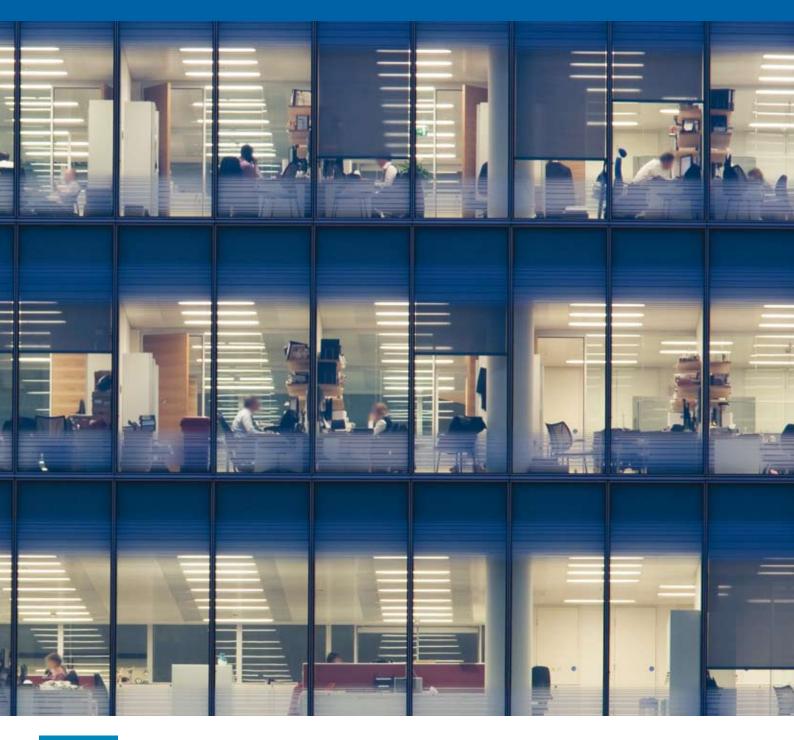
Rising to the Challenge

Proposals for the Mayor's Economic Development Strategy for Greater London

published for initial consultation with the London Assembly and the GLA Group





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Mayor's foreword

The Economic Development Strategy will be one of three key documents (alongside the Mayor's London Plan and Transport Strategy) that outline my vision for London.

Faced with the key challenges of a growing and increasingly diverse population, a more competitive global business environment, and a changing climate we need to set a new course for London's development over the next twenty years.

My vision is for a London that excels among global cities – expanding opportunities for all its peoples and enterprises, achieving the highest environmental standards and quality of life and leading the world in its approach to tackling the urban challenges of the 21st century.

London's strength is its energy, dynamism and diversity and the economic development strategy aims to harness these powerful engines for change rather than aim for blanket uniformity.

As greater numbers of people move to cities worldwide, we have the opportunity to set the benchmark for successful large-scale urban living. To do this we need to improve access to jobs, housing and transport, concerning ourselves with the needs of all Londoners and providing extra help to those facing the greatest disadvantage.



Throughout these three key strategies we have sought to place environmental sustainability at the heart of our approach because job security, energy security and climate security are all interlinked and must inform our policies on housing, transport and quality of life.

As Mayor, my role is to set out the broad vision and strategy but I know we can only realise that vision through partnership with others and so your involvement is vital and I welcome your comments and responses to this document.

Boris Johnson

Mayor of London

Executive summary

1. Introduction

The purpose of the Mayor's Economic Development Strategy (EDS) is to set out the Mayor's ambitions for the economic development of the capital; provide the GLA group and other strategic organisations with a clear vision, as set out in the foreword, and policy directions for achieving those ambitions; and to clarify roles and responsibilities with other parties who make a major contribution to developing London's economy.

This paper is a consultation document for the London Assembly and GLA group⁴, and is the first step in revising the EDS. It sets out the Mayor's broad intentions for building London's economic future. His overall aims are to:

- position and promote London as the undisputed business capital of the world;
- ensure that it has the most competitive business environment in the world;
- make it a leading global low carbon capital;
- give all Londoners the opportunity to share in London's economic success; and
- invest to ensure growth is spread across London, and in particular outer London.

2. London: business capital of the world

London has already benefited hugely from globalisation, becoming a magnet for inward investment and talent, a hub of entrepreneurialism and innovation, with only New York as a serious contender to this title. London's specialisation and world leadership in several high value sectors has created a well-established central applomeration of economic

activity. The Mayor is determined to make London the world's most attractive proposition for businesses, students and visitors, and is setting up a board that will take a strategic and coordinated approach to enhancing the city's global profile, identifying and addressing market failures that prevent leading sectors from achieving their full potential.

3. Improving London's competitiveness

London's businesses can only thrive if the city remains competitive – nationally and globally. Highly ranked as a business location in several independent studies, London has huge advantages. However, some are being eroded – not least due to rising taxation – and improvement is needed if we are to stay ahead of the competition. A major aim in revising the EDS is to gain a greater understanding of the competitive challenges we face and to determine how we can overcome them.

4. Transforming to a low carbon economy

The transition to a low carbon economy is an urgent environmental necessity. This transformation, with its sizeable economic benefits, can be turned to London's advantage, provided we move fast. We need to manage the transition in a way that fully exploits the economic opportunities in this area, and minimises the economic damage of climate change.

London should use its experience, specialisms and reputation to develop market leadership; for example it is already the leader in carbon permit trading and has highly renowned climate change research expertise. It also needs to leverage its own mitigation and adaptation programmes to establish itself as a low carbon capital with highly developed tradable expertise (for example retrofitting buildings, generating energy from waste, and recycling).

5. Extending opportunities to all Londoners

Londoners' contributions to the capital are key to its success; and all Londoners should have the opportunity to participate in, and benefit from, that success. The chapter focuses on three key issues: tackling worklessness; addressing the root causes of low skills; and promoting equality and tackling deprivation.

The Mayor will address these challenges by promoting more effective education, training and support for employment and entrepreneurship; from getting schooling right to promoting the high-end skills that are critical to London's competitiveness. He will also work with partners to strengthen the incentives, improve the opportunities and provide more relevant targeted support for helping people into work, and encouraging their progress once they are in work. More personalised support and improved delivery is required for Londoners facing complex and multiple barriers to participation.

6. Investing in London's future

Only by making the right investments will London fulfil its potential as the world's commercial capital, a global leader in the low carbon economy, and a city offering opportunities and a high quality of life for all Londoners. Prosperity must be spread across the capital, addressing areas of deprivation across the city and in particular fostering economic and employment growth in outer London. Two interlinked broad areas of investment are key to maximising London's potential and providing greater access to employment over the coming two decades: transport, and housing and regeneration (including building on the opportunity of the 2012 Olympic and Paralympic Games).

7. What happens next?

The aim of this document is to establish the Mayor's broad intentions for building London's economic future and come to a shared understanding with the London Assembly and GLA group of the issues we face and how best to tackle them. The strategy calls for close collaboration between the Mayor, the wider GLA group and private, public and third sector organisations across the capital; only then can we succeed in ensuring London continues to excel among global cities.

The Mayor is launching this paper alongside the proposals for the London Plan and the Mayor's Transport Strategy so that responses can be considered in the light of all three. Together they offer a coherent integrated framework for successfully developing London as the best city in the world. They aim to give a clear lead to our partners on how London will change, enabling us to work together to make effective joint investment decisions over the coming years.

Like the London Plan and the Mayor's Transport Strategy, the EDS looks to the long term, adopting 2031 as its horizon. However in practice many of its policies are focused on the more immediate future.

This document sets out a number of consultation questions. Although it is primarily intended to form the basis for consultation with the London Assembly and the GLA functional bodies (Transport for London, the Metropolitan Police Authority, the London Fire and Emergency Planning Authority and the London Development Agency), it is open to anyone to send in comments, which will be considered carefully as the new Economic Development Strategy is developed.

Please send any comments to:

By post:

Boris Johnson
Mayor of London
(EDS proposals)
Greater London Authority
City Hall
More London
The Queen's Walk
London SE1 2AA

By email:

eds@london.gov.uk with "EDS proposals" in the subject box.

Comments need to be received by 5pm on **Tuesday, 14 July 2009**.

1. Introduction

It is not widely appreciated how extraordinary the London economy is, nor how it is a product of its extraordinary history. But it is essential to understand the dynamics of the London economy, and its strengths and weaknesses, in order to develop a strategy to help it develop over coming decades.

London's economy is vast, highly specialised, globally reaching, world leading, diverse, and highly dynamic. With an output of £251 billion a year, London's economy is bigger than that of Sweden and Austria, and larger than Denmark's and Portugal's combined. If London were a country, its economy would be the ninth biggest in the EU¹. Inner London generates the highest average output per resident of any region of the EU.

London's pre-eminence within the UK is well known. As well as being the seat of government and monarchy, it is also the commercial, financial, cultural and media capital of the country. It is highly specialised, dominating a wide range of sectors, with, for example, 42 per cent of market research jobs and 37 per cent of publishing jobs in Great Britain². Three hallmarks of the London economy - openness, specialisation and geographic clustering have helped promote greater productivity, competition and growth, and ensured London businesses are at the forefront of national and global economic developments. It is a cliché, but accurate, to describe London as the engine of the UK economy – over the past decade, it has grown faster than the UK as a whole, so that with just 12 per cent of its population, it

produces 19 per cent of the national economic output. It contributes between £8 billion and £18 billion more in taxes to the national coffers each year than it receives back in public spending³.

Less remarked upon has been London's global pre-eminence. We have been dazzled by the now-troubled financial services sector, but that has perhaps blinded us to the fact that London is world-leading in many other areas (See London's world-leading sectors in Chapter 2). Independent studies show, for example, that London also leads the world in legal services (four of the top six international law firms are based here), higher education (we have more 'top 100' universities and more international students than any other city) and tourism (we receive more international tourists than any other city). This diversity of strengths belies claims that London is over-reliant on financial services.

Leading in so many areas, London has greater claim than anywhere else to be the world's commercial capital. Rivalled only by New York, its position is in many ways a direct consequence of its history (see *The lessons from London's history* on page 13). Globalisation has been a gift to global centres such as London, leading to high levels of growth and high incomes. With globalisation expected to continue, it is a key part of this strategy to ensure that the GLA group⁴ is doing what it can to protect and promote London as the commercial capital of the world (**Chapter 2**).

Having a competitive business environment is key to maintaining London's position as a global capital of commerce, but it is also essential for the wider London economy. Start-ups and small and medium sized enterprises are essential for the economic dynamism of London, and barriers that prevent growth in outer boroughs, or under-developed areas closer to the centre, must be overcome. Ensuring London remains an attractive place to do business is a second key theme of this strategy (**Chapter 3**).

While London has historically succeeded in being at the forefront of global economic developments, there is one that is now so significant it requires particular attention.

Climate change presents challenges to London's economy, but also opportunities. For sound environmental reasons, we must push towards a low-carbon economy, and this profound transformation is creating huge new markets that London must ensure it benefits from (**Chapter 4**).

We must do what we can to ensure the London economy grows so prosperity increases, and we must also make sure that all Londoners benefit from that growth. It is not just a matter of fairness and social cohesion, but of good economics, that everyone has the opportunity to fulfil their economic potential (**Chapter 5**). We don't only want a bigger pie for London, but we want all Londoners to be able to get a slice of it.

A key issue is the investment needed to underpin London's growth and regeneration. Over the next decade, more than £40 billion

of strategic investments are committed, and we must ensure the full benefits are obtained. In particular, it is essential that we maximise the economic benefits of Crossrail, and of the 2012 Olympic and Paralympic Games which are a once in a generation opportunity for London to showcase itself to the world. We also need to ensure all parts of London make their full potential contribution to London's development, particularly outer London where jobs growth has historically lagged behind other parts of London and the wider south east (**Chapter 6**).

The Economic Development Strategy is being drafted in the middle of one of the worst recessions to hit London, which will clearly be seriously affected in the short term. However, history shows that the London economy is remarkably resilient, flexible and innovative, ensuring it can reinvent itself in times of crisis to be at the forefront of the next big economic developments. The Mayor set out immediate practical measures to help businesses and individuals cope with the downturn in his *Economic Recovery Action Plan* (December 2008), which he is publicly updating on a quarterly basis.

Economic evidence to date suggests that this is a cyclical downturn, and does not indicate a fundamental change in London's economic structure. The recession has, however, accentuated certain significant risks, from protectionism through to the gradual erosion of our competitive strengths. We also have to consider what long-term effects there might be if, as some predict, the financial services sector takes many years to recover.

The lessons from London's history

London's position at the heart of the global economy is in many ways a continuation of its remarkable history. It is not a city that grew overnight out of success in a single industry, and it has no coalfields or gold mines. But it has, for centuries, remained at the forefront of economic developments by being open to the world, being flexible, and by specialising in high value areas where it can get maximum return.

It became a centre for commerce in the late middle ages, after London merchants started to control the cloth trade. The destruction of Antwerp in 1576 left London the leading North Sea port, and the massive expansion of the cloth trade meant London started dominating European commerce. By the end of the 16th century, London contributed more than 80 per cent of customs paid in England. From the 17th century onwards, it was at the centre of the colonial expansion that drove world trade – the East India Company, which ran much of India for two and a half centuries, was founded in London by Elizabeth I in 1600.

More than most cities, London has opened its doors to migrants, who have often brought trades with them. Huguenot weavers, fleeing anti-protestant persecution in France, set up vast workshops in the East End, and helped London dominate silk weaving in the 17th and 18th centuries.

From the late 18th century onwards, London's position was consolidated by being both the capital of the first industrialised nation, and the capital of the largest empire the world has ever known.

It dominated the UK and world economy as never before, or since. For most of the 19th century up to the early 20th century, London was the largest city in the world. As the centre of world trade, it had the largest docks in the world (the Royal Victoria and Albert docks), and was for long the largest shipbuilder in the world. London's commercial dominance, openness and entrepreneurialism enabled it to be always at the forefront of new opportunities. There is a direct line between London's dominance of world trade two centuries ago, through it's leadership in marine insurance (in particular Lloyds of London), to London's current dominance of the world insurance market.

London's population and economy expanded in parallel; it led the way in both suburbanisation and the mass consumer market. As demand for consumer goods exploded in the 1930s and 1940s, London produced vacuum cleaners (such as at the now listed Hoover factory in Perivale), light bulbs (along the North Road), TVs and radios (along the A40 and A1), and Vauxhall cars in Vauxhall. These were the high tech, value-added investments of their day.

But as production of consumer goods became standardised, it disappeared to lower value locations, and from the 1980s onwards information technologies took over. Eventually they too became standardised and moved out, and the growth industries were those using these technologies – such as management consultancies, advertising agencies and publishing. For the last two decades, these value added business services have been the driver of London's economic growth.

The economic principles underlying our policies

There is no point in action for the sake of action; we only want to intervene in the economy when we can be confident that we will do more good than harm. That makes it crucial we think clearly about why we are doing what we do. Our resources are also limited, so we have to make sure we get maximum impact from the money we spend. Improving the performance of our investments is imperative, so the Mayor and GLA group will apply a series of simple tests to determine the most effective use of public money:

Does it address a market failure? This is the most significant test; a whole range of market failures can impede economic efficiency, from greenhouse gases to a lack of street lighting. Eliminating these helps competitive markets to deliver the goods and services that best meet people's needs and preferences. This does not mean that the public sector can decide which areas of the economy will succeed and fail. It should not try to pick winners. Doing so leads to inefficient choices that can damage London's overall economic performance.

Does it tackle the cause of market failure?

Striking at the cause is more effective than supplanting the market. Good policymaking identifies the cause, diagnoses the failure, analyses ways of tackling it without creating state dependency and examines evidence for their effectiveness.

Does it achieve a social objective? The Mayor has a mandate to intervene for social

reasons, for example to address inequality. London's economy has changed markedly over recent decades, becoming increasingly dominated by service activities; the Mayor can provide support to deal with the consequences of such structural change. This can include alleviating market failures affecting skills and the labour market, or targeted equity objectives.

Do the benefits outweigh the costs?

Agencies should only pursue investments that offer value for money and are economic in achieving their objectives and efficient in yielding outputs. Agencies should also take account of any potential disbenefits such as market distortion, and be confident they are outweighed by the benefits.

Is the investment sustainable? Agencies will invest in measures that help the market work. Those requiring prolonged resourcing or subsidies are unlikely to be cost effective and can prove detrimental to economic efficiency.

The GLA group will evaluate its own programmes and projects and use its knowledge of what works to inform future selection and design. Robust quantitative evidence will help determine future investment priorities. Qualitative assessments of what worked well can aid agencies in designing future interventions.

2. London: business capital of the world

Objective: to position and promote London as the undisputed business capital of the world

2.1 Introduction

From the factories of China to the industrial heartlands of the US, much of the world has been touched by the defining economic feature of our age – globalisation. As a world leader in many high value-added sectors, London has derived more economic benefits from globalisation than most cities. It has brought business opportunities to London that have fuelled both its economy and population over the last couple of decades (and put an end to media stories about rivalry between London and Frankfurt, or London and Paris.)

Uniquely in Europe, London is a major global player. Other cities are either regional or national commercial capitals, but London is by many measures the world's commercial capital. In that role, it is only rivalled by New York, whose position reflects its role as the commercial capital of the world's largest national economy. Foreign direct investment (FDI) contributes more than £52 billion each year to London's economy⁵ and in 2007 London alone was the destination for more inward investment projects than any European country except Germany, France and the UK as a whole⁶. On the London Stock Exchange, 45.9 per cent of all equity assets are international, compared with 25.1 per cent for the New York Stock Exchange⁷. London is also a leading location for global business headquarters. In 2007 the city accounted for 6.1% of the aggregate market capitalisation value of the world's largest 500 quoted companies, second only to New York⁸.

There are enormous economic advantages to being – and being recognised as – a global centre of excellence. It ensures that London is a global magnet for talent and business, fuelling a virtuous economic circle. If every large bank in the world decides they must have an office in London, and if every ambitious banker decides they must work in London, then it is much easier for London to sustain its position as a world leader in banking.

The deep pool of talent enjoyed by global centres of excellence propels innovation, putting them in an unrivalled position to create and exploit new markets. For a global leader, the market is the entire world, increasing the customer base and giving greater opportunities for the highest level specialisations, which are only viable at the global level. The increased productivity of being a global centre means that workers earn far higher incomes, ensuring more people from around the world want to work here.

One of the clearest examples of the benefits of being a global centre of excellence is the Hollywood film industry: it can draw from the world's pool of film talent, it is at the cutting edge of technology and fashion, and has demand for its product around the world. There is a good reason why film industry incomes are far higher in Hollywood than in any other film centre.

Globalisation also presents London with challenges. Firms have a wider choice about where to do business, so we need to make London the world's most attractive proposition. This is not a zero sum game, but for London to profit from global competition, we must rise to the challenges from other countries and cities, many of which are also actively selling themselves as global centres of excellence.

It seems likely that despite the current recession and surge in protectionist sentiment, globalisation will continue, and the advantages of being the world's commercial centre will continue to increase. A key focus of the strategy will therefore be to position and promote London as the business capital of the world. However, the global recession may have some longer-term effects. It is important we consider what impact it has on London as a financial services centre. It also shifts the balance of worldwide economic opportunities towards the East even more than before. While we must continue to cultivate our existing major commercial partners such as the US, the rest of Europe and Japan, embracing new economic opportunities, particularly in China and India, will be important to London's success.

In revising the Economic Development Strategy, the Mayor proposes:

 to work with partners to ensure London remains a top global business location, competitive, innovative, and open to the world economy.

2.2 The dynamics of trade, globalisation and agglomeration

As discussed in the introduction, London's significant growth and colossal economic strength result from its long history of international trade. It has embraced the current era of globalisation, a force that massively increases the connections and interdependence between the world's economies. In previous centuries, London led in areas ranging from ship-building to silk-weaving. Today, London specialises in financial and high value business services, in which it is a world-leading centre.

Trade and globalisation have enabled London to specialise in these high-value sectors by opening up vast new markets for the capital, nationally and internationally. London's economy has become profoundly integrated with the rest of the world. In 2007, London's exports in goods and services were an estimated £58.7 billion⁹ – equivalent to over one fifth of the size of the capital's economy¹⁰. Estimates show that London accounted for 36.1 per cent of all UK service exports¹¹. London's 86,000 international students contribute over £1.5 billion to the capital's economy and generate around 44,000 jobs¹². London firms operating internationally and FDI firms located here have higher average productivity than those that operate nationally.

There is a third force at play, closely associated with specialisation; the agglomeration of a significant proportion of London's high value economic activity in the Central Activity Zone (CAZ), where most of London's globally orientated business is conducted. This is the

area covering the West End, the City and Canary Wharf. GVA per head in inner London was £52,857, nearly three times as much as the national average¹³. Only Manhattan and Tokyo rival central London's extraordinary wealth creation.

The CAZ is a medley of distinct quarters; for example financial and business services mostly occupy the City, Canary Wharf and Mayfair; the focal point for retail and entertainment is the West End; legal and government activity is predominantly carried out in Holborn and Westminster; while the creative industries congregate around Soho, Covent Garden and Farringdon. Thirty per cent of London's jobs are located in just two per cent of its land area¹⁴.

This concentration of economic activity and the associated high land values show that businesses are willing to pay a premium to locate near other firms. They pay to have unrivalled access to markets, labour and complementary businesses; executives from a company contemplating a global deal have immediate access to the top international financiers, lawyers and PR people. They all benefit from knowledge spilling over from firm to firm and sector to sector; this adds greatly to the centre's higher productivity and makes companies willing to pay higher rents. The high land values also mean that London becomes a world leader in high value sectors, rather than low value ones such as mass production. Although technological advances enable companies to do more tele-working, the benefits of agglomeration are so great they are likely to want to remain based in the centre close to their customers, service providers, employees and competitors.

London's world-leading sectors

Higher and business education. London has four universities in the world's top 100, more than any other city: Imperial College, University College London, King's College London and the London School of Economics. In 2009, the Financial Times index put London Business School MBA programme joint first in the world, alongside Wharton and above Harvard. There are currently 57 Nobel Prize winners amongst alumni and staff of the University of London alone.

Retail. In 2007, London had over 2,000 overseas retailers; more than any other European capital¹⁵. It was home to more than 40,000 shops employing over 375,000 people. Oxford Street is Europe's busiest shopping street with 200 million visitors a year and a turnover of £6.1billion¹⁶.

Tourism. London is the world's number one city destination for international travel, with 15.3 million international visitors in 2007¹⁷ compared with 8.76 million¹⁸ in New York.

Financial services. Despite the continuing financial crisis, London remains the world leading financial centre, according to a worldwide survey of financial services' professionals published in February 2009¹⁹. It leads the world in cross border bank lending, foreign exchange turnover, over the counter derivatives, and marine insurance net premium income. The UK has either maintained or grown

its world share in these sectors over the past 10 to 15 years.

Legal services. In 2008 London hosted the headquarters of four of the world's six largest law firms by value: Clifford Chance, Linklaters, Freshfields Bruckhaus Deringer and Allen & Overy²⁰. The UK is one of the world's principal venues for international arbitration. Over 10,000 commercial disputes were resolved in the UK in 2007, the majority by London-based firms. About 90% of disputes handled by international law firms based in London involve at least one party that is based elsewhere in the world²¹. There are over 200 overseas law firms in London. Around half are from the USA²², the rest mainly from Europe, Australia and Canada.

Accounting. London is a leading international centre for the provision of accounting and related services. Approximately 220,000 people work as accountants in the UK. Exports of accountancy services have also grown five fold over the past 10 years. Fee income amongst the Top 50 accounting firms rose from £8.7bn to £9.2bn between 2007 and 2008²³.

ICT. London is Europe's most e-enabled location; more than 73 per cent of London households have internet access²⁴ and virtually all companies can access broadband, making London Europe's largest on-line city. London is the "most wireless city" with a total of 12,276 wireless access points, exceeding New York by more than 3,000²⁵.

Creative industries. The creative industries are an important growth area for the UK's economy as a whole, and one in which London particularly excels, accounting for 25% of all UK jobs in the creative industries. London's creative industry GVA is an estimated £9.2 billion, more than the financial services sector and nearly 9% of London's economy²⁶.

2.3 Financial services

A key issue for the revision of the Mayor's economic development strategy is the role of London's financial services. Their success is critical, as London's financial services sector consumes a large proportion of the output of other important sectors in the London economy: 36% of the creative industries' business to business sales, 37% of business to business sales from the professional services sector, and 58% of business to business sales from the ICT industry²⁷. Clearly therefore, the continuing financial crisis will have a significant effect not only on the sector itself, but also elsewhere in the economy.

However, it is important to note that financial services – and closely associated business services – cover a range of activity. The financial crisis has centred on wholesale and interbank markets and securitisation, where employment growth is likely to be inhibited. International regulation is bound to be tighter in future. Structural changes within the sector are therefore likely to take place. But there are many other types of financial and business services and the sector as a whole is likely to continue to grow in the medium term.

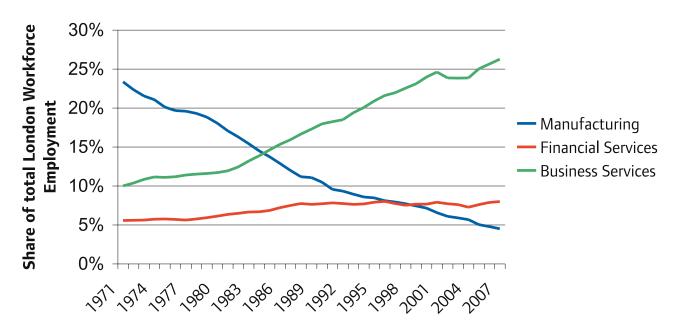
2.4 Other sectors

It is also important to see London's financial services in perspective. Historically they have accounted for under 8 per cent of jobs in London – a low and remarkably stable proportion (see Exhibit 1), despite the sector's long-term growth in output, the previous

recession in the early 1990s and the end of the dotcom bubble in 2001. It is the growth of business services and the decline of manufacturing that dominates the long-term structural changes to London's economy and has led to a diverse range of business activities in the capital (see Exhibit 2).

Exhibit 1 – trend of employment growth in financial services, business services and manufacturing services.

London Workforce Employment by Sector



Source: GLA Economics Working Paper 20. Employment Projections for London by Sector and Borough - February 2007 and ABI data. Due to data limitations, a separate data set is used for the years 2004-7 than for the rest of the graph.

Exhibit 2 - Employees by sector in London, 2007

Sector	No of jobs	% in Inner London	% in Outer London
Health and social work	386,000	50	50
Retail excluding motor vehicles	367,000	46	54
Financial intermediation	326,000	86	14
Transport, storage and communication	303,000	44	56
Education	302,000	47	53
Hotels and restaurants	291,000	64	36
Other community, social and personal service activities	291,000	64	36
Public administration and defence; compulsory social security	225,000	60	40
Other business services not elsewhere in table	206,000	62	38
Manufacturing	183,000	46	54
Labour recruitment and provision of personnel	162,000	61	39
Wholesale	157,000	41	59
Construction	122,000	34	66
Computer and related activities	113,000	64	36
Industrial cleaning	108,000	55	45
Business and management consultancy activities	97,000	77	23
Real estate activities	95,000	66	34
Legal activities	94,000	86	14
Accounting and related activities	66,000	78	22
Architectural, engineering and related activities	64,000	74	26
Sale and repair of motor vehicles, and related activities	41,000	23	77
Advertising	35,000	81	19
Renting of machinery and equipment	17,000	32	68
Research and development	14,000	64	36
Agriculture, fishing mining and utilities	13,000	60	40
Total	4,079,000	58	42

Source data: ABI 2007. Notes: Data above covers employees only. In 2007 there were 608,000 self-employed people (Labour Force Survey). Sector figures may not sum up to total due to rounding. Inner London is defined as the boroughs of Camden, Greenwich, Hackney, Hammersmith and Fulham, Islington, Kensington and Chelsea, Lambeth, Lewisham, Southwark, Tower Hamlets, Wandsworth, Wesminster and the City of London. Outer London is defined as all other London boroughs.

2.5 What should London and the Mayor do?

London has many intrinsic advantages as a world business centre – most notably the English language; a time zone that means employees can speak to Asia and the US in a single working day; political stability and the wide use of English contract law worldwide. There are other factors that are considered in the next chapter.

The main focus to date has been to promote London's existing strengths, and to build on work by the agencies Visit London, Think London, Study London and Film London which deploy significant resources attracting visitors, inward investment, students and film makers to London. This will be built on further.

In revising the Economic Development Strategy, the Mayor proposes:

- to set up a board to take a more strategic and integrated approach to promoting the city around the world.
- to identify what barriers there are to London being the business capital of the world, what sectors might benefit from help, and what interventions would bring economic benefit to London.

For instance, as global populations age, particularly in the richer western world, medical tourism will grow, a market that London should exploit in a more coordinated way. Similarly, London's world-class higher and business education sector could achieve an even stronger global profile. At the same time, it is important

to recognise there are limits to what the public sector can and should attempt to do, in particular to avoid the trap of picking winners.

In revising the Economic Development Strategy, the Mayor proposes:

 to review the areas where London is already a global leader to identify any market failures that need to be addressed in order to consolidate London's position, and to identify other sectors with potential for global leadership.

Other cities are adopting strategies targeted at taking London's market share in financial services and in other global markets. London should learn from its competitors, counter threats and develop complementary initiatives.

A review of financial services initiated by the Mayor shortly after he took office in 2008 recommended that the overall approach to promoting this sector should be bolstered and better coordinated. In response, the City of London will take responsibility for coordinating the marketing of the whole of London's (and the UK's) financial services industry in cooperation with the Mayor.

In revising the Economic Development Strategy, the Mayor proposes:

 that the Mayor's agencies, the City of London and business cooperate and coordinate promotional work in key overseas markets, including China and India. One factor in London's attractiveness is London's Central Activity Zone, identified as being vital to world-beating businesses. It has already expanded in recent years – notably to Canary Wharf to the east and More London to the south of the Thames – but it is likely to require more room to grow. The London Plan has identified long-term spatial capacity for offices in the City Fringe, the South Bank near London Bridge, Victoria and in the Isle of Dogs, which Crossrail will help unlock. Transport improvements overall should increase reliability and reduce journey times, increasing the effective area of London's central agglomeration.

Questions

- 1 Is globalisation likely to continue on broadly the same lines in the next decade, or will its nature change, together with its impact on the London economy?
- What are the main barriers London faces to positioning itself as the business capital of the world? What opportunities exist?
- 3 What can London learn from the approaches adopted by other cities to fostering their economies? What is the evidence on what works and what doesn't?
- 4 What are the threats and opportunities to London from globalisation? How can London harness globalisation to its maximum advantage?
- 5 Are there specific market, government or other failures affecting specific sectors that

- should be highlighted? How could they be overcome?
- 6 Is there evidence that the financial crisis and recession are likely to have a significant permanent impact on the role of financial services or the structure of London's economy?
- 7 How should the GLA group monitor London's position as a global capital for business?

3. Improving London's competitiveness

Objective: to ensure London has the most competitive business environment in the world

The whole of London can only thrive if its business environment is competitive, nationally and globally. This is vital not only to help multinationals, but all London businesses, from large firms, small and medium sized enterprises (SMEs) to sole traders, whether they serve their local community, or sell across London, the UK or the world. With key parts of London's economy operating in the global market place, it is essential that London's competitiveness compares favourably to other world cities. Having a competitive business environment is particularly crucial given how large the private sector is in London; it accounted for 76 per cent of employment in London's economy (of which half is in SMEs) with a further 7 per cent in the third sector²⁸

By many standards, London already has a highly competitive business environment. However, some of the city's advantages are being eroded and others need strengthening. A major aim in revising the Economic Development Strategy is to gain a greater understanding of challenges to London's competitiveness, and what can be done to overcome them.

3.1 Assessment of London's competitiveness factors

Independent studies regularly assess London as the most competitive city in the world.

The European Cities Monitor by property consultants Cushman and Wakefield has placed London as the top place to do business for every year since 1990. In 2008, it was judged top in six

Exhibit 3: Attractiveness of London to business

	2005	2006	2007	2008	2008 Leader
Availability of qualified staff		1	1	1	London
Easy access to markets		1	1	1	London
Quality of telecommunications		1	1	1	London
External transport links	1	1	1	1	London
Cost of staff	22	16	25	29	Warsaw
Climate for doing business	6	5	2	5	Dublin
Language spoken	1	1	1	1	London
Office space - value for money	24	29	18	24	Leeds
Internal transport	2	1	1	1	London
Availability of office space		1	2	5	Berlin
Quality of life		7	11	14	Barcelona
Freedom from pollution	27	26	29	27	Oslo

European Cities Monitor, Cushman & Wakefield (2005-2008)

out of twelve criteria, scoring highly on availability of qualified staff and access to markets, as Exhibit 3 shows. The table also shows some criteria such as quality of life and freedom from pollution where I ondon needs to do better.

The Global Financial Centres Index published every six months by the City of London Corporation has ranked London as the world's top financial centre closely followed by New York for the past three editions.

The Mastercard Worldwide Centres of Commerce Index assessed 75 cities as centres for business in 2007 and 2008, and put London top in both years, followed by New York. It was ranked particularly highly for ease of doing business, including corporate tax burden, contract enforcement and provision of banking services.

Although these surveys are a cause for optimism for London as a global commercial centre, there are signs that its position may be slipping. CBI London's Business Survey has recently shown a marked deterioration in London's rating as a place to do business.

Set out below is a summary of factors affecting London's competitiveness. These are important in attracting both businesses and people to the city. While acknowledging great strengths, it shows that there are also huge challenges in keeping London ahead:

 Availability of skilled labour: this is one of London's clear strengths, and relies on the capital's ability to attract talented individuals from around the world. An open immigration policy is important to London's continued economic success; and the shift towards a more restrictive approach through the points based visa system could pose a threat to London's competitiveness. Improving homegrown skills at the bottom end of the skills ladder is a more formidable challenge. Chapter 5 discusses skills in more detail, from the perspective of Londoners' participation in the economy.

- Costs of staff: London specialises mostly in high value-added activities, so staff costs are likely to remain high compared to other locations although the recent depreciation of the pound has improved this situation for international businesses.
- Labour market flexibility: the UK remains strong relative to other countries, although increased regulation from both the EU and the national government has reduced flexibility in recent years.
- Transport system: London's transport system is extensive but urgently needs improving. Major expansions are planned through Crossrail, the Tube upgrade, Thameslink and other mainline rail upgrades. Transport and other investment requirements are discussed further in Chapter 6.
- External connections: An excellent international network is vital. London's connections are extensive, with flights in and out of London far outstripping Paris,

Frankfurt and Amsterdam. However Heathrow is operating at close to full capacity. The recession has brought a temporary dip in demand, but when this rises again, the system will be under severe strain. The Mayor is firmly opposed to the proposed third runway at Heathrow due to its negative environmental impacts and is exploring the idea of a new airport in the Thames Estuary.

- Access to markets: London is a large market-place itself and is well placed to continue to provide excellent access to a wide range of markets elsewhere.
- Quality of telecommunications: London is a world leader in aspects of its information and communication technology infrastructure. But it must remain alert to future technological developments. It is necessary to ensure that there are conduits to identify and act swiftly on any market failures given the rapid pace of technological development.
- Regulation: the regulatory burden is light compared to our competitors. However, the financial crisis could provoke a response that imposes an uncompetitive regime, particularly from European regulators.
- Tax system: a major determinant of competitiveness, where our previous position of relative strength is rapidly deteriorating. The new 50p top income tax rate will be the highest amongst our main competitors. There have also been other recent changes to the UK tax system with adverse effects. The

massive escalation in government borrowing increases the likelihood of uncompetitive taxation in the UK relative to other countries in the future.

- Office availability and cost: there is plenty
 of long-term capacity for office workplace
 growth, and the recent depreciation of the
 pound has improved value for money for
 overseas investors. As part of London Plan
 implementation, capacity and cost will be kept
 under review.
- Housing: the supply of housing is not meeting demand, particularly for affordable housing at lower income levels. In addition, population and household formation are predicted to continue to rise, so the supply of housing needs to increase. The Housing Strategy will set out the Mayor's approach.
- Crime: tackling crime and fear of crime is a key challenge, and the Mayor has made this a top priority. Businesses have also identified crimes against business such as fraud, vandalism and shoplifting as a rising concern.
- Culture, sport and entertainment: the city's offer is unsurpassed, catering in depth for virtually all tastes, from nightclubs to opera, and from rowing on the Thames to watching Premier League football. London hosts numerous internationally renowned institutions such as the British Museum, British Library, National Gallery, Tate, the Southbank Centre and Kew Gardens.

- Other aspects of quality of life: The city's performance is mixed. It has a large number of parks, gardens and other open spaces. But its air quality is poor, congestion levels high, and the provision of some public services, such as education and health, is strained, and in some parts of London is not of acceptable quality. A wide range of projects is being taken forward to improve quality of life across London, including the Mayor's Priority Parks scheme, his London Food programme, urban realm improvements and ambitious programmes to promote cycling and walking.
- Research and development: London has a relatively low level of research and development expenditure in the private sector compared to the rest of the country (though this is affected by the high proportion of services in London, where such expenditure is less well recorded than in the manufacturing sector) but the highest level in the higher education sector. This creates opportunities for the capital to catalyse transfers from the one to the other, and commercialise the capital's strong knowledge base.

3.2 Providing high level skills

London's economy needs highly skilled workers to sustain and drive up its global competitiveness: availability of a skilled workforce is a key factor attracting businesses and investors²⁹, and London acts as a magnet for talent from across the UK and from abroad. Latest annual data show about 160,000 international migrants and 170,000 inward migrants from the rest of the UK entering

the London labour force each year, offset by 330,000 thousand leaving London for the rest of the UK and abroad³⁰. These flows illustrate the dynamism of London's labour market.

London's demand for highly skilled workers (equivalent to graduate level or above) is set to increase from the already high level of 43 per cent of its workforce today, to 50 per cent by 2020³¹, well above the current proportion of London residents with degree level qualifications of 37 per cent³². This results from the expansion of business and other service sectors and the growing requirement for managers, professionals and associated occupations. Strengthening London's position as the world's capital for business will further increase the demand for high-level skills.

In revising the Economic Development Strategy, the Mayor proposes:

 to promote high-level skills in London, working with partners to increase the proportion of Londoners who achieve high skills levels and championing an open labour market.

3.3 What should London and the Mayor do?

The Mayor has a range of policies to improve the competitiveness of London. Transport, housing and the availability of space for business are key competitiveness factors, and the Mayor's approaches in these areas are set out in his proposals for the London Plan and Transport Strategy, and in his draft Housing Strategy.

Chapter 6 of this document discusses strategic investment in these and other areas that will sustain the economy of the whole of London, and includes a particular focus on ensuring the outer London economy fulfils its potential. The Mayor wants thriving town centres in London, and supports Business Improvement Districts (BIDs), of which there are now nineteen operating across London.

The Mayor has lobbied for a reduction of taxation and regulatory burdens facing businesses, notably over empty property relief and the taxation of overseas profits of multinationals. In both cases the government revised its plans.

In revising the Economic Development Strategy, the Mayor proposes:

 to monitor issues affecting London's competitiveness and take steps to tackle any emerging threats.

The Mayor believes an entrepreneurial culture and a thriving SME sector are vital to London's competitiveness. The London Development Agency (LDA) already spends around £75 million annually on a range of business support programmes, primarily aimed at SMEs. The government agency UKTI provides support to businesses seeking to start up or grow an export arm. The current weakness of the pound highlights the potential for export growth.

In revising the Economic Development Strategy, the Mayor proposes:

- to ensure that the LDA's business support programmes continue to address the needs of London's SMEs including supporting international competitiveness and fostering innovation, entrepreneurship, and business start-ups.
- to further promote innovation in London, including exploiting the opportunities from the information and communication technology sector, and working with universities and the wider Higher Education sector.
- to work with UKTI to develop an export promotion programme for the capital.

Questions

- 1 What are the main threats to London's competitiveness, and how can they be overcome?
- 2 What can the Mayor do to ensure London retains its competitive business environment?
- 3 What more can be done to foster entrepreneurialism, innovation and business start-ups? How can the Mayor support businesses, in particular SMEs, most effectively?
- 4 How can we best ensure an increasing supply of the high-level skills needed to keep London competitive, including more Londoners obtaining high-level skills?

- 5 Are there ways of better exploiting the world-class Higher Education resource in London to support London's competitiveness?
- 6 How should the GLA group monitor the competitiveness of London for businesses?

4. Transforming to a low carbon economy

Objective: London should become a world leading low carbon capital

Since the beginning of the industrial revolution, economic activity has been almost exclusively powered by hydrocarbon fuels. But after centuries of benefiting from a carbon-based economy, the world is entering a new economic era – the low carbon era.

It is inevitable that we will move to a low-carbon economy as the damage that our use of hydrocarbon fuels inflicts on the environment is unsustainable and, moreover, fossil fuels are a non-renewable resource. What is in question — and what the Mayor has to consider as part of this strategy — is when and how.

The imperative to transform to a low carbon economy, and to do so sooner rather than later, is driven by climate change, and reducing the damage it will cause globally, nationally and to London. As a low-lying city with a tidal river, London is particularly vulnerable to rising sea levels. Moving to a low carbon economy could also bring other advantages – most notably increased economic stability and security. The world economy is extraordinarily diverse and powerful, but its overwhelming dependence on a very narrow range of fossil fuels is a vulnerability, as the effect of repeated oil price shocks shows. It is also detrimental to international security to have the world's energy supplies effectively controlled by a small number of countries.

There are powerful environmental arguments in favour of making the transition as quickly as possible – and as the Stern Report³³ shows, these environmental arguments are also economic arguments: temperature increases of

5 to 6 degrees could conceivably wipe out 5 to 10 per cent of GDP during the next century. As a matter of strategy, it is also clearly better that we are aware of the implications of this fundamental and inevitable transition so that it can be turned to our advantage, rather than let it be forced upon us by future crises.

The second big issue is *how* London transforms to a low carbon economy. The Economic Development Strategy is not the place to discuss the detail of policies to reduce greenhouse gas emissions. However, we clearly want to move to a low carbon economy in a way that fully exploits the economic opportunities in this area, including the fact that many measures to reduce carbon emissions quickly pay for themselves.

The Stern Report describes climate change as the world's largest ever market failure - the energy sources that underpin our economy are causing major externalities that are not priced in. So far, international efforts have not curbed global emissions, which rose in the EU and the UK in 2007/08. In the absence of a comprehensive global agreement which ensures that the externalities of fossil fuel consumption are properly priced in, there is a risk that ad-hoc measures to combat climate change could come at a greater cost to businesses, the taxpayer or the economy than necessary. It is essential to ensure that measures to reduce greenhouse gas emissions are cost effective and minimise any detrimental impacts on the economy.

However, the transformation to a low carbon economy also presents huge opportunities.

A key part of this strategy will be to consider how this transformation can be put to London's advantage. There are likely to be sizeable economic benefits if London is ahead of this major global trend, and establishes itself as a world leader in the burgeoning field of low carbon businesses.

4.1 Establishing London as the low carbon capital

Through a range of international agreements and self-imposed targets, the EU, national governments and cities around the world are committed to far-reaching reductions in greenhouse gas emissions. Reducing emissions to meet these targets will require considerable investments, with global estimates ranging from £122 billion to £368 billion annually by 2030^{34} . These massive investments will create major business and economic opportunities for London.

A recent LDA commissioned study³⁵ suggested that if London merely took a share of this market in line with its 1 per cent share of global GDP, it would lead to £3.7 billion annually of opportunities for London business. London is in a powerful position to develop world-leading low carbon industries, enabling it to take a far greater share of this expanding global market, increasing the opportunity far beyond that level. As with other sectors and technologies, there may be major commercial advantages to early adoption, and it is critical that London rapidly positions itself to take advantage of these global developments. The two broad areas of opportunity are in mitigation (markets

and technologies that develop as part of the battle to reduce greenhouse gas emissions) and adaptation (markets and technologies that develop to help people and businesses adapt to climate change).

4.2 Economic impact of climate change

As a result of climate change, London faces warmer, wetter winters and hotter, drier summers bringing increased risks of flooding, drought and heat waves. We must therefore also consider what direct impact climate change may have on the London economy. Rising sea levels could directly threaten businesses and development potential along the Thames. London is the world's leading insurance market, and a dramatic increase in weather-related insurance claims around the world could have a detrimental financial impact.

4.3 What should London and the Mayor do?

The Mayor is committed to cutting carbon emissions in London by 60 per cent by 2025 and is delivering unprecedented levels of funding towards climate change programmes (over £100 million over the next 3 years). The LDA has committed £18 million in 2008/9 to start implementation of a suite of climate change programmes. We are working with boroughs and other partners to further develop these programmes which have the potential to:

 develop the electric vehicle market by delivering 25,000 charging points by 2015, and encouraging early adoption by GLA group and others

- retrofit 60 per cent of London's homes to the required energy efficiency standards, which could save one million tonnes of CO₂ per year by 2015; roll-out a similar programme for public buildings
- deliver 25 per cent of London's energy requirements through decentralised energy production by 2025
- turn waste into a resource through recycling or energy generation for London.

There are two strategies that London can use to position itself further as a world leader in low carbon markets:

- Use its established experience, specialisms and reputation to develop market leadership. London has a wealth of established expertise in finance, trading, legal services, a range of clean technologies and academic research. London is currently the global market leader in carbon permit trading, with over 80 per cent of all carbon market brokering firms. There are 80 departments at 17 London universities focusing on climate change research, many of them world-renowned³⁶ London banks have £19 billion invested in global renewable projects³⁷. London is home to 75 AIM listed clean-technology firms, and over 90 per cent of the UK's venture capital funds back clean-technology firms. Many leading international environmental consulting firms are already based in London and a number of home-grown consultancies are expanding internationally
- Leverage its own mitigation and adaptation programmes to establish London as a

low-carbon capital, and develop tradable expertise. London already has a range of mitigation initiatives including retrofitting of commercial, public and residential buildings, decentralised heating, energy from waste and recycling and electric vehicles. The Mayor's Climate Change Adaptation Strategy recommends a series of initiatives including promoting water efficiency, enhancing access to cool buildings during heat waves and providing developers with design guidance to prevent buildings overheating. Developing these programmes will also build expertise that can be used elsewhere.

We must also be aware of competition in the new low carbon markets, as many other countries and cities are developing and investing in major strategies to develop leadership in this area (for example Singapore, or the United States which has announced £70 billion of funding for tax benefits for energy related investments to support the President's vision of a 'green recovery').

The Mayor will take direct measures to promote the low carbon economy. For example, general business support programmes that are already available could include targeting green sectors, and regeneration policies could support green industries. Investments can be used to promote green sectors, for example by providing infrastructure for electric vehicles, or improving skills, such as setting up a retrofit academy. There are proposals for a green enterprise district in east London that could act as a focus for attracting green businesses. The Mayor can

also lobby for changes in national policy, for example giving tax breaks for green industries. Through his various strategies, the Mayor is pursuing a wide range of policies to reduce emissions.

The Mayor can give broader political leadership to help attract investment, and encourage joint international climate change projects. In 2008, he became honorary Deputy Chair of the C40 group (an international group of the largest cities committed to tackling climate change), which provides the opportunity to exchange ideas and combine forces.

In revising the Economic Development Strategy, the Mayor proposes:

 to work with partners to make London a world leading low carbon capital; exploiting the necessity of tackling climate change as an economic opportunity for the capital, and harnessing London's existing expertise and its mitigation and adaptation programmes.

Questions

- 1 What are the barriers to London developing global leadership in green industries, and how can they be overcome?
- 2 How can London use its climate change mitigation and adaptation strategies to help its economy develop as a low-carbon world leader?
- 3 How can financing barriers to the necessary implementation of climate change

- adaptation and mitigation measures be overcome?
- 4 What particular strengths does London have that enable it to take a global lead in developing green jobs, and in what sectors will they give London an advantage?
- 5 What practical measures can the Mayor implement directly to develop low carbon leadership? What measures should he lobby national government for?
- 6 What direct impact will climate change have on the London economy?
- 7 How should the GLA monitor the development of London as a leading low-carbon economy?

5. Extending opportunity to all Londoners

Objective: to give all Londoners the opportunity to take part in London's economic success

As well as promoting economic growth in London, it is important that all Londoners have the opportunity to benefit from that growth. The Mayor wants a London that everyone can play a full part in, not one divided between the 'haves' and 'have-nots'. There is an unacceptable level of deprivation in London, but this is not just a matter of fairness and social cohesion — it is also economically important that all Londoners are equipped to reach their economic potential, and that barriers to reaching that potential are removed.

This chapter focuses on three inter-related challenges: tackling London's entrenched problem of worklessness; addressing the root causes of low skills including improving attainment by young Londoners; and promoting equality and tackling deprivation by spreading economic opportunity.

5.1 Tackling worklessness

Tackling worklessness is a huge challenge for London. Many Londoners – and in particular many of the 645,000 people with no qualifications at all³⁸ – are cut off from the city's labour market. Around 30 per cent of Londoners are not in work, compared to around 25 per cent for the UK as a whole³⁹. London generated jobs at a faster rate than the national average from the mid-1990s up until the current recession, but its proportion of workless residents had become and remains the worst in the UK⁴⁰.

Research suggests that the main barriers to getting into work are: (i) poor access to job opportunities; (ii) lack of basic employability

skills; (iii) employer attitudes and practices including discrimination; and (iv) specific barriers affecting individuals such as childcare costs and problems of health or disability⁴¹. Londoners are more likely than those in other regions to face multiple barriers to employment, which sharply increases the likelihood of not being in work. London also has relatively fewer part time jobs, which can enable women in particular to combine employment with family life. A key area needing greater attention is the link between living in social housing and worklessness, with around 600,000 workless Londoners living in social housing⁴².

There is stiff competition at the lower end of the jobs market, in part driven by workers coming to London from the rest of the UK and abroad. London has over three low skilled residents for every low skilled job as compared with 2.3 in the rest of the UK⁴³, and relative to other regions, also has fewer jobs in 'average' pay sectors to facilitate progression and provide opportunities for those with mid level skills.

A further major concern is that the recession is not only increasing short-term unemployment, but could substantially increase the number of Londoners who become disengaged from the labour market in the long term.

Despite public funding of the order of around £900 million a year focused on tackling this issue in London, progress has been disappointingly slow. It is clear that new energy and ideas are needed. London's economy cannot afford to

miss out on the huge economic and social benefits of having more Londoners in work.

5.2 Addressing root causes of low skills

Research shows it is difficult for adults with lower level qualifications to improve their qualifications significantly later in life, so it is crucial to get it right first time, in schools⁴⁴. Amongst some groups and in some areas of London there is a cycle of low achievement, limited ambition, and poor educational outcomes that must be broken.

Children's educational success is strongly correlated with parental income. Life chances start to diverge from an early age and the gap widens over time: the impact on educational attainment of disadvantage is apparent by age three; by age seven, the poorest children's rate of achieving the expected level on standardised achievement tests is 12 percentage points lower than better-off children; and by 16, the GSCE pass rate gap is 35 percentage points⁴⁵. Children who are not succeeding educationally are also more likely to be excluded from school, and are at higher risk of involvement in anti-social behaviour or criminality.

As noted in Chapter 3, there is also an increasing requirement from employers for high-level skills. Whilst there has been progress and parts of London's education system are performing well, there need to be radical further improvements to ensure that all London's children will have the chance to get a good job in this increasingly competitive labour market.

Alongside improving outcomes from formal education for all, we must also increase opportunities for life-long learning. Around 75 per cent of London's 2020 workforce are already of working age⁴⁶. In a rapidly changing world, relevant continuing opportunities to learn and develop skills are essential.

5.3 Promoting equality and tackling deprivation

The challenge of increasing participation in work is heightened by London's rising population and workforce; and the fact that the major part of the projected workforce increase will be women and from Black, Asian and minority ethnic (BAME) backgrounds. London's lone parents (mainly mothers) have a very low employment rate at around 44 per cent⁴⁷ and many BAME groups have significantly lower employment rates than the rest of the population (overall the BAME worklessness rate is 40 per cent, compared to 25 per cent for white Londoners⁴⁸).

Particular barriers, such as the lack of affordable childcare or a lack of English skills, hinder many individuals from these groups from fully participating in the economy. We must therefore address such barriers not only to achieve greater equality but also to help support London's continuing economic growth. Reducing these barriers for groups which suffer deprivation and discrimination is also key to addressing the unacceptable concentrations of deprivation within particular communities and geographical areas of London. Four of the country's six most deprived boroughs are in London, and 41 per cent of London's children (rising to nearly half

in inner London) live below the government defined poverty line after housing costs are accounted for, compared to 30 per cent of children in the UK⁴⁹. Child poverty is linked to high levels of parental worklessness, but around half the children living in poverty have at least one parent in employment so there is also an issue of low earnings⁵⁰. There is also a strong correlation between worklessness and poor health. Tackling worklessness will bring benefits in reducing health inequalities.

5.4 What should London and the Mayor

The Mayor will work with partners to address the London's skills challenges by promoting:

- more effective education, training, and employability support for all Londoners, from getting schooling right to promoting the high-end skills that are critical to London's continuing global competitiveness,
- a combination of strengthened incentives, improved opportunities and more relevant, targeted support to help people get into work and to progress once they are in work, recognising that for many there are complex and multiple barriers that need to be tackled.

5.5 More effective education, training, and support for employment for all

The Mayor is already taking forward initiatives to widen opportunity, build motivation and raise aspirations for young Londoners (in particular through his *Time for Action* programme). He has asked the LDA to promote new city academies (for 11–19 year olds) and skills academies (for

those aged 16+) in areas with low academic attainment. The new academies will aim develop innovative approaches in promoting academic excellence, vocational opportunities including apprenticeships, job readiness, and independence and responsibility for young Londoners. There is support for additional relevant developmental activities including sports and music. Enhanced volunteering opportunities will help young people develop their skills, find out more about their local community, build new networks and widen their horizons. The Mayor is also promoting targeted initiatives to help turn round the lives of youngsters who have ended up engaged in anti-social behaviour and criminality, by building skills and confidence, and getting them into employment. These will support existing local initiatives by schools and London boroughs to strengthen performance, and the strategic coordination work of the London 14-19 Regional Planning Group (RPG) for the delivery of 14 to 19 education across London.

The Mayor is looking to build on current LDA, LSC and boroughs programmes to assist 16-18 year olds not in education, employment or training. Helping young people through the transition to adulthood is vital, for example giving them high quality information to make informed career choices. Those involved in educating young people need to strengthen advice and guidance services, so young people and their guardians are better informed about future employment opportunities and how best to prepare for these.

The employer-led London Skills and Employment Board (LSEB), which is appointed by the Mayor, is responsible for setting the strategy for investment in skills and employment programmes for those aged 19 or over, and for overseeing the Learning and Skills Council's annual adult skills budget in London. The board's strategy *London's Future* seeks to:

- work with employers to help them provide more jobs and skills opportunities to Londoners, to the benefit of their businesses and to keep London's economy competitive. Evidence suggests that very few employed learners undertake training without the encouragement of their employer. Employers therefore play a central role in overcoming adult barriers to learning 51
- support Londoners in improving their skills, job and advancement prospects through integrated employment support and training opportunities
- create a fully integrated customer focused skills and employment system.

The Mayor will ensure skills and employment benefits from major events and investments he influences such as London 2012 and Crossrail are maximised (see also Chapter 6). All organisations in London – public, private or third sector – need to play their full part in improving the skills of the London workforce, both directly and through their procurement activities. The GLA group is a leader on using procurement to help deliver skills and employment outcomes, and shares good practice on this.

We also need to ensure there is effective support for businesses and other organisations to deliver these responsibilities. This should build on existing good practice such as the LDA's provision of skills brokers to advise construction contractors on access to skills and employment support, or the LDA, LSC and Westminster funded London Apprenticeships Company which assists smaller companies to provide apprenticeships by taking on the associated administration and other responsibilities.

In revising the Economic Development Strategy, the Mayor proposes:

 to promote high quality educational opportunities for all Londoners and work with the London Skills and Employment Board (LSEB) to develop more effective, integrated and customer-focused skills and employment provision in London.

5.6 Helping people get into work and progress once at work

The current recession means there is a pressing need to provide effective support to newly unemployed Londoners. Help needs to be provided to access job opportunities, and where appropriate also training. The Mayor is committed to doing all he can to help, and his *Economic Recovery Action Plan*⁵² set out a range of practical actions, which are being added to as new opportunities and needs arise.

For London's long-term labour market problems, the key priority for investment and activity will be to ensure more workless Londoners obtain employment.

Benefits and welfare policy is largely the responsibility of national government. The Mayor will seek as much flexibility for London as possible in the design and delivery of welfare to work support. London's very particular demographic and labour market characteristics require tailored welfare to work programmes. These should include working with voluntary sector organisations, which have unrivalled reach into many groups who need support.

In revising the Economic Development Strategy, the Mayor proposes:

 to work with partners to tackle barriers and find more effective ways to get Londoners into sustainable employment.

The Mayor recognises the need to make work pay in London, for example through the London Living wage, and will also continue to promote other good employment practices, such as the provision of flexible working opportunities to make jobs accessible to more Londoners, and apprenticeships (where the GLA group is committed to providing at least a thousand apprenticeship opportunities a year over the next three years). The Mayor will continue to work with employers to promote advancement opportunities which help break the cycle of unstable low paid work followed by returning to benefits that affects many Londoners, and to tackle inequalities in progression in employment (the 'glass ceiling') that leads to women, BAME

and disabled people being significantly underrepresented in leadership roles and better paid occupations⁵³.

In revising the Economic Development Strategy, the Mayor proposes:

 to continue to help make sure work pays, by promoting London's Living Wage, and to encourage other good employment and training practices, including increasing apprenticeships, flexible working opportunities and advancement opportunities for all.

5.7 Personalising support and improving delivery

Tackling multiple and interrelated barriers to economic participation is complex. Londoners will increasingly require personal solutions tailored to remove the particular barriers they face; for example support to gain skills combined with access to affordable childcare. Disabled people and people with health problems, for example, may face specific barriers to taking up education and employment opportunities.

An integrated response is required from public sector agencies, focused on the needs of individuals. The Mayor is working with the LSEB to streamline delivery arrangements and reduce bureaucracy, and this needs to remain a priority. Tackling worklessness also requires innovation in delivery: for example, exploring new financing agreements where savings to the public purse from moving people from welfare to work can be recycled to help fund more such work.

We need to take more account of the links between social housing and worklessness. The Mayor will support initiatives to ensure that people in social housing are able to access good quality employment support. Recent collaborations between employment and skills organisations and housing associations offer the prospect of progress in reducing the link between social housing and deprivation.

The Mayor's Equal Life Chances for All framework will set out his overall approach to promoting equality and to tackling barriers preventing this, including discrimination. The draft framework recognises that increasing economic opportunity is vital to achieving greater equality overall, and supports relevant initiatives including the GLA group making its contracts more accessible, and the LDA's Diversity Works for London programme which helps businesses achieve the benefits of diversity in their markets, workforces and suppliers.

Spreading economic opportunity and prosperity to those communities and parts of London where this is currently lacking will help build a fairer, more cohesive and more prosperous London.

In revising the Economic Development Strategy, the Mayor proposes:

 to work with the GLA group and partners towards greater opportunity and equality for all Londoners.

Ouestions

- 1 What fresh approaches are needed to improve London's performance in tackling worklessness?
- What should be done to increase educational attainment and ambition in London, particularly in those geographical areas and communities where current outcomes are poor?
- 3 What more should be done to ensure London's economic opportunities are genuinely available to all, to remove the barriers that stand in the way of this, and to motivate individuals to help themselves?
- 4 How should the GLA group monitor the achievement of greater equality for all Londoners?

6. Investing in London's future

Objective: To maximise the benefits to London from investment to support growth and regeneration

London must continue to invest if it is to fulfil the ambitions set out in preceding chapters and address the capital's ageing infrastructure, anticipated population growth and need for jobs. Regeneration and urban renewal are also vital, not just in inner east and south London, where deprivation is concentrated, but in numerous housing estates and other pockets of deprivation across the capital. London's prosperity must be spread to parts that remain blighted by poor transport access, high crime, low employment and skills, insufficient or low quality housing and uninspired urban design and architecture. The Mayor also wants outer London, where job growth has lagged behind that of the rest of London and areas surrounding London over the last two decades, to make its full potential contribution to the London economy.

London is now witnessing a stream of major investments, with the largest programmes totalling well over £40 billion over the next decade - the greatest scale of investment since the Victorian age. The investments highlighted below include major transport schemes, housing and regeneration spend, and the 2012 Olympic and Paralympic Games. There are other significant investments which are also important to London's future such as the £2.5 billion redevelopment of the King's Cross area and other major regeneration projects, the building of the £2.5 billion Thames Tideway sewer, the renewal of the West End, and improvements being made to the capital's information and communications technology and electricity infrastructure. There are also large numbers of small investments across London that

cumulatively make a vast difference to the city's economic efficiency and to Londoners' quality of life.

Meeting the challenge of climate change highlighted in Chapter 4 also poses formidable funding and financing challenges that are being considered in the development of the Mayor's environmental policies. For example, it is clear that simply insulating all London's buildings to the highest standards will cost tens of billions of pounds. However, given the longer-term financial savings from cutting energy bills, there should be scope for finding appropriate financing mechanisms.

London continues to develop, and for the longer term we need to consider the next generation of investments – and ways of financing them given burgeoning public debt – that are needed to sustain the capital through the period beyond the next decade.

In revising the Economic Development Strategy, the Mayor proposes:

 to press for London to receive the investment it needs, and work to ensure the full benefits of major investments underway are realised, including their benefits for Londoners' employment and skills. He will explore potential additional improvements that will further support the economic development of the whole of London and can be financed.

6.1 Reinvigorating the outer London economy

A key priority for the Mayor is ensuring that outer London receives the support and attention it deserves, not just as home to the majority of Londoners, but as the location of over 40 per cent of London's jobs⁵⁴ – and yet an area where jobs growth has lagged.

There are strong economic connections between central, inner and outer London: the wealth generated in the centre is spent by workers there who live all over the southeast, businesses in one part of London depend on suppliers elsewhere in London, and residential populations working in one part of London also support local service businesses where they live – for example, GLA Economics estimate that on average 230 local jobs are created for every new 1000 residents⁵⁵

Proposals for the Transport Strategy include improvements to transport in outer London to help it realise its full potential and maximise its contribution to London's economy. These complement the proposals for the London Plan, which highlight the importance of strengthening town centres across London, as well as realising the potential of Opportunity and Intensification Areas, Strategic and more local Industrial Locations, Regeneration Areas and the Development Corridors designed to encourage economic synergies with the wider South East. The Mayor's Outer London Commission is considering improvements to foster economic growth and boost employment in outer London and exploring whether a few successful business

locations could make a further, distinct and complementary contribution to lifting the area above its long-term employment growth trend by taking on new or enhanced roles of greater than sub-regional significance. These complementary policies will help encourage a greater economic contribution from outer I ondon.

In revising the Economic Development Strategy, the Mayor proposes:

 to seek to promote policies that help ensure outer London fulfils its potential contribution to the London economy.

6.2 Transport investment

Improving transport accessibility and capacity will greatly assist economic growth, which is held back by congestion on London's public transport and road networks.

Committed investments over the next decade in the Transport for London and Network Rail Business Plans include Crossrail (£16 billion), Thameslink (£5.5 billion), Tube improvements (£13 billion) and other mainline rail enhancements (£5 billion in England and Wales over the next five years, much of which is focused on London and its surrounding area). These will bring major benefits across London, including allowing many more people from inner and outer London and beyond to access employment opportunities in the centre. By eliminating capacity constraints that would otherwise hinder future growth, these schemes

also generate major economic returns that will benefit the whole of London.

There may also be opportunities to increase economic benefits from river transport, particularly by further boosting tourism and visitor use of the river.

6.3 Crossrail

Crossrail will be by far the largest single investment in London's infrastructure for a generation or more, will have major economic development implications, and will build on the benefits delivered through Thameslink (which is on a north south axis complementing Crossrail's east west alignment). Crossrail's anticipated benefits exceed £36 billion in GDP over sixty years (at 2002 prices)⁵⁶. It supports access from across London and beyond to high value economic activity in central London; connects very productive parts of the city (the Isle of Dogs, the City of London, the West End and Heathrow); and opens up parts of East London to regeneration, including increasing the jobs capacity of the Isle of Dogs by around 100,000. Its benefits will be felt across the whole of London's transport network.

6.4 Other transport proposals

To address London's need for strengthened international links whilst avoiding exacerbating the serious environmental disbenefits of Heathrow, the Mayor has commissioned work to evaluate alternatives to expanding Heathrow including the possibility of a new airport in the Thames estuary. Enhanced high-speed intercity and international rail services and hubs serving

London could also bring benefits and provide an attractive alternative for some air travellers.

New river crossings could bring economic benefits too, though the Mayor remains convinced that the Thames Gateway Bridge proposal should not be re-considered due to its environmental disbenefits.

In revising the Economic Development Strategy, the Mayor proposes:

 to work with partners to achieve the full economic development benefits of London's transport schemes, and to minimise the disruption to London businesses and Londoners caused during construction.

6.5 Housing and regeneration investment

The provision of sufficient high quality housing is also vital for London's development. The Mayor's London Plan and Housing Strategy set out his policies in this area, including priorities for directing the Homes and Community Agency's investment of £5 billion over the next three years to ensure better availability of good quality housing for all Londoners. Ongoing further major investment in housing will be needed over the life of this strategy to address the massive scale of housing need in London, and it will be vital to ensure that we provide the right context, incentives, and achieve effective partnerships with the private sector to leverage in their investment. This is likely to require a flexible and creative approach from the public sector.

The proposals for the London Plan highlight that regeneration encompasses the development of new and renewed communities, with all the physical and social infrastructure needed to create attractive places to live, work and enjoy a high quality of life.

Regeneration needs good transport accessibility. There are major transport improvements in east London, the location of Europe's biggest regeneration opportunities, particularly through the Channel Tunnel Rail Link and Docklands Light Railway extensions; with further huge improvements to come through Crossrail, complemented by the extended East London Railway which benefits both east and south London. These improvements support the major regeneration opportunity arising from the 2012 Olympic and Paralympic Games.

6.6 The 2012 Olympic and Paralympic Games opportunity for regeneration

The 2012 Olympic and Paralympic Games are a huge opportunity to provide an enduring legacy of regeneration, promote the capital, and host an inspirational nationwide festival - with lasting benefits for sports in London and the UK. They are already offering jobs, training and volunteering opportunities for thousands of Londoners, many from deprived communities.

The longer-term ambition for Games-related regeneration, set out in the LDA's Legacy Masterplan Framework, is a new urban district with a range of neighbourhoods surrounded by waterways and with attractive new green open spaces. This builds on existing and committed

transport infrastructure, but there remains a huge challenge in ensuring the physical plans support thriving communities and encourage wider urban renewal. It is therefore critical that the LDA, Homes and Communities Agency and boroughs work with and fully support the newly established Olympic Park Legacy Company, which is the principal regeneration vehicle for the area.

In revising the Economic Development Strategy, the Mayor proposes:

 that London's top regeneration priority, the Olympic Park and surrounding areas in the Lower Lea Valley, including Stratford, take full advantage of the unique catalyst offered by the 2012 Olympic and Paralympic Games. A strong delivery focus must be maintained to ensure the anticipated benefits are obtained.

6.7 The 2012 Olympic and Paralympic Games opportunity for promotion

The 2012 Olympic and Paralympic Games provide a once in a generation promotional opportunity, with potential global audiences of half the planet's population. London's image, as conveyed by the Games, therefore needs to have wide international appeal. There is great scope to help overcome outdated and negative perceptions of the city. Before the 2012 Olympic and Paralympic Games and afterwards, London's fantastic array of artistic, cultural and sporting assets and events must be showcased, using 2012 as the critical promotional hook. Meanwhile, a huge effort is required so that

during the Games, the visitor experience is world-class, welcoming, accessible and affordable, with great hospitality, entertainment and attractions, as well as excellent logistics, especially in moving visitors and Londoners around. The Mayor will also use the opportunity to portray London as the business capital of the world; a thriving centre for firms to locate, with a rich pool of talent.

Achieving all this in the remaining forty or so months requires a strong, strategic, coordinated approach. It will be an important role that the promotion board set up by the Mayor will oversee and which the London Organising Committee of the Olympic Games (LOCOG) and the city's promotional agencies are keen to cooperate fully on with businesses and boroughs.

In revising the Economic Development Strategy, the Mayor proposes:

 that the new promotion board should work with LOCOG and other agencies to fully seize the unique promotional opportunity offered by the 2012 Olympic and Paralympic Games for London.

Questions

- 1 Are there other key strategic investments that are vital to London's economic growth and to share prosperity, and how could these be financed?
- 2 How can we maximise private sector investment to help deliver the improvements London needs?
- 3 How can we maximise the long-term benefits of the 2012 Olympic and Paralympic Games for London?
- 4 How can we best deliver regeneration for all the parts of London that need it?
- 5 How should the GLA group monitor the delivery of the investment London needs, and the achievement of the benefits from these investments?

7. What happens next?

7.1 Context

London's Economic Development Strategy, which the Mayor and the LDA are statutorily required to develop and keep under review⁵⁷, was last revised in January 2005. With a new Mayoral administration, a dramatically altered economic situation, an increased emphasis on climate change, and significant progress on the 2012 Olympic and Paralympic Games and on Crossrail, it is timely to renew the strategy for London.

The purpose of the EDS is to:

- set out the Mayor's ambitions for the economic development of the capital over the long term
- provide the GLA group and other strategic organisations with clear policy directions for achieving those ambitions
- clarify the roles and responsibilities of other parties who make a major contribution to developing London's economy.

We are acutely aware of the impact of the changing world economy on London. Our thinking and planning must be recession-proof. It is hard to judge how London will change over the next 20 years, so the Mayor, the LDA and their partners will be flexible in planning and investment.

7.2 Consultation

This is a consultation document for the London Assembly and the GLA group. The aim is to come to a shared understanding of the environment in which London's economy operates, of the challenges ahead and how we plan to tackle them. However, comments from others on this document are welcome (see contact details in Executive summary).

Over the coming months the GLA group will continue to gather information and develop a full Economic Development Strategy document ready for full public consultation which will take place in the Autumn 2009.

7.3 Monitoring

Once the final document is published in 2010, the GLA group will monitor and report on progress, and regularly review the strategy to ensure it remains appropriate to the changing economic climate. As we review the strategy we will also review its success indicators, making sure they are clear and measurable. The Mayor will link LDA targets directly to the indicators. GLA will report on progress across the GLA group and in London generally, and encourage delivery partners to do the same.

7.4 The timetable

May to July 2009

- Consultation engagement by the LDA and GLA.
- Continued information gathering to:
 - understand how the London and global economy will develop;
 - discuss with partners how we can better invest:
 - · build better measures of success;
 - analyse how to deliver value for money;
 - develop the evidence base on the London economy.

Summer 2009

- Consideration of the comments received from first stage consultation.
- Development of the draft EDS for public consultation.

Autumn 2009

- Public consultation process (jointly with the London Plan and the Mayor's Transport Strategy).
- Parallel development of the LDA's Investment Strategy (its business plan).

2010

 Publication of the final Mayor's Economic Development Strategy.

7.5 Delivery partners

As the Mayor's economic development agency, the LDA will support the development and delivery of the policies set out in this document. But London's economic success depends on the public sector, private sector and third sector working closely together. The Mayor, and the GLA group, will work in partnership with organisations across London to turn his Economic Development Strategy into action.

The Mayor and GLA Group will continue to engage with the London boroughs to ensure the local and regional approaches are complementary. The Mayor also recognises the importance and the role of the third sector, which has reach into parts of the London's diverse communities that the statutory sector does not always manage to get to. Voluntary sector partners are myriad, many being

represented by larger 'umbrella' organisations such as the London Voluntary Services Council.

Other key public sector partners include the neighbouring Regional Development Agencies, central government, the Homes and Communities Agency, the London Skills and Employment Board (LSEB), the Learning and Skills Council (LSC), Jobcentre Plus and universities. Key private sector representative partners include CBI, London Chamber of Commerce and Industry, Federation of Small Businesses and London First.

In revising the Economic Development Strategy, the Mayor proposes:

 that, supported by the LDA, he will work with partners to develop, deliver and monitor the impacts of the strategy.

Questions

- 1 What more can public, private and third sector organisations do to ensure London's successful economic development?
- What barriers are there to successful interagency and cross sector working to improve London's economic prospects?

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Vietnamese

Nếu bạn muốn có văn bản tài liệu này bằng ngôn ngữ của mình, hãy liên hệ theo số điện thoại hoặc địa chỉ dưới đây.

Greek

Αν θέλετε να αποκτήσετε αντίγραφο του παρόντος εγγράφου στη δική σας γλώσσα, παρακαλείστε να επικοινωνήσετε τηλεφωνικά στον αριθμό αυτό ή ταχυδρομικά στην παρακάτω διεύθυνση.

Turkish

Bu belgenin kendi dilinizde hazırlanmış bir nüshasını edinmek için, lütfen aşağıdaki telefon numarasını arayınız veya adrese başvurunuz.

Punjabi

ਜੇ ਤੁਹਾਨੂੰ ਇਸ ਦਸਤਾਵੇਜ਼ ਦੀ ਕਾਪੀ ਤੁਹਾਡੀ ਆਪਣੀ ਭਾਸ਼ਾ ਵਿਚ ਚਾਹੀਦੀ ਹੈ, ਤਾਂ ਹੇਠ ਲਿਖੇ ਨੰਬਰ 'ਤੇ ਫ਼ੋਨ ਕਰੋ ਜਾਂ ਹੇਠ ਲਿਖੇ ਪਤੇ 'ਤੇ ਰਾਬਤਾ ਕਰੋ:

Hindi

यदि आप इस दस्तावेज की प्रति अपनी भाषा में चाहते हैं, तो कृपया निम्नलिखित नंबर पर फोन करें अथवा नीचे दिये गये पते पर संपर्क करें

Bengali

আপনি যদি আপনার ভাষায় এই দলিলের প্রতিলিপি (কপি) চান, তা হলে নীচের ফোন্ নম্বরে বা ঠিকানায় অনুগ্রহ করে যোগাযোগ করুন।

Urdu

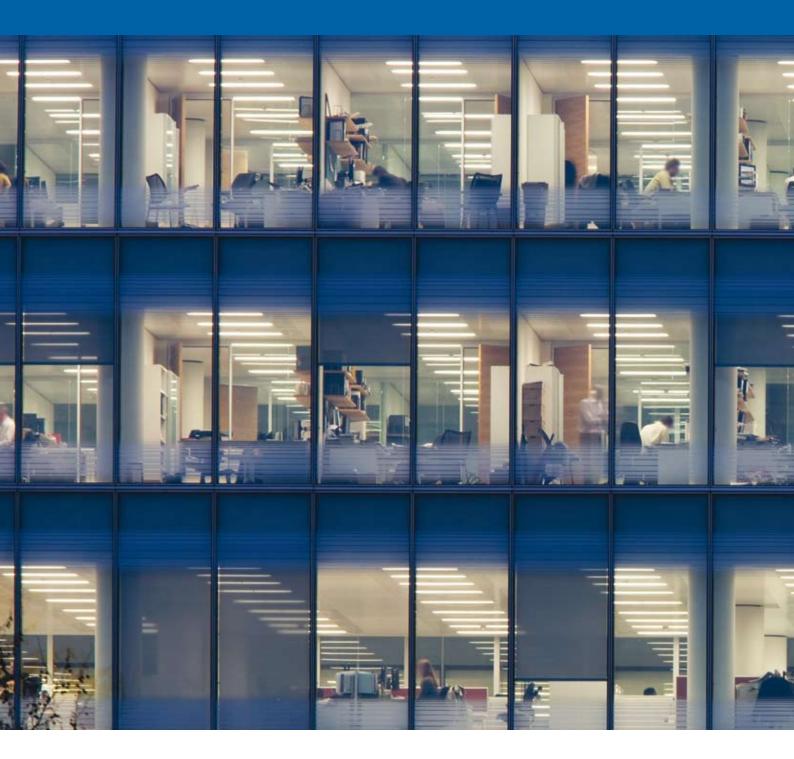
اگر آپ اِس دستاویز کی نقل اپنی زبان میں چاھتے ھیں، تو براہ کرم نیچے دئے گئے نمبر پر فون کریں یا دیئے گئے پتے پر رابطہ کریں

Arabic

إذا أردت نسخة من هذه الوثيقة بلغتك، يرجى الاتصال برقم الهاتف أو مراسلة العنوان أدناه

Gujarati

જો તમને આ દસ્તાવેજની નકલ તમારી ભાષામાં જોઇતી હોય તો, કૃપા કરી આપેલ નંબર ઉપર ફોન કરો અથવા નીચેના સરનામે સંપર્ક સાદ્યો.



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