

The Wider South East including the London Plan consultation and Cambridgeshire and Peterborough Combined Authority strategic plan

Executive summary

This is a note on two recent events that have strategic implications for planning in Norfolk. The London Plan WSE Leaders' Summit and an officer level meeting on the emerging Cambridgeshire and Peterborough Combined Authority spatial plan. It also includes a more detailed discussion of the London Plan consultation

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

- 1. note developments in the wider south east including in Cambridge & Peterborough; and**
- 2. consider the comments in the Appendix as the basis for a response to the draft London Plan.**

1. London Plan : WSE Leader's Summit

- 1.1. The Summit took place on 26 Jan 2018 and is one of a series that has taken place over the last few years. The purpose was to stimulate engagement in the preparation of the London Plan which is out for consultation until Friday 2 March, and to think about how the WSE can move forward on issues of mutual interest.
- 1.2. The appended report on the consultation document provides more detailed considerations that authorities may wish to use as the basis for a response to the consultation.
- 1.3. Leaders from Norfolk attending were John Fuller, Tom Fitzpatrick and Alan Waters.
- 1.4. Evidence suggests that London needs 66,000 dwellings per year and land availability suggests that 65,000 dwellings per year could be delivered. This is a much higher rate of delivery than has been achieved in the past and there is a fair amount of scepticism that it can be achieved - putting ongoing pressure on areas around London.

1.5. The Mayor re-iterated that the GLA is keen to work with willing partners to deliver growth – with housing supported by jobs. There were questions about the type of jobs that could be relocated from London

1.6. Members can access brief high-level conclusions, the list of participants and the presentation slides of the Summit on the following website:

https://www.london.gov.uk/sites/default/files/fourth_wider_south_east_summit_papers_0.pdf

More detailed outputs will be discussed at and made available around the time of the Political Steering Group meeting on 21 March 2018.

Comment

1.7. Norfolk is one of the more distant parts of the WSE from London and is unlikely to come under significant housing pressure to help meet London's needs. However, there may be opportunities for business relocation. It will be important to work with London and the WSE to boost the economy of the area and attract investment to improve infrastructure.

1.8. Cambridgeshire and Peterborough Combined Authority (CPCA)

1.9. The CPCA is committed to the development of a non-statutory spatial plan and recently hosted an officer level meeting for neighbouring authorities.

1.10. Environmental sustainability and inclusive growth will be part of the framework, not just housing and economy. While there is currently no intention to produce a statutory plan the pros and cons of non-statutory and statutory plans is recognised. Discussion amongst participants suggest that the Government are supportive, even encouraging, of a statutory approach, particularly in areas of high growth.

1.11. The 1st iteration of the spatial plan due in March 18 will concentrate on delivery of current levels of planned growth but will also be a position statement identifying the key issues for next iteration.

1.12. The 2nd iteration, will be a strategic spatial plan looking to 2050, and is intended to be delivered during 2018 and 2019.

1.13. The plan will be informed by the work of an Independent Economic Commission:

<http://cambridgeshirepeterborough-ca.gov.uk/news/regional-independent-economic-commission-commission-give-the-green-light/>

The meeting was informed that one of the draft aims is to double GVA by 2050. There was some discussion about the exact nature of this target and how it could be achieved (e.g. by importing jobs?) and how it would impact on housing within the CPCA and in surrounding areas.

1.14. The CPCA has a significant budget and the plan will also be influenced by a number of other studies. These include transport studies for the A10 and strategic access to Wisbech.

Comment

1.15. Clearly, east-west links and relationships are becoming increasingly important. The growth of Cambridge, the impact of the Oxford to Cambridge corridor and CPCA's plan will have a significant impact on surrounding areas and have the

potential to impact on our economic growth. Potential issues for Norfolk include, for example:

- The future of the proposals for a garden town at Wisbech, including strategic access improvements to the south and to the A47
- Improvements and growth on the A10 corridor
- Implementation of East West Rail
- The strategic relationship between Norwich and Cambridge, and growth in the Cambridge Norwich Tech Corridor

Appendix

1. Introduction

- 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. This report is based on one considered by the County Council's EDT Committee on 19 January 2018.

2. Demography

- 2.1. 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.
- 2.2. 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.
- 2.3. 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.
- 2.4. 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.

- 2.5. *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.*

3. Minerals and Waste

- 3.1. The ‘Sustainable Infrastructure’ chapter of the draft New London Plan contains policies relevant to planning for mineral extraction and waste management. It includes policies for reducing waste, supporting the circular economy, providing/safeguarding waste capacity and encouraging net waste self-sufficiency. The draft Plan does not apportion construction, demolition and excavation (CD&E) waste to the London boroughs.
- 3.2. *Comment – Norfolk County Council is generally supportive of the overall approach but have asked that the issue of apportionment of CD&E waste should be addressed in the Plan.*

4. Economic and transport links.

- 4.1. 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.
- 4.2. *Comment - Enshrining in policy continued co-operation across the Wider South East on this range of topics is welcomed.*
- 4.3. 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.
- 4.4. 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 councils within the county; 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.

- 4.5. 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 London, 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.

- 4.6. *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.

In order to more explicitly support the economic potential of the WSE as a whole the London Plan should

- (a) recognise and support the wider relocation of employment (particularly office-based) out of London to places like Norwich, which have significant economic links to London (for example in the Financial and Digital Creative sectors) and the potential for employment growth;*
- (b) provide stronger recognition of the need for improvements to both local and strategic infrastructure, particularly in relation to transport infrastructure (i.e.*

road and rail) in those areas outside London that can assist in relieving the growth pressures on the Capital.

5. Background

5.1. 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* .

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:

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