

Environment, Development and Transport Committee

Item No.

Report title:	The London Plan - consultation
Date of meeting:	19 January 2018
Responsible Chief Officer:	Tom McCabe – Executive Director, Community and Environmental Services
Strategic impact The London Plan and outcomes that flow from it have the potential to impact on economic growth in Norfolk.	

Executive summary

The London Plan is a strategic plan produced by the Mayor of London. The Plan is being reviewed and rolled forward and is currently the subject of public consultation prior to examination later in 2018. As part of the ongoing process for this review the Mayor has engaged across the Wider South East (WSE i.e. London, plus the South East and the East of England regions).

While Norfolk's relationship with London is perhaps more limited than the rest of the WSE, it is not insignificant. The potential impacts on Norfolk of the development of London fall under three broad topic areas: demography, waste, plus economy and the related issue of transport links. Comments related to these issues are included in the report.

Recommendations

Members agree the comments in this report as the basis for the County Council's response to the draft London Plan.

1. Proposal

- 1.1. The London Plan is a strategic plan produced by the Mayor of London. The Plan is being reviewed and rolled forward and is currently the subject of public consultation prior to examination later in 2018. As part of the ongoing process for this review the Mayor has engaged across the Wider South East (WSE i.e. London, plus the South East and the East of England regions). In addition to officer level co-operation on technical issues, political engagement has been through Member panels, with representatives secured through EELGA for the East of England, and a series of summits for the Leaders of all the authorities across the WSE.
- 1.2. While Norfolk's relationship with London is perhaps more limited than the rest of the WSE, it is not insignificant. The potential impacts on Norfolk of the development of London fall under three broad topic areas: demography, waste, plus economy and the related issue of transport links.
- 1.3. The draft London Plan can be found at <https://www.london.gov.uk/what-we-do/planning/london-plan/new-london-plan/download-draft-london-plan-0>

1.4. *Demography*

- 1.5. More people move to Norfolk from London than move the other way and this net migration contributes to our population growth. Since 2001 net migration to Norfolk from London averages around 1300 people per annum. This is only a small proportion of the total net flows from London to the East of England as a whole, which average around 30-35,000 per annum. However, there is also some evidence of a “ripple” effect, with net out-migration from London to the home counties “displacing” people who then move further out.
- 1.6. Net migration from London tends to be highest to King’s Lynn and Breckland, and lowest to the Greater Norwich districts, with Norwich having a small net out-migration. The scale of this net migration changes through time. Generally speaking, out-migration since 2001 appears to hold fairly steady but net migration has been on a falling trend, driven by lower levels of in-migration.
- 1.7. The drivers for these movements are principally differentials in quality of life, house prices and job opportunities. While the London Plan aims to improve all these factors, the overall impact on net migration to Norfolk may not be large, particularly as economic factors such as house prices and job opportunities are strongly influenced by national and international issues. Indeed, the London Plan assumes that net migration will continue to the East of England at similar if not higher rates. In this way the East of England is helping London cope with its growth pressures.
- 1.8. An important factor will be the demographic mix of net migration. For example, a successful London Plan could attract more young people and retain more families. Such an outcome would reduce net migration but would tend to exacerbate our ageing population. As the drivers of migration relate to the relative position between London and Norfolk it will be important to continue to work to ensure we have a vibrant local economy and quality of life to attract and retain a younger age profile.
- 1.9. *Comment – there should be more explicit recognition that ongoing net-migration from London to the East of England plays a significant role in helping London absorb its growth pressures.*
- 1.10. *Minerals and Waste*
- 1.11. The current Norfolk Minerals and Waste Core Strategy (adopted in 2011) plans for Norfolk to receive a quantum of London’s residual waste for landfill in accordance with the (now revoked) East of England Plan. However, Norfolk has not received any waste from London to landfill in the last 10 years. The ‘Sustainable Infrastructure’ chapter of the draft New London Plan contains policies relevant to planning for mineral extraction and waste management.
- 1.12. Policy SI 7 “Reducing waste and supporting the circular economy” promotes a circular economy and aims for zero biodegradable or recyclable waste to landfill by 2026; at least 65% of municipal waste to be recycled by 2030, 95% of construction, demolition and excavation waste to be recycled by 2020 and for low-carbon energy to be generated in London from suitable remaining waste. (Municipal waste is defined as household waste and other waste similar in composition to household waste).
- 1.13. Policy SI 8 “Waste capacity and net waste self-sufficiency” includes measures to manage London’s waste sustainably, apportions the quantities of household, commercial and industrial waste that each of London’s borough councils should

plan to manage in their Development Plans, and encourages development to manage waste sustainably. The draft Plan states that the majority of waste exported from London to the East of England and the South East is construction, demolition and excavation waste. However, as the reliability of CD&E data is low, apportionments for this waste stream are not set out in the Plan.

1.14. Policy SI 9 Safeguarding waste sites

Safeguarding existing waste management sites in London is important to enable London to have net waste self-sufficiency, that is, for all of London's waste to be managed within London.

1.15. **Policy SI 10 Aggregates**

Aggregates are not imported or exported between Norfolk and London.

1.16. *Comment – Policies SI 7 and SI 9 are supported and Policy SI 10 has no implications for Norfolk. With regard to Policy SI 8, while the low reliability of CD&E waste data is recognised and this is the reason that CD&E waste has not been apportioned to the London boroughs, this approach means that the Plan does not explicitly require London Boroughs to plan to manage the quantities of CD&E waste arising in London. With significant infrastructure projects planned, such as Crossrail 2, CD&E waste is likely to continue to constitute a significant tonnage of waste exported to the South East and East of England which will need to be managed, and in the interest of proper planning this issue should be addressed in the Plan.*

1.17. *Economic and transport links.*

1.18. Policy SD2 “Collaboration in the Wider South East” commits the Mayor to work with partners across the Wider South East (WSE) on a range of issues. Those of most relevance to Norfolk include:

- to address appropriate regional and sub-regional challenges and opportunities
- to secure an effective and consistent strategic understanding of the demographic, economic, environmental and transport issues facing the WSE, and work together to provide consistent technical evidence.
- to find solutions to shared strategic concerns such as: barriers to housing and infrastructure delivery (including ‘smart’ solutions); factors that influence economic prosperity; the need to tackle climate change (including water management and flood risk); improvements to the environment (including air quality) and waste management (including the promotion of Circular Economies); wider needs for freight, logistics and port facilities; and scope for the substitution of business and industrial capacity where mutual benefits can be achieved.

1.19. *Comment - Enshrining in policy continued co-operation across the Wider South East on this range of topics is welcomed.*

1.20. Policy SD3 “Growth locations in the Wider South East and beyond” commits the Mayor to work with relevant WSE partners, Government and other agencies to realise the potential of the wider city region through investment in strategic infrastructure to support housing and business development in growth locations to meet need and secure mutual benefits for London and relevant partners. The policy goes on to support recognition of these growth locations with links to London in relevant Local Plans.

- 1.21. In illustrating London in its wider regional setting the Plan identifies the thirteen WSE Strategic Infrastructure Priorities that have been endorsed by the WSE partners through the Member working groups and Summits. Eight of these are radial priorities that connect directly to Growth Corridors within London. The remaining five are orbital priorities that can help reduce transit through London and stimulate the WSE economy beyond the capital. The Plan recognises that collaboration with willing partners can help alleviate some of the pressure on London while achieving local ambitions in the WSE for growth and development, recognising that this may require further infrastructure. Two of the priorities have direct benefit to Norfolk and are schemes supported by the County Council, namely East West Rail and the Great Eastern mainline. Improved connectivity to London and to Cambridge and beyond will support Norfolk's economic growth and improve competitiveness.
- 1.22. The Plan commits the Mayor to work with key willing partners, including local authorities, Local Enterprise Partnerships, the National Infrastructure Commission and Government, to explore strategic growth opportunities where planning and delivery of strategic infrastructure (in particular public transport) improvements can unlock development that supports the wider city region. Transport for London (TfL) benefits from a number of additional powers compared to shire transport authorities and has a strong influence over infrastructure investment and public transport service provision including rail franchises that extend beyond London. Understandably, TfL's priority is to improve transport for the benefit of the city, but sometimes this can be at odds with priorities of the rest of the WSE. For example TfL prioritise (and often have the power to require) rail services stopping at intermediate stations to accommodate commuting into the city, which would be contrary to our Norwich in 90 ambition for shorter journey times. Similarly, if rail access to Stansted Airport is improved from London this could rule out – or at least make it very costly to provide – improved access from the north including Norfolk.
- 1.23. *Comment – The recognition of WSE links is welcomed. While the priorities are understandably London focussed, the Plan also promotes the wider role of the city region. The Plan usefully recognises that “achieving local ambitions in the WSE for growth and development ... may require further infrastructure”. This other infrastructure would include our other priorities such as the A47 which strongly benefits the northern part of the WSE but has no impact on London.*
- It will be important to ensure that transport improvements within or close to London facilitate, and do not compromise, enhancements to strategic connections to the rest of the WSE.*
- The offer to work with willing partners is principally aimed at the areas of the WSE with much stronger day to day links where significant scales of growth could be accommodated to support London. Nevertheless, we should work with the Mayor on issues of mutual benefit including developing our economic and transport links.*
- Policy SD3 itself is slightly confused as it begins by supporting the potential of the wider city region and its growth locations but then shifts the focus to the more specific growth locations supporting London. The plan should be clearer that these are two separate, if overlapping issues, with the former being about supporting the growth potential of the WSE as a whole and the latter about delivering London focussed growth.*

2. Financial Implications

2.1. There are no direct financial implications of this consultation.

3. Issues, risks and innovation

3.1. There are no other significant issues that arise from this decision.

4. Background

4.1. In 2015, at a joint summit in London, leaders from across the Wider South East agreed to set up a small political steering group. The all-tier political steering group has geographical and cross party political representation from across the WSE, with members nominated by the East of England LGA, South East England Councils, London Councils and the Mayor of London. See membership *here*. The purpose of this political steering group is to progress the priority issues identified by the wider membership at the WSE joint Summits, and includes:

- Preparation and timing of the full review of the London Plan
- Achieving a common understanding of the data/evidence base
- Addressing barriers to housing delivery
- Making the case for strategic infrastructure investment

An East of England Growth and Infrastructure Group has also been established, made up of the elected members from the East of England that sit on the WSE Political Steering Group, plus their substitutes and the two East of England chief executives, John Wood (Herts County Council) and Russell Williams (Ipswich Borough Council). The purpose of the Infrastructure and Growth Group is to:

- discuss strategic issues pertinent to the East of England relevant to the WSE collaborative effort;
- provide leadership and direction to the East of England element of the WSE collaboration work programme;
- oversee the activities of the East of England SSPOLG (the officer working group), and
- act as a conduit between the WSE political steering group and the wider membership of the East of England LGA.

A copy of the governance structure for WSE collaboration can be viewed *here*.

4.2. The next Wider South East Summit will take place on 26 January 2018. This will provide the opportunity to discuss with the Mayor and Deputy Mayor views on the London Plan consultation. The Summit will also be a chance to discuss Wider South East joint working on strategic infrastructure and tackling housing delivery barriers, and to shape priorities for the year ahead. Invites are sent to all South East, East and London council leaders and LEPs across the area.

Officer Contact

If you have any questions about matters contained in this paper or want to see copies of any assessments, eg equality impact assessment, please get in touch with:

Officer name : Phil Morris

Tel No. : 01603 222730

Email address : phil.morris@norfolk.gov.uk



If you need this report in large print, audio, braille, alternative format or in a different language please contact 0344 800 8020 or 0344 800 8011 (textphone) and we will do our best to help.