

MAYOR OF LONDON



A City for all Londoners



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enquiries 020 7983 4100

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Mayor's foreword

My story is the best of London. I was born and raised in Tooting, South London, the fifth of eight children. My parents were immigrants from Pakistan who, in search of a better life, decided to leave their home in the 1960s and move to the UK. Together, we lived in a cramped three-bedroom council flat, while my father worked as a bus driver and my mother stitched clothes to earn our family some extra money. Life wasn't always easy for us but we knew we were blessed to live in a city that was so full of opportunities. Without those opportunities, I would never have been able to become Mayor of this great city.

My parents' story is repeated time and again - whether it's people coming to London to seek out work and a new beginning for their families, or young Londoners already here who are intent on pursuing their dreams and realising their ambitions. London attracts and integrates people from all over the world. It is a magnet for talent and a melting pot of different faiths, ethnicities and nationalities. Its extraordinary diversity, entrepreneurial spirit and cosmopolitan culture sets it apart and means our capital is viewed across the globe as a beacon of progress, tolerance and acceptance.

But London's success has also created huge challenges. My biggest fear is that the same opportunities I had are today being denied to too many Londoners. Our city is too unequal and population growth has put a severe strain on the services Londoners rely on, like transport and housing. For all that London is an incredible and growing city, too many are at risk of being excluded from its economic life. As a Mayor for all Londoners, I have a plan to ensure that everyone, regardless of their background or circumstances, is able to share in and make the most of London's prosperity, culture and economic development. Because I want to build a London where no community feels left behind and where everyone has the opportunities they need to fulfil their potential.

This publication is a statement of my ambition as Mayor. It should be read as a whole rather than in sections of their own. It is my vision for a better city for all Londoners, on which I look forward to consulting and putting into action.

Executive Summary



CONTEXT

My role as Mayor is to lead the strategic response to big changes our city faces: the pressure that a fast-growing population exerts on the city, the increasing diversity of Londoners, rising inequality, the uncertainty caused by the EU referendum result, and the effects of climate change. Over the coming years I will publish detailed strategies for consultation across a wide range of policy areas. This document, meanwhile, sets the tone for those strategies and the direction of travel for my Mayoralty.

PART 1: ACCOMMODATING GROWTH

London's population and its economy are growing. As more people live and work here, pressure on land is likely to increase. Through the London Plan and my transport strategy, I want to accommodate as much of this growth as possible within London. My aim is to protect land used for employment across the city, and in particular in the centre. I want to intensify housing development around stations and well-connected town centres so that more people can live in convenient locations - and I will place more of an emphasis on more mixed-use development. As London develops, it is vital it remains a great place to live and work. I will do all I can to ensure that people can access decent and affordable housing, jobs, culture and social infrastructure across the city, that methods of transport keep pace with the number of people needing to travel, and that the environment is protected and enhanced - in a bold and positive response to unprecedented growth pressures.

PART 2: HOUSING

Nowhere is the pressure on London felt more acutely than in housing. In recent decades, new housing has failed to keep pace with demand, many Londoners cannot afford a decent home to rent or buy, and there are wider problems linked to homelessness and rough sleeping. Putting things right is a huge challenge - a marathon not a sprint - which can only be achieved in partnership with local authorities and developers, led by my new Homes for Londoners team at City Hall. To meet the challenge, I plan to get more housing built on Transport for London (TfL) and other public-sector land, to help the development industry to do more - and, importantly, to offer a variety of affordable housing types - low-cost rented, the London Living Rent and shared ownership - working towards a target of 50 per cent of new homes in the capital being affordable.

PART 3: ECONOMY

I am determined that London remains the world's top global business city - in spite of the uncertainty linked to the UK's relationship with the EU. I aim to preserve and enhance its global competitiveness on all fronts - delivering world-class transport infrastructure, arguing for an immigration system that prioritises access to talent, and protecting our environment and our world-class culture so that people and businesses from around the world continue to choose London. At the same time, I aim to do all I can to increase opportunities for all Londoners - from different backgrounds and of all ages - to ensure that everyone benefits from the capital's economic



success. I will also promote economic activity across London, day and night, and take account of the particular needs of small businesses operating in the capital.

PART 4: ENVIRONMENT, TRANSPORT AND PUBLIC SPACE

As the city develops to accommodate more people, jobs and activity, and as the threats from climate change become more tangible, it is vital both for the health and wellbeing of our citizens and for our business competitiveness to protect and enhance the environment - including the Green Belt. I want air quality to be back down to safe levels as soon as possible, and by 2050 I want London to be zero carbon – which we can achieve in part by introducing measures for cleaner, more efficient energy production and use. In addition, for the city to be green, healthy and more attractive, I will look to reduce traffic and encourage cycling and walking on 'Healthy Streets'. And I will do everything in my power to protect the city's heritage and culture and promote good design in public spaces to improve everyone's quality of life.

PART 5: A CITY FOR ALL LONDONERS

For the city to be successful, Londoners in all their diversity must live well together. Social integration is a broad but vital concept – it means addressing inequalities, tackling disadvantage and discrimination and promoting full participation in the life of our city. It means considering how people from BAME, disabled, or LGBT+ communities, as well as women and young people from low-income families, are disproportionately affected by all issues in London – and making sure that in every area of policy, they are given the resources they need to make London a more equal city. Social integration relies on an affordable, accessible transport system, measures to improve health and reduce health inequality, and ensuring that the city's amazing culture continues to thrive and unite us. Crime and public safety are obviously central to a strong, cohesive London – so I will redefine the priorities of the Met Police to bring policing closer to communities; to protect young people, particularly from the dangers of knife crime; to confront violence against women and girls; to combat hate crime, extremism and terrorism; and to improve the criminal justice system so that it really works for all Londoners.

Introduction



London is an amazing city and I was so proud to be elected as its Mayor in May 2016. In my manifesto for all Londoners I set out my plans to improve housing and transport, to increase opportunity, affordability and fairness, to celebrate London's culture, to make the capital greener, healthier and safer, and to help London's businesses grow and succeed

Since my election, I have already made big changes that Londoners feel in their day-to-day lives. In my first weeks I launched a raft of bold policies for consultation to address London's dangerous air quality, and I froze all TfL fares for four years. In July, following the EU referendum, I told that world that #LondonIsOpen, in August I opened the night tube, and in September I introduced the Hopper bus ticket.



As Mayor I will also lead the city's strategic response to the deeper trends that are shaping London's long-term future. Our city's population is already larger than it has ever been: it is projected to grow by 70,000 per year to reach 10.5 million by 2041. This growth is a sign of our success, but it will also put pressure on land, housing, transport and the environment, and it could cause costs to rise in an already expensive city.

The effects of climate change are becoming more apparent – and the imperative to tackle it more acute. We live in an increasingly diverse society – more children, more elderly people, millions of people born overseas, a large LGBT+ community and a rich mix of faiths and ethnicities, speaking over 200 languages. Some of the very richest and poorest people in the country live in London - and life expectancy differs by up to 15 years between some boroughs.

Our economy is strong and it is global – businesses in London trade with the world, enable people to fulfil their potential at work and generate large tax revenues that support the whole of the UK. However, the uncertainty following the EU referendum result has exacerbated existing threats to London's competitiveness from other cities around the world. And for some Londoners, the economic prosperity and wealth on their doorsteps seems more remote and inaccessible than ever before – as does an affordable and decent place to call home.

As London is swept forward by global tides, it is my role as Mayor to steer it in the right direction through a period of real change. I want to lead a city that responds positively to growth, that celebrates its diversity and is united by our unique culture, and where people from all walks of life are safe, healthy and live well together. We need a city that is open to the world for

business, that creates opportunities for Londoners, which is low carbon and climate resilient, and where all Londoners get a standard of living that befits the world's greatest city.

This document is my statement of intent for London. I welcome feedback on it. It sets out a direction of travel that I will expand upon in detailed strategies over the coming months and years - on land use and growth (the London Plan), transport, housing, economic development, the environment, policing and crime, culture and health inequalities. These strategies will tackle common challenges from different perspectives, they will fully complement one another and they will be put to formal consultation with the public and stakeholders¹. In order to implement them, I will work constructively with the London boroughs, local authorities in the Wider South East, central government, business, civil society and any other organisation that wants to join me in the interests of Londoners.

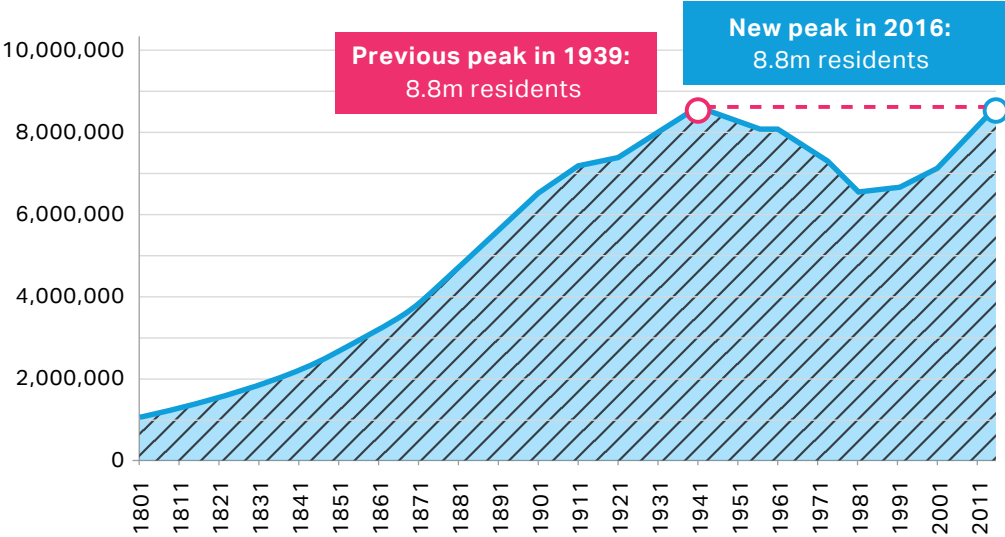
This year the GLA marked its 16th anniversary. It is unthinkable now that, before the turn of the millennium, London had no elected city-wide representation. It is my strong view now that London needs more powers if it is to continue to prosper. I will be calling on Government fully to equip us to realise this, my vision for a better London.

PART 1

Accommodating growth

It is my role, through the London Plan, to decide where development can and should take place. In this chapter I explain the scale of the growth pressures London faces and the competing needs for land in London. I also talk about my pro-development approach and about the locations in which I want to concentrate development - and I consider the tangible effects of planning on the way Londoners experience the city, as part of my vision for 'good growth'.

Figure 1. Total population of Greater London, 1801 - 2016*



* Source: Ons Census, GLA trend-based population projections (short-term migration scenario)

Map 1. Unlocking Growth



COMPETING AND INTERRELATED LAND USE

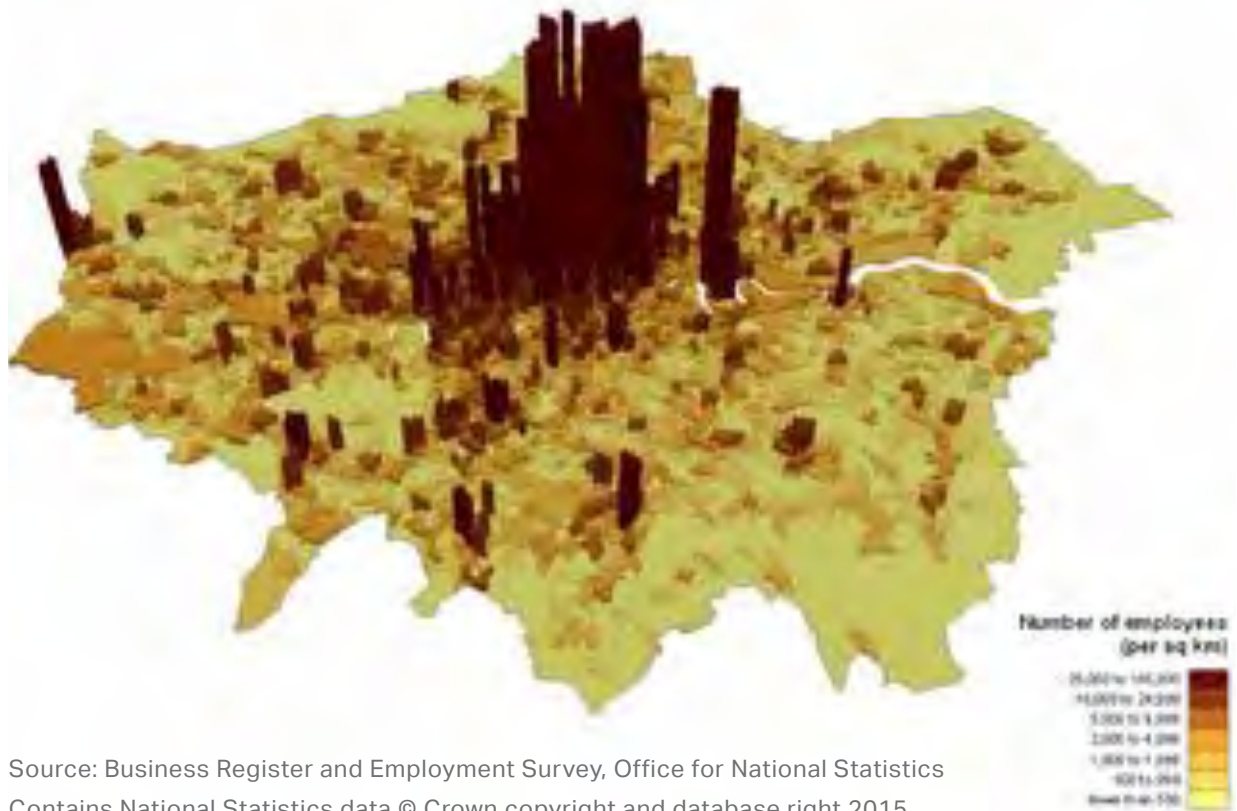
At 8.8 million residents, London's population is now larger than it has ever been. It is set to reach 10.5 million by 2041, with an average increase of almost 44,000 households each year. Growth has consequences as well as opportunities. The effects of the housing crisis are felt by almost all Londoners and it is an urgent priority to address it. To meet the demands of the growing population, experts say we will need to identify land in the capital to build at least 50,000 homes every year between now and 2041. And effective and sustainable land use is complex in a city of the size, scale and diversity of London. As well as housing, it is also crucial to sustain and promote economic growth by making the right decisions about places of work. Land is in high demand for many other competing priorities, such as green space and infrastructure of all kinds. And we must be sure that the decisions we take do not undermine the environment or inhibit efforts to tackle climate change.

GROWTH LOCATIONS

In the context of competing needs for space, and in the spirit of distributing the benefits and challenges associated with development across the city, I have considered a number of growth locations and options for the capital. In this chapter, I explain where I want to encourage more development, and the changes that Londoners can expect to see while I am Mayor.

In the first instance, I want to protect the Green Belt and other designated green spaces. That means taking bold measures to meet as much of the city's growth demands within London as possible. There is a need to intensify development across the city - and significantly in well-connected locations in the city that are well served by existing or planned transport capacity. I will use a number of methods, including well-designed higher-density development. TfL is, of course, one of my main areas of direct control, and I will fully join up my plans for transport with those for housing and other kinds of land use to make the best possible use of space and get the right things built.

Map 2. Number of employees per square kilometre in 2014 in London



Source: Business Register and Employment Survey, Office for National Statistics
Contains National Statistics data © Crown copyright and database right 2015
Contains Ordnance Survey data © Crown copyright and database right 2015

Employment land in central London

I came to office having promised to be the most pro-business Mayor yet - and under the uncertain circumstances that have arisen after the EU referendum, it is more vital than ever to promote economic growth in London. The City of London, Canary Wharf, the West End and other parts of the Central Activities Zone are centres of trade, investment, innovation and entrepreneurialism on a global scale – and they will remain the primary places of work for many people. I talk about the importance of maintaining a strong global economy in more detail in Part 3 but, from a land-use perspective, I will protect and sustain the important, job-creating role of these areas of strategic national and international importance, by resisting moves to convert offices to housing unless this can be justified. I will also aim to improve transport within central London to ensure a world-class experience both for Londoners and for overseas visitors, either workers or tourists. My ambition is to make roads and streets more reliable and better for pedestrians and cyclists, while also maintaining access for low-emission buses and freight to service the needs of the economy. And, as I explain below, I want to make sure that transport links to and from residential areas that commuters rely on work well.

Employment land across the city

Through the London Plan, I want to foster a fairer, more accessible city by encouraging development in non-central locations with good public transport. Across the city, I will make provision for industrial and retail activity, and I will promote viable strategic locations for office space, including in Outer London.

A core principle of my transport strategy is that new investments should act as catalysts for regeneration and introduce new opportunities for communities beyond central London. During my Mayoralty, I want to encourage a more compact and connected city with more cycling, walking and public transport to reduce our dependency on cars. I will also make targeted interventions in different parts of the city to improve local economies.

The absence of river crossings in the east is a constraint on many people's working lives and I recognise the importance of building more, beginning with the Silvertown Tunnel which is planned to open in the early 2020s. I will also progress plans for a new bridge for pedestrians and cyclists between Rotherhithe and Canary Wharf, and I am prioritising the case for a new DLR crossing between Gallions Reach and Thamesmead as another option to cross the river by public transport in East London. Furthermore, I am developing new transport services in less-connected places, including extending the London Overground to Barking Riverside and potentially across the river to Abbey



Wood, and I am exploring the potential to expand the Tramlink network from Wimbledon to Sutton, the Bakerloo Line southern extension to Lewisham and beyond, and working with partners to get the funding in place for Crossrail 2. Finally, and importantly for many people working in Outer London, I will work to improve bus routes to connect people better to town centres, where many of their jobs are.

Housing and mixed-use land

While recognising the need to promote economic growth, I know that the economy is changing and that we must use land intelligently – particularly in the context of a housing crisis that threatens the competitiveness of the city. In some areas, industrial land may be surplus to current needs and could be better used for housing. It may be possible to relocate industry to other areas of the city without disrupting the economy or eroding the critical base of industrial land. And it may be feasible for housing and industrial activity to co-exist in certain locations. We need to be creative in how we think about space and promote mixed-use activity.

I want to see more development in town centres, which are hubs for retail and community activity - particularly those that would benefit from regeneration and where resources are available. Many town centres across the city have good links into central London, where many people work. As retail methods evolve and housing need increases, it makes sense to focus further development in these areas – particularly as they are popular places to live – and, in some cases, development could help high streets adapt. Intensifying development around well-connected transport nodes will form an important part of my vision for the city, and I will explore the potential of areas around a number of stations as locations for significant and much higher-density housing development.

With growth of this scale, it is important that current residents feel comfortable with local changes and that new developments are desirable places to be. I will therefore develop the city according to the principles of 'good growth', with a target of 50 per cent of new housing built across the city being affordable. We will move towards this target using investment, public land, and a new approach to viability that sets out more

clearly the contribution that developments should make. We will build desirable places to live where environmental and social infrastructure, enterprise and leisure space are integrated into new zero-emission, resilient developments ('housing-led, mixed-use development'), and where more trains and low-emission buses run in areas where more people are living. To this end, I am calling for the devolution of suburban rail services to my control, beginning with the Southeastern franchise in 2018, in an ambitious 'metroisation' plan to bring poor train services up to the standards of the London Overground.

Other global cities show that it is possible to increase the density of our suburbs without sacrificing the 'feel' of these areas. So as well as developing stations in town centres in Outer London, I want to see more smaller-scale housing development in appropriate suburban locations, which will also create opportunities for small local construction firms to build homes. I return to the important matter of small house builders in Part 2, while in Part 4, I explain how I hope to ensure that urbanisation has a positive and sustainable effect on the environment.

Map 3. Intensifying development in London



Housing and infrastructure investment

Looking further ahead, I will plan housing developments in areas where new transport links are going to open in the future – 10,800 homes at Barking Riverside thanks to the Overground extension, 25,000 homes in South East London because of the Bakerloo Line extension and, if my ambitions for Crossrail 2 are fulfilled, I will work with partners to bring forward very significant amounts of housing along a spine from the north east to the south west of the city. In the next chapter, I explain how I want to make sure that Londoners gain from public-sector investments made in London, getting more housing built by linking it to transport projects.

I will continue to accelerate development of different kinds in over 40 Opportunity Areas and in many more Intensification Areas² - and I will identify new areas in the city to accommodate more housing. My aim is to bring forward all 31 Housing Zones to full capacity, and I will use GLA Group land to build more homes.

Finally, while I want to contain most growth within London, I also want to agree joint infrastructure investment corridors (where infrastructure is planned to open up housing and other development) that stretch out beyond London's borders.

This will require close collaboration with neighbouring authorities in the Wider South East.

GOOD GROWTH

Accommodating the rising population, economic growth and other activities in London will change our experience of the city. This is why it is crucial that proper planning takes place at an early stage to address the challenges. For example, access to green space can affect people's mental and physical health. And some people have concerns about development and growth leading to pressure on local services, changes in the community and the character of an area, and potential damage to the local environment.

Mistakes have been made in the past when planning development in big cities, in cases where governments have myopically focused on one amenity without seeing the bigger picture. Examples include huge, mono-tenure housing estates that did not account for people's broader needs, and big transport schemes built without housing developments around them. It is important that history does not repeat itself – which is why 'good growth' is so important.



Access to good homes and jobs

A vitally important element of 'good growth' is including accessible and affordable housing in new developments and ensuring that all new homes are of good design and quality and meet decent space standards, so that ordinary Londoners benefit from changes to their city. It is also my strong view that a denser, more developed London increases people's access to economic opportunities - and that it should support small businesses.

Green growth

As the city grows, it must remain green and healthy – for example with clean air and easy access to green space and cleaner energy. It must also be resilient to the impacts of climate change, such as rising temperatures and more intense rainfall. I will protect and improve London's environment in a number of ways – including by planning 'green' roofs and walls into new developments to mitigate flood risk, and maintaining and enhancing the extensive green spaces that set London apart from many comparable cities. My ambition is of actively improving the environment as we build more, and of working towards a zero-carbon London by 2050.

Cultural capital

Culture is another important part of my vision for 'good growth' - it helps people enjoy the city and flourish personally - and it creates jobs for Londoners. But it can be too easily squeezed out because of wider development pressures, leading to a sterilisation of our city and a loss of the amenities which do so much to make London an amazing place to live and work. Our city's cultural infrastructure is vast – encompassing all manner of venues and institutions including theatres, cinemas, music venues, pubs, skate parks, busking pitches, fashion studios and much more. Many of these assets are of significant value to particular groups – for example the LGBT+ community – as well as artists, night owls, theatregoers and foodies. To ensure our planning framework supports culture, I will produce the world's first cultural infrastructure plan, giving an overview of all the city's cultural requirements to inform spatial and transport planning up to 2030, not just in central London but across the city. I will also look to use the London Plan to protect creative workspace, heritage and the night-time economy. And I will explore the potential for new policies in the London Plan that would mean developers would bear the costs for soundproofing new homes, relieving pressure on the existing venues in an area – the 'agent-of-change' principle. I will set out more detail about this in my Night-Time Economy Supplementary Planning Guidance that I plan to publish in the coming months.



Infrastructure for people and communities

London's culture embodies its amazing diversity – and people with different perspectives and life experiences, of different ages and backgrounds, make London what it is. London's social fabric is just as important as its physical fabric, and we must make sure that we plan for social infrastructure just as we plan for physical infrastructure. That means taking a strategic overview of the childcare facilities, community spaces, healthcare facilities and services to support the ageing population that the city needs now and will need in the future – alongside and within housing development. In particular, I want to make sure we have enough school places in London – by 2025, we will need an additional 105,000 secondary-school places and 60,000 new primary places. I also want to improve community-based healthcare facilities to support those with enduring physical and mental health issues and the needs of our aging population. As well as planning for the services that Londoners need, we also need to make sure that our city is designed to support and encourage social integration – by prioritising places and spaces where people can come together in communities. That means that we must base our planning for social infrastructure on the individual needs and priorities of communities and neighbourhoods across the city.

Changing the way we travel

By 2040, an extra six million trips will be taken per day in London – and, given the finite amount of road space we have and the high costs and long lead times of providing new infrastructure, it will not be possible to keep pace with these increases in demand unless we are prepared to change the way we travel.

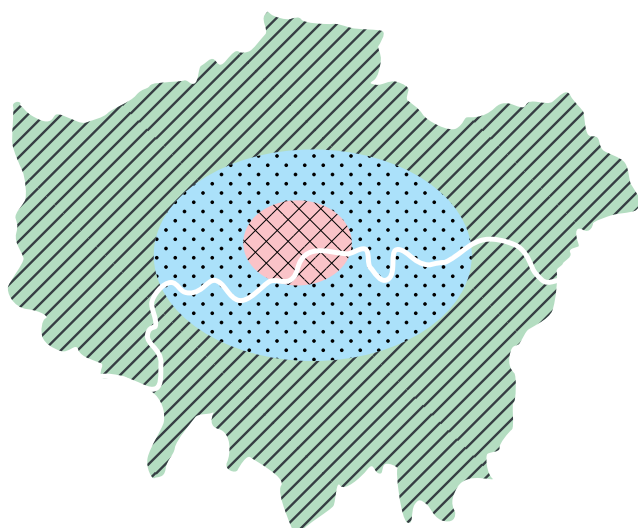
In the first instance, this will mean encouraging the use of more efficient, low-emission vehicles, and overall less car and van use. I know that many people already avoid using their vehicles where possible, but the sheer growth in the number of people living here, as well as an expected rise in van use associated with changing business needs and customer expectations, will exert increasing pressure on limited road space. To manage this demand, I will look at introducing innovative methods, including using road space for different purposes at different times of the day, shifting lorry consolidation centres closer to the River Thames or the rail network, and encouraging more business deliveries by bike. I will also encourage Londoners to take more trips on foot or by bike - as part of my plan for 'Healthy Streets'. These initiatives, designed to reduce overcrowding, will also be instrumental in improving air quality, reducing health inequality, making the roads safer, and contributing to a better quality of life in London – a demonstration of effective policy integration.

Increasing transport capacity

I have already explained how I will use transport investment to make the most sensible use of space in London. One side effect of growth – which many Londoners already feel – is overcrowding on trains. In anticipation of rising numbers of passengers, I have made plans to increase the capacity of the transport system in London. I am looking forward to the opening of the Elizabeth line in 2018, which will carry an extra 72,000 passengers per hour at peak times. I am also investing in the Underground, so that the capacity of the District, Circle, Metropolitan and Hammersmith & City lines increases by 33 per cent by the mid 2020s, with up to 36 trains per hour running on the Piccadilly, Waterloo & City, Bakerloo and Central lines by the end of that decade. As I mentioned above, I want to explore the growth potential of 'metroisation' – a better-quality Overground service in more parts of the city but particularly in South London. And looking further ahead, I am determined to secure the Bakerloo Line extension before 2030 and Crossrail 2 by 2033, which will promote house building and create jobs, as well as alleviating overcrowding.

I will also develop bus services to reduce bus crowding, and help people get to town centres, schools and hospitals, as described in Part 4.

Figure 2. 'Healthy Streets' across London



Different parts of London will have different requirements and this figure demonstrates what the 'Healthy-Streets' approach aims to achieve in central, Inner and Outer London.

CENTRAL LONDON
<p>A world-leading cultural and economic centre is highly accessible by public transport and a great place to be for both people and businesses</p> <p>'Feet-first' approach • Safe and accessible streets • Iconic places free of traffic • Fewer deliveries at busy times • Vehicles that do remain are clean • Reduced motorised traffic and congestion • Public transport reliable and not overcrowded • Onward travel by foot or bike • Affordable and efficient options for those not able to walk or cycle</p>
INNER LONDON
<p>A dense, mixed place to live and work with most travel by public transport, walking and cycling</p> <p>People-friendly places • High levels of cycling and bus use of 'mini-radial' transport systems (strategic interchange hubs) • Expanded ULEZ • Safe cycling network • Reduced car dependency • Less traffic and more efficient freight</p>
OUTER LONDON
<p>A diverse place where the majority of Londoners live and a significant proportion work, with travel within and between centres by public transport, walking and cycling</p> <p>Vibrant town centres and high streets • Short journeys on foot or bike • Better access by bike to local services and interchanges • More space for pedestrians • 'Turn up and go' bus and rail services • More efficient road network and less traffic on local roads • Reduced car use</p>

Reliable roads

Changing the way we travel and increasing public-transport capacity will make essential journeys more efficient, but we cannot eliminate traffic entirely. Freight will still need to be delivered, businesses will continue to operate and people will still expect buses to run reliably to where they want to go. My transport strategy will set out proposals to improve the reliability of existing road capacity, so that we can make the most of limited space. In some locations, hard choices will need to be made about how we use the space to achieve the right local outcome. And I will help reduce congestion by tackling disruption caused by roadworks, encouraging more quiet deliveries overnight and promoting smart systems such as traffic signal technology to help pedestrians, cyclists and bus users at congestion hotspots.

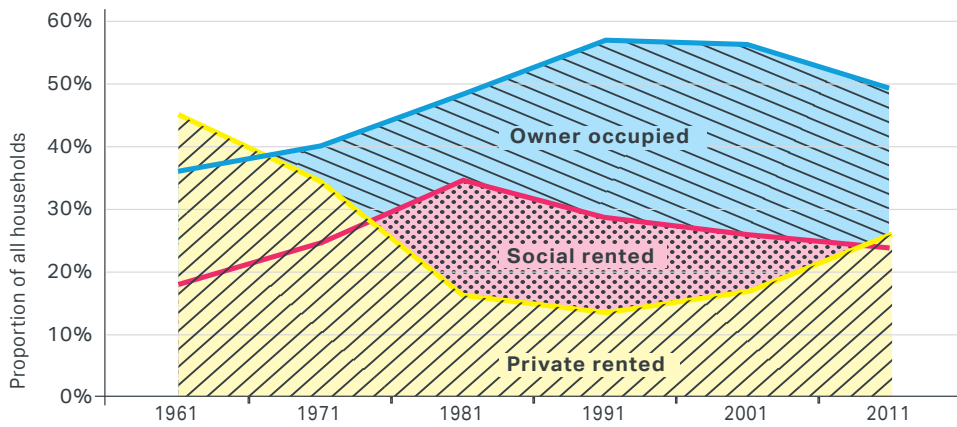
CONCLUSION

The decisions that I am taking about land use and spatial growth in London require a judicious balancing of needs and will need behaviour changes from Londoners. Yet all large and growing cities face similar challenges, and in this chapter I have tried to paint a picture of a modern city that is leading the way in responding positively to the pressures of growth and urbanisation – and implementing policies that prioritise quality of life, protect the environment and promote social integration. I expand upon the challenges of land use in the following chapters, focusing specifically on housing, the economy, the environment and quality of life for all Londoners.

PART 2 Housing

London is growing fast, and that puts real pressure on resources. One area where this is most keenly felt by Londoners is in housing. Time and again, they raise this as their biggest concern – with only eight per cent of Londoners satisfied with housing in London³. A shortage of truly affordable homes is acting as a drag on the attractiveness of our city as a place to live and work. That is why I have made housing such a priority, and in this chapter I set out how I aim to deliver more, better, genuinely affordable homes for the Londoners who need them.

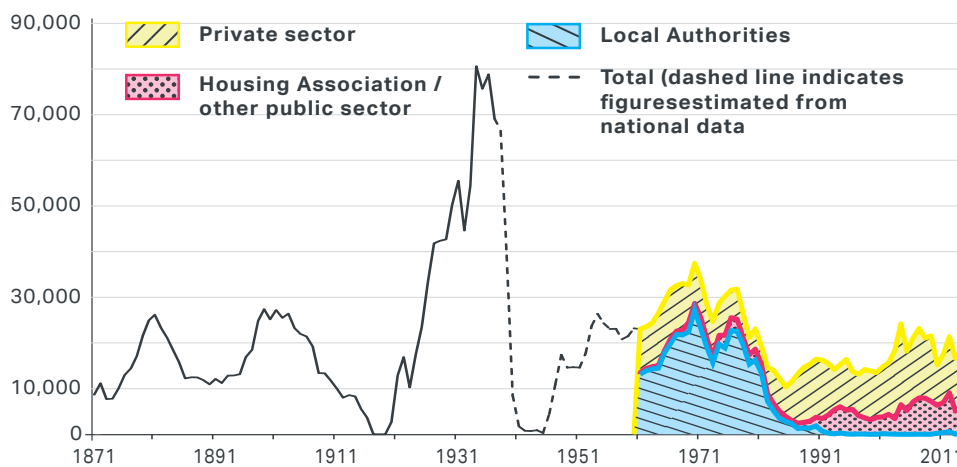
Figure 3. Change in housing tenure in London



*Compiled by GLA from ONS Census date. Households renting from housing associations were included with private renting in 1961/71, but as there were very few they do not substantially affect the trends shown.

The private rented sector is the only sector that has grown in the last twenty years

Figure 4. New homes built in Greater London, 1871 to 2014*



*Compiled by GLA from:
 1871-1937: Report of the Commissioner of the Metropolitan Police, via Quandl.com;
 1946-1960: GLA estimates based on national data from 1946 to 1960 (DCLG, Live Table 244) and London's share of the national total before World War II (from B. Mitchell, British Historical Statistics, p392) and after the war from the GLA and DCLG data below;
 1961 to 1969: Annual Abstracts of Greater London Statistics;
 1970 to 1989: Data provided to GLA by DCLG.

Housing supply in London has only been around half of the homes needed over recent decades.

THE IMPACT OF HOUSING IN LONDON

London's housing problems have a far-reaching and deep-seated impact. After accounting for housing costs, London has the highest levels of poverty in the country. This has grave consequences for people's health, for their life chances and for social integration. And London's children are directly affected - 23 per cent of them live in overcrowded conditions, which we know can affect their educational achievement.

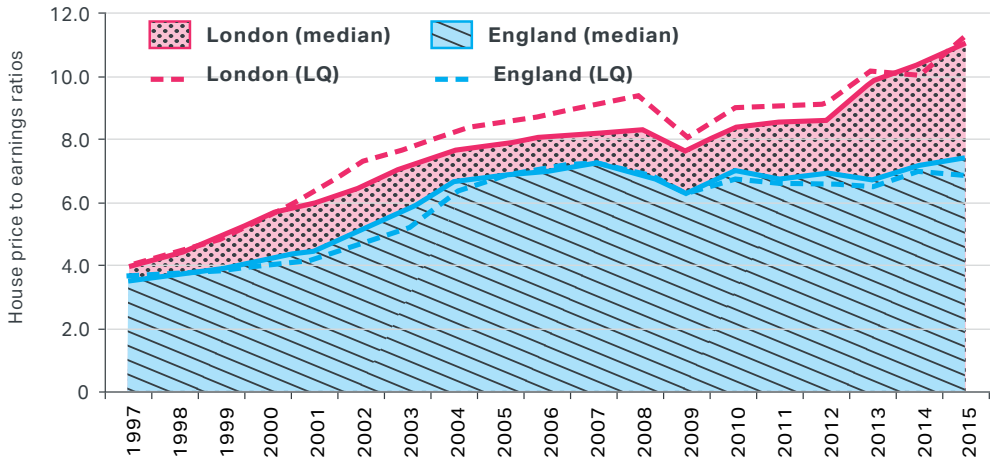
Rising numbers of people now live in the private rented sector – and many are finding it less and less affordable. Rents have risen by 20 per cent in the last five years, while average incomes have only risen by two per cent. As well as pushing some people into poverty, these costs also hold back middle-income earners who want to buy a home of their own. First-time buyers in London have a median average income of over £55,000 per year and put down a median average deposit of £70,000. This means that many of those who can afford to buy rely on parental support or inheritance, which can entrench wealth inequality across generations and limits opportunity.

Furthermore, the housing crisis affects the city's attractiveness to businesses. I know from meeting business leaders that they are worried the cost of housing is affecting all of their staff, from cleaners and porters through to well-paid managers.

A COMPLICATED CHALLENGE

The stakes are very high, but it is clear that building enough new homes and catering to the needs of all Londoners, including the most vulnerable, is extremely challenging. Lots of people want to live here and land can be expensive because it is in high demand for competing uses. Some land, despite being available in principle, is difficult and expensive to build on - for example former industrial sites often need to be cleaned up or rid of contamination before development can begin. Investment in housing for sale is sensitive to economic downturns and uncertainty. And homebuilders sometimes struggle to make the most of the opportunities that do exist because capacity is stretched - for example if they cannot find the right skilled workers. Some 270,000 homes in London have been granted planning permission but have not yet been built - last year alone nearly 70,000 new homes were approved – and only around half the homes that Londoners need have actually been delivered in recent years. This makes market-rate housing less and less affordable for many Londoners.

Figure 5. Median and lower quartile house price to earnings ratios, 1997 - 2015



The scale of the challenges facing London means that a bold, ambitious approach is needed – and one that is tailored to London’s unique housing market. As Mayor I want to do a lot – working towards a strategic, London-wide target for 50 per cent of new homes built in London to be affordable⁴. I will use this chapter to untangle a lot of difficult issues and explain how I plan to make a difference – using planning powers, investment and building on public land.

ROUGH SLEEPING

Some of the most vulnerable people in London are the city’s rough sleepers – and their numbers have more than doubled in the last eight years⁵. There are many different reasons for this rise, often associated with complex social problems and changes to welfare, rather than simply the failure of housing supply to keep up with demand. Whatever its causes, rough sleeping is an intolerable scar on a city as great as London.

To address the problem, I am launching a new No Nights Sleeping Rough Taskforce, in partnership with boroughs, charities and other key players – aiming to help people who are sleeping rough and, crucially, to prevent people ending up on the street in the first place. I will maintain City Hall investment in services and make the case to Government for additional funding for London’s rough sleepers to get the support they need.

HOMELESSNESS

Homelessness affects far more people than only those who are sleeping rough. Homeless people include those who have somewhere to sleep tonight – perhaps in temporary accommodation or sleeping on a friend’s sofa - but not in the longer term. These may be people who are threatened with imminent eviction, people who have seen their tenancy ended and have nowhere else to live, or people who need to leave their accommodation immediately, for example because of domestic violence. Since 2010, the number of statutorily homeless households has been rising, and a particularly high proportion of homeless people are from BAME backgrounds.

Local authorities are responsible for finding homes for these people, but their task is extremely challenging under the current circumstances - homes of all kinds are scarce, housing costs are rising, welfare reforms are making it harder to sustain tenancies and local-government budgets are limited. I do not have direct powers in this area, but I want to take a leadership role, and I have already begun working with the London boroughs to identify ways in which a pan-London approach might be more effective – for example by coordinating rates for temporary accommodation, which could result in better deals and more places for homeless people to live.



AFFORDABLE HOUSING

The rising number of statutorily homeless people is in part a symptom of a deeper trend in London – that housing is unaffordable for many. Last year only 13 per cent of the homes given planning permission were 'affordable', using the definition given by the current London Plan. Clearly we need a substantial increase in the overall number of homes in London, and affordable homes in particular – which I intend to do, both through my pro-development London Plan policies and through the measures I set out below. To deliver them I will work closely with boroughs, housing associations and the development industry, which I have brought together across London in my new Homes for Londoners Board – working towards my target for 50 per cent of new homes built across the city to be affordable.

Increasing supply and providing the homes that Londoners need means building new homes both for sale and for rent, including a range of different sorts of affordable housing. For people on low incomes, we need more low-cost rented homes. We also need more renting options to help middle earners, which is why I have established the London Living Rent. This will be set at no more than one third of the local average household income and will help middle earners to save for a deposit. Finally, for those Londoners who are ready to take their first step into home ownership but would struggle to buy on the open market, I will deliver more shared-ownership properties, where people part

buy and part rent a property until they are able to purchase the whole property outright.

Delivering affordable products relies on a combination of funding sources - developer contributions, investments made by housing associations and Government, and the use of public land. These measures will help me to meet the target for affordable housing that I set in the new London Plan.

BUILDING MORE AND INCREASING HOUSING SUPPLY

In order to see more homes built overall in London and to accelerate delivery, I will use my strengthened Homes for Londoners team at City Hall to work with councils, housing associations, developers, homebuilders, investors and others involved in building the homes we need. I explained in the previous chapter how I will concentrate housing development at higher densities around transport infrastructure to make the best use of space and connections. And the large investments I am pushing for in transport infrastructure will help to deliver more homes – Crossrail 2 and the Bakerloo Line and Crossrail extensions, for example, could lead to the development of hundreds of thousands of new homes.

I also want to intensify housing development on TfL land, which could accommodate thousands of new homes on the first batch of 75 sites across the city - and I will make sure that appropriate landholdings of the Metropolitan Police

“Building enough housing is an important part of economic development – and, as I have demonstrated here, economic development will also help us to build more homes. ”

are developed for housing. I am reviewing plans for the two Mayoral Development Corporations (areas of the city where I, as Mayor, have more direct control of local planning) to make sure they deliver as many new and affordable homes as possible. And I want to influence other public-sector bodies, for example central-government departments and Network Rail, to follow my example and help develop housing wherever possible. Indeed, the NHS is one of the largest owners of land and buildings in London, and I have begun to work closely with the NHS on plans to unlock their surplus sites for housing and to enable the release of capital for reinvestment in their services. This is doubly important given how many NHS workers are really feeling the pressure from a shortage of affordable places to live within commuting distance of their workplace.

It will also be important to support a range of developers to build the homes we need. The industry is currently dominated by a small number of large developers – their contribution is vital and must be supported. But I also want to support smaller housebuilders and new development models such as build-to-rent, for example by using City Hall’s procurement power and introducing planning policies that promote smaller sites, particularly in suburban areas. Finding workers with the right skills is also cited as a problem by some developers. As I explain in Part 3, my major objectives for economic development in London are to keep the city open to talent from around the world,

and to ensure that Londoners are equipped to compete for opportunities. This will help construction companies to find the employees they need, and I will be able to help with any other skills shortages when the adult skills budget is devolved to my control.

PRIVATE RENTED SECTOR

An increasing number of Londoners – nearly two million – now live in the private rented sector. As it serves an important purpose, I am focusing on ways of attracting finance into new high-quality ‘build-to-rent’ development. I will review how planning policies can recognise the distinct economics of build-to-rent, as well as seeking to support it through City Hall investment and helping to develop innovative construction methods.

People living in the private rented sector come from all different backgrounds - the very lowest earners through to the most affluent, including an increasing number of families. I know that the sector does not always work well for all Londoners, so although I have no formal powers to regulate it, I want to play a leadership role in improving it. One way I can do that is by supporting local authorities in London to introduce licensing schemes where they are needed – which could help crack down on criminal landlords as well as recognising the good service that the majority of landlords provide.

HOUSING IN A GLOBAL CITY

A recurring theme throughout this document is how we can deal positively with the rapid growth of the population and of the economy. Globalisation has been good for London – and I welcome talent and productive investment in London from around the world. Clearly though, some feel they have been left out of London’s success.

The tension between being open to the world, and also making sure the city works for all Londoners, is also apparent in the number of new homes that are sold overseas and then left empty. We welcome people from all countries, but as more and more Londoners struggle to buy their first home, they cannot help but be concerned by this phenomenon, particularly the lack of transparency in foreign ownership of some high-end properties. So, as Mayor, I will work with the industry to develop a more thorough understanding of the issues and to come up with appropriate policy responses.

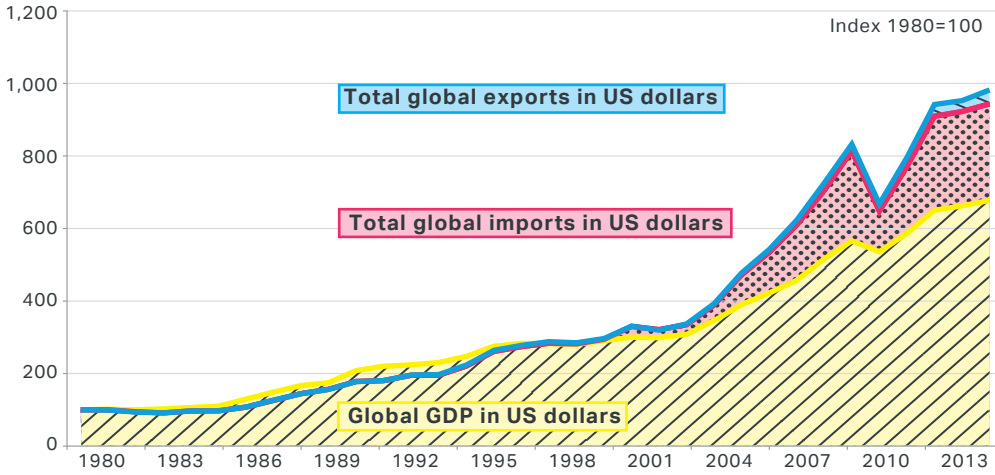
CONCLUSION

Building more of the right kinds of housing is a huge challenge for London. We will not fix the housing crisis overnight but I have set out in this chapter what I will do to make a difference. Building enough housing is an important part of economic development – and, as I have demonstrated here, economic development will also help us to build more homes.

PART 3 Economy

London has emerged as the world's pre-eminent post-industrial service-based economy and there are now a record 5.7 million jobs in the city. London's economy reflects the character of our city – global, open, innovative and dynamic. I intend to promote the city's economy by being the most pro-business Mayor ever – and I am determined to ensure that all Londoners have an opportunity to benefit equally from its success. In this chapter I set out how I will achieve these objectives, using direct powers over land use and transport – as well as working with the Government, businesses and others in London's economic interests.

Figure 6. Changes in global trade and GDP over time*



This shows the growth in global GDP since 1980 and demonstrates that since the mid 1990s, global trade (both imports and exports) has increased at a faster rate.

GLOBAL CITY

London is a great place to do business. It has long specialised in services and has historically had a manufacturing base. In more recent years we have seen high growth in diverse sectors including tech, creative, media and life sciences – and there is great potential for the future growth of the low-carbon economy. London is attractive to companies from around the world for a number of reasons – the close proximity of businesses across all sectors in the centre, the most highly skilled and ambitious people in the world choosing to live and work here, our unique and invigorating culture, as well as ‘innate’ features such as language, legal system and time zone. The capital has made the most of globalisation, and the businesses based here trade extensively with the world – exports totalled almost £120 billion in 2014.

Given how much London has benefitted from being open to the world, the result of the EU referendum was not what I and many London businesses had hoped for. But one of the unique characteristics of London’s economy is its ability to adapt - and London’s story of resilience, entrepreneurialism and success is going to continue. Still, the change in our relationship with the EU means we have to maximise our advantage as a global city in different ways – to ensure that large multi-national businesses continue to base themselves here, and that entrepreneurs can successfully start and scale up new businesses in the capital.

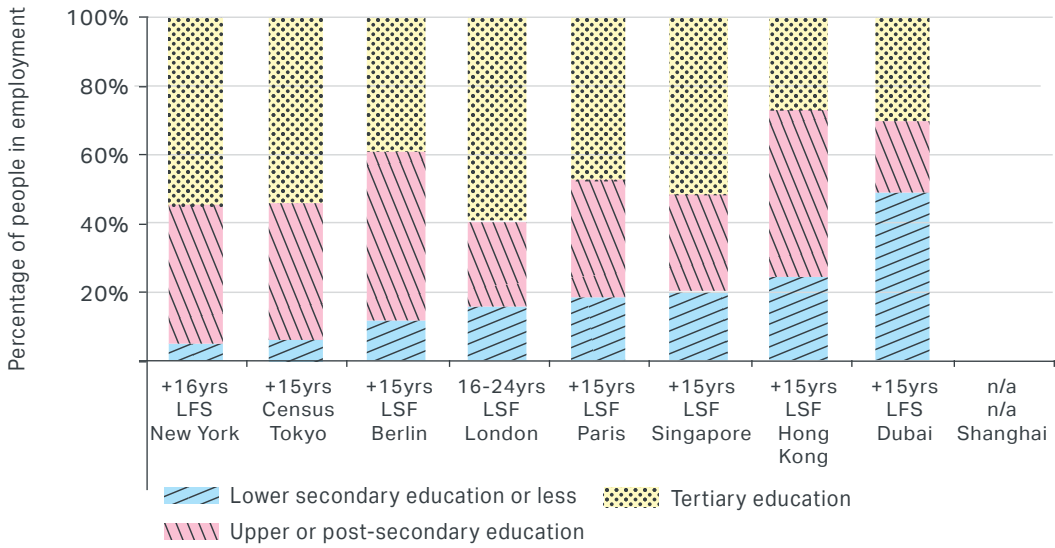
Planning for business

In the first instance, through my direct powers over planning and transport, I will look to protect and enhance London’s global economic attributes and competitiveness. That means retaining London as a international business centre, planning transport around the Central Activity Zone to ensure people can travel to work comfortably and quickly, and increasing the supply of affordable housing in the city for a growing and increasingly skilled workforce.

Infrastructure

But in the spirit of relentless ambition that drives business in London, there is more to be done. The EU referendum result means more competition with ultra-modern business hubs such as Singapore and Hong Kong – and this new reality has inspired me to think big about infrastructure. In order to upgrade and extend London’s infrastructure, I will work with infrastructure providers, large and small, to try to develop a common strategic investment programme for the capital covering transport (both Network Rail and TfL), water, energy, waste, green infrastructure and digital. We must also look beyond London’s boundaries, so I am working with leaders from across the rest of the South East. I will ensure that our investment plans are low carbon and resilient to the impacts of climate change, and that they can adapt to technological change, including distributed energy production and storage, the opportunities presented by driverless vehicles and the ability to recycle and reuse more materials.

Figure 7. Percentage of employed people by highest qualification achieved in selected global cities, 2014



This shows that around 60 per cent of London's employed workforce is highly qualified (ie holds tertiary qualifications), which is higher than many other global cities.

But first among the many projects critical to London's future growth will be Crossrail 2, which I am determined to keep on track for delivery by 2033. Not only will this improve the passenger experience and make the city more attractive to business, it could also directly support thousands of jobs (60,000 across the UK while it is being built and 200,000 new jobs when operational). The Bakerloo Line Extension is another priority, and I will strive to ensure that the Government's High Speed Two (HS2) is properly integrated with London's transport system, so that it truly benefits London and the rest of the UK. In line with calls from businesses, I want to see the aviation question resolved once and for all. I believe the answer is additional runway capacity at Gatwick, which can be built quicker, cheaper and without the years of legal and political battles that Heathrow clearly faces. And I will do all I can to improve digital connectivity in London, establishing it firmly as a key utility central to planning and new development, and working with stakeholders to address areas where specific improvements are needed. I will also explore how we can deliver more infrastructure, more intelligently, for example by ensuring that mechanisms are in place to ensure that London as a whole benefits from the future uplift in land prices following development and by calling for the devolution of fiscal powers. I am also planning to appoint London's first Chief Digital Officer to oversee growth in this sector, as well as leading on digital inclusion across the city.

Talent

Ultimately, it is people who make business happen – and in a knowledge economy, talent is the key resource. As with so many other elements of London's appeal, it is our openness to people and ideas from around the world that has driven our success. In the years ahead, businesses in London will need to draw on all possible sources of talent to steer them through this period of change. I do not set immigration rules at City Hall, but I will call on the Government to create an immigration system that keeps London open and enables London's economy to thrive and grow, which will benefit not just London but the whole of the UK.

As well as drawing talented people from around the world, we also need to make sure we develop our home-grown skills to the utmost, and to build upon London's educational success. With the powers and funding that I hope will finally be devolved to London, I will work to improve the skills system here, ensuring provision more closely matches the needs of businesses in our growth sectors, so that all Londoners can contribute fully and benefit from the opportunities that our world-class economy generates. And I will assist the settlement of new migrants to London to ensure that everyone can play an active and dynamic role in London's growth – for example by working with partners to increase the accessibility of English for Speakers of Other Languages (ESOL) courses.



Keeping London competitive also means keeping London attractive. People want to live in a green and healthy city which is affordable and welcoming, and in communities that are diverse and inclusive. In our unique arts, culture and creative sector we have a major competitive asset. Many senior business people I have met say how fantastic London is for business - and also talk about our theatres, galleries, museums, nightlife and shopping.

In addition, our quality of life in London will increasingly be defined by the environment and the way that we as a city - and the businesses that operate here - respond to climate change. The Paris agreement of 2015 was a turning point in the world's approach to climate change and emphasised the importance of the low-carbon economy - to which London businesses will have to adapt in the coming years and decades.

Viewed in this way, all my initiatives on the environment, culture and quality of life also improve business competitiveness.

Working with the world

Regardless of our position in the EU, competition from other parts of the world including Asia has increased greatly over recent decades, which ups the ante when it comes to international promotion. I am thinking creatively about how we can proclaim London's top business credentials around the world. And I will ensure that London's official promotional agency, London & Partners, has the strategy

and tools it needs to bring even more international investment into the city – including large global sports and cultural events which, in a virtuous circle, will add to our appeal in the longer term.

Other cities, both in the UK and around the world, are not just our competitors – they are our customers, our suppliers and our partners. We form part of a trading network, we are embedded in global supply chains and we co-operate and exchange ideas as much as we compete. I want to work with other cities for mutual gains – creating more opportunities for businesses to expand into London, and from here into our partner cities – which will demonstrate that London is, to its very core, open and international. Two great examples of international collaboration through civic networks are the World Cities Culture Forum, which will continue to play an integral role in supporting London's position as a creative capital while the nation navigates its way out of the EU – and C40, which will lead the charge on tackling climate change and supporting a low-carbon economy.

OPPORTUNITY AND ECONOMIC FAIRNESS

While we have a good track record of letting the world know why they should do business in London, not all Londoners get the opportunity to contribute to and participate in its success – which exposes some of the tensions relating to globalisation that I mentioned in Part 2. Income distribution in the capital is the

most unequal in the whole country – with some of the very richest and very poorest people living here. Social mobility is too low. And the unemployment rate remains stubbornly higher for some groups, particularly people from some ethnic minority backgrounds, disabled people and young people⁶. This hinders social integration and harms individuals and communities.

In a leading city like London, it is unacceptable to let human talent go to waste. There are different reasons for inequality of opportunity – some of them deep rooted and complex, and some of them beyond the sphere of my influence. But I am determined to have an impact as Mayor – as I want all Londoners to be able to share in the success of the city, in the same way that I did.

Through my new equality framework for the GLA (see Part 5), I will seek to understand how I can best address inequalities in London's economy and labour market, working with partners from across the city. As increasing opportunity for all Londoners is an integral part of my economic development strategy for London, I have considered action that I can take on a number of fronts – including careers advice and skills, and responsible business behaviour to improve the prospects of all employees. I give an overview of my intentions below.



Children and young people

At City Hall, I am not directly responsible for delivering early-years education or schooling – but it is my view that every child in London should have the best possible chances for health, happiness and success, and I want to take on a leadership role bringing together the organisations that shape our young people’s education. In Part 1, I set out my plans to take a more strategic approach to social infrastructure, to ensure there are enough childcare facilities and school places in the city. I will also work to ensure that London’s schools remain the best, and to improve the quality of early-years and post-16 education. I believe the city’s future prosperity depends on every child being able to attend a good or outstanding local school, not through a return of grammar schools. I want to do what I can to assist raising performance in schools by creating more opportunities for staff to learn from the best and celebrate excellence.



Skills and careers

Despite having excellent schools, world-class culture and a growing economy that creates jobs in the capital, the youth unemployment rate remains high in London⁷. I want to make sure that all Londoners, from primary-school children through to adults who are starting out or looking to ‘reskill’, get good advice and understand the opportunities generated by the global businesses on their doorstep, the jobs of the future and also the pathways to get there.

It is important that Londoners seriously consider fulfilling careers in sectors where jobs are being created, such as the creative industries, tech, digital, life sciences and construction. In particular, I want to encourage school-age girls to think about STEM careers. Furthermore, when I have reached agreement with the Government on a meaningful devolution settlement, I hope that it is under my tenure as Mayor that control over the budget for adult skills is devolved to City Hall. This is a huge opportunity and I want to use my new powers to make sure we truly are giving Londoners the skills they need to succeed in a modern, hi-tech economy.

Once people have started working, their careers can stall for a number of reasons. As all Londoners know, this is an expensive city - and parents (often women) can be held back at work because childcare costs are prohibitively high (34 per cent above the national average). I want to help parents get back to work, not only by ensuring that they understand their entitlements to existing childcare provision, but also by calling on the Government to design childcare policies and funding structures that work for Londoners.

The role of businesses

As I have already described, poverty is a problem in London – and many people who are in work can struggle to meet the cost of living. For my part, I am freezing TfL fares and delivering more affordable housing to make life more manageable for ordinary Londoners. But I also expect

businesses to take action. Paying the London Living Wage is a step they can take to address the problem of in-work poverty. And employers can help to tackle inequality in the workplace, for example by conducting gender pay audits to help reduce and eliminate the pay gap between men and women. I am going to work with experts from business and civil society to think about the most effective measures businesses can take. These findings will be taken forward by an Economic Fairness Team I am setting up at City Hall, which will work with employers to drive up workplace standards across London.

SPREADING ECONOMIC BENEFITS

My major priorities for London's economy are to develop its global success and still further to help all Londoners participate in it. But, building on the themes of opportunity, openness and social integration, it is also important to think about businesses in other parts of the city and in and around local high streets, such as smaller firms, which create a large number of jobs, as well as companies that operate around the clock.

Economic opportunity across London

In Part 1, I explained how I will foster a more accessible London, promoting economic activity in Outer London and ensuring that transport works well across the city. Another effective way I will spread economic benefits is by promoting tourism across the whole of the city, including outside central London. Through the London Plan I want



to increase hotel provision in Opportunity Areas and town centres in Outer London with good connections into the centre – in line with my vision for spatial growth. I will promote hidden gems to international visitors including through London & Partners, and make local public spaces more attractive and sociable. And my interventions to encourage participation in culture in all parts of the city will offer tourists even more reasons to explore the whole of our city. To accommodate more visitors overall, we need at least an additional 40,000 hotel rooms in London by 2036.

Night-time economy

Our city's economy operates 24 hours a day. Increasing London's competitive edge includes supporting a vibrant night-time scene, which also helps attract young workers to the city. So I will complement the new night tube and the planning measures I am taking to plan for culture, by appointing a 'night czar' to oversee our night-time economy. And, when setting the direction for the Metropolitan Police, I will do everything in my power to ensure that London stays safe at night.

Small and medium-sized businesses

The London Plan has to make space for office, industrial and retail space – all of which are important for London's economy – and it will detail provision for these. And I firmly believe that London should be the best place in the world for businesses of all shapes and sizes to start up and scale. So, within all these categories, it is one of

my main priorities to support small and medium-sized businesses by protecting existing workspace, identifying new workspace areas and including places of work in new housing developments. In areas where costs are very high, I want to make sure that new commercial developments include affordable business space, in line with different and changing business demands.

My plan for Creative Enterprise Zones is designed specifically to assist the artists and creative workers who may otherwise struggle to work in London, and I also want to explore innovative financial models to support small creative businesses. Building on the importance of culture in all aspects of our lives, I am going to embed cultural objectives into regeneration interventions in order to improve community participation and bolster social integration. This is an important part of my 'good-growth' agenda for London.

CONCLUSION

In this chapter I have set out the measures I can take as Mayor to retain the right conditions for business growth – from global firms in central London to smaller businesses based across the city. I have also explained how I will help Londoners access the opportunities a strong economy offers. But a good business environment also relies on a clean, healthy urban environment.

PART 4 Environment, transport and public space

I have made the case for why London needs development – promoting the need for more housing and business, and fitting more people and activity into the city. But it is equally important to remember that - if it is not well managed - growth has consequences, not least environmental. Protecting and improving our environment is a major consideration in everything I do – to improve the health of Londoners, to make sure our city remains attractive to people and businesses from around the world and to encourage social integration. My significant powers over transport in London are an important and direct way that I can make environmental improvements. In this chapter, I set out how I will make London a healthy, resilient, fair and green city and how I will make sure we are resource efficient – in my vision for London to be the greenest of all global cities.

“My environmental objectives can be broken down into two key areas – making the city healthy, resilient and fair, and making it resource efficient, low carbon and green.”

MY APPROACH TO THE ENVIRONMENT

Any comprehensive appraisal of London’s environment requires detailed consideration of a wide range of factors – biodiversity, green space, air quality, noise, flooding, drainage, sewerage, water quality and supply, climate-change resilience, energy, landfill, recycling and waste. To be at the cutting edge of environmental policy and delivery, we also need to take advantage of smart technologies and data, to keep resources in use for as long as possible (‘the circular economy’), and to understand the value of our green infrastructure (‘natural capital accounting’) so that we are clear about the implications of losing environmental resources. This will help us to plan how London should develop in a more intelligent and sustainable way.

In a document of this length, it is not possible to describe my ambitions for every single policy area – this will follow in my detailed environment strategy in 2017. Rather, I want to explain the principles that will underpin my environmental interventions and explain why improving the environment is so important, within the wider context of the challenges facing London.

Integration

Throughout the whole document, I have tried to demonstrate how I will break down policy siloes – affordable housing as a means to improving business competitiveness, spatial development that will promote social integration, and culture to educate and inspire young people to get good jobs. But taking a multi-functional approach is particularly relevant in environment policy. For example, planting trees on a busy road can provide a buffer between pedestrians and traffic, as well as absorbing pollutants to improve air quality. Trees can also reduce noise, provide a natural habitat, absorb rainwater to mitigate flood risk and help lower the temperature – as well as improving the look and feel of our city.

Enhancing the environment

As the city grows and the pressures I have already described in other sections of the report increase, I will seek not only to ensure that local environmental impacts are kept to a minimum but also that development actively enhances the environment. This could be achieved by supporting local authority carbon off-setting schemes which encourage off-site energy supply and efficiency measures to reduce energy demand, or through the provision of nature-based approaches to drainage to alleviate flood risk.

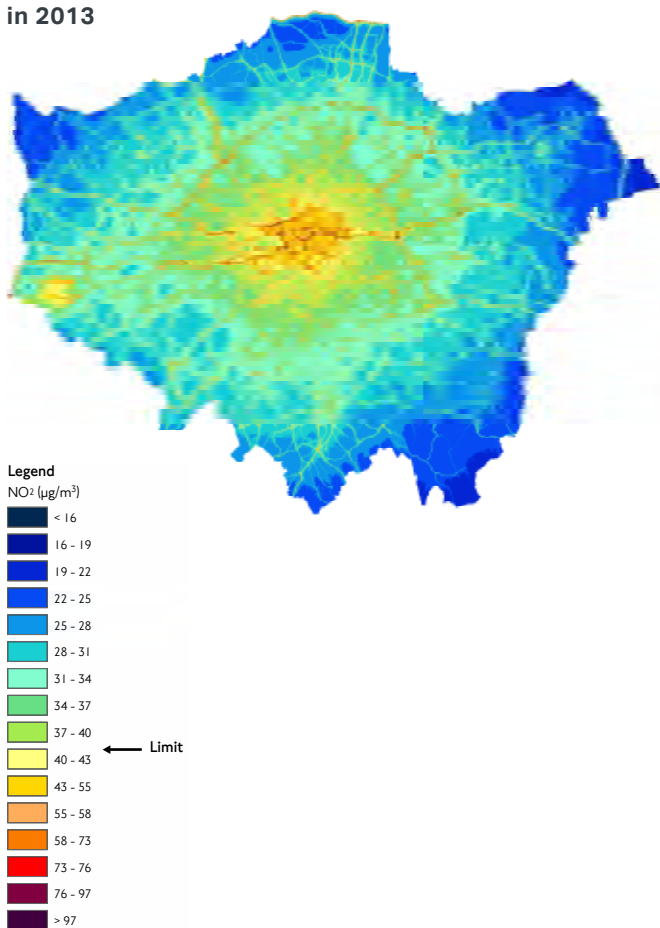
Low-carbon economy

All businesses should adapt to become lower carbon – in line with global imperatives. And many firms in London are already making it their business to improve the environment in innovative new ways – the low-carbon and green sector employs many thousands of people. I want all my environmental programmes, across the board, to stimulate growth and market opportunities in this growing sector, creating the green jobs of the future.

Environmental objectives

My environmental objectives can be broken down into two key areas – making the city healthy, resilient and fair, and making it resource efficient, low carbon and green. Air quality and climate change mitigation are just part of this bigger, integrated picture – but I use them as examples in this chapter to demonstrate how I will approach all my environmental policies.

Map 3. Modelled annual mean NO₂ concentrations in 2013



Source: London Atmospheric Emissions Inventory

This shows NO₂ concentrations across London. Any area in yellow or red exceeds the legal standards - including in central and Inner London, on the major road network and at Heathrow Airport.

A HEALTHY, RESILIENT, FAIR AND GREEN CITY – AIR QUALITY

London’s air quality is dangerously poor – the equivalent of nearly 9,500 Londoners are dying each year because of it, older people and people already suffering from lung or heart issues are particularly vulnerable, and 25 per cent of schools in London are in areas with unhealthy high levels of air pollution. Furthermore, deprived parts of London are more likely to be affected than wealthier areas. This reinforces unacceptable levels of health inequality, which I examine in more detail in Part 5.

Poor air quality afflicts many big cities – but in my view, we can tackle pollution while London is growing. As a Mayor for all Londoners, I am determined to bring air quality back down to safe levels - and quickly.

Road transport and buildings emissions

Road transport has a significant impact on air quality, accounting for around half of NO_x emissions – and diesel vehicles are responsible for a large proportion of those emissions. I propose introducing an emissions surcharge (or ‘Toxicity Charge’) in 2017 for high-polluting older vehicles in central London (payable on top of the Congestion Charge). I am developing proposals to introduce the central-London Ultra-Low Emission Zone (ULEZ)⁸ in 2019 (a year earlier than planned) and potentially enlarging the area it covers, up to the North and South Circular Roads for all vehicles,

and London wide for the most polluting heavy vehicles. I am currently consulting on these plans, the first step in the rigorous process involved in tackling the city's filthy air.

And I will lead by example at TfL – I will phase out purchasing diesel buses and aim only to procure green buses (hybrid or zero emission) by 2018, bringing forward the requirement for all double-deck buses in central London to be 'Euro 6 hybrid' by 2019, and expanding an innovative retrofit scheme to 3000 buses outside central London by 2020. These measures will improve air quality as well as reducing carbon emissions.

With building emissions, which also affect air quality, I want to move to all new buildings in London to be air quality positive, which means they will have to contribute actively to a progressive reduction in the total amount of London's emissions and associated exposure. This would represent a significant change but it is completely necessary under the circumstances.

Working with partners

As with many difficult issues, my actions alone will not be enough – so I will ask that others play their part. Through London's approach to Local Air Quality Management, I will encourage London local authorities with air quality hot spots to use their powers over public health to provide

information about the dangers of poor air quality, and do everything they can to reduce emissions.

I also have some asks of central government, which I hope will start treating the issue with the gravity and urgency it deserves. I want the Government urgently to introduce a 21st century Clean Air Act, which should enshrine in law the right to clean air and create a general competence for local authorities to tackle emission sources - such as construction activity and river vessels. The Government should also reform Vehicle Excise Duty to incentivise the purchase of greener, cleaner vehicles. And, in recognition of the fact that behaviour change can be difficult and costly for Londoners, I want it to introduce a significant diesel scrappage scheme, to help financially compensate vehicle owners who want to replace polluting vehicles and do the right thing. More generally, I expect the Government not to water down air quality standards, currently set by the European Commission, after the UK has withdrawn from the EU. And, regardless of the country's official relationship with the EU, I will continue to work closely with other European and global cities through the C40 network to set our sights collectively high and to show how cities can lead the world, including on air quality.



A RESOURCE-EFFICIENT CITY – ZERO CARBON BY 2050

As well as improving the quality of its air, London must tackle climate change and become more resilient to its impacts. We are already experiencing warmer, wetter winters and hotter, drier summers and extreme weather events such as heatwaves and heavy rainfall, which are becoming more frequent and intense. To mitigate these changes, we need to use resources more effectively and efficiently, reduce our reliance on fossil fuels and other unsustainable materials, develop the circular economy to reduce waste, and, as I have explained in different parts of this document, reduce our dependency on cars. During my Mayoralty, I will set out a detailed roadmap for reducing carbon, with the ultimate ambition of London becoming a zero-carbon city by 2050. But in this chapter I focus on how I will lead the shift towards a more affordable, lower-carbon energy system and more energy-efficient buildings.

Heating our homes

At present most Londoners heat their homes using gas boilers. These boilers produce carbon dioxide and other polluting emissions and consume a large amount of natural gas, an increasing amount of which is inefficiently 'imported' from other parts of the world. I want this to change. Where possible, we should be making more use of locally produced energy, as it is more efficient and effective, and use more of London's own energy resources, including waste heat from the Underground. This

technology has already been adopted in London but it is not yet the 'norm'. In order to get there, we will need a fundamental rethink of our energy strategy, which means more coordination, the integration of energy systems and infrastructure and the use of smart technology. This will be vital to ensure that London's energy supply system helps improve the quality of our air.

Better buildings

Heating our homes is expensive, particularly for the 10 per cent of London households currently in fuel poverty. Promoting energy efficiency will not only reduce carbon, it will also help Londoners living in poverty and struggling with high costs in the capital. Through the London Plan, I will ensure new homes built in London are zero carbon, and I will develop new and innovative approaches to energy efficiency, starting with an early trial of net-zero-energy retrofitting of homes. In parallel, I will explore innovative ways to direct funding to treat existing homes, in order to assist more Londoners with their energy bills and reduce carbon in the city.

Energy for Londoners

I plan for these new approaches to energy to come under the umbrella of my flagship scheme, 'Energy for Londoners', which will cover all aspects of energy supply and efficiency. Examples of its remit include rolling out smart meters and other technologies, supporting solar and local community energy enterprises and retrofitting buildings. I will also explore the establishment of a not-for-profit energy

Figure 8. The 'Healthy Streets' Approach



Source: Lucy Saunders
These are the 10 indicators of a 'Healthy Street'.

company to supply cleaner energy in the city. Becoming zero carbon by 2050 is ambitious, but I have set it as a target because I think London can and must play an important role in combatting climate change.

CYCLING AND WALKING

Transport is one of the most significant and effective ways that I can improve the environment and the health and quality of life of all Londoners. I have already explained how I want to drastically reduce dangerous emissions in London to improve its air quality. This is just one part of my vision to create 'Healthy Streets' – which aims to reduce traffic, pollution and noise, create more attractive, accessible and people-friendly streets where everybody can enjoy spending time and being physically active, and ultimately to improve people's health.

The delivery of 'Healthy Streets' will be different depending on the location, but it will have a significant impact across London, because streets and roads make up around 80 per cent of all public space. A pedestrianised Oxford Street would embody this important shift right in the centre of the city, and my plan to link Rotherhithe and Canary Wharf with a new bridge designed specifically for cyclists and pedestrians will be another flagship feature.

Figure. 9 Artist's impression of a pedestrianised Oxford Street



Oxford Street will be transformed into a place for people, not traffic.

“80 per cent of all deaths and serious injuries on our roads involve vulnerable road users – pedestrians, cyclists and motorcyclists.”

Cycling measures

‘Healthy Streets’ will include a clear emphasis on making cycling easier and safer in London. In central London, I want to complete a cycling grid to enable quick and convenient cycling trips around Zone 1. I will also look to open up more Quietways, which are ideal for all cyclists (including those who are new or less confident) and help people make the most of city’s green, attractive places. And I will press ahead with more cycle superhighways to help commuters – importantly, learning the lessons from the construction of previous tracks and taking all measures possible to avoid disruption - for example by producing a construction timetable that is fully coordinated with other roadworks and promotes more night-time working for speedier completion.

Road safety

Crucially, ‘Healthy Streets’ also means safer streets. 80 per cent of all deaths and serious injuries on our roads involve vulnerable road users – pedestrians, cyclists and motorcyclists. No loss of life is inevitable or acceptable –so I will adopt a ‘Vision Zero’ approach to road safety, which puts the elimination of road danger at the very heart of the transport system. Fundamentally, Vision Zero means recognising that the cause of road danger is the presence of vehicles, which have the potential to do great harm, in built-up areas where people want to be. It means reducing the dominance of motor vehicles on our streets to minimise the dangers they pose to vulnerable road users. As well as the

measures I have set out above to reduce traffic, I will take action in other ways, by promoting the number of residential 20mph-speed-limit areas, improving bus design, working with industry to make lorries safer and considering the potential for driverless cars.

PUBLIC SPACE

London's public space - its streets, squares, parks, green spaces and waterways - are where the public life of the city is played out. It is vitally important to the character of the city. Fostering an open and accessible network of wonderful, well-designed and functional spaces should be at the heart of planning for a healthy, inclusive and prosperous city. 'Healthy Streets' are just one way I will make the city clean, green, resilient and attractive. As the city grows, it is also important that new developments are designed well and look good, that unique things about the city are not lost, and that we create a pleasant and interesting urban environment. The aim is a virtuous circle of improving the city's attractiveness to people from around the world, as well as providing a high quality of life, and promoting social integration for existing residents.

Good architecture and design

The London Plan has an important role to play in keeping standards high in the built environment - and I will use it to embed good architectural and design-quality principles in new buildings and neighbourhoods. Of course, the nature of development will differ depending on the place, and it is vital that we respect the distinct character of different parts of the city. Its various 'villages' and urban quarters have developed along their own lines over the centuries and have come to form a hallmark of London's character.

Higher density

Higher density does not necessarily mean high rise; greater densities can be achieved through a range of designs, including mid-rise buildings where appropriate. I do, however, see tall buildings continuing to play a role in the future of London. But tall buildings will only be permitted if they can add value to the existing community - in line with the principles of 'good growth'. That means they must make a positive contribution to the streetscape and skyline and that careful account must be taken of the way the building relates to activities at ground-floor level, as well as the effect they have on local daylight, wind turbulence, glare and noise. Of course, where appropriate, they also need to provide affordable housing and workspace.



As well as taking careful consideration of tall buildings, my new London Plan will include a new policy to protect existing residents and the local environment from the construction of 'mega basements' in residential areas. This policy will seek to address problems that can arise from their construction, including noise and vibration, construction vehicles, the stability of properties, the loss of vegetation and biodiversity and localised flooding or drainage issues.

London's heritage

Another key principle of development in London is that it must not diminish the city's historic environment and protected heritage assets. While we may want to compete with the slick modernity of some other global capitals on quality of infrastructure, it is vital we preserve the intrinsic character of historic London to highlight our valuable differences and our unique culture. We need to maintain London's unique 'brand' as a globally attractive business location which combines the best of the old and the new. And we need to protect the way Londoners enjoy their city. We all value the contribution that our heritage makes to our sense of place, whether that be in our local neighbourhoods and town centres or world-famous landmarks in places like Greenwich, Richmond or central London. An example of how the old and new can

be combined to best effect is the Fourth Plinth Programme in Trafalgar Square, which has married the strengths of London's reputation for contemporary art with the historic centre of the city.

Inclusive Neighbourhoods

The built environment is an important determinant of people's health and quality of life, and of how well a society integrates. Effective planning and good design can help to bring people of different ages, ethnicities and socio-economic backgrounds together, and it can support a wide range of civic activities. I am going to include an Inclusive Neighbourhoods principle in the London Plan which will ensure that places are accessible to all, both young and old and from all backgrounds, something crucial for social integration. Alongside the environmental and transport measures I have set out above, this will improve the city for all Londoners.

CONCLUSION

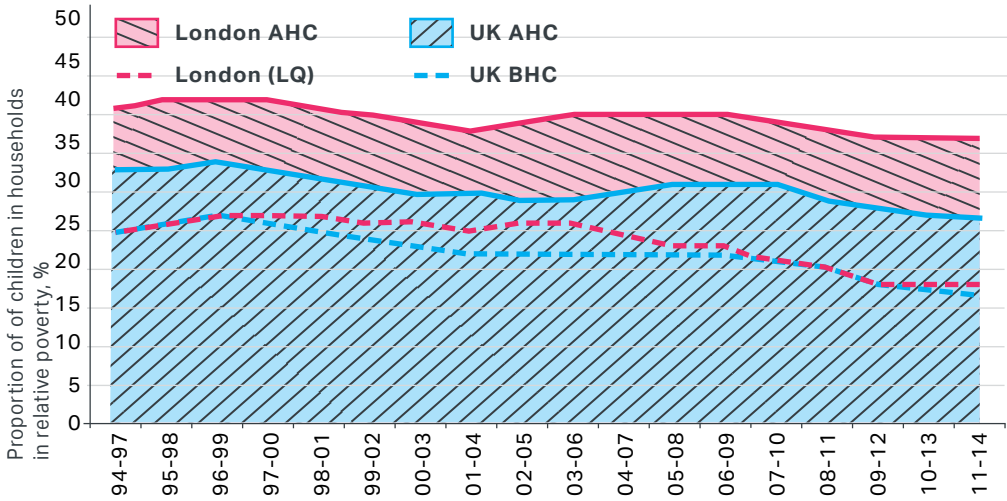
My ambitions for the environment are big. I will be the Mayor who cleans up London's air and sets the city on its way to being zero carbon in 2050 – led in large part through my plans for the transport system. I will also make sure that public space and neighbourhoods are attractive and accessible.

PART 5 A city for all Londoners

Throughout this document, I have tried to articulate my vision for a forward-looking global city, a confident capital, comfortable on the world stage, which responds to population growth positively and leads the way through unprecedented change. The reality is that more people are going to be living in London, people from more diverse backgrounds, with different perspectives and experiences. A more socially integrated city – in which London’s various communities not only live side by side, but really interact with each other as neighbours, citizens and friends – and lead genuinely interconnected lives – will be a safer, healthier and happier city.

In this section I focus on a wide range of policy areas that directly affect the quality of people’s lives and have an impact on how we all live together in our city – some that affect everyone, others that are particularly important for those who feel excluded from our city’s success.

Figure 10. Percentage of children living in households with less than 60 per cent of median household income, 1994-2014



A FAIRER MORE EQUAL CITY

Social integration is an important priority that cuts across all policy areas. If we are to achieve it, we need to tackle inequality. We need to build strong communities, and enable all Londoners to actively participate in the life of the city, and in the decisions that affect them. As part of my administration I aim to develop the best practices and measurements for ensuring social integration and social mobility, using technology and other methods to enhance the lives of all Londoners.

London is recognised as a beacon of tolerance, acceptance and respect – but we are not perfect and I am not complacent. Our city is highly unequal, and some groups in London are excluded from economic prosperity, good health and from the wider life of the city because of where they come from, the colour of their skin, their faith, their gender, their sexual orientation or their age.

Discrimination and disadvantage

I am determined to tackle the discrimination and disadvantage that prevents so many Londoners from reaching their full potential. That means taking proactive steps to close the gender pay gap in London – we cannot accept a situation in which, for full-time workers, men's median hourly pay in London is 11.8 per cent higher than women's, and where almost a quarter of women working in London earn less than the London Living Wage. I am already taking action to address the gender pay gap across the GLA group, and will be working with employers across the city to encourage them to do the same.

Underlying factors

I also want to address the underlying economic and social injustice that drives inequality and unfairness, and leaves too many Londoners struggling to get by. There is no excuse for child poverty in a city as prosperous as London, but levels are actually higher in London than in other parts of the country – 37 per cent of all children in the city live in relative poverty after housing costs are taken into account, and the figure is even higher in Inner London at 46 per cent.

“...I will explore crowdfunding as a way to harness the great ideas and creativity of all Londoners.”

I will publish a new equality framework for the GLA, which will include a detailed analysis of London’s equality challenges, and specific objectives for the GLA group to make sure that we use all the levers at our disposal to make London fairer and more equal. As well as considering the effects of all my policies on these problems, I want to tackle them directly, working with communities, civil society and others to effect change, and to deliver targeted interventions to support the most vulnerable groups and communities in our city.

STRONG COMMUNITIES AND ACTIVE CITIZENSHIP

There is no more important task in a global city like ours than building successful communities where Londoners of every background feel connected with each other. In other parts of this report, I have explained how I will pursue the objective of ‘good growth’ to design a city that works well for the people who are living here, in the context of a rapidly growing and diverse population. But as well as creating the conditions for social integration, I also want to proactively build strong communities in London, and encourage active citizenship.

Active citizenship

This will require us to develop new ways of helping new Londoners (from around the world and the rest of the UK) to feel part of London and to be able to play active roles as citizens and neighbours. We also need to make sure that we make the most of opportunities to bring people together in communities. For example, sport can play a significant role. I will make sure my community and grassroots sport investment programme leverages resources at the local level from communities (via crowdfunding) and at city level from London's football and other major professional sports clubs to make the most of the opportunity to make a positive difference for Londoners.

I will work with communities and civil society groups across London to encourage active participation in community and civic life. That means supporting Londoners of all ages to volunteer and to take action to improve our city. It also means ensuring that Londoners can play an active part in the democratic governance of our city - I want to work with young people in particular to ensure that they are equipped with the knowledge and skills to play their full part. And I will explore crowdfunding as a way to harness the great ideas and creativity of all Londoners.

HEALTHY LONDON

In spite of its many strengths, London is not the healthiest city in the world. It ranks only seventh out of 14 comparable cities.

Throughout this report, I have set out how considerations about health run through all my policies. The actions I take to design and run the city - improving air quality, encouraging higher pay, providing better housing and delivering 'Healthy Streets', for example, will all help.

But an obvious factor we cannot ignore, if we are to improve Londoners' health, is NHS provision in London. The changes to the population and lifestyle that I have described throughout this report - alongside growing financial pressures on the NHS - will have an impact on health care in London. In addition, there is a risk of fragmentation in a system of over 5000 providers of NHS services in London, from local pharmacies to specialist hospital trusts and a wide array of social care providers. While the NHS is not under my direct control, there is a clear leadership opportunity for me as Mayor - and chair of the London Health Board - to bring together health-care providers, commissioners and local authorities. Through collaboration, we will improve the quality of care that Londoners receive.



HEALTH INEQUALITIES

An extremely pressing concern in London is health inequality - among the starkest in the country, with a gap in healthy life expectancy of more than 15 years between and within boroughs in different parts of the city. This situation is unacceptable for a city that sees itself as a global leader – but improving it poses complex challenges, and there are different ways to approach them.

Determinants of health inequalities

My ultimate vision is for a healthier, fairer city for all Londoners, where nobody's health suffers because of who they are or where they live. Achieving this means getting to grips with the wider social inequalities and differences in people's living conditions, social support and environments that can profoundly affect their health. Many of the policies I am implementing in areas including housing, the environment, transport and active travel, planning and the economy will make an important difference to health inequalities.

Leadership in London

But I will not stop there. Again, I do not have the powers to deliver health services or public health initiatives directly. But I have a duty to unite NHS bodies and local authorities in London around a shared vision, through my health inequalities strategy, and to agree specific and realistic interventions that make sense across London.

Working with these partners, I will identify my priorities for shared action on health inequalities. And, speaking with a collective voice to the Government with these partners, I will call for the devolution of powers and resources to London to tackle the significant challenges ahead.

Mental health

It is particularly important to me to use my leadership role as Mayor to improve mental health in London, working with the health and care system, schools, workplaces and communities. Firstly, I want to get people talking about the issue. Being more open about it will help to challenge stigma and discrimination, and will encourage people to seek help when they need it. I want to encourage all London's communities to recognise mental health as an asset to be valued and nurtured. If more people know about the issues, we will be able to act earlier to support people when they need it. And I want to work with delivery organisations to join up all the public services and community initiatives that contribute to good mental health, and to look into the most promising and innovative approaches that could work well.

A GOOD PUBLIC TRANSPORT EXPERIENCE

In every chapter of this report, I have tried to emphasise how central to all of my work the transport system is and how I will use it as a major lever to implement policies as diverse as air quality, housing and economic development. Underlying all this, a key principle of my transport strategy is



that it must represent good value for money and provide a good service for everyday users.

An affordable transport service

Affordability has recurred throughout this report as a problem for many Londoners, and we know that high costs of living are a driver of poverty and inequality in the city. By freezing fares on the Underground, London Overground, buses and other TfL services, introducing the Hopper ticket on the bus, and protecting existing concessions such as the 60+ bus pass and the Freedom Pass, I am seeking to make life easier for all Londoners.

Transport for all Londoners

But costs are not the only problem with transport in London. The fundamental purpose of London's public transport system is to make it easy to get around - and I am determined that this simple idea should be within reach of all Londoners. The young and the old, people with physical disabilities, impaired hearing or vision, people with dementia or cognitive impairments and their carers, people with small children, and people carrying luggage or other heavy loads all need better transport- to stop the daily commute feeling like a battle.

It goes without question that our existing transport system - still using some of the oldest transport infrastructure in the world - should be well maintained, with clean

and modern equipment and technology to provide reliable services for all Londoners day in day out. The measures I set out in Part 1 to increase capacity and reduce overcrowding will play an important role in improving transport in London.

Customer service

A better transport system for all Londoners also means better customer service. Because I want to put passengers first, I am going to make sure that all of our stations have enough ticket machines and visible staff to help customers - informed by real-time data so that they really know what is going on. I have already announced a review of TfL's ticket office closure programme to examine the impact on passengers and ensure that Londoners can access the information and support they need to travel safely and easily. In the next two years, bus staff will be trained to help older people, disabled people, people with dementia and people with young children travel more easily by bus. And I want to channel London's entrepreneurial spirit and tech expertise into useful TfL services, so I will provide as much open data as possible for app developers to use.

As well considering the service people get from our staff, I will improve stations. I will establish an ambitious new approach to making many more stations step free, which will include key interchanges like Vauxhall, Victoria and Finsbury Park - as well as Tottenham Court Road, Bond Street and

Map 4. Prospective London Overground Services



Devolution of London's rail services would mean more frequent services and higher standards of customer service, and the freeze in TfL fares would be applied to devolved rail routes within London.

Paddington on the Elizabeth Line. This will bring step-free rail access to the West End for the first time. And as people need to move freely through stations, particularly at major interchanges – I will work to reduce ‘clutter’ that gets in people’s way, provide more seating for people who struggle to stand, extend the use of hearing-aid induction loops across the network, and trial innovative methods, including ‘Wayfindr’ systems, for people who are visually impaired. I am fully committed to Dial-a-Ride (free door-to-door services to help disabled and elderly people who are unable to access other forms of transport when they need to travel). As the capital’s iconic black cabs are fully accessible to disabled users, they are an extremely valuable resource, and I want to protect them - for example by opening up more bus lanes to black cabs and introducing an additional 100 taxi ranks.

Devolution

I am confident that the transport services I run in London are going to be world class – and I want to do even more. That is why I am calling on the Government to devolve suburban rail services to my control, beginning with the Southeastern franchise in 2018. This will enable me to create a substantially bigger London Overground service, with better stations, more staff and more frequent trains - which Londoners can trust.

SAFER AND MORE SECURE COMMUNITIES

I have demonstrated in this document how important openness and diversity are to London’s identity – and the bedrock upon which that rests is the safety and strength of our communities.

The challenges we face in London are significant. Whilst traditional ‘acquisitive crimes’, such as burglary and car theft, have continued their long-term downward fall, new threats are emerging. The internet has hugely expanded the reach of criminal networks intent on causing serious harm. Hate crime is up. The threat from terrorism is greater than at any time since 9/11. And in recent years, there has been a rise in recorded serious youth violence: knife crime, gang-related crime and sexual violence are higher than at any point since the riots in 2011.

Many of the measures I have outlined throughout this document are designed to help address some of the causes of crime. But it is clear that entrenched and long-standing problems, such as anti-social behaviour and drug abuse, continue to blight people’s quality of life. A minority of individuals, often with chaotic lives, continue to engage in repeat offending, making life a misery for others and costing taxpayers a small fortune. And we have come to understand that issues such as domestic abuse and child sexual exploitation are more widespread than we had previously realised.



The impact of these problems falls unevenly on London's communities and individuals. There are too many areas in London where people's life chances are being held back by a toxic mix of vulnerability, deprivation and criminality. You are twice as likely to offend if you have been a victim of violence yourself, and three times more likely to be a victim of violence if you live in the 10 per cent most vulnerable wards.

At the same time, neighbourhood policing – the foundation of fair and effective policing – has been quietly eroded. Shockingly, the number of people who have heard about their local policing team has almost halved since 2012 (from 50 per cent to 28 per cent), whilst fewer than 10 per cent of Londoners are aware of their local neighbourhood policing priorities. There is a sense that, as a result of austerity, the police are increasingly retreating from dealing with the 'quality-of-life' issues that affect people's local areas, with local authorities asked to fill the gap.

And London's criminal justice system is not properly accountable and is not functioning effectively. Solving complex problems, like repeat offending or meeting the needs of vulnerable victims, requires criminal justice agencies and other public services to work together. Yet too often, the services that make up the criminal justice system look upwards to Whitehall rather than downward to citizens and do not see it in their interests to join up solutions around the people who need support.

Priority themes

For me, safety means a London where nobody is more vulnerable because of who they are or where they live and where all services work together to reduce crime. As Mayor, I can make a difference, as I set the priorities for the Metropolitan Police Service (MPS) and oversee its work in the city. And I want to work with all criminal justice agencies to deliver better outcomes for victims of crime.

My forthcoming police and crime plan will set out a new direction for policing, security and justice in London. It will be rooted in an understanding of how the security challenge in London has changed in recent years and will draw on the contribution of thousands of Londoners who have told us their priorities. In the end, what people want is not complicated. They want to see the police visibly working to prevent crimes in their communities. They want to know that the police and criminal justice system will be there for victims if and when they need them, and they want to feel that nobody will be more vulnerable because of where they live or who they are. Finally, they want reassurance that, alongside greater support, there will be serious consequences if people step out of line.

My plan will be underpinned by five priority themes.

First, I will bring policing closer to communities. At the heart of this is the restoring of real neighbourhood policing – ensuring two dedicated officers and

two Police Community Support Officers (PCSOs) in every ward. I want these teams to work proactively to prevent crimes and solve problems - policing with London's communities and not just in them. I am well attuned to some of the specific concerns that some BAME Londoners have – for example relating to stop-and-search policies. Policing by consent is the foundation of British policing and my plan will set out important reforms to modernise the workforce and behaviours of the MPS, ensuring it better reflects London's diversity and is equipped with the right skills and technology to confront the challenges we face.

Second, I will prioritise the safety of London's young people, with fewer lives ruined by knife crime, gang-related crime and serious youth violence. My approach will involve a combination of prevention and enforcement - ensuring the right interventions are available to prevent vulnerable young people from being drawn into trouble to begin with, but coming down hard on individuals who engage in unacceptable behaviour.

Third, I will draw on London's best traditions and work together against hate crime, prevent extremism and keep Londoners safe from terrorism. Isolation breeds fear, which breeds division, which leads to extremism. That is why social integration will be at the heart of my approach to strengthening communities. I will work with the MPS and the Crown Prosecution Service in London to take a



zero-tolerance approach to hate crime, and work with community groups and schools to build the resilience of our young so that they are protected from the poisonous ideology of extremism, in all its forms. And to protect London's public while minimising the visibility of armed patrol and use of lethal force, I will increase the number of highly trained firearms officers to allow them to respond to potential terrorist attacks more rapidly.

Fourth, I will confront violence against women and girls, wherever and however it occurs, doing more to reduce victims of domestic abuse, particularly repeat victims, and to bring perpetrators to justice.

And finally, I will make the criminal justice system work for Londoners. In the first instance, I will publish a single set of shared outcomes for all justice agencies, to drive better outcomes for victims and communities. And in the longer term, it makes sense for greater powers to be devolved to City Hall over the way youth justice, probation, prosecution, magistrates' courts and short-sentenced prisoners are managed.

PARTICIPATION IN CULTURE

I want to end this vision document with a focus on one of my highest hopes for the Mayoralty – the thread that joins us all together and creates a city we can be proud of – London's culture. We are blessed to live in a city virtually unrivalled anywhere on the planet for the breadth and quality of the arts and culture that is on offer.

Culture enriches people's lives, it makes people healthier and happier and it helps to bring different communities together. But it also goes much wider than this – it accounts for one in six jobs and can be a driver for regeneration. We must not forget how many cutting-edge creative businesses there are in London, variously leading the world in their fields, from fashion to architecture, tech and film special effects. It is the vibrancy and creativity of our arts and culture, generating ideas and innovation, that are the very lifeblood of much of this success.

But for all London's amazing cultural assets, it is a real shame that, at the moment, only one third of Londoners feel that they make the most of the culture on their doorstep. It is remarkable that we are home to globally renowned institutions like the British Museum, the Tate and the V&A - yet still too many Londoners are not fully making the most of what the city has to offer.

Through my policies on culture, I want to change that. I am determined to preside over a city in which no Londoner is left behind by our fantastic arts and culture. I want to work with our amazing institutions to open them up to more of London's communities – particularly those least likely to make the most of them – and I have plans on how I might support this.

The London Borough of Culture is a major new feature that I outlined in my manifesto. I believe it can play a major role



MAYOR OF LONDON

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in our city's cultural landscape, building on the success of the European City of Culture model. Each year I want to focus attention and investment on one particular local authority to catalyse and celebrate local culture and communities. And I will encourage London's major institutions to support the initiative, spreading their amazing work into all corners of the city.

In addition, I want to ensure that our track record of hosting major cultural festivals - Pride, St Patrick's Day, faith-based events and many more - will remain free of charge so that everyone can participate. It is these kinds of events that mean we are able to celebrate our diversity as a city, and be proud of the enormous range of different communities that call London their home.

And, in line with my ambitions to make life in the city more affordable, the new Love London campaign will open London's great cultural offer to more Londoners. While for many years, there has rightly been a strong focus on generating tourism in London, it is also important we encourage people living here in the city to benefit from what is on offer. As we develop this idea further, this is our ambition, so that everyone has the opportunity to participate and benefit in the riches that this very greatest of cities can offer.

CONCLUSION

I have used this document to expand on my manifesto for all Londoners and to set out how I want to respond strategically to the major challenges that London faces in the next four years and in the coming decades, and to explain how I want London to change for the better. My vision is for a strong, global, open city, which draws out the positives of population growth to serve the needs of all Londoners - for decent and affordable housing, a good transport service, a clean and green environment and access to good jobs, opportunities and world-class culture. In 2017, I will publish detailed draft versions of a wide range of strategies for full consultation, drawing on Londoners' feedback on this document. Through that process, I aim to listen to the views of stakeholders and encourage London to work with me to implement these plans for a better city.

Annex: Statutory strategies and GLA duties



The GLA is a strategic body, which means it sets the direction for other authorities and organisations in London. It has some direct delivery powers – for example through TfL and in the use of the affordable housing grant. In some cases, local authorities are legally obliged to adhere to the GLA's policies, most significantly the London Plan. But much of the GLA's work relies on partnership working and influencing others to work towards my vision.

At City Hall, I have a statutory duty to keep under review seven strategies and a policing and crime plan. These are detailed descriptions of different elements of my vision for the city. Different strategies have different levers to implementation, as set out below.

London Plan	The London Plan is the strategic spatial plan for the city. It is a legal duty for the local plans of local authorities in London to conform to it. Planning law requires that planning applications must be decided in accordance with the development plan, of which the London Plan forms part, unless material considerations indicate otherwise.
Transport	The transport strategy is directly linked to TfL's prioritisation of investment and services. The London boroughs have a statutory duty to prepare Local Implementation Plans (LIPs), setting out how they will help deliver the strategy. It also seeks to influence other organisations with a role in transport in London.
Housing	The housing strategy sets out how the Mayor will use the affordable housing grant. The strategy also seeks to influence other organisations with a role in housing in London. All housing strategies and policies of local authorities are required to be in general conformity with the Mayor's housing strategy.
Environment	The single integrated environment strategy (which has reduced from six strategies) has some powers of direction over local authorities, regarding waste management and air quality. It also seeks to influence other organisations with a role in improving London's environment.
Economic development	The economic development strategy seeks to influence other organisations with a role in economic development in London.
Health inequalities	The health inequalities strategy seeks to influence other organisations with a role in the health of Londoners.
Culture	The culture strategy seeks to influence other organisations with a role in London's culture.
Policing and crime plan	The policing and crime plan sets the budget for the MPS, sets out policing and crime priorities for London and holds the Commissioner to account on behalf of Londoners

Drawing on feedback to this document's vision for the city, detailed policies and proposals relating to their individual subject areas will be prepared for each plan or strategy. The public and stakeholders will then be consulted on draft strategies/ plans before they are finalised and I formally approve them. In the case of the London Plan an examination in public will be held. The policies and proposals set out in the accompanying document are therefore subject to public and stakeholder consultation, and the relevant statutory processes and procedures relevant to each particular plan/strategy. When preparing them, we have a general legal duty to consult specific stakeholder groups⁹ and to take into account their potential likely impacts on specific groups or areas of interest (usually achieved by conducting an Integrated Impact Assessment - IIA)¹⁰. Where relevant, City Hall's policies must address the cross-cutting themes of health improvement, reduction of health inequalities, contribution to sustainable development, and mitigation or adaptation to climate change, and (so far as possible) be consistent with national and EU policy, and one another.

In addition to these policy-specific strategies, I have a general power to promote economic development, social development and the improvement of the environment, which means I can use my influence to improve life for Londoners in every way I see fit (as long as it does not duplicate the work of other parts of government) – for example by promoting excellence in London's schools, improving public health and encouraging volunteering and civic participation.

As with all public sector bodies, City Hall is subject to the public-sector Equality Duty, which requires us to have due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between different people when carrying out their activities.

REFERENCES

- 1 Specific projects mentioned may also be subject to statutory procedures, including consultation.
- 2 Opportunity Areas are London's major source of brownfield land which have significant capacity for development – such as housing or commercial use - and existing public transport access or public transport access that could potentially be improved. Typically they can accommodate at least 5,000 jobs, 2,500 new homes or a combination of the two, along with other supporting facilities and infrastructure. Intensification Areas are built-up areas with good existing or potential public transport links, and can support redevelopment at higher-than-existing densities. They have significant capacity for new jobs and homes but at a level below that which can be achieved in the Opportunity Areas.
- 3 Annual Survey results 2015
- 4 As an interim measure I intend to publish supplementary planning guidance (SPG) on maximising affordable housing provision later in 2016.
- 5 The number of people seen sleeping out in London has increased year on year from 2,807 people in 2005/06 to 7,580 in 2014/15. Most rough sleepers are aged between 26 and 55 (79 per cent) and are male (86 per cent), while 43 per cent are UK born and 36 per cent are from Central and Eastern Europe.
- 6 The average London unemployment rate is 6.1 per cent. 9.2 per cent of people from ethnic minority backgrounds are unemployed, and 11.6 per cent of disabled people are unemployed. The average unemployment rate for 16-24 year olds in England is 14.4 per cent; in London it is 17.9 per cent.
- 7 London's youth unemployment rate is 17.9 per cent for 16-24 year olds, compared to the England average of 14.4 per cent.
- 8 Within the ULEZ all cars, motorcycles, vans, minibuses, buses, coaches and heavy goods vehicles (HGVs) need to meet exhaust emission standards or pay a daily charge to travel.
- 9 Statutory consultees are as follows: the London Assembly (which also has a power to reject the statutory strategies with a two thirds majority); the four GLA functional bodies; the London boroughs; and other stakeholders that the Mayor considers appropriate or which the relevant legislation requires to be consulted, including groups representing business, voluntary groups benefitting London, groups representing racial, ethnic and national stakeholders and groups representing religious communities.
- 10 In addition to specific requirements relating to individual strategies and plans, the following matters need to be taken into account when preparing them: the Equalities Act, health, health inequalities, sustainable development, climate change and its consequences and community safety; and in some cases a Strategic Environmental Assessment, Habitats Regulations Appropriate Assessment and a Sustainability Assessment may be required.

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Public Liaison Unit

Greater London Authority
City Hall
The Queen's Walk
More London
London SE1 2AA

Telephone 020 7983 4100

Minicom 020 7983 4458

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