

# LONDON PLANNING & DEVELOPMENT FORUM

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Minutes of the Meeting of the Forum held at The Town and Country Planning Association, Carlton House Terrace, London SW1Y 5AS between 2.30-5.30pm on Monday 10th December 2012. Our hosts were Kate Henderson and Michael Chang.

## Attendance:

Brian Waters: Chairman  
Andrew Rogers: Association of Consultant Architects  
Baljit Bains: Head of Demography: GLA  
Brian Whiteley: LB Hillingdon  
Colin Rumsey: LB Enfield  
Bob Dolata: Formerly LBs Hackney and Kingston upon Thames  
Duncan Bowie: University of Westminster  
Jonathan Manns: Colliers and RTPI  
Martin Simmons: for TCPA  
Michael Bach: London Forum  
Michael Edwards: UCL  
Michael Chang: TCPA  
Peter Eversden: London Forum  
Sir Peter Hall: UCL  
Ron Heath: RIBA  
Tim Wachter: RICS  
Drummond Robson: Honorary Secretary and Robson Planning

## **Introductions and Apologies.**

Apologies were received from Alastair Gaskin and Tom Ball who were sick, and from Ghislane Trahearne BPF, Emma Fitzgibbons (maternity leave until May) RICS, Owen Wainhouse RIBA and Graham Saunders English Heritage.

The Chairman welcomed Baljit Bains from GLA to introduce the important topic of London's demography in the light of 2011 census results.

## DISCUSSION TOPIC 1

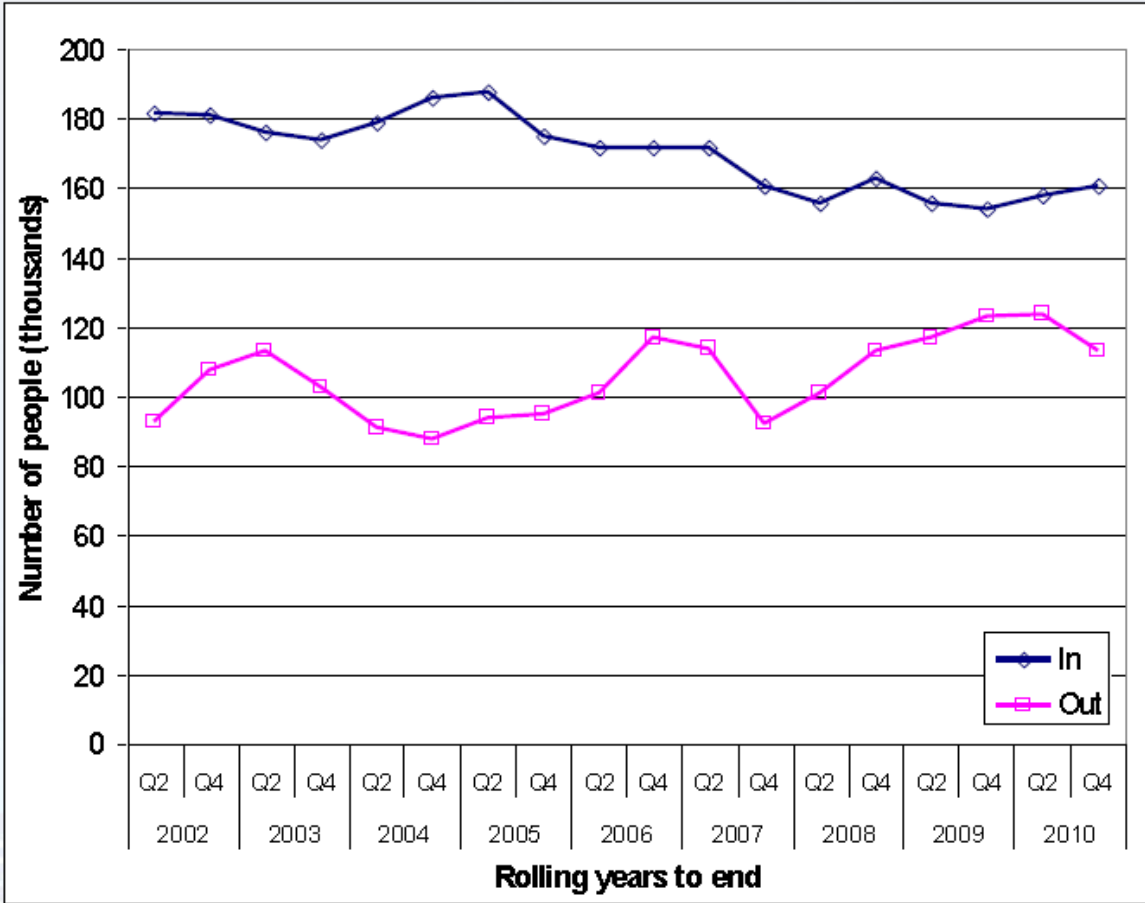
### **Development Implications of London's Changing Demography. The topic was introduced by Baljit Bains, Head of Demography at the GLA 's Intelligence Unit and include the 2011 Interim Sub National Population Projections.**

Baljit Bains considered London's population trends in fertility, mortality, migration in the light of the July 2011 census data and current population projections. It was illustrated in particular by graphs.

**Births:** There has been a 30% increase in London births between 2002 and 2010 as in particular a sizeable cohort in higher education "started to play catch up". How long this upward trend is likely to continue is difficult to estimate but certainly has ramifications for education places, notably reception places and for school building. In terms of age group the most notable increase between 2000/2 and 2008/10 has been among older mothers all increases are also to be found by younger ones.

**Domestic Migration:** London's more buoyant labour market has attracted domestic migration from other parts of Britain, and to a greater extent a decline in out migration from the Capital since 2008 (influenced by people tied to an existing job).

**International Migration** is illustrated by the following graph – broadly flatlining indicating that London remains attractive to those from abroad.



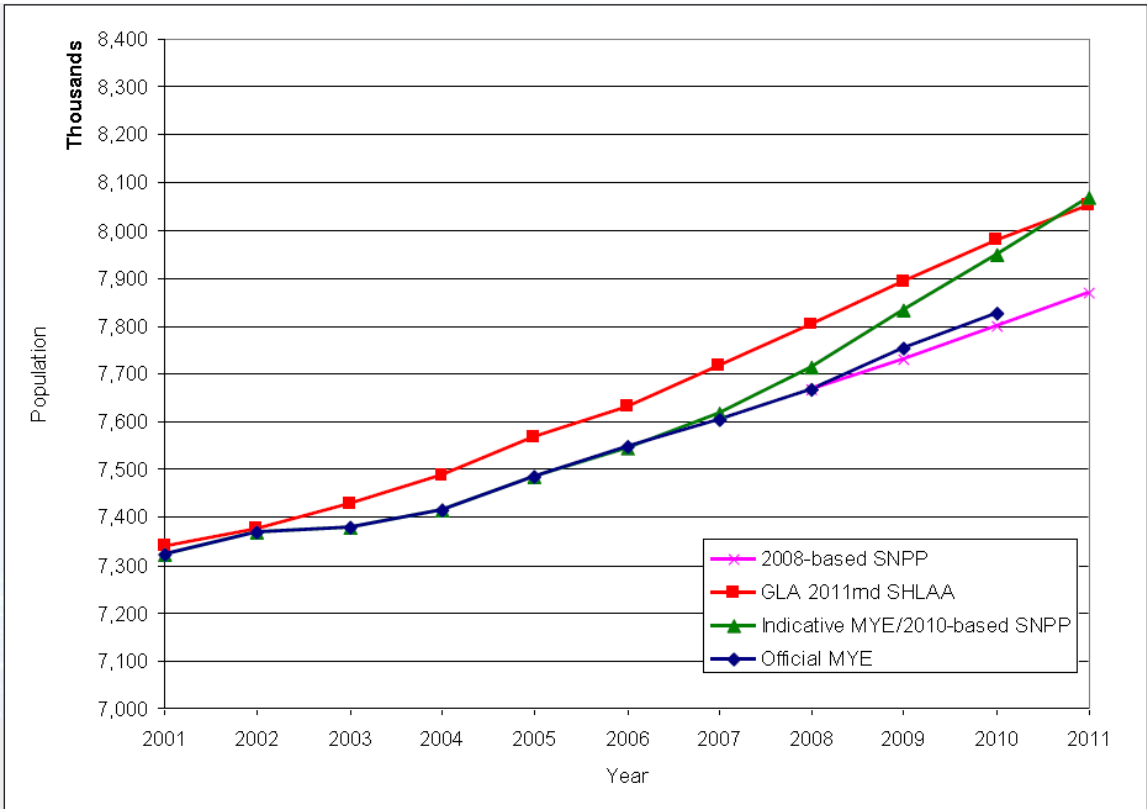
Estimates and Projections. ONS projections released over the last two years has led to significant upward revisions of projected future populations. Prior to this growth was not projected to be particularly ambitious. Part of the increase may be explained by changes in methodology, notably improving data on international migration showing greater growth since 2001 than had been thought.

Key findings of the Interim 2011 Sub National Population Projections (SNPP) are therefore

- Changes to international migration (revised upwards)
- London’s 2011 census population is now 8.17 million
- London’s average household size is increasing (contrary to received wisdom).

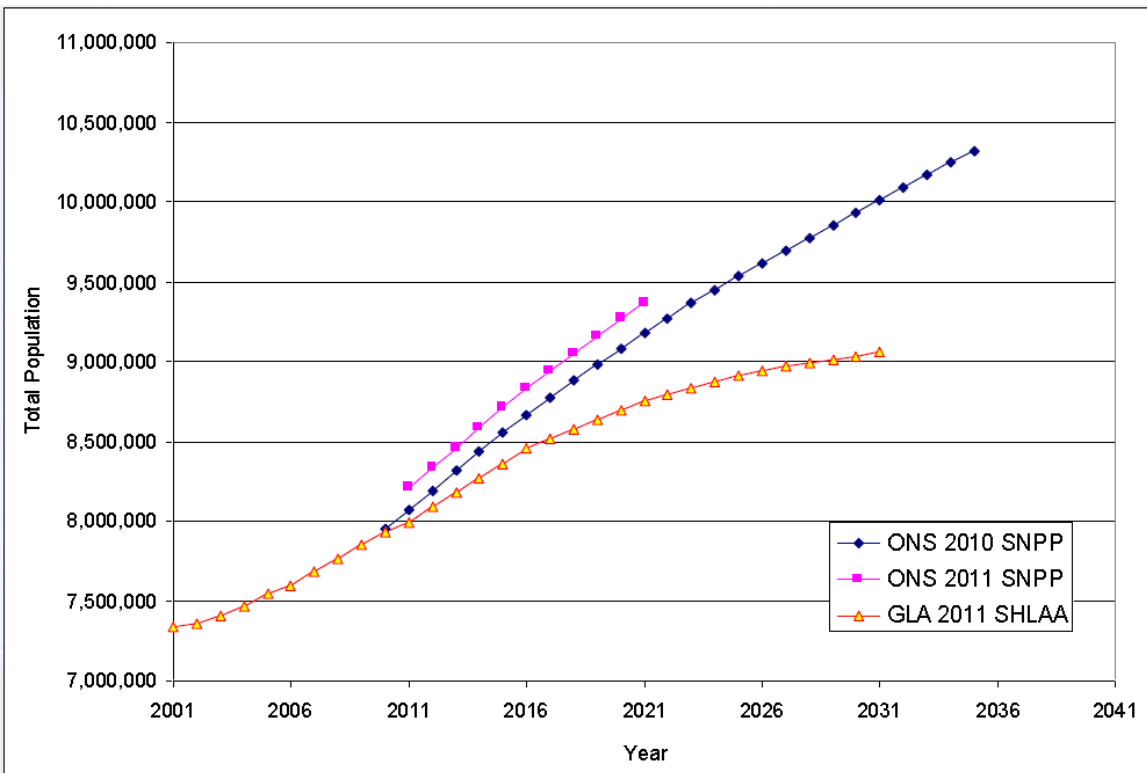
(More data will be issued by ONS the day after the meeting).

The trends between 2001 and 2011 were then analysed graphically:



2008 based data are pre methodology revision. The indicative 2010 based mid-year estimates were prepared by GLA as a revision to ONS prior to the latest census data, and are compared with the official ONS figures.

Existing projections give a wide range:



The latest GLA pre census SHLAA data are constrained by housing capacity whereas the projections in 2010 and 2011 by ONS show far greater gains leading in particular to questions about the impact of the recession in particular on the extent of voluntary and involuntary sharing.

The views of the Intelligence Unit are

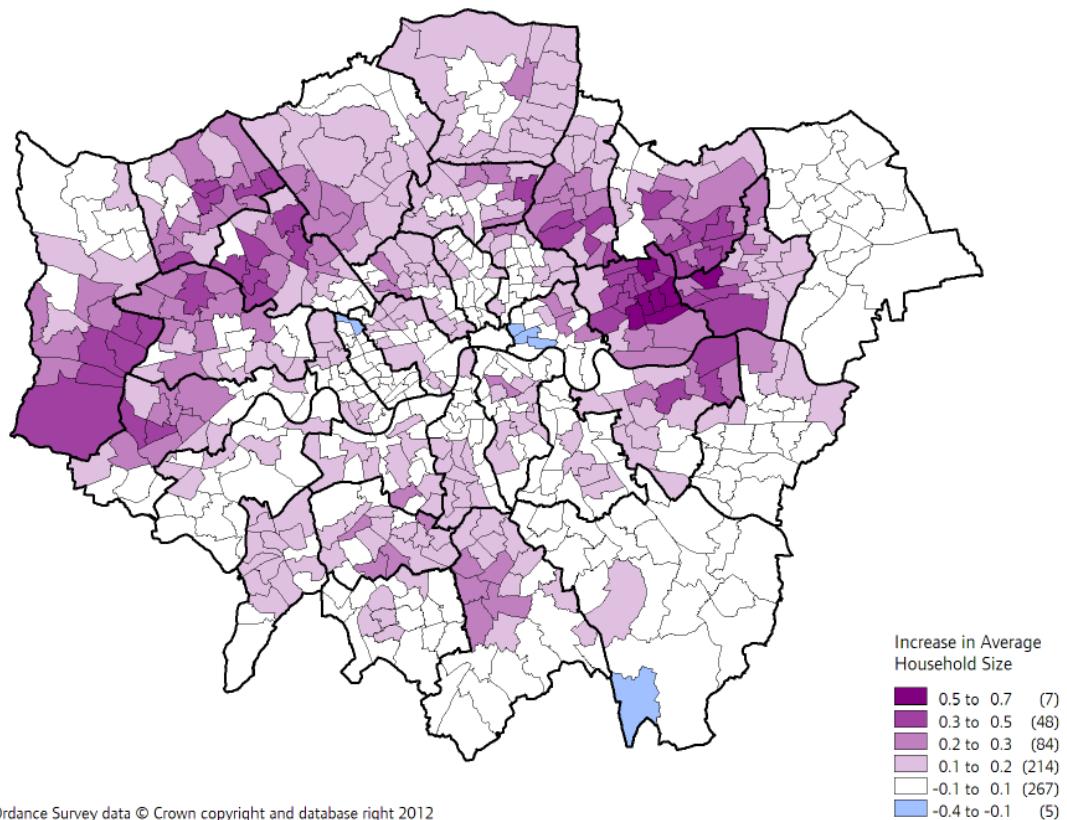
- Likely underestimation of the London population in the 2001 census and subsequent mid-year estimates (MYE). Any underestimate in the 2001 baseline that both ONS and the GLA utilised would have carried through into subsequent years. The extent of the undercount may prove impossible to estimate with any accuracy.
- Underestimation of international inflows. The methodology ONS used for assigning international in-migrants between local authorities underestimated for London as a whole.
- Underestimation of average household size by government sources. The GLA projections are constrained to development. This process makes use of household formation rates from DCLG household projections. 2011 Census data has shown estimates based upon the DCLG rates underestimated average household size and hence population.

The rise in average household size is attributable to a combination of higher birth rates, economic downturn and reduced outmigration.

The Forum was faced with the inevitable conclusion that these figures are clear evidence that housing capacity is not meeting London's need or demand.

Baljit Bains considered in more detail the distribution of average household size in London Wards between 2001 and 2011 showing increases in Hillingdon and Newham in particular as well as Redbridge, Barking and Dagenham Greenwich and (west) Hounslow

**Change in Average Household Size of London wards between 2001 Census and 2011 Census**



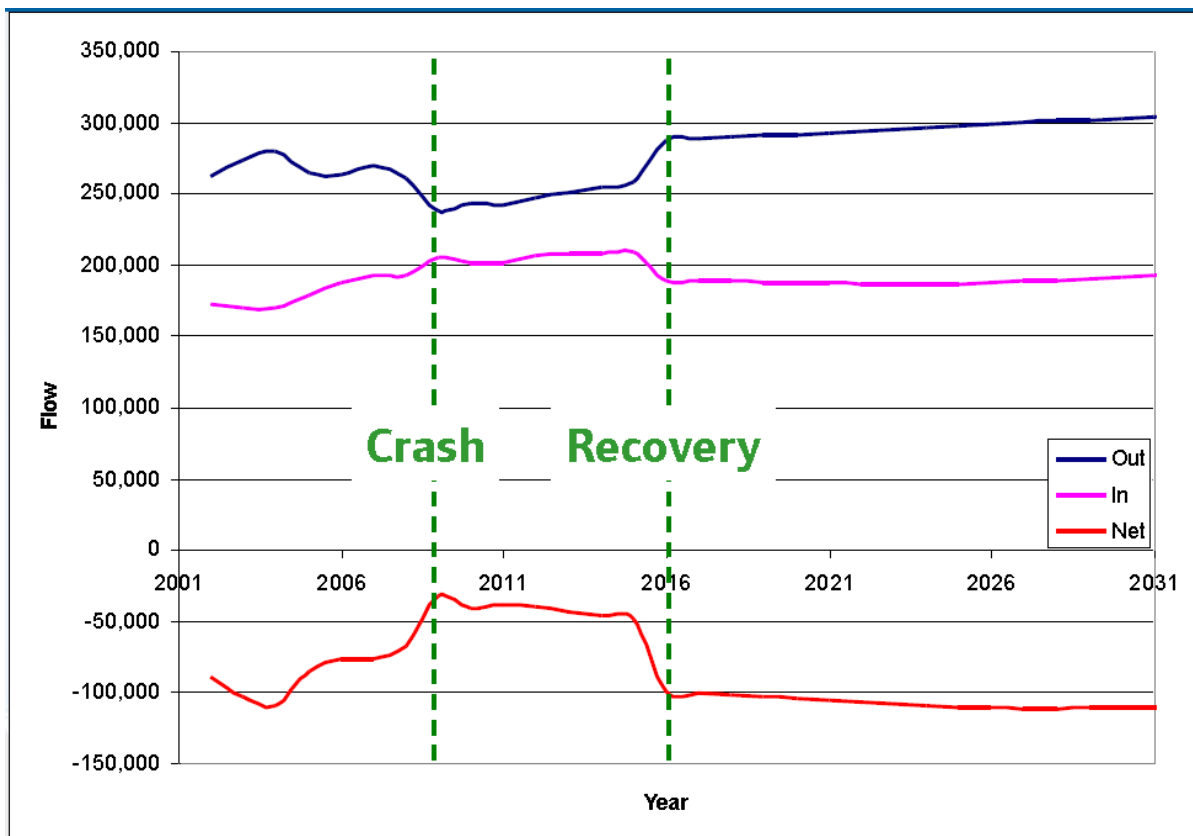
Contains Ordnance Survey data © Crown copyright and database right 2012

Tabulating the 2012 round GLA projections BB showed the present state of discussions:

- Borough-level outputs
  - Development led population projections
    - SHLAA and borough-supplied trajectories
    - Household formation scenarios? (not declined in size).
  - Explore the need for “Unconstrained” population projections
    - migration and fertility scenarios (Figures now nearer ONS)
- Essential steps in producing 2012 projections
  - pt1
  - Generate consistent 2001-11 back series ✓ (Previously there was no consistent back series)
  - Adapt main model to:
    - work from 2011 MYE base ✓
    - derive rates from back series ✓
  - This needs to resolve the problem that ONS projections are higher than one would expect.
  - Update with 2010-11 data:
    - births ✓
    - deaths ✓
    - migration ✓
  - Essential steps in producing 2012 projections
    - pt2
    - Incorporate 2010-based SNPP for populations outside London ✓
    - Revise migration probabilities to be consistent with census results ✓
    - Replace household models
      - Abandon CLG 2008 HH formation rates
      - Create new rates consistent with 2011 census (three scenarios)

2010 and 2011 SNPP migration data show sizeable shifts in migration over the last three years making prediction and forecasting more difficult.

The GLA’s proposed domestic migration scenario was prepared before the Chancellor’s recent autumn statement and so its recovery assumptions may require some revision.



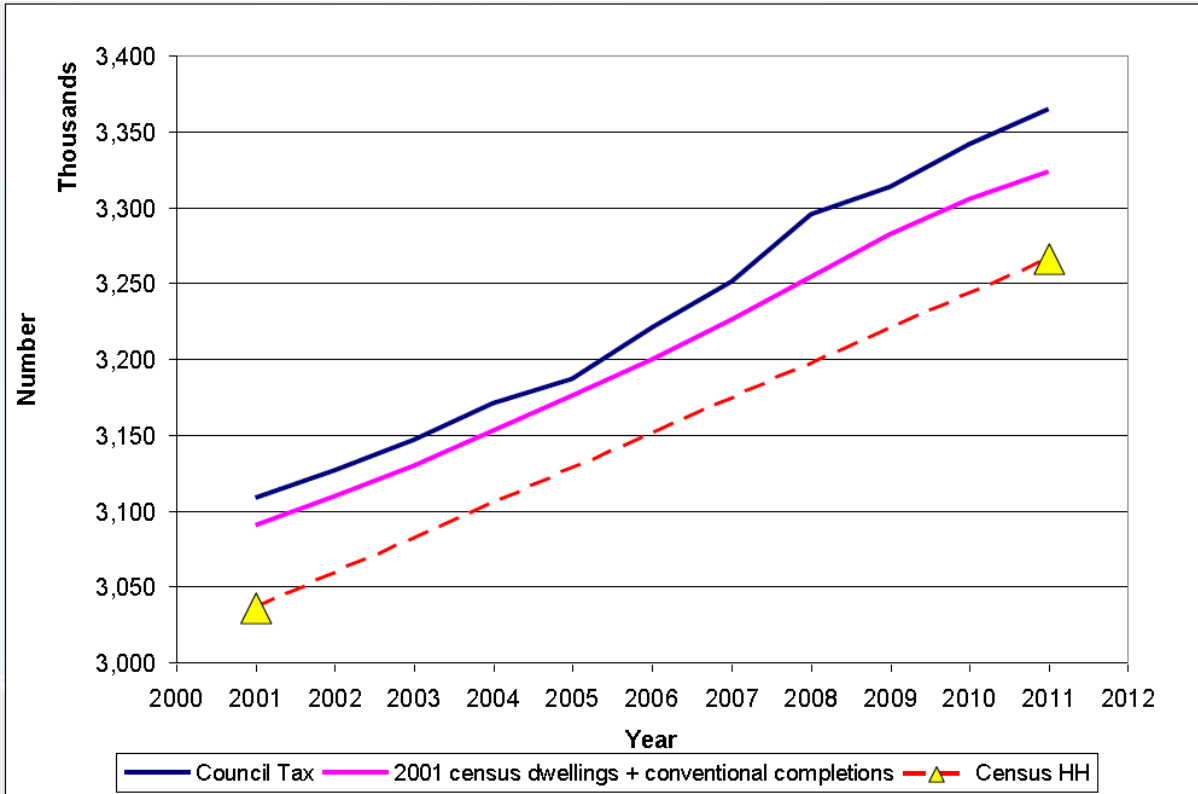
In updating household models the most significant sources of error in the GLA 2011 round estimates are

- estimates of household numbers
- estimates based on dwelling completions and changes in vacant stocks
- estimates of average household size
- and using CLG household formation rates gave large underestimate of AHS

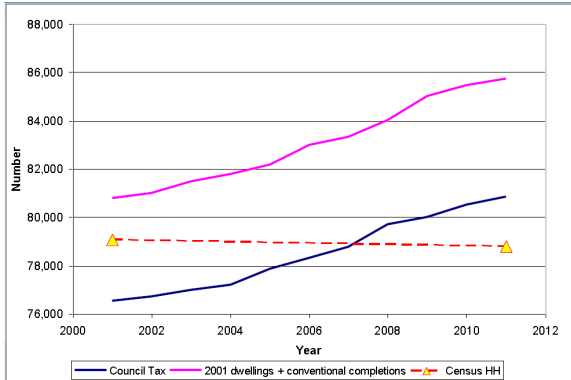
Possible sources of error in household estimates are

- Shift in numbers of visitor households/second homes
- Problems with completion/vacancy data
- Error in 2001 Census household estimates
- Error in 2011 Census household estimates

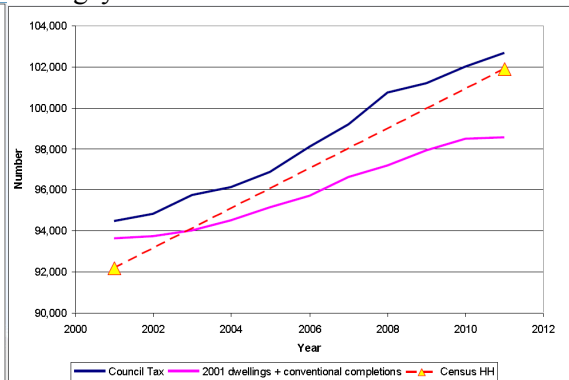
It is worth seeing if we can we improve on existing methodology. The evidence shows there is a good overall correlation between dwelling and household change but there is not always good agreement at borough level.



BB cited by contrast the examples of Merton and

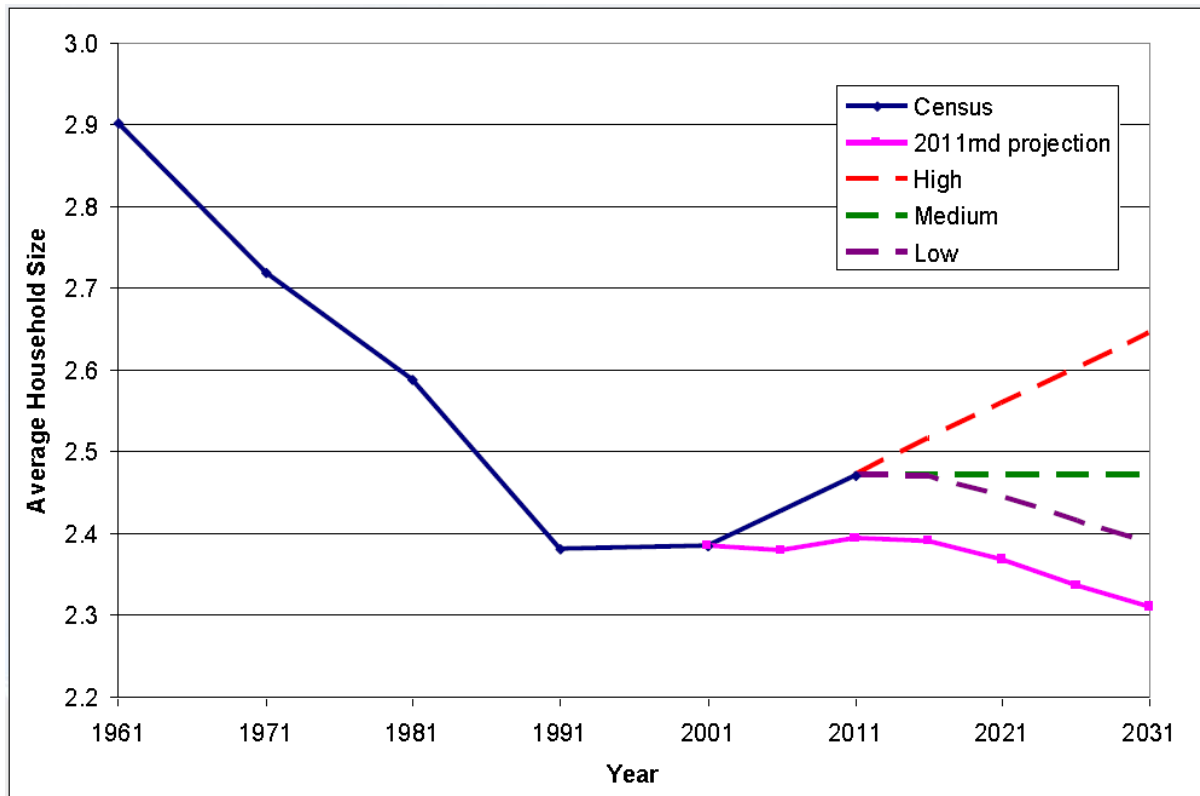


Haringey



where the correlation between Council tax records and completions data is not always good.

Although it is hard to predict average household size since it is linked to future economic trends and housing supply. However BB predicted that this is unlikely to decline in the short term. She thought it wise to consider projections with a range of household sizes.



Forthcoming data releases are in accordance with the following timetable:

11 December 2012

- Key Statistics Tables (all 35)
- Quick Statistics Tables (9 of which 2 are Welsh only)
- LA level only

30 January 2013

- Key & Quick Statistics Tables (remaining 107)
- OA/ward hierarchies

February 2013

- Remaining geographies

- Census Topics Dec 2012/Jan 2013 release

#### DEMOGRAPHY

- Household Composition
- Living arrangements, Marital /civil partnership status
- Tenure, households, communal establishments and rough sleepers
- Second address and visitors
- Dependent children

#### EIRL

- Ethnicity: diversity indices and changes over time
- Ethnicity: detailed groups
- Religion: diversity indices and changes over time
- Religion: detailed groups
- Country of Birth: diversity indices
- Country of Birth: detailed groups
- National Identity



- Languages and English proficiency
- Passports Held

Later Data Releases are in accordance with the following table.

2011	Date	Geography	2001 tables
Key Statistics	Nov'12 to Mar'13	Output Area	Key Statistics
Quick Statistics	Nov'12 to Mar'13	Output Area	Univariate Statistics
Local Characteristics	Mar'13 to June'13	Output Area	Census Area Statistics
Detailed Characteristics	July 13 to Oct'13	Ward/MSOA	Census Area Theme Statistics & Standard Tables
Detailed Characteristic Themes	July 13 to Oct'13	Ward/MSOA	Standard Theme Tables
Armed Forces	July 13 to Oct'13	Ward/MSOA	Armed Forces

Further data releases (late 2013 onward)

- Flow data
  - Workplace and residence matrices
  - Migration matrices
  - 2<sup>nd</sup> Homes detailed information
- Small population tables:
  - Ethnicity, Religion, Language, Country of birth
  - Population threshold of 100 or 200 persons
  - Ward or MSOA and LA geography
- Timetable of data releases
- Dec 2012/Jan 2013
  - 2012 round GLA population projections (See <http://data.london.gov.uk/census/>)
- February/March 2013
  - CLG HH projections based on 2010 based/2011 based SNPP (tbc)
- March 2013
  - revised 2002-10 Mid Year Estimates back series + full CoC (LA)
- July 2013
  - 2012 ONS Mid Year Population Estimates
- Autumn 2013
  - 2013 round GLA population projections
- Spring 2014
  - ONS 2012 Based SNPP
- Autumn 2014
  - CLG 2012 based HH projections
  - 2014 round GLA population projections

The Forum was advised of a further source for housing data associated with the census. This has the following key findings:

<http://data.london.gov.uk/datastorefiles/documents/2011-census-snapshot-housing.pdf>

- In 2011 London had 3.27million households, an increase of 250,200 (8.3 per cent) since 2001.
- In 2011 private rented accommodation made up 25 per cent of the capital's housing stock.
- In London between 2001 and 2011 the number of houses and bungalows rose by 1.8 per cent (28,700) while the number of flats increased by 18.6 per cent (277,500).
- The number of dwellings in Tower Hamlets increased by 26,200 in the period 2001-2011. This constitutes a 32.8 per cent increase.
- In London 100,200 people were living in 6,382 Communal Establishments on Census Day 2011.

## Discussion

The Chairman introduced the discussion with a comment arising from population projections by London Transport Planning dependent on a rise of 40,000 immigrants a year. Donald Moggridge wrote a critical article on this for Planning in London suggesting the figure was more likely to be 150,000-200,000. This was picked up as the (Evening) Standards's front page headline with reference to an obscure journal. The theme of underestimating immigration has continued since.

BB responded by reinforcing that the GLA Intelligence Unit is not politically affected. Its role is to provide robust evidence for travel demand predictions, etc. The unit also provides annual population projections. 27<sup>th</sup> March 2011 was census day. The first information from this emerged on 16<sup>th</sup> July 2012 and the second tranche of data is issued on 11<sup>th</sup> November (referred to above).

Duncan Bowie said the 2001 data was generally recognised to be poor and required midyear estimates for 2003 to be revised upwards, with 4 further upward revisions. The ONS now disregard 2001 data. A key element of this was the under enumeration of migration. It is fair to say that population is now increasingly difficult.

Peter Eversden said that at the recent EIP housing policy and strategy showed severe overcrowding. The Mayor has advised that all the statistical evidence can be generated by 2016. PE asked if the data could be made available earlier, having regard to pressures in particular from Westminster and RBK and C.

BB explained that if data is needed earlier it needs to be justified and the value of the earlier evidence demonstrated. She added that ONS budget constraints may make earlier releases unlikely and the timetable set out above is the present one. A "Commission to Table" service is possible.

Someone suggested that it may be possible for data to be provided following a Freedom of Information request.

DB criticised the policy of working to a residential supply constraint (this is contrary to NPPF). Undersupply also produces anomalies at local level where distributions of accommodation are not as forecast. It is important to see what actually happens. Completion data is compiled and should be made available. Short term space is important too –people need a bed every night. At the moment people are not counted who are absent for less than 6 months.

That there is less outmigration reflects the economic strength of London and there is no evidence of decline against the rest of the world. There is already a partial recovery in the economy. This is not reflected in housing starts and much sharing is less than voluntary. Household projections need to be translated into housing requirements.

BB accepted that the census only captured those usually resident and that it is important to keep up with the rates of demographic change subject to the availability of data. She thought it important to assess both constrained and unconstrained demand to test the implications. Currently average household size is about 1.83. Replacement is 2.1 and we are unlikely to achieve this any time soon.

Michael Edwards asked about vacant dwellings and whether vacancy data is good or not. He understood vacancy errors are increasing with disappeared vacancies not accounted for. BB accepted that Council housing vacancies are stored but have disappeared from what is issued. The overall

quality is however poor. Benefits and benefit cut data are not enumerated in the census, but it may be possible to derive some answers from other sources such as NHS ? and Home Office as well as anecdotal evidence.

Drummond Robson queried the problems of many Core Strategies being produced which did not reflect the 2011 census figures and so they were planning for undersupply, contrary to NPPF policies notably 159.

Brian Whiteley said that Hillingdon was having to consider the need for extra school places and how these can be supplied, with the suggestion that new schools may be needed in the Green Belt.

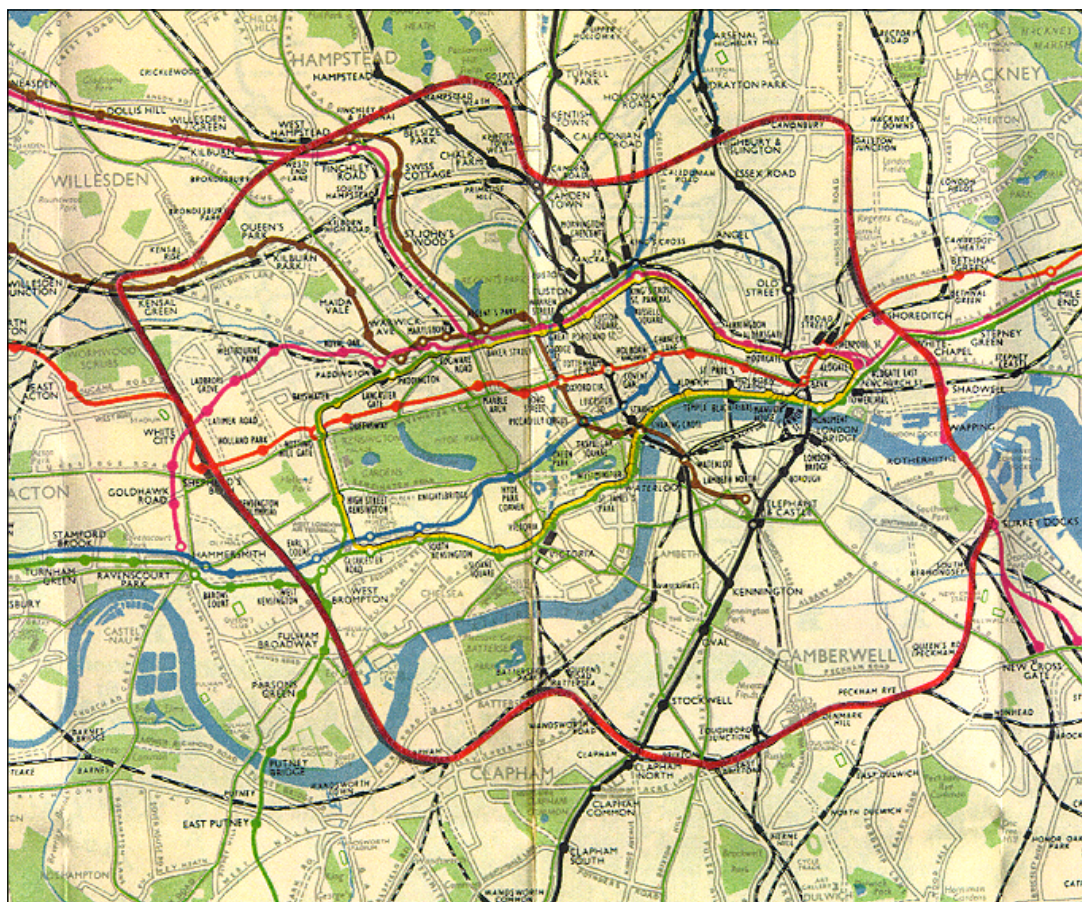
PE commented that the numbers of new dwellings sold off plan to those outside the UK added a distortion to the market.

Tim Wachter described a row between ONS and RBK and C resulting from under enumeration – The Borough said that the census figures represented about 2/3rds of the actual population and this was affecting their right to grant. BB replied that Westminster had successfully argued that their area was under enumerated.

The Forum thanked Baljit Bains warmly for her informative presentation and followed the discussion with mince pies and cake provided by the Chairman.

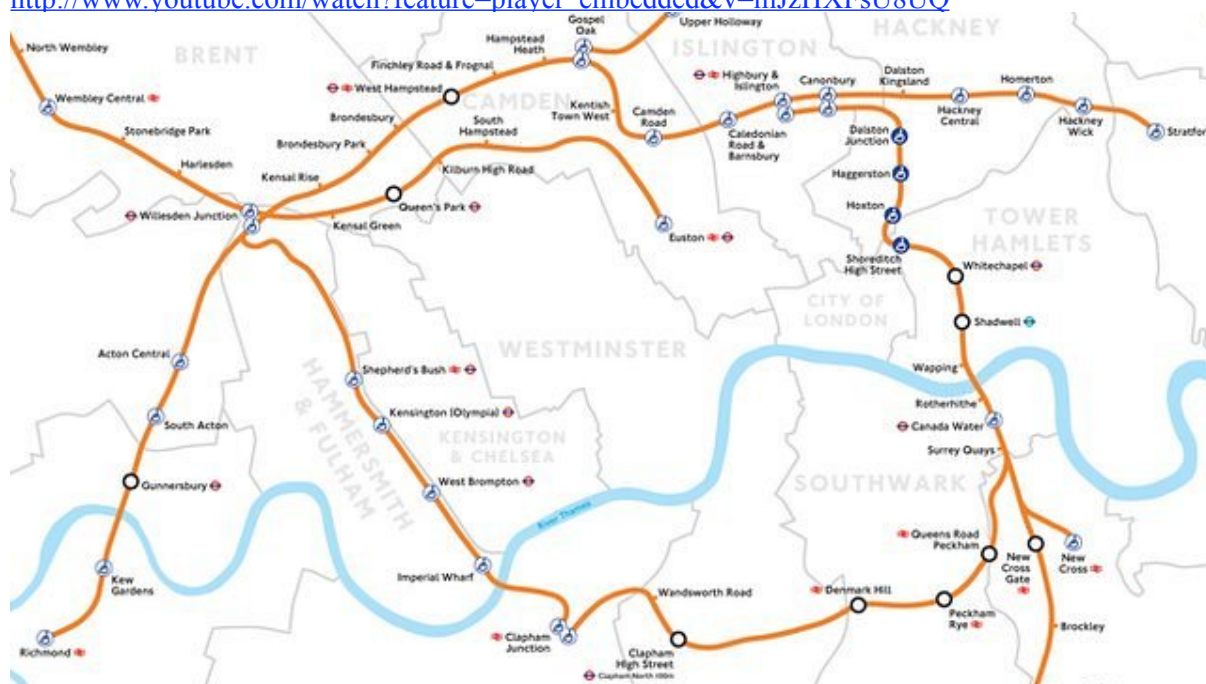
## DISCUSSION TOPIC 2

**The Evolution and Significance of the Orbital Rail Network (Orbital) which reached completion on December 9<sup>th</sup> 2012. Introduced by Sir Peter Hall. (See The 1999 report for The London Development Partnership which gave birth to London Overground / Ringrail/ Orbital now online: Peter Hall + Michael Edwards + Drummond Robson <http://discovery.ucl.ac.uk/1369585/>).**



## Map extract from 1999 Report for London Development Partnership

The Chairman welcomed Sir Peter Hall to celebrate the opening on 9<sup>th</sup> December of the London Overground. The presentation was entitled London Going Round in Circles: a Celebration of Orbirail.  
[http://www.youtube.com/watch?feature=player\\_embedded&v=mJzHXFsU8UQ](http://www.youtube.com/watch?feature=player_embedded&v=mJzHXFsU8UQ)



Peter Hall explained the newly completed circle is in fact two half circles – part Alternating Current (AC) – overhead pantagraph - and part Direct Current (DC) – third rail. The DC interchange is at Highbury and Islington and Clapham Junction.



Semi orbital travel in London as an idea derives from several Victorian circular routes around London: Inner Middle, Outer and Super Outer Circles. Congestion at the centre has increased the benefit of travelling around parts of London without using the main radial lines is clearly attractive

The idea for Orbirail/Ringrail was developed in a proposal to the London Development Partnership by Sir Peter Hall in association with Michael Edwards and Drummond Robson in 1999. As well as its connection benefits it also offered a substantial increase in public transport capacity and many interchange regeneration opportunities as the report explained. It complements the two cross London routes: Thameslink and Crossrail. It was also at some £750 million very cost effective compared in particular with Crossrail, but also Thameslink. It was further promoted after the mayoral election in 2000 as part of a wider case for a polycentric London. The Deputy Mayor (Nicky Gavron) took up the idea as did Ken Livingston later.

The key elements of the route are the North London Line through Highbury and Islington which went on to the docks (now served by DLR to Woolwich), the old West London Line through Earl's Court via Chelsea Harbour/Imperial Wharf/Lots Road and the East London Line which was operated formerly as an anomalous Underground route.

Anachronistically the Gospel Oak to Barking line is still diesel operated.

Now that the line is complete it also offers scope for further connections via trams and bus rapid transit as well as other bus services. (There are plans for rapid transit on the Greenwich Peninsula for example).

The regeneration opportunities are to be found in the Imperial Wharf area as mentioned, and Shepherd's Bush/White City (site of the 1908 Olympics) already a transport hub and interchange, where a massive development is under consideration to the north of Westfields..

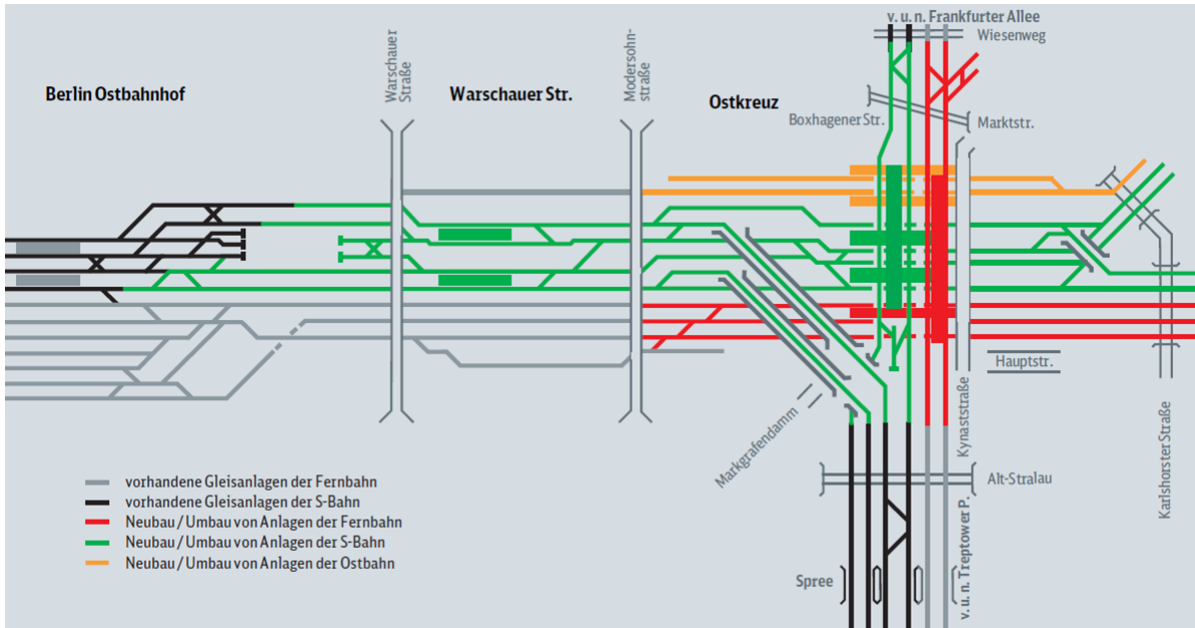


Earl's Court regrettably is has a missing interchange which does not form part of the present plans. There should be one as indicated with a red oval on the following plan to link West Brompton and West Kensington.



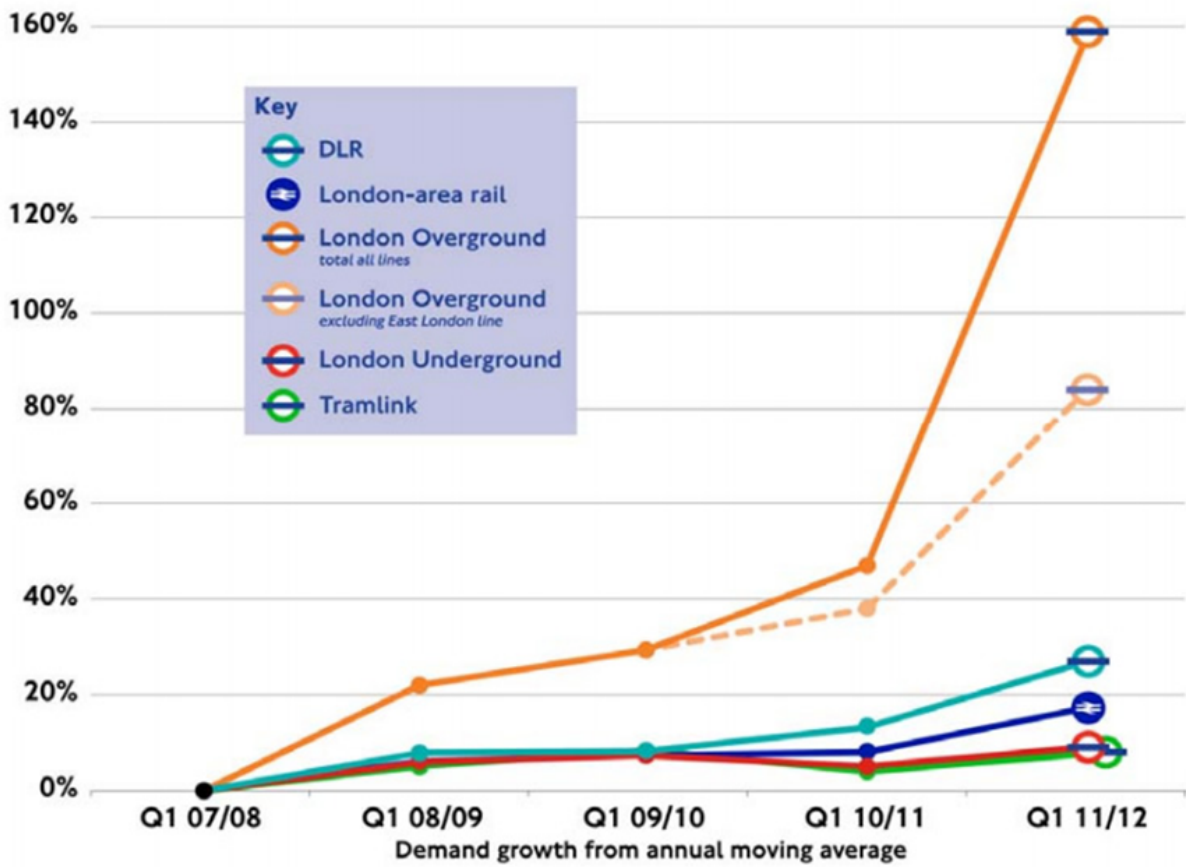
Other suitable interchanges are at Willesden Junction and Old Oak (HS2 and Crossrail also pass through here) and at West Hampstead (Midland Main Line, Thameslink Metropolitan and Jubilee Lines, (currently linked by a busy surface connection only), Bermondsey where Thameslink crosses the new Orbital, and at Loughborough Junction where the new Orbital can link to Sutton. As well as these there is a need for a proper link between the ne Orbital at high level east of the crossing over the lines to Herne Hill.

Sir Peter suggested that we could learn from the SBahn network in Berlin with its North, East, South and West Cross Interchanges.



It is also important to point out that the new London Overground is already overwhelmed by its success in passenger numbers.

### Growth in LO demand



See <http://www.londonreconnections.com/2011/peeling-the-orange-usage-stats-on-the-london-overground/>



After this present stage there is considerable scope to extend platforms to increase capacity, although new extensions in North London are harder since it lacks the density of suburban rail network of the south. There is scheme called orbirail 2 which links Richmond and Wimbledon via the “Kingston Loop” using reversing track near Earlsfield and then on to Bromley or Hayes branch to provide a tram or train to Lewisham.

Drummond Robson supplemented PHs presentation by some additional material from his experience as Consents Manager on the East London Line and its extensions. The most obvious major change was at Bishopsgate Goods Yard where the former Liverpool Street/Broad Street corridor had to be connected via Bishopsgate Goods Yard and a replaced Shoreditch Station (renamed Shoreditch High Street) on towards Whitechapel.

London Underground secured powers under the Transport Works Act etc. to build the railway, which was then redesigned to meet the more onerous Railtrack/National Rail standards.

Other major works sites were Dalston, Haggerston, Hoxton, Whitechapel, Wapping, Rotherhithe and Canada Water.



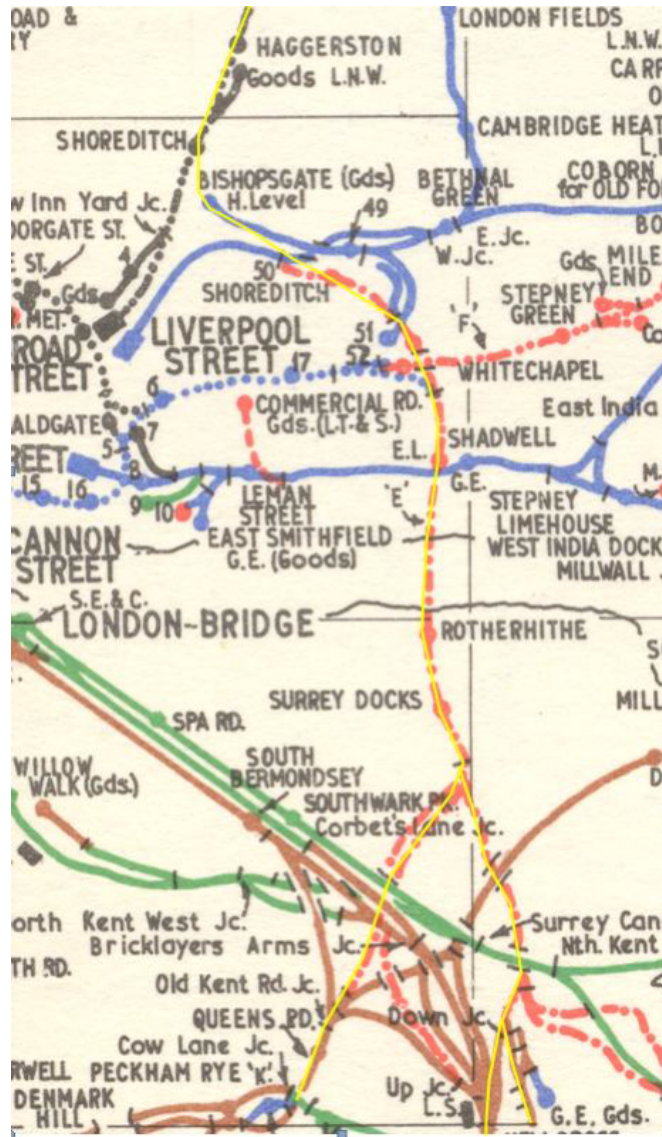
Goods Yard prior to works



and afterwards...

This involved bridging the site of Holywell (St John The Baptist's) Priory and avoiding the site of the first London playhouse, built in 1576 by the English actor and entrepreneur James Burbage and Shakespeare's original theatre (discovered in 2008) as well as averting the total listing of the Goods Yard under pressure from activists and the Prince of Wales and negotiations with Tessa Jowell in her role as Minister for Culture Media and Sport.





East London Line Superimposed on British Railways Pre-Grouping Plan to 1923

Michael Bach recalled the 1980s campaign to stop the motorway box, notably the proposed road through west London. This has had the effect of increasing the need for this section of the Orbital Rail network dubbed the Clapham Flyer.

Michael Edwards said that most of the desirable schemes do not get implemented because of the bottlenecks to their realisation. Opportunities are likely to be missed for this reason in many of the London Plan's Opportunity areas. The achievement involves pressure being applied at the right moment, particularly for modest improvement schemes rather than the very large investment schemes. He wondered why some of the larger schemes happened in spite of their poor cost benefit ratios.

DR suggested that the initiative for the very large scale schemes often comes from engineers, who are employed for many years developing these projects, using passenger flow data produced by diverting flows from elsewhere to emphasise the case for them. They also are far more interested in point to point routes than orbital ones since these can reduce the need for flat junctions or more expensive flyovers and are easier to timetable and run since they offer crews clearer changeovers rest periods. They also prefer uninterrupted rapid point to point journeys such as London-Paris with little encouragement for development potential at intermediate points such as Ashford.

Sir Peter Hall added that in the case of Crossrail it “doesn’t go anywhere” but is justified as relieving Central Line congestion. Tunnels will be used at between 2/3ds and 3/4 capacity. The etwo ends do not offer development potential. Crossrail is split with half the trains going to Canarat Wharf and half destined for Abbey Wood (not Ebbsfleet) and not to T5. It is also understood that Crossrail leads to the closure of the Heathrow Express.

Martin Simmons added that in order to pay for Crossrail all London Boroughs have to contribute to it through CIL – whether they benefit from it or not. Inner West London stands to benefit more than Inner East. Opportunities were missed for a truly polycentric pattern of London at the start of the London Plan process. Outer London centres have proved largely disappointing. Even John Rowse in Croydon was unable to choose who should develop it and now more commercial sites are being developed residentially.

Tim Wachter confirmed that office uses have been shrinking towards the centre and the pressure for these is much less.

Peter Eversden was concerned that at the recent London Plan EIP insufficient regard was given to alternatives to those promoted by GLA. The Inspector said that GLA doesn’t accept them then I cannot either. He added that it is difficult to get a dialogue with Transport for London to relate their work to development issues.

The Chairman thanked Sir Peter for his presentation and the lively discussion and wished members a happy Christmas.

It was agreed to postpone discussion of Recent Planning Consultations Update: UCO proposals, PD Change, No Stone Unturned in Pursuit of Growth (Michael Heseltine Review), Technical review of planning appeal procedures, etc. since there was insufficient time.

#### **Minutes of Meeting held at London RIBA at 77 Portland Place on Monday 10th September 2012 and matters arising.**

Agreed.

#### **Treasurer’s report.**

Awaited.

#### **Next Meeting.**

**4<sup>th</sup> March 2013 at GLA Committee Room 4, 2.30pm.** Agenda to be advised.

#### **AOB**

The Chairman said there were 4 sponsors for the Yearbook which is now viable.

Planning in London was again in the final of Magazine of the Year, although it was not the prizewinner this year.

ME drew attention to the GLA Planning Committee hearings on Suburban London being chaired by Nicky Gavron of which there are 3/year. Their specific interest is in the outer London centres.