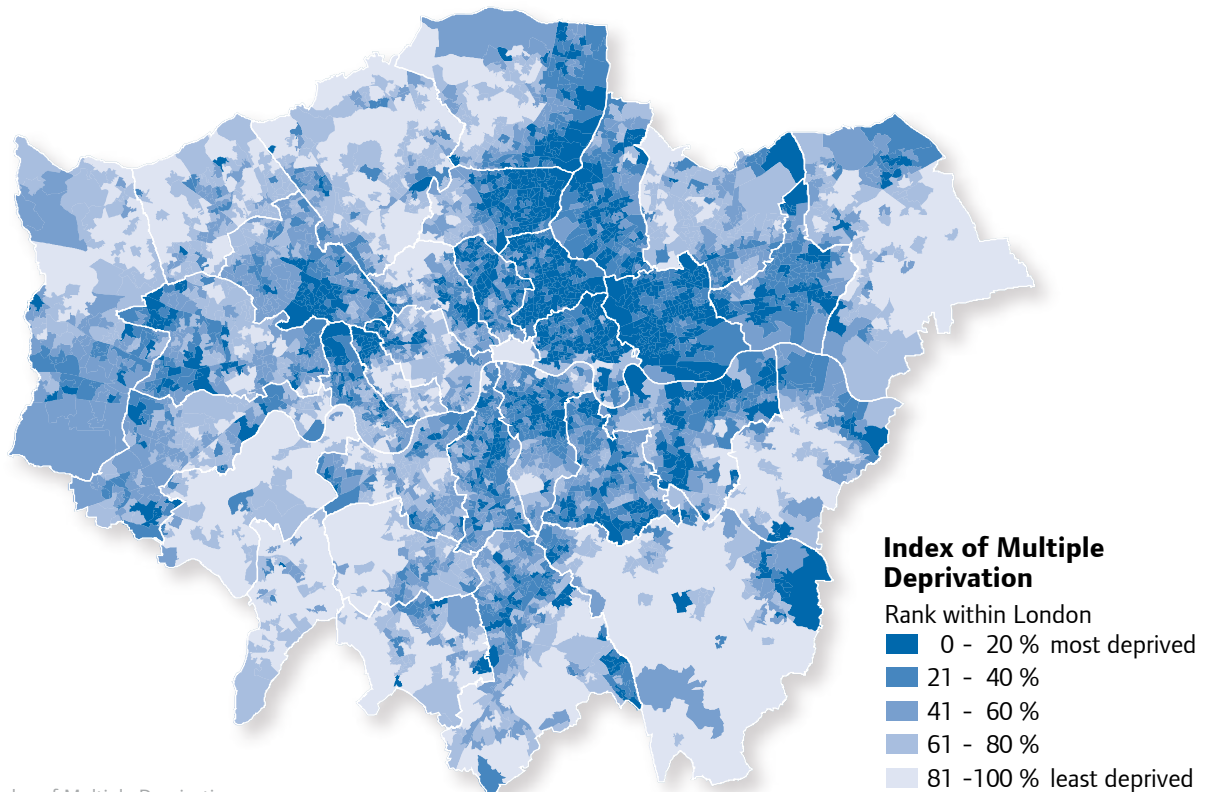
(+158,000); 'health and education' (+114,000) and, to a lesser extent, 'other services' (+52,000) and 'arts and entertainment' (+41,000). Relatively little growth is projected for the 'retail' sector (+19,000) and London looks set to lose employment in 'transport and storage sectors' (-66,000); 'wholesale' (-66,000); 'public administration' (-48,000); 'financial and insurance' sector (-22,000); 'primary and utilities' (-18,000), and 'construction' (-7,000). We can also expect changes to the way London works, as firms adjust to the imperatives of climate change and make more use of information and communications technology. Figure 1.5 shows some of these projections in the context of change since 1984.

- 1.25 Where in London are these jobs likely to be? Employment is expected to grow fastest in absolute terms in central and inner areas of London – unsurprisingly given that those business services strongly related to it tend to concentrate there, while sectors with lower levels of growth or declines tend to be more dispersed. There has been particularly strong growth in inner London. The trend towards a comparatively lower level of employment growth in outer London, despite it being where the majority of Londoners live, suggests that this part of the capital might not be realising its full potential to contribute to London’s success.

Map 1.2 and Table 1.1 show the location of projected employment growth over the period of this Plan.

Persistent problems of poverty and disadvantage

- 1.26 Although London's economy has been generally successful over the past twenty years, not everyone has benefited and the incidence of poverty has not fallen. Income poverty rates for children, working age adults and pensioners are higher in London than elsewhere in the UK. A quarter of working age adults and 41 per cent of children are in poverty after housing costs are taken into account. Poverty is particularly concentrated in households with dependent children (working age people without children have poverty rates similar to those in the rest of the country). Deprivation is also concentrated among Black, Asian and ethnic minority and disabled Londoners.
- 1.27 As a result, London is an increasingly polarised city. On the one hand, it has seen a major growth in earnings, with significant rises both in the number of those earning high salaries, and in the amount they earn. This leaves those on low incomes or without employment further and further behind. This polarisation is associated with a range of social problems of ill-health, substance abuse and crime.
- 1.28 The labour market, and how individuals fare in it, is of central importance. Households with children in London are much more likely to be workless than childless ones, something reflected in their particular exposure to poverty highlighted earlier. Disabled people are almost twice as likely to be unemployed as non-disabled people. More generally, London has had higher levels of unemployment, and lower levels of employment than other parts of the country. Employment here is increasingly skewed towards occupations needing higher level skills and qualifications given the nature of the sectors in which London specialises. Rising land values have also squeezed out lower value activities. Making sure Londoners can get better access to the jobs in their city will be a key priority at a time when population is likely to grow, but the economy's growth may be less robust.
- 1.29 Deprivation tends to be geographically concentrated (see Map 1. 3). Looking at the factors that are brought together in the Government's Index of Multiple Deprivation (which covers aspects like employment, housing, health, education and access to services), it becomes clear that there are particular concentrations of disadvantage, especially in inner north east London, running from Tower Hamlets northwards through Hackney to Haringey and eastern Enfield, eastwards to Newham and Waltham Forest and on both sides of the Thames to Barking and Dagenham and the southern part of Havering and from Lambeth and Southwark eastwards to Bexley. There is another cluster in west London, around Park Royal. This pattern is fairly consistent across the various components of the Index, although some show a rather more dispersed pattern (that for housing, for example). This suggests the importance of geographically targeted approaches to development and regeneration, focussing investment and action on places with the highest need.
- 1.30 There is a clear link between deprivation and housing. London is a very expensive
-

Map 1.3 Index of Multiple Deprivation (2010)

Source: Index of Multiple Deprivation
 Contains National Statistics Data © Crown copyright and Database rights [2012]
 Contains Ordnance Survey data © Crown copyright and database right [2012]

place to live, a problem exacerbated by the income trends identified earlier (see para 1.26). The result can be that those with lower incomes find it very difficult to access the housing they need, with many having no option but to seek social/affordable rent housing. This in turn can lead to social/affordable rent housing and deprivation being closely linked, with people finding it increasingly difficult to move on from social/affordable rent into other forms of housing.

A changing climate

- 1.31 Some climate change is inevitable. Although it is impossible to predict how these changes will impact on London specifically, it is likely that the direction and speed of change are such that the effects of this will be increasingly felt over the period of this London Plan. By 2050, what we in this country think of as being a heat wave of the kind experienced in the summer of 2003 may well be the norm. The Government's latest UK Climate Change Projections suggest that by the 2050s, London could see an increase in mean summer temperature of 2.7 degrees, an increase in mean winter rainfall of 15 per cent and a decrease in mean summer rainfall of 18 per cent over a 1961–1990 baseline (see Chapter 5).
- 1.32 London has to be ready to deal with a warmer climate, and one likely to be significantly wetter in the winter and drier during the summer. We also have to

play our part in making sure the extent and impacts of future climate change are limited. Action taken now and over the period covered by the new Plan will help reduce what has to be done for the years after that.

- 1.33 Adapting to the climate we can anticipate over the next two decades will include making sure London is prepared for heat waves and their impacts, and addressing the consequence of the 'urban heat island' effect – the way dense urban areas tend to get warmer than less built-up areas, and to cool more slowly. Heat impacts will have major implications for the quality of life in London, particularly for those with the fewest resources and living in accommodation least adapted to cope.
 - 1.34 There will also be an increased probability of flooding and a need to cope with the greater consequences when it does happen. Sea levels will be higher; there will be more frequent and higher tidal surges; significant increases in peak Thames and other river flows; and the potential for more surface water flooding. It is likely that a significant proportion of London's critical and emergency infrastructure will be at increased risk from flooding, especially as London accommodates the kind of growth expected to 2036. There are likely to be more people living and working on the floodplain – 15 per cent of London lies on the floodplain of the Thames and its tributaries, and there are 1.5 million people and 480,000 properties there already. Flooding is also likely to impact worst on deprived communities many of which live in the areas that may be affected and are less likely to be insured.
 - 1.35 A further problem arising from climate change will be an increasing shortage of water. South east England is already 'water stressed' – during particularly dry weather, London's water consumption outstrips available supply – and per capita water usage is increasing. There are limited additional water resources available in this corner of the UK, and over time options like new reservoirs may have to be considered. We will also have to ensure that there is adequate and appropriate water infrastructure to ensure a resilient, efficient and economic supply of water to homes and businesses.
 - 1.36 Between now and 2036, decisions will have to be made at global, national and regional levels that will have profound consequences for the future of the planet. These issues are increasingly likely to dominate the policy agenda, and to mean changes in the way London relates to the rest of the world, how it works – and how we live our lives. They are likely to drive a shift to a low carbon economy, making resource efficiency a priority and encouraging innovation and new enterprises.
 - 1.37 Encouraging energy efficiency is important for reasons going beyond climate change. A growing city with more households and jobs will need reliable and sustainable supplies of electricity and gas to power its homes, offices and other workplaces, transport network and leisure facilities. Energy issues, including resilience, security of supply and infrastructure provision – particularly for electricity – will clearly be increasingly important in the years to 2036.
-

Ensuring the infrastructure to support growth

- 1.38 What has been said here about energy and water highlights the importance of ensuring London has physical infrastructure adequate for the needs of a growing city, meeting the highest and most modern standards to help us use the city's resources as efficiently and sustainably as possible. It will be important for the whole range of utility providers to work together and with the capital's government to make sure London has the infrastructure it needs, in the places it is needed – whether this is the network of substations and power lines distributing electricity, the network of water or gas mains or the wires and fibre optic cables that facilitate the flow of information increasingly important to a modern city. This is a key message of the Mayor's '2020 Vision'.
- 1.39 Transport infrastructure will also have a vital part to play in supporting the capital's success and a good quality of life. The planning of transport services and the physical infrastructure they require will need to be carefully coordinated with the growth and development envisaged by this Plan. This is a key theme both of this Plan and of the Mayor's Transport Strategy.
- 1.40 In addition to this 'hard' infrastructure, a growing and increasingly diverse population will create demand for more social infrastructure, ranging from schools, colleges and universities, theatres, museums and libraries through health facilities to spaces for local groups and places of worship. A green infrastructure of green and other open spaces also has a crucial part to play in ensuring good health and a high quality of life – as well as helping to address the challenges of climate change.
- 1.41 All these demands will have to be managed while public resources are likely to be short. Some may be met by making better use of existing infrastructure, but it is likely that addressing them all will require the capital's local authorities, businesses, voluntary organisations and other stakeholders concerned about London's future development to work with the Mayor in making the strong case for future investment in the capital's fabric. As the Mayor's London Finance Commission has pointed out⁹ all of these organisations will have to work together to identify and optimise use of the various ways of funding infrastructure – whether making the best use of the mechanisms within the existing planning system, pressing for new revenue-raising powers or exploring innovative approaches like tax increment financing.

Securing the legacy of 2012

- 1.42 Prior to the Olympic and Paralympic Games in 2012, the Mayor put in place strategic policies and a planning framework to ensure that they were the best Games ever – the safest, greenest, most inclusive and accessible, providing a global showcase for the capital at its best and an inspirational celebration of international sport. The overwhelming consensus is that these objectives were

9 London Finance Commission. Raising the capital. The report of the London Finance Commission. GLA 2013

achieved.

- 1.43 These policies had a much longer term ambition; to secure a lasting legacy for Londoners from this great event. The London Legacy Development Corporation is carrying forward and refining the Mayor's original proposals through a local plan to secure and accelerate the delivery of many elements of the Mayor's strategies, and for this reason it is the Mayor's highest regeneration priority. The unique status of east London, and the recognition arising from association with the Games, is being used to effect a positive, sustainable and fully accessible economic, social and environmental transformation for one of the most diverse – yet deprived – parts of London.

A new focus on quality of life

- 1.44 At its best, London can provide what is amongst the highest quality of life to be found anywhere. Unfortunately, this is not the universal experience of Londoners, as indicators like the disparities in life expectancy in different places across the city show. There is also a perceived tension between the demands of growth and the conditions for a good – and improving – quality of life, and a concern about the loss of things that have made living in London and its neighbourhoods a distinctive experience. It is unsurprising, therefore, that consultation on proposals for this Plan have shown a growing concern with quality of life issues, such as:
- ensuring there are enough homes meeting the needs of Londoners at all stages of their lives and whatever their circumstances, and designed so they actively enhance the quality of the neighbourhoods in which they are located
 - tackling London's persistent problems of deprivation and exclusion - and in particular the unacceptable health inequalities that exist in one of the wealthiest cities in the world - in order to ensure equal life chances for all
 - protecting and improving London's natural environment and habitats and its general environmental quality at both local and London-wide levels (and recognising the links between the two), with action to target problems of air quality and other forms of pollution
 - ensuring a network of vibrant and exciting town centres with a range of shops and other facilities
 - making sure all Londoners can have access to good quality and healthy food
 - ensuring Londoners in all parts of the city have adequate efficient transport networks and services, and the support for cycling and walking, to enable them to access job, social and other life opportunities, while minimising any adverse impacts on the environment or quality of life
 - recognising, and actively realising, the whole range of benefits which networks of green and open spaces and waterways bring
-

- the importance of a range of readily accessible community and cultural facilities meeting the needs of a growing and increasingly diverse population
- taking effective steps to ensure Londoners feel safe in their city and their local neighbourhoods, and do not have to feel constrained in going about their lives by crime and fears about their safety
- protecting and enhancing what is distinctive about the city and its neighbourhoods, securing a sense of place and belonging through high quality architecture and design that sits well with its surroundings.

Many of these issues tie into the key trends we have already identified as facing London to 2036.

A changing planning system

- 1.45 The Mayor intends to take a new, more consensual approach to planning for London growth, working with all the agencies and organisations (whether in the private, public or voluntary and community sectors) involved in the capital and in neighbouring regions (the East and South East of England). This will focus more on delivery of agreed and shared objectives, less on process or structure. It will be based on a clear recognition of the need to plan for all parts of London, and all those who live, work, study or visit here and the need for engagement, involvement and consultation on all sides. It will seek to unblock the barriers to the development London needs, while ensuring this is planned for properly and supported by the infrastructure it requires to succeed.
- 1.46 There are other changes to planning in and for London and the UK more generally that are also addressed in the new London Plan:
- the change in the London Plan's legal status since it was first written (see para 0.2)
 - the Greater London Authority Act 2007 widened the Mayor's powers to deal with strategic planning applications and gave him responsibility for a number of new statutory strategies. The Localism Act 2011 abolished the London Development Agency and transferred land and housing responsibilities to the Mayor. It also made changes to the procedure for the preparation of the London Plan and other mayoral strategies.
 - The Government has indicated its intention to change the planning system radically, to give neighbourhoods far more ability to decide the shape of the places where people live. The Localism Act 2011 also includes provisions to move responsibility for the planning of large infrastructure projects from the Infrastructure Planning Commission to the Planning Inspectorate, introduces neighbourhood planning and gives all planning authorities a duty to co-operate in relation to planning of sustainable development. This duty requires planning authorities to work together constructively on planning for strategic matters
-

affecting at least two planning areas, particularly sustainable development or use of land in connection with strategic infrastructure¹⁰.

- The Government is also moving towards new development making 'zero carbon' contribution.
- Implementation of the Community Infrastructure Levy to raise resources to help deliver infrastructure needed to support growth through the planning system.
- In 2012, the Government consolidated national planning guidance into a single National Planning Policy Framework (NPPF).
- The Localism Act also gave the Mayor power to designate Mayoral Development Corporations (MDCs) to secure regeneration of designated development areas in Greater London. He has established the first MDC – the London Legacy Development Corporation – for the area covering the Olympic Park and its immediate surroundings. This has assumed local plan-making and development management functions for its area.

Conclusion: planning for growth

1.47 Given this background, the only prudent course is to plan for continued growth. This is the approach, described recently by the Mayor in his 2020 Vision¹¹, which runs through this Plan. Any other course would either require fundamental changes in policy at national level or could lead to London being unprepared for growth. The projections we have used are not targets, and for the most part it is not a question of choosing growth. There is no policy to decentralise population within the UK, and it does not appear that this is likely to change in the near future.

1.48 In practical terms this means planning for:

- Substantial population growth, at least in the short to medium term, ensuring London has the homes, jobs, services, infrastructure and opportunities a growing and ever more diverse population requires. Doing this in ways that do not worsen quality of life for London as a whole means we will have to ensure we make the best use of land that is currently vacant or under-used, particularly in east London where the greatest potential exists.
- An ever more diverse population – ensuring London has the schools and other facilities needed by a growing number of younger people, while also addressing the needs of a rapidly ageing population, with homes and neighbourhoods suitable for people at all stages of their lives. We will also need to plan for the whole range of other social infrastructure London's communities and neighbourhoods will need to support a high and improving quality of life.

10 Localism Act 2011, section 110

11 Mayor of London. 2020 Vision. The greatest city on earth. Ambitions for London by Boris Johnson, GLA 2013

- A growing and ever changing economy – London has always been at the forefront of enterprise and innovation. It already has a diverse range of economic specialisations extending beyond finance and business services to areas such as information and communications technology, transport services, culture and creativity, the visitor economy and media and publishing. The next 20 years are likely to see continued changes to the London economy, with new sectors and enterprises emerging, building on the capital's rich resources of research and innovation and its world-class universities and specialist institutions. This period may, for example, see significant growth in the environmental sectors, driven by an increasing shift to a low-carbon economy – with new knowledge and techniques being applied to the challenges facing the planet, across the creative sectors and in new forms of business services meeting the needs of new markets and a changing world. Against this background, it makes sense both to promote and support innovation and to ensure there are policies in place that allow them the space to grow in places meeting their needs, supported by the range of infrastructure they require.
 - Substantial progress in tackling persistent problems of poverty and deprivation – ensuring a planning policy framework that supports action to tackle problems of unemployment and worklessness – in particular by making sure Londoners have the education and skills they need to get better access to the jobs in their city, helping to coordinate geographically targeted approaches to development and regeneration, focussing investment and action on places (such as the Regeneration Areas identified in this Plan) with the greatest need to address persistent spatial patterns of disadvantage and contributing to the promotion of greater housing choice, supporting the policies in the Mayor's London Housing Strategy.
 - Making real progress in addressing climate change – in terms of both:
 - Adaptation: making sure buildings and the wider urban realm are designed with a changing climate in mind, encouraging urban greening – protecting, enhancing and expanding the city's stock of green space to help cool parts of the city, continuing to manage and plan for flood risks; and
 - Mitigation: reducing our emissions of greenhouse gases to minimise future warming and its impacts. Development can be managed to help this – designing buildings to be energy efficient, promoting decentralised and renewable energy and patterns of development that reduce the need to travel by less environmentally friendly modes of transport.
 - Careful and efficient management and use of the resources available to London, including avoiding, reducing and reusing much of what is now regarded as waste, and ensuring adequate, modern physical, transport and social infrastructure to meet the needs of a growing and vibrant city, and a diverse population.
-

- Protecting and enhancing London's natural environment and habitats, while also extending and making the most of the capital's open and green spaces – ranging from the Royal Parks to local recreation grounds – for all the benefits they bring to the capital and its people.
- Improving quality of life for all Londoners and all of London – enabling growth and change, while also supporting the retention of London's heritage and distinctiveness, and making living here a better and more enriching experience for all.
- Joint approaches by London planning authorities – and those in neighbouring regions – on the sustainable management of growth, looking at population movement and trends, housing and labour markets, commuting patterns and waste.

These actions will be essential to ensuring the capital remains a safe and attractive place to live in and to do business; they can also help ensure London gains from being an early mover in the emerging business of climate change adaptation and mitigation. Over the years to 2036, they are likely to drive changes across issues like the economy, transport and housing.

- 1.49 In looking at how these challenges are to be met, it is important to remember that the private sector dominates London's economy, accounting for 84 per cent of output and employment.¹² Achieving all the environmental, economic and social objectives outlined in this Plan relies upon modernisation and improvement of the capital's stock of buildings and public realm, and this in turn means encouraging private investment and development. The approach taken in this Plan is to welcome and support growth and development, but to ensure that it contributes to London's sustained and sustainable development. Economic success; making the kind of step change needed in environmental issues; and improving the health, wealth and quality of life of Londoners are all inextricably linked. It is impossible over the long term to succeed in any one in isolation.
- 1.50 It is easy to look at the direction and pace of change highlighted here and be daunted. It is worth remembering that change presents opportunities for London, as well as challenges. The London Plan aims to make the most of the former in addressing the latter. A growing population will support a growing economy, with more people wanting goods and services. There are parts of London in real need of development, particularly in east London and the opportunity areas and areas for intensification identified in this Plan. In the inter-war years, London saw the creation of successful neighbourhoods where people lived and worked, and there are places in London with a need for development and regeneration and the capacity for making new neighbourhoods for the future. A coordinated

¹² Private sector output share has been estimated using the latest (2010) headline workplace based GVA estimates from the ONS Regional Accounts, taking public admin and defence, education, and human health and social work as proxies for public sector activity. Private sector employment in London is based on Q2 2013 from the ONS Public Sector Employment statistics.

approach to planning for growth and the infrastructure needed to support it will be essential to meeting the immediate needs of the city and its people and providing foundations for lasting development and improvement for future generations of Londoners – the approach at the heart of the concept of sustainable development.

- 1.51 The spatial and locational policies underpinning this Plan are set out in detail in Chapter 2 and succeeding chapters. In short, the Mayor will seek to manage growth to ensure it takes place in the most sustainable way possible - within the existing boundaries of Greater London, and without encroaching on the Green Belt or London's other open spaces. East London will continue to be a particular spatial priority, to ensure its existing development and regeneration needs are met (and in particular to promote greater convergence in social and economic chances with the rest of the capital), and to ensure the most is made of the reservoir of strategic opportunities for new homes and jobs that exist there.

Strategy: The Mayor's vision and objectives

- 1.52 Against the context set out in this chapter, the Mayor has put forward a vision for the sustainable development of London over the period covered by this Plan:

Over the years to 2036 – and beyond, London should:

excel among global cities – expanding opportunities for all its people and enterprises, **achieving the highest environmental standards and quality of life** and **leading the world** in its approach to tackling the urban challenges of the 21st century, particularly that of climate change.

Achieving this vision will mean making sure London makes the most of the benefits of the energy, dynamism and diversity that characterise the city and its people; embraces change while promoting its heritage, neighbourhoods and identity; and values responsibility, compassion and citizenship.

- 1.53 This high level, over-arching vision is supported by six detailed objectives. These embody the concept of sustainable development. They give more detail about how the vision should be implemented, and link it to the detailed policies in the following chapters:

Ensuring London is:

- 1 A city that meets the challenges of economic and population growth** in ways that ensure a sustainable, good and improving quality of life and sufficient high quality homes and neighbourhoods for all Londoners and help tackle the huge issue of deprivation and inequality among Londoners, including inequality in health outcomes.
 - 2 An internationally competitive and successful city** with a strong and diverse economy and an entrepreneurial spirit that benefit all Londoners and all parts of London; a city which is at the leading edge of innovation and research and
-

which is comfortable with – and makes the most of – its rich heritage and cultural resources.

- 3 **A city of diverse, strong, secure and accessible neighbourhoods** to which Londoners feel attached, which provide all of its residents, workers, visitors and students – whatever their origin, background, age or status – with opportunities to realise and express their potential and a high quality environment for individuals to enjoy, live together and thrive.
- 4 **A city that delights the senses** and takes care over its buildings and streets, having the best of modern architecture while also making the most of London’s built heritage, and which makes the most of and extends its wealth of open and green spaces, natural environments and waterways, realising their potential for improving Londoners’ health, welfare and development.
- 5 **A city that becomes a world leader in improving the environment** locally and globally, taking the lead in tackling climate change, reducing pollution, developing a low carbon economy, consuming fewer resources and using them more effectively.
- 6 **A city where it is easy, safe and convenient for everyone to access jobs, opportunities and facilities** with an efficient and effective transport system which actively encourages more walking and cycling, makes better use of the Thames and supports delivery of all the objectives of this Plan.

1.54 The principles set out in these objectives, and particularly the third, will be applied by the Mayor to the new and existing neighbourhoods in the Lea Valley that are developing and evolving following the 2012 Olympic and Paralympic Games (see Policy 2.4).

1.55 Under the GLA Act¹³, the Mayor is required to have regard to the desirability of promoting and encouraging the use of the River Thames safely, in particular for transportation of freight and passengers. He also recognises the importance of the Thames and other London waterways to a range of policy objectives, including mitigating climate change, providing important leisure and amenity benefits, and enhancement of London’s natural environment and economic development. Specific policies dealing with the “Blue Ribbon Network” of waterways are set out in Chapter 7, but other policies (such as those on sports facilities (Policy 3.19), developing London’s economy (Policy 4.1), London’s visitor infrastructure (Policy 4.5), flood risk management (Policy 5.12), sustainable drainage (Policy 5.13), water quality and wastewater infrastructure (Policy 5.14), water use and supplies (Policy 5.15), freight (Policy 6.14), place shaping (policies 7.1-7.7) and the historic environment and landscapes (policies 7.8-7.12) will also be particularly relevant.

Quality of life

1.56 The Mayor’s commitment to ensuring all Londoners can enjoy a good, improving and sustainable quality of life now, over the period to 2036 and into the future,

13 Greater London Authority Act, 1999, section 41(5)(d)

underpins the vision and objectives. The quality of life that Londoners experience when living, working, visiting and moving around London is fundamental to how they feel about the city – and to how the capital is perceived from outside. The decisions we make about our city now will shape the quality of life of those who come after us and their view of how successful we have been in our stewardship of the city.

- 1.57 This is a fundamental theme that runs through all the chapters and policies of this Plan, in particular the policies dealing with:
- quality of life issues in particular places within London – particularly those on the 2012 Games and their legacy (2.4) outer London (2.6 – 2.8), inner London (2.9), the Central Activities Zone (2.10-12), regeneration areas (2.14), town centres (2.15) and green infrastructure (2.18) – in Chapter Two (London’s Places)
 - ensuring equal life chances for all (3.1) addressing health inequalities, (3.2) ensuring an adequate supply of good quality homes for all Londoners (3.3–3.15) and sufficient social infrastructure (3.16–3.19) in Chapter Three (London’s People)
 - ensuring and developing a London economy that provides jobs, goods and services Londoners need – including those on developing the economy (4.1), arts, culture and entertainment (4.6), retail, town centres and small shops (4.7–4.9), encouraging a connected economy (4.11), and improving opportunities for all (4.12) in Chapter Four (London’s Economy)
 - mitigating the scale of future climate change (5.1–5.8) , adapting to the change that is now inevitable (5.9–5.13) and, as part of this, ensuring high water quality and sufficient water supply and wastewater infrastructure (5.14–5.15) in Chapter Five (London’s Response to Climate Change)
 - providing a transport network enabling easy access to jobs, opportunities and facilities while mitigating adverse environmental and other impacts in Chapter Six (London’s Transport)
 - supporting a high quality urban living space – including building neighbourhoods (7.1), inclusive environments (7.2), high quality built environments (7.3–7.7), protection of London’s heritage (7.8–7.12), air and noise pollution (7.14–7.15), protection and enhancement of open and natural environments (7.16–7.22) and of the Blue Ribbon Network of waterways (7.24–7.30) in Chapter Seven (London’s Living Space)
 - setting out strategic priorities for use of the planning system to secure infrastructure and other benefits to support improving quality of life in Chapter Eight (Implementation, Monitoring and Review).
- 1.58 It also requires action on issues outside the scope of the London Plan and addressed in other mayoral strategies and programmes (action on crime and

anti-social behaviour, for example).

POLICY 1.1 DELIVERING THE STRATEGIC VISION AND OBJECTIVES FOR LONDON

Strategic

- A Growth and change in London will be managed in order to realise the Mayor's vision for London's sustainable development to 2036 set out in paragraph 1.48 and his commitment to ensuring all Londoners enjoy a good, and improving quality of life sustainable over the life of this Plan and into the future.
- B Growth will be supported and managed across all parts of London to ensure it takes place within the current boundaries of Greater London without:
- a encroaching on the Green Belt, or on London's protected open spaces
 - b having unacceptable Impacts on the environment
- The development of east London will be a particular priority to address existing need for development, regeneration and promotion of social and economic convergence with other parts of London and as the location of the largest opportunities for new homes and jobs.
- C Other mayoral plans and strategies, decisions on development proposals and investment priorities, and borough DPDs and development decisions should aim to realise the objectives set out in paragraph 1.53 so that London should be:
- a a city that meets the challenges of economic and population growth
 - b an internationally competitive and successful city
 - c a city of diverse, strong, secure and accessible neighbourhoods
 - d a city that delights the senses
 - e a city that becomes a world leader in improving the environment
 - f a city where it is easy, safe and convenient for everyone to access jobs, opportunities and facilities.

1.59 The content of policies in this Plan is split between:

- **strategic:** strategically important statements of Mayoral policy
 - **planning decisions:** policies that will be applied by the Mayor and other planning authorities in deciding planning applications
 - **LDF preparation:** advice to boroughs in preparing their Local Development Frameworks (what the NPPF terms "local plans") and to those preparing
-

neighbourhood plans. This falls into two categories. First, areas of flexibility, where authorities/neighbourhoods may want to consider how its particular circumstances might differ from those of London overall. Secondly, areas where it will be necessary for boroughs/neighbourhoods to carry out more detailed analyses of local circumstances on which to base policies for local use in determining planning applications.

- 1.60 This three part distinction is intended to make the Plan easier to use. As with the Plan itself, policies should be taken as a whole, and not their individual parts. 'Planning decisions' policies should be reflected in LDFs and 'LDF preparation' policies should inform planning decisions, with 'strategic policy' providing the context for both. The Mayor will take all three categorisations into account in taking decisions on strategic planning proposals and the general conformity of LDFs with the London Plan. Paragraphs within policies have been lettered A, B, C/a, b, c to ease reference. Numbers are used in policies where there is a hierarchy of preferences with 1 being the first priority.