

## CHAPTER ONE

# CONTEXT AND STRATEGY

- 1.1 This chapter explains the major issues facing London over the period to 2031, 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

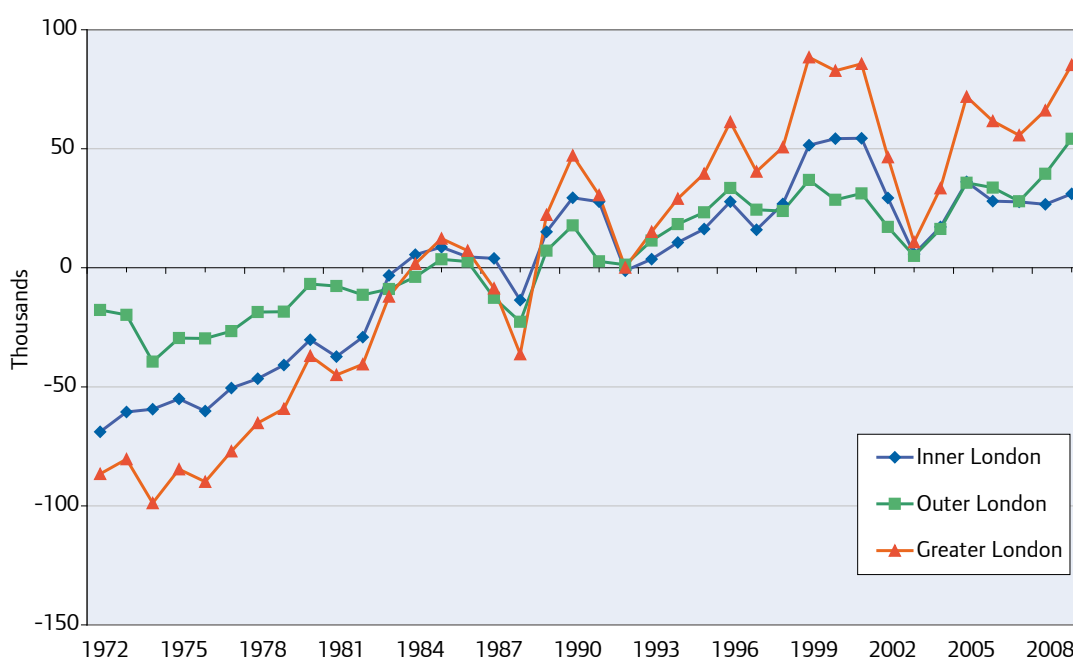
- 1.2 The 2000 year history of London has been one of constant change. It has grown from a port and river crossing point into a bustling centre of national Government and international commerce. It has been an imperial capital, and a city embracing villages and towns as it grew. It has been home for 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 The new London Plan looks forward to 2031, five years further than the 2008 version. 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 its steady growth.
- 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

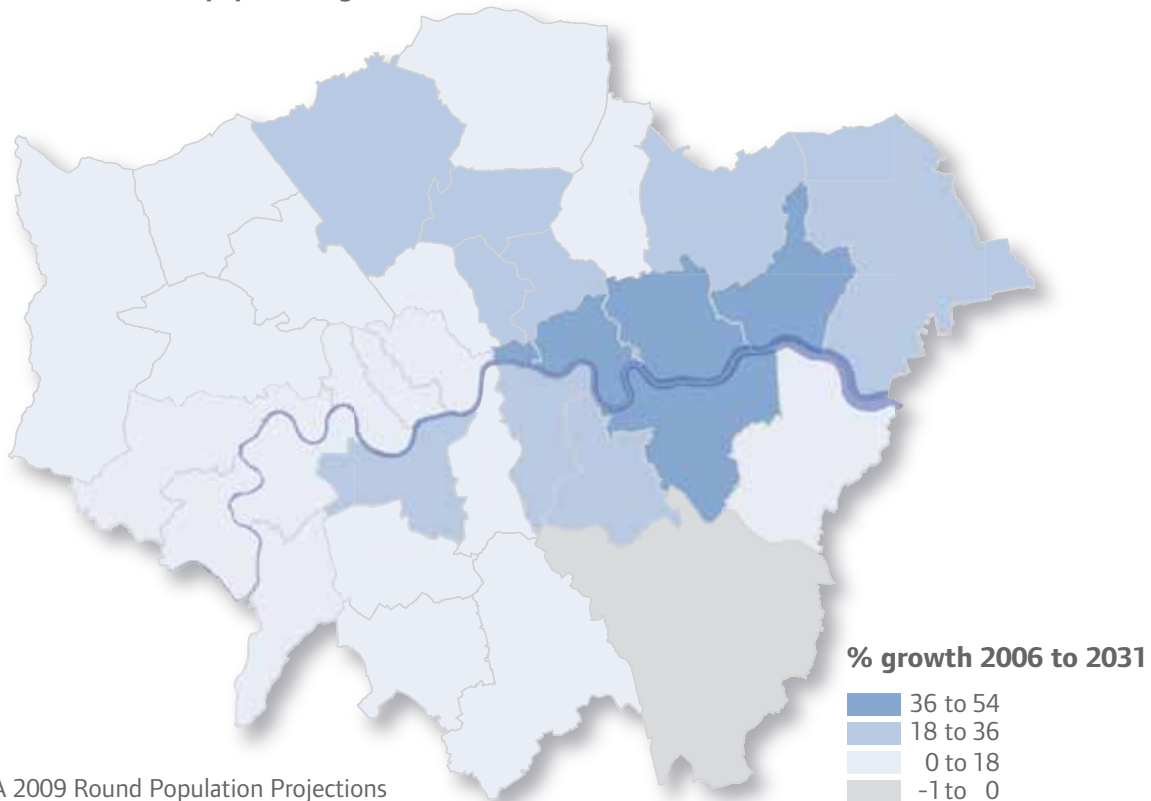
**Figure 1.1 Annual population change 1971-2009**



Source: Office for National Statistics mid-year population estimates

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. At mid-2009 it was estimated that London's population was 7.75 million, (up 85,000 on the previous year). Of these, 3.06 million lived in inner and central London and 4.69 million in outer boroughs.
- 1.7 The reason for the change is that more people of childbearing age have moved to the city, leading to strong natural population growth (the surplus of births over deaths). In 2009, London saw natural growth of 81,000, representing 38 per cent of the natural growth of the population of England and Wales, while having only 14 percent of their total population.
- 1.8 The other component of population change is migration, whether between London and the rest of the United Kingdom or between here and the rest of the world. London usually sees net out-migration to other (especially neighbouring) UK regions, partly offset by significant net in-migration from overseas. This has been the pattern in five of the past eight years with an overall net migration loss of 82,000 in that period.
- 1.9 Unless something happens to reverse these now deep-seated trends, London's population will continue to grow between now and 2031. Is the kind of significant change that would alter these trends likely?
- Could something happen that would reduce natural growth? At present, London has two-and-a-half times as many births as deaths. The rise in births since 2001 has slowed in the past two years, but no major decline in annual numbers is expected. The available evidence tends to show that economic downturns do not affect fertility rates significantly. This was confirmed by London's experience in the 1990s. Policies to decentralise population could be put in place, as in the 1940s, but this would mean steps like building new towns outside London. This does not look likely in the near future.
- Could changes to migration outweigh natural growth? It is too early to say what effect the current downturn could have on migration over the whole period to 2031, but some reduction in the net inflow into London from overseas has occurred since 2007. Net inflow to the UK as a whole declined up to the end of 2008, largely as a result of citizens from the 'A8' countries in Eastern Europe that acceded to the European Union in 2004 leaving the country. Since then the net inflow to the UK has increased largely as a result of the reluctance of British citizens to move overseas. It also seems clear that in the short term at least, the rate of net out-migration from London to the rest of the UK will remain at a low level. Data to mid-2010 show London bucking the UK trend of reduced mobility, and attracting record numbers of incomers from the rest of the country. The duration of these trends, and the extent to which they will revert to previous patterns as the economy improves, will have to be monitored.
- 1.10 There is cross-party political concern over migration. However, until the results of this are translated into firm evidence of a change in trend, it seems far more likely than not

**Map 1.1 Distribution of population growth 2006-2031**

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that London will have to plan for a growing population to 2031. The period is likely to see growth from the present level of 7.62 million to:

- 7.80 million by 2011
- 8.06 million by 2016
- 8.32 million by 2021; and
- 8.57 million by 2026.

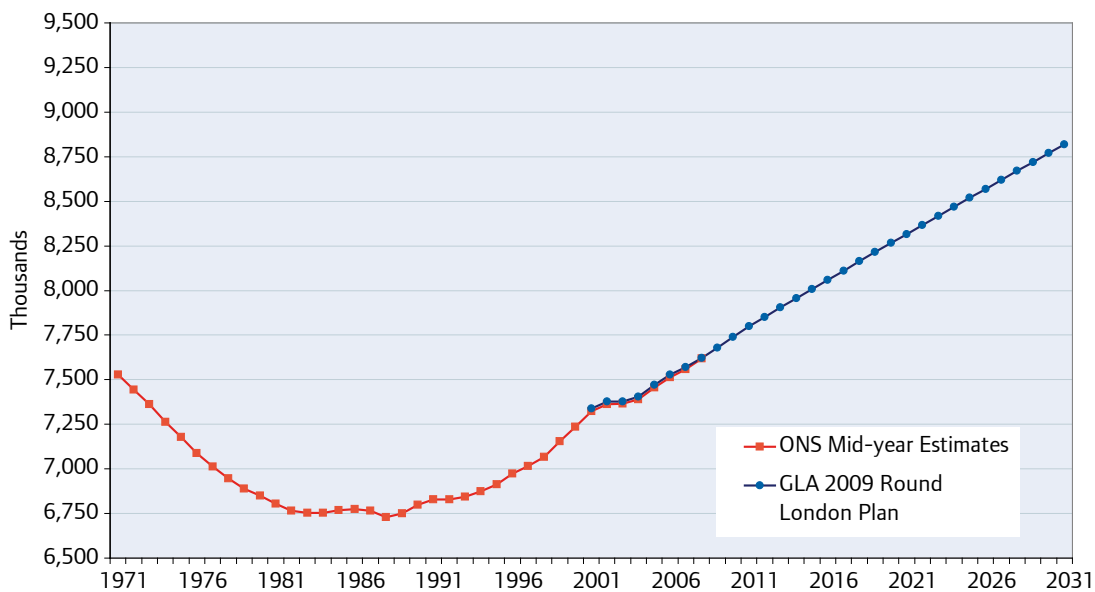
By 2031 London's population may be 8.82 million (see Figure 1.2). The projected distribution of population growth by 2031 is shown in Map 1.1.

## A changing population

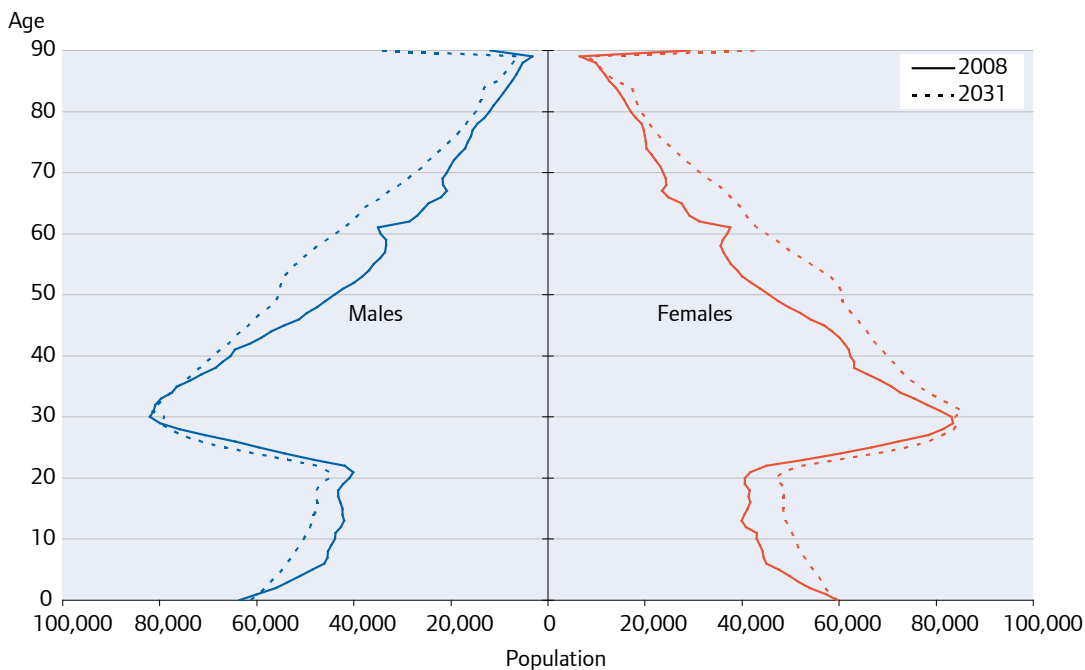
1.11 London's population will also change in composition. Figure 1.3 compares the age structure of London's population in 2008 with that projected for 2031. It will continue to be younger than elsewhere in England and Wales – there will be more school age Londoners in 2026 and 2031 and more aged 35–74. The number of people over 65 is projected

to increase by 34 per cent (nearly 300,000) to reach 1.17 million by 2031. The over 90s are expected to almost double in number, to 96,000, 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 2031, an additional six London boroughs are likely to have a majority of their population from these groups, with Harrow, Redbridge, Tower Hamlets, Ealing, Hounslow and Croydon joining Brent and Newham which have had such majorities since 2001.

**Figure 1.2 London's population 1971-2031**

Source: Greater London Authority DMAG

**Figure 1.3 The age structure of London's population 2008-2031**

Source: Greater London Authority, 2009 round of population projections

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 number of economically active Londoners (aged 16 - 74) is projected to increase from 3.9 million in 2006 to 4.1 million in 2011 and

4.6 million in 2031 – an increase of 690,000 over the period as a whole.

By 2031 there are likely to be 3.99 million households.

## More households

1.15 Population growth of this order will tend to mean more households. Social trends will also play a part. The period to 2031 is likely to see a decrease in the number of married couples, more than offset by an increase in cohabiting couples. There is also likely to be a large increase in one person households, particularly among middle-aged people, and in lone parent and other multi-adult but non-family based households. These trends mean we will have to plan for more homes, particularly meeting the accommodation needs of families and single person households, both of which are likely to increase in number.

1.16 From the current number of London households (3.20 million in mid-2007), the period is likely to see growth to:

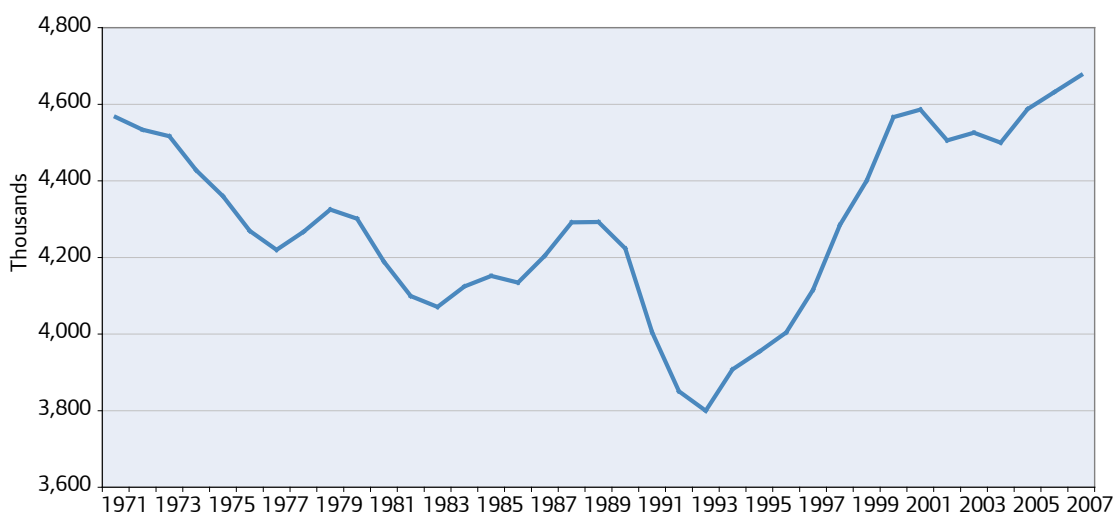
- 3.32 million households by 2011
- 3.49 million by 2016
- 3.66 million by 2021; and
- 3.83 million by 2026.

## A growing and ever changing economy

1.17 London's economy is likely to resume growth, probably at a slower rate than before the current downturn. It is also likely to continue to change.

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, and with increases in business failures and unemployment. However, it does seem increasingly clear that in so far as these have impacted on London, they do not signal 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 2031 and larger, with China, India and other currently 'emerging' markets having greater economic weight and providing wider

**Figure 1.4 London's employment 1971-2007**

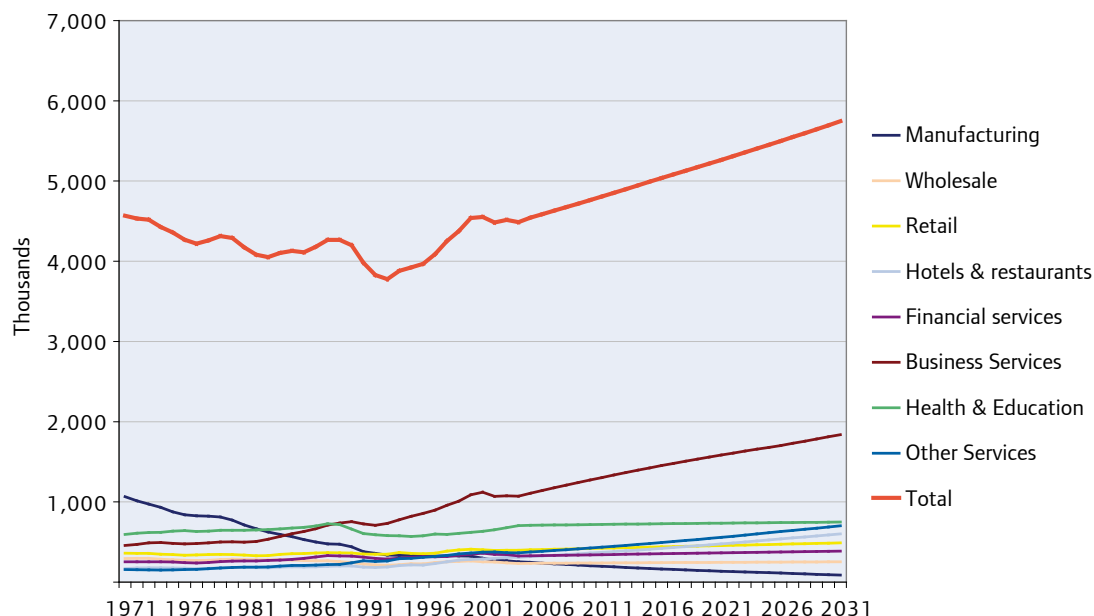


Source: Experian Business Services

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.

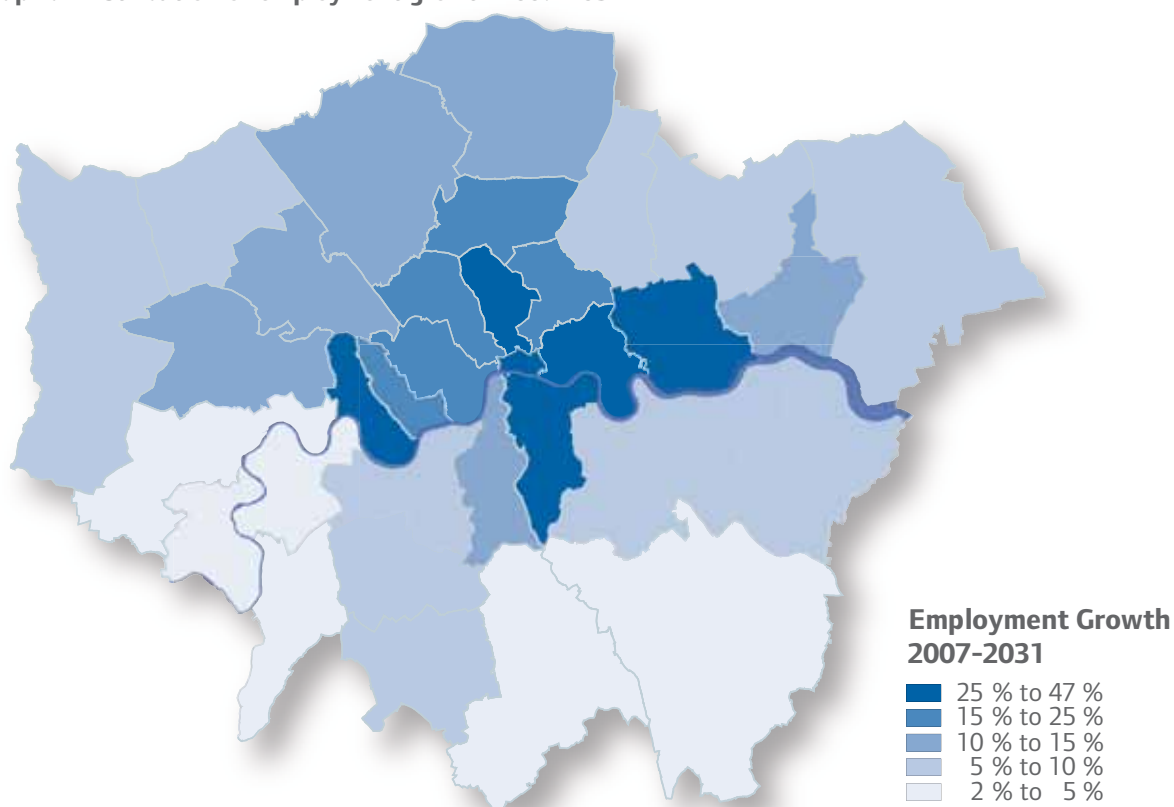
- 1.19 Figure 1.4 shows employment in London between 1971 and 2007. These years saw huge economic changes as London's once very strong manufacturing sector declined, and was more than made up for by a growth in services. In 1971, there were more than one million manufacturing jobs in London. A decade later there were 713,000 and by the end of the century, only 326,000. The picture for business services is almost the opposite, with 457,000 jobs in 1971, 500,000 in 1981 and 1.02 million by 1999. Overall, employment in London declined through the 1970s (from 4.6 million in 1971 to 4.3 million in 1979), and then fell further during the recession of the late seventies and early eighties to 4.1 million in 1983.
- 1.20 Employment then grew during the service sector-dominated upturn of the late 1980s, reaching 4.29 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 output expanded by 45 per cent between 1992 and 2001, while civilian workforce jobs increased by around 15 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 rebounded and increased by 16 per cent between 2003 and 2007, while employment increased 4 per cent. By 2007, London's total employment was 4.7 million. 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 renewed growth. London continues to be seen as a pre-eminent global business location; the 2010 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), 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 (16–74) over the period to 2031 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

**Figure 1.5 Employment projections 2008-31 and historic data 1971-2007**



Source: GLA Economics

**Map 1.2 Distribution of employment growth 2007-2031**



© GLA Economics 2010 Triangulated Employment Projections by borough  
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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 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 4.68 million in 2007 to 5.45 million by 2031 – growth of 16.6 per cent or an additional 776,000 jobs over the period as a whole. Manufacturing is projected to continue to decline, from 224,000 jobs in 2007 to 89,000 by 2031, while business and financial services could grow from 1.56 million in 2007 to 1.98 million in 2031, representing 38 per cent of the new jobs (excluding sectors with falling employment such as manufacturing) projected between now and 2031. Jobs in 'other services' (leisure and personal services) are projected to grow by 360,000 (about a third of projected new jobs), and those in hotels and restaurants are set to grow by 235,000 (about a fifth of new jobs). Other sectors where growth might be expected include health and education, which could see around 54,000 more jobs and retail (36,000 new jobs). 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 these projections in the context of change since 1971.

- 1.25 Where in London are these jobs likely to be? Employment has grown fastest in central and inner areas of London – unsurprisingly given that financial services and 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 shows 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.

**Table 1.1 Employment projections 2007-2031 by borough**

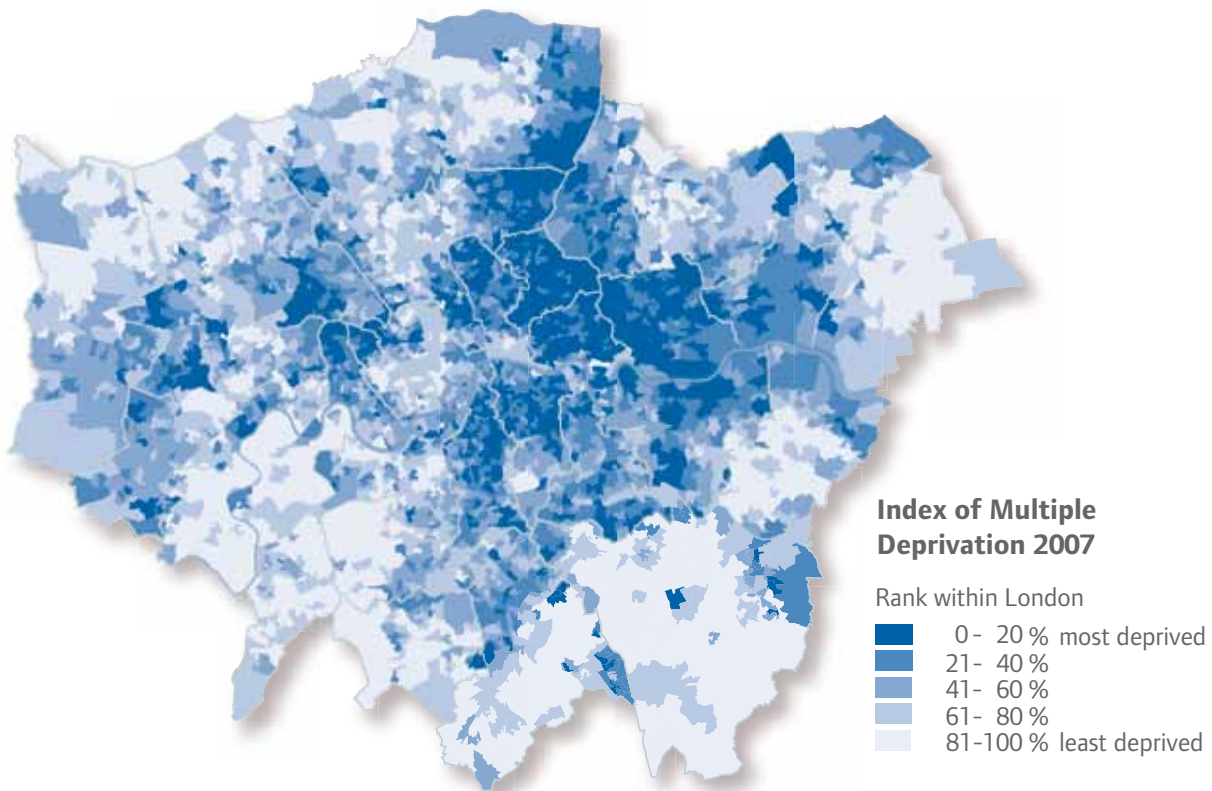
<b>Adjusted triangulated forecasts</b>	<b>2007</b>	<b>2011</b>	<b>2016</b>	<b>2021</b>	<b>2026</b>	<b>2031</b>	<b>growth 2007-2031</b>
Barking	51	51	52	52	54	56	10.0%
Barnet	134	136	140	139	145	150	12.1%
Bexley	75	74	74	73	76	79	5.2%
Brent	110	112	116	115	119	124	12.0%
Bromley	131	129	129	128	132	137	4.9%
Camden	290	307	326	340	350	361	24.5%
City	339	373	401	423	428	435	28.1%
Croydon	150	146	145	144	149	155	3.5%
Ealing	139	137	138	143	148	154	10.8%
Enfield	110	109	111	113	118	121	10.1%
Greenwich	80	80	80	81	85	87	8.6%
Hackney	92	95	98	104	107	111	20.8%
Hammersmith	132	139	149	166	173	178	35.7%
Haringey	85	87	89	92	95	98	15.5%
Harrow	82	82	83	82	86	88	7.6%
Havering	85	83	82	83	87	89	5.4%
Hillingdon	203	201	202	202	210	217	7.0%
Hounslow	134	130	129	129	133	138	3.4%
Islington	193	205	220	233	238	241	25.2%
Kensington	129	131	138	148	151	153	18.8%
Kingston	87	85	83	83	86	89	2.9%
Lambeth	136	138	141	143	148	154	12.8%
Lewisham	76	77	77	77	80	83	9.0%
Merton	81	83	83	84	86	87	7.5%
Newham	83	88	94	100	103	107	29.8%
Redbridge	76	74	73	75	79	81	6.3%
Richmond	92	90	88	87	91	95	2.7%
Southwark	217	241	246	255	264	275	26.5%
Sutton	73	72	72	71	74	77	5.7%
Tower Hamlets	206	227	251	279	290	301	46.4%
Waltham Forest	68	68	67	68	70	73	6.3%
Wandsworth	127	126	127	127	131	136	7.0%
Westminster	610	624	646	674	696	720	17.9%
Total	4,676	4,797	4,953	5,114	5,280	5,452	16.6%

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.

**Map 1.3 Index of Multiple Deprivation (2007)**



- 1.30 There is a clear link between deprivation and housing. London is a very expensive 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 housing. This in turn can lead to social housing and deprivation being closely linked, with people finding it increasingly difficult to move on from social into other forms of housing.

## A changing climate

- 1.31 Some climate change is now 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 consequences 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 2031. 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 2031, 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 are likely to be increasingly important in the years to 2031.

### **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.
- 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 co-ordinated 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. 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 The Olympic and Paralympic Games will take place in London in 2012. The early part of the period covered by this Plan will see the preparations for ensuring that they are 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.

1.43 After the Games, it will be vital to make the most of the legacy they leave behind. This presents a unique opportunity 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 for this period. The unique status of east London, and the recognition arising from association with the Games, will be 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 2031.

## A changing planning system

1.45 The Mayor intends to take a new, more consensual approach to planning for London, 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.

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 0.8)
- 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. Further change is likely once the Localism Bill, currently before Parliament, receives Royal Assent.
- 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 Bill includes provisions to move responsibility for the planning of large infrastructure projects from the Infrastructure Planning Commission to the Planning Inspectorate and to introduce neighbourhood planning.

- The Government is also moving towards new development making a 'zero carbon' contribution.
- The Government has introduced a Community Infrastructure Levy to raise resources to help deliver infrastructure needed to support growth through the planning system.
- The Government also continues to issue new policy guidance on aspects of the planning system that will have to be taken into account. It has indicated that it intends to consolidate national planning guidance into a single National Planning Policy Framework.

## Conclusion: planning for growth

1.47 Given this background, the only prudent course is to plan for continued growth. 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:

- A growing population – 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 an 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.

- 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 co-ordinate 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 2031, 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 70 per cent of economic activity. 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 new 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 co-ordinated 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 2031 – 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 Lee Valley that will

develop and evolve following the 2012 Olympic and Paralympic Games. (see Policy 2.4).

- 1.55 Under the GLA Act<sup>1</sup>, 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 2031 and into the future, 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 London.

- 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), improving and 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 and communities (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 Places and Spaces)

- 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 2031 set out in paragraph 1.52 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, tending to fall into two categories. First, areas of flexibility, where authorities may want to consider how its particular circumstances might differ from those of London overall. Secondly, areas where it will be necessary for boroughs 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 with 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.

**Endnote**

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

