

Housing

The London Plan Supplementary Planning Guidance



November 2005

MAYOR OF LONDON

Housing
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Mayor's foreword

This Supplementary Planning Guidance provides guidance on the implementation of housing policies in the London Plan, which was published in February 2004.

The guidance will assist boroughs in achieving the housing provision targets in the Plan. I am pleased that, over the last few years, the target of, 23,000 additional homes from all sources has been achieved, with an output over 25,000 in the last two financial years. While this SPG relates to the 23,000 target, I am separately consulting on draft alterations relating to a proposed new target of 31,090 homes a year. The guidance in this SPG will also assist boroughs in achieving higher targets proposed in these alterations. It is essential that together we meet the target of increased housing output vital to meet the needs of a growing population and to deal with historic shortages of housing which have led to increased homelessness and overcrowding.

This SPG gives fuller guidance on the basis for developing sites and for determining housing mix and density which both make the most effective and appropriate use of land capacity consistent with the principles of Sustainable Residential Quality and provide appropriate housing to meet the full range of housing needs in all sectors. This includes a much higher level of family provision than is being provided in the current development programme.

While the 23,000 target is being achieved, we are still falling short of the target in the London Plan that 50% of this provision should be affordable. This SPG therefore gives further guidance on the basis on which boroughs should review their affordable housing targets so as to be in general conformity with the London Plan. It gives guidance on how affordable housing requirements should be applied to specific sites and the basis upon which the balance of types of provision on a specific site should be determined. It also gives guidance on financial appraisal of proposed developments to ensure that both public and private resources are brought together to achieve the most appropriate housing outputs.

This SPG combines two separate draft SPGs on Housing Provision and Affordable Housing that were subject to separate consultation exercises. This SPG takes on board suggestions from responses from a wide range of public and private sector partners. I thank all respondents for their contributions.



Ken Livingstone
Mayor of London



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1 Purpose of this SPG

- 1.1 The London Plan was published in February 2004 and commits the Mayor to produce more detailed strategic guidance to supplement the policies in the plan¹. The purpose of this Supplementary Planning Guidance (SPG) is to give guidance to supplement the policies on housing in the London Plan.
- 1.2 This SPG does not set out any new policies but provides guidance on policies established by the London Plan. It will assist boroughs when reviewing their Unitary Development Plans, preparing Local Development Documents, and when assessing planning applications. It will also be a material planning consideration when determining planning applications. It will also be useful to developers, landowners and others when considering or preparing residential schemes.
- 1.3 The Mayor is preparing a number of separate, but related Supplementary Planning Guidance notes. These are:
- | | |
|---|---|
| • Accessible London | SPG published in April 2004 |
| • Industrial Capacity | Draft published in September 2003
Final to be published January 2006 |
| • Sustainable Design & Construction | Draft published in March 2005 |
| • Urban Design Principles | Draft to be published by end 2005 |
| • Renewable Energy | Draft to be published by end 2005 |
| • Meeting the Spatial Needs of London's Diverse Communities | Draft to be published by end 2005 |
| • Land for Transport | Draft to be published by end 2005
Final to be published by end 2005 |
- 1.4 The Mayor's Sustainable Development Commission have also produced a number of useful documents which provide additional guidance on how to ensure new development proposals and plans help increase and promote London's sustainability
- 1.5 The SPG is presented in two parts. The first deals with housing provision; the second deals with affordable housing.

2 Part A: Housing provision

- 2.1 This part of the SPG covers London Plan policies on housing provision. These are the key policies:²
- 3A.1 Increasing London's supply of housing
 - 3A.2 Borough housing targets
 - 3A.3 Efficient use of stock
 - 3A.4 Housing choice
 - 3A.5 Large residential developments
 - 3A.10 Special needs and specialist housing
 - 3A.11 London's travellers and gypsies
 - 3A.12 Loss of housing and affordable housing
 - 3A.13 Loss of hostels, staff accommodation and shared accommodation
 - 3B.4 Mixed use development
 - 4B.1 Design principles for a compact city
 - 4B.3 Maximising the potential of sites
- 2.2 Guidance on policies 3A.6, 3A.7 and 3A.8, which relate primarily to Affordable Housing is given in Part B of this SPG. Guidance on housing need assessment, including assessment of market demand, is given in part B3.

3 Introduction

London's need for new housing

- 3.1 London is likely to experience sustained population growth. The London Plan sets out strategic policies to accommodate and support this growth in a sustainable way – within London's own boundaries, and without encroaching on protected green spaces.
- 3.2 To achieve these goals, all boroughs will have to identify new housing opportunities and sources of supply. Substantial new housing will need to be built on brownfield sites across London, in the areas the London Plan identifies for growth and mixed-use development³, and on sites within and around suburban town centres.
- 3.3 Much new housing will be built in areas with good public transport accessibility, especially in east and central London. Significant new housing will also come from sites less well served by public transport at lower densities than in the centre. A significant proportion of London's additional homes will continue to come from small sites, and from conversions and changes of use.
- 3.4 This Supplementary Planning Guidance (SPG) explains how the Mayor will work with local authorities and other partners to achieve optimum housing supply in terms of both quantity and quality. It gives guidance on how supply from a range of sources can be maximised.
- 3.5 The SPG also sets out how the Mayor is taking forward policies on efficient use of existing housing stock and supporting housing choice (London Plan policies 3A.3 and 3A.4).

Government planning policy

- 3.6 Planning Policy Guidance Note 3 on Housing (PPG3)⁴ states that one of the roles of the planning system is to ensure that new homes are provided in the right place and at the right time. Planning Policy Statement 11 (PPS11) states that Regional Spatial Strategies should provide the broad development strategy for a fifteen to twenty year period, taking account of the scale and distribution of new housing provision⁵. PPS12 states that a local planning authority's local development framework should include a core strategy development plan document, which should incorporate the housing requirement from the Regional Spatial Strategy⁶. The Government also issued in January 2005 a direction on residential density.⁷
- 3.7 PPG3 also requires local authorities to undertake urban housing capacity studies in order to "establish how much additional housing can be accommodated within urban areas and therefore how much greenfield land may be needed for development"⁸. The fundamental policy aims of

PPG3 are to meet forecast housing requirements while minimising the need to release greenfield land, and to provide a valid basis to derive housing supply targets. PPG3 Housing Update: Supporting the Delivery of New Housing gives guidance on employment land release and updates paragraph 42 of PPG3.⁹ This requires boroughs to assess all designated employment sites against demand, and take a reasonable view of the desirability and practicality of continued protection.

- 3.8 This guidance also takes into account ODPM consultation papers: Planning for Mixed Communities (January 2005) and Planning for Housing (July 2005)
- 3.9 The Government has stated that a draft Planning Policy Statement 3 (Housing) will be published in November 2005, together with the Government's response to the Barker review of Housing Supply. This SPG will therefore need to be revised once a final PPS3 is published.

Regional context

- 3.10 As London's regional planning authority¹⁰, the Mayor is required to calculate and identify sufficient capacity to meet London targets. The current London Plan target of 23,000 per annum was set by RPG9¹¹. GOL Circular 1/2000 provides that the Mayor when reviewing the level of housing provision in London, must have regard to the housing need for London over the plan period, the Government's wish to see the maximum use of previously developed land, the need to encourage more sustainable patterns of housing development, and the results of a study of London's potential capacity to accommodate additional housing provision¹².
- 3.11 The London Plan adopts the 23,000 target as a minimum figure, but seeks to achieve a higher output of 30,000 homes a year during the plan period. It also:
- Distributes the overall target between boroughs;
 - Sets out policies for achieving the overall rate of provision and indicators for monitoring their achievement;
 - Includes policies for making the best use of previously-developed land, having regard to the good public transport accessibility found in many areas of London and the need for well-designed housing; and
 - Sets out priorities and strategic objectives for meeting particular types of housing provision need across the capital as a whole¹³.
- 3.12 As set out below, the Mayor's proposed alterations to the London Plan housing provision targets will be considered at an Examination in Public in summer 2006.

3.13 Within London, the Mayor will continue to seek the highest reasonable delivery of housing within sustainable development constraints. Beyond London, it is imperative that the most effective use is made of the capacity available in the growth areas adjoining London¹⁴, which if realised will help meet housing shortages in the wider region and allow increased housing choice¹⁵. The need for increased housing output in London was recognised in the report of the Barker Review of housing supply and in the London Housing Board's Housing Delivery Action Plan¹⁶. The Mayor is aware that the London housing market does not operate in isolation. To help address this, he contributes to the pan regional planning process where strategic planning for London is coordinated with that of the adjacent regions, and is working closely with SEERA¹⁷ and EERA¹⁸ through the Advisory Inter-Regional Forum. He is supportive of other housing capacity studies (such as South Essex and North Kent), which are contributing to the Government's assessment of the capacity and infrastructure requirements for the Thames Gateway as a whole, and their Sustainable Communities objectives generally.

The new planning system

3.14 The new planning system established by the Planning and Compulsory Purchase Act 2004 requires each London borough to replace its Unitary Development Plan with a Local Development Framework (LDF) which comprise a series of local development documents. The LDF must include a Core Strategy, which as outlined above, must incorporate a requirement for new housing derived from the regional spatial strategy (the London Plan)¹⁹. Regulations under the Act also require local planning authorities to report annual net additions to housing stock.

4 The London Plan

Current housing provision targets

- 4.1 The London Plan contains a number of policies to increase housing supply, and policy 3A.1 specifically commits the Mayor to raise housing output and review current borough UDP targets by 2006²⁰.

Policy 3A.1 – Increasing London’s supply of housing

The Mayor will seek the maximum provision of additional housing in London towards achieving an output of 30,000 additional homes per year from all sources.

Housing provision up to 2006 will be monitored against a minimum target of 23,000 additional homes per year, and the borough targets set out in Table 3A.1. This figure will be reviewed by 2006 and periodically thereafter.

The Mayor will promote policies that seek to achieve and to exceed this target.

- 4.2 Current borough housing targets are set out in table 3A.1 of the London Plan.
- 4.3 This table sets out ten year and annual targets for each borough and London as a whole, which are based on a London-wide housing capacity study carried out in 1999 and published by the GLA in 2000²¹. The London-wide target is for 457,950 new homes between 1997 and 2016 (23,000 new homes a year) and will continue to be used as a basis for annual monitoring by the GLA and central government until 2007. The GLA and central government will monitor these targets annually using the GLA/ODPM Housing Provision Survey and the London Development Database (LDD).

table 3A.1 Provision for additional 'homes' targets, 1997-2016

Areas	Total target	Annual monitoring target	Areas	Total target	Annual monitoring target
Central sub-region			West sub-region		
Camden	16940	850	Brent	13510	680
Islington	18070	900	Ealing	12930	650
Kensington and Chelsea	10800	540	Hammersmith and Fulham	8040	400
Lambeth	28910	1450	Harrow	6620	330
Southwark	29530	1480	Hillingdon	8890	440
Wandsworth	16470	820	Hounslow	9450	470
Westminster	19480	970	Sub-total	59440	2970
Sub-total	140200	7010	North sub-region		
East sub-region			Barnet	17780	890
Barking and Dagenham	10110	510	Enfield	13180	660
Bexley	5520	280	Haringey	19370	970
City	2100	110	Waltham Forest	9140	460
Greenwich	16090	800	Sub-total	59470	2980
Hackney	14310	720	South sub-region		
Havering	6900	350	Bromley	11450	570
Lewisham	17350	870	Croydon	17020	850
Newham	17770	890	Kingston	6710	340
Redbridge	10860	540	Merton	8610	430
Tower Hamlets	41280	2070	Richmond	5360	270
Sub-total	142290	7140	Sutton	7400	370
			Sub-total	56550	2830
			London	457950	23000

source London's Housing Capacity, GLA, 2000

New housing provision targets

- 4.4 Policy 3A.2 of the London Plan specifically requires UDP policies to seek to exceed the current targets and identify new sources of supply. Identified housing sites should also be shown on UDP proposal maps in order to promote and publicise their redevelopment, and to demonstrate their contribution to overall housing targets

Policy 3A.2 – Borough housing targets

UDP policies should:

- Seek to exceed the figures in Table 3A.1 and to address the suitability of housing development in terms of location, type of development and impact on the locality (see policies, 3D.8, 3D.9, 3D.13, 4B.11 and 4B.12).
- Identify new sources of supply having regard to:
- Major development in Opportunity Areas and in the London parts of the Thames Gateway and London-Stansted-Cambridge growth areas and redevelopment of low-density commercial sites to secure mixed-use residential development.
- Change of use of unneeded industrial/employment land to residential or mixed-use development.
- Redevelopment in town centres, suburban heartlands and small scale residential infill.
- Intensification of housing provision through development at higher densities particularly where there is good access to public transport.
- Review existing identified housing sites and include existing and proposed housing sites on Proposals Maps. The capacity of housing sites should be determined in accordance with the urban design and density policies of this plan (see policies 4B.1, 4B.2 and 4B.3 as well as affordable housing policies 3A.7 and 3A.8).
- Monitor housing approvals and completions against the annual monitoring targets in Table 3A.1 and against any higher targets adopted in their UDPs.

- 4.5 As outlined above, the GLA is required to calculate and identify sufficient capacity to meet regional targets, and GOL Circular 1/2000 specifically provides that the Mayor should update the London Plan target of 23,000 homes a year, establish new annual targets, and set down how that rate will be distributed amongst boroughs²².

The 2004 London Housing Capacity study and the draft alterations to the London Plan

- 4.6 The Mayor published a new housing capacity study in July 2005 (2004 London Housing Capacity Study). This new study provides up to date information for revising current housing targets. The draft Alterations were published for consultation on 17th October 2005 and will be considered at an Examination in Public in summer 2006, prior to their adoption by the Mayor. They propose a new London-wide annual housing provision target of 31,090 homes a year from all sources to be operational for the ten year period 2007/8 to 2016/17. The Alterations also propose new borough targets.²³

5 Effective use of housing capacity

Introduction

- 5.1 London has a finite supply of land. For the city to successfully accommodate the anticipated growth in population and jobs it will be vital to make the best use of available sites and development opportunities. Growth should be focused on areas with good public transport and all new schemes should adopt high standards of design and construction. The London Plan therefore promotes the concept of a 'Compact City' and Policy 4B.1 sets out a series of design principles that should be used in assessing planning applications and drawing up area planning frameworks and borough planning policies²⁴.
- 5.2 These principles should be used in assessing planning applications and in drawing up Local Development Documents and area planning frameworks. Urban design statements showing how these principles have been incorporated should be submitted with all major proposals. The underlying principle is that boroughs should make most effective use of site potential. There are a number of ways in which development opportunities and schemes can be designed to achieve this.

Housing density

- 5.3 Density describes how many homes occupy a particular area of land and can be measured by calculating the number of homes (or dwellings) per hectare, or by counting the number of habitable rooms²⁵ in a particular scheme. The London Plan uses net residential site areas (which only includes gardens and internal access roads) to calculate appropriate density ranges.
- 5.4 Different forms of development can have similar densities. High density does not always mean higher rise development, and there are many studies that explore how high density schemes can provide good quality attractive housing and ensure the most efficient use of land.
- 5.5 London has historically been developed at a wide range of different densities, with many of London's most successful residential neighbourhoods being built at relatively high density more than a century ago²⁶. Much of this higher density housing stock (often five or six storeys high with communal gardens and shared open spaces) is popular and of high value.
- 5.6 The London Plan uses net residential density and establishes a guide to density ranges based on public transport accessibility, access to town centre facilities, and neighbourhood setting. Density decisions on individual schemes should take account of the different housing needs of the households who will live in the completed scheme. The determination

of which housing needs a scheme will meet should be informed by local and regional housing priorities.

- 5.7 This diversity of housing needs is underscored by affordable housing policies and by the GLA housing requirements study²⁷. These in particular highlight the importance of additional provision for families.
- 5.8 The density of schemes should be considered in terms of habitable rooms per hectare, as well as in terms of dwellings per hectare, because consideration of housing mix in terms of the number of bedrooms in dwellings is necessary to reflect the needs of different types of households. Different types of housing will be more suitable for different groups of people. They may also have differing implications for service charge levels and affordability. In broad terms, higher densities, which assume a lower number of habitable rooms per dwelling will be more suitable for households without children and will require less open space and play provision. Higher density housing can also be suitable for town centres and as an element of mixed-use developments, where open space and car parking may be limited.
- 5.9 Lower density developments lend themselves more, though not exclusively, to family housing. The London Plan density matrix assumes a much higher number of habitable rooms per dwelling for lower density development. This generally makes them more appropriate for higher proportions of social rented affordable housing, given the need for predominantly family social housing provision, which in turn will require a higher level of provision of open areas and play space. Recent housing association experience also suggests a need for vertical separation of tenures to assist management and maintenance²⁸. However, schemes should be designed to maximise tenure integration and all affordable housing units should have the same external appearance and entrance arrangements as the neighbouring private housing²⁹. Developers and housing associations should have regard to the policies on design set out in section 4B of the London Plan and design should be appropriate to the needs of the households for whom housing is to be provided. Further guidance on the application of the London Plan affordable housing requirements is set out in part B below.
- 5.10 Where a development includes family housing, accessible play spaces designed to meet the needs of younger and older children should be provided, taking account of the projected child population.

6 Sustainable residential quality

The London Plan density location matrix

- 6.1 If London is to grow without unacceptable increases in congestion and pollution, then new growth must happen where it can best be served by existing or planned public transport and access to shops and services.
- 6.2 By directly linking the level of density to the proximity and frequency of public transport it is possible to make the best use of sites within walking distance of public transport whilst allowing lower densities where public transport accessibility and capacity is less. While this can mean building on London's existing pattern of urban development, and consolidating its network of town centres, in parts of outer London (with existing or planned public transport improvements), this may lead to different patterns of development from the recent past.
- 6.3 Sustainable and successful higher density housing depends on a complex range of factors including the location, management, occupancy and tenure of a development, and all should be taken into account when schemes are designed. Research into people's neighbourhood preferences suggests that housing density may not be a significant factor in resident satisfaction and that dwelling type and the neighbourhood characteristics are much more important³⁰.
- 6.4 Table 4B.1 of the London Plan is a density location matrix that allows sites to be assessed against these key criteria in order to generate broad guidelines on density for different types of residential development, and is a key element of the London Plan. This matrix is intended as a guide, rather than as an absolute rule and will be refined as new research and information becomes available. Transport capacity should also be taken into account.
- 6.5 Research into implementation of Sustainable Residential Quality principles has shown that housing developments should be designed to encourage pedestrian movement to and from surrounding communities. This permeability should reflect desire lines, especially those associated with efficient access to public transport, retail, community and other facilities³¹. The London Plan uses the term Sustainable Residential Quality to describe this complex collection of factors.
- 6.6 London Plan policy 4B.3 requires UDPs to develop policies in line with the SRQ approach and adopt the residential density ranges set out in Table 4B.1 below. The plan also confirms that UDPs and planning applications referred to the Mayor will be assessed against the density matrix in order to achieve appropriate housing outputs. In accordance with PPG3 and the Secretary of State's density direction, schemes should not be developed at

densities of below 30 dwellings per hectare³². In London, very few schemes would be appropriate at this base level.

table 4B.1 Density location and parking matrix (habitable rooms and dwellings per hectare)

		Car parking provision	High 2 – 1.5 spaces per unit	Moderate 1.5 – 1 space per unit	Low Less than 1 space per unit
		Predominant housing type	Detached and linked houses	Terraced houses & flats	Mostly flats
Location	Accessibility Index	Setting			
Sites within 10 mins walking distance of a town centre	6 to 4	Central	650 – 1100 hr/ha 240 – 435 u/ha Ave. 2.7hr/u		
		Urban	200 – 450 hr/ha 55 – 175 u/ha Ave. 3.1hr/u	450 – 700 hr/h 165 – 275 u/ha Ave. 3.0hr/u	
		Suburban	200 – 300 hr/ha 50 – 110 u/ha Ave. 3.7hr/u	250 – 350 hr/ha 80 – 120 u/ha Ave. 3.0hr/u	
Sites along transport corridors & sites close to a town centre	3 to 2	Urban	200 – 300 hr/ha 50 – 110 u/ha Ave. 3.7hr/u	300 – 450 hr/ha 100 – 150 u/ha Ave. 3.0hr/u	
		Suburban	150 – 200 hr/ha 30 – 65 u/ha Ave. 4.4hr/u	200 – 250hr/ha 50 – 80 u/ha Ave. 3.8hr/u	
Currently remote sites	2 to 1	Suburban	150 – 200 hr/ha 30 – 50 u/ha Ave. 4.6hr/u		

source GLA

6.7 In order to allow the matrix to be used to assess broad development potential in different locations, it is necessary to establish existing and potential public transport accessibility (PTAL), the existing characteristics (or setting) of the area, and the form of development that would be most appropriate. The table should not be seen as prescriptive, and should be applied flexibly in light of local circumstances, but is a valuable tool to help arrive at initial appropriate density ranges for particular sites. Higher densities may be possible where this can be justified by local circumstances.

Public transport accessibility (PTAL)

- 6.8 To help direct new development to areas with the highest levels of public transport, the London Plan uses Public Transport Accessibility Level (PTAL) data supplied by Transport for London to measure the extent and ease of access to the public transport network. Low (or zero) PTAL scores do not by themselves preclude development, but will limit the densities which will be appropriate on such sites, unless a significant change in public transport accessibility levels can be achieved to justify the use of a higher density range. In assessing a site's capacity, a site-specific PTAL assessment should be carried out.
- 6.9 Where the table does not indicate an appropriate density range for a particular site, densities should be in the range given in the nearest completed horizontal cell in the matrix – i.e. for locations with PTAL 6-4 and 'central' setting, density should generally be in the range of 240-435 units per hectare irrespective of car parking provision and predominant housing type. For currently remote sites, density should be in the range of 30-50 units per hectare, irrespective of the level of car parking provision and predominant housing type. The public transport assumptions used to generate these PTAL layers are listed in Table 3C.1 of the London Plan.
- 6.10 Transport for London (TfL) have also prepared indicative future PTAL maps for 2011 and 2016 and have also prepared sub-regional capacity and congestion maps. These should be taken into account when taking planning decisions on major sites.³³
- 6.11 Transport for London, in advising the Mayor of the PTAL level for a specific development proposal, will undertake a more site specific assessment which takes into account local transport networks including pedestrian routes which cannot be shown on a higher level map. The PTAL level may vary significantly across a larger site, with different densities being appropriate for different parts of a site.

Location

- 6.12 This relates to location of a development site in relation to town centres. Location in relation to an international or metropolitan town centre as listed in the town centre hierarchy in Table A.1 in the London Plan, is considered to give an area a 'central' setting. Location in relation to a major or district centre in the same table is considered to give an area an 'urban' setting. 10 minutes walking distance is assessed as 800 metres.

Setting

- 6.13 The matrix also uses three broad forms of development to depict appropriate density ranges. These are:

Central	Very dense development, large building footprints and buildings of four to six storeys and above, such as larger town centres all over London and much of central London.
Urban	Dense development, with a mix of different uses and buildings of three to four storeys, such as town centres, along main arterial routes and substantial parts of inner London.
Suburban	Lower density development, predominantly residential, of two to three storeys, as in some parts of inner London and much of outer London.

Predominant housing type

- 6.14 The London Plan SRQ matrix uses three housing types to derive appropriate density ranges. These are a) detached and linked houses, b) terraced houses and flats, and c) mostly flats. When using the matrix the built form that best describes the new development should be used. The built form should be determined primarily by the housing requirements of the group for whom housing is provided. The housing type categories assume different habitable room per unit ratios – varying from 2.7 habitable rooms per unit in high density central area schemes which are mainly flatted, to 4.6 habitable rooms per unit in remote suburban schemes which are predominantly detached and linked houses. Where provision is primarily for families, an appropriate built form should be assumed in determining the appropriate built form and unit density. This should take account of the guidance on housing mix and choice set out in section A9 of this SPG.

Levels of car parking

- 6.15 On any site, car parking can take up a considerable amount of land nominally available for housing. Some of this provision may be essential (e.g. for servicing and disabled parking facilities), but the amount of space set aside for cars can often be consolidated or minimised through good design. These issues are addressed in London Plan Policy 3C.22 and Annex 4 of the plan.
- 6.16 Research suggests that conventional designs for residential development on small sites can lead to 25% to 40% of the area being effectively lost to motor vehicle related uses³⁴. The amount of land required for car parking can be reduced substantially by a more integrated approach, which takes into account location, access to public transport and the scope for higher density development. This in turn can raise site values, allow higher levels of affordable housing to be funded, and provide scope

to enhance both the quality of the residential environment and the housing itself³⁵.

- 6.17 Decisions on the number and location of car parking spaces should take into account not just traditional factors such as site characteristics and the availability of public transport, but also planned social composition and changing attitudes towards car use and ownership. Car-capped and car-free housing, whether through controls over residents parking or through residents of new developments being denied residents parking permits, and the use of car clubs in particular, can allow higher densities to be realised without compromising design, and are increasingly proving viable and attractive in areas well served by public transport and with effective on-street parking controls³⁶. It is, however, important that appropriate provision is made for disabled parking spaces, recognising the London Plan target that 10% of residential provision should be accessible by wheelchair users.³⁷
- 6.18 Local traffic management schemes are the most appropriate level at which to resolve differences between Controlled Parking Zone (CPZ) requirements and the stance to be taken towards on and off-street parking. As a general strategic principle, local off-street parking requirements and local policies to protect front gardens should not compromise the potential to increase overall housing provision. In suburban areas off-street, rather than on street, parking may be desirable (e.g. on bus routes or along narrow roads).
- 6.19 Research also shows that with good design, the use of front garden space for parking need not compromise the quality of the residential environment³⁸. However there is concern about the way paving over front gardens may exacerbate the potential for flooding.³⁹ The GLA's London Plan: Tomorrow's Suburbs toolkit provides examples of how car clubs may reduce car parking requirements, while still providing scope for occasional car use⁴⁰. Boroughs should also explore the scope to link planning conditions, planning obligations and covenants on individual dwellings to reduce parking demand.

7 Efficient use of stock

- 7.1 The London Plan contains a number of policies designed to make the most effective use of existing homes. The first overarching policy is Policy 3A.3, which requires boroughs to reduce the number of vacant, unfit and unsatisfactory dwellings.

Policy 3A.3 – Efficient Use of Stock

Boroughs should promote the efficient use of the existing stock by reducing the number of vacant, unfit and unsatisfactory dwellings. They should produce and implement comprehensive empty property strategies including targets for bringing properties back into use. These strategies should be monitored on an annual basis and be subject to regular review.

Vacant dwellings

- 7.2 Given the acute shortage of housing, the number of vacant dwellings in London needs to be reduced. There are estimated to be over 90,000 vacant dwellings in London, 82 per cent of which are in the private sector⁴¹. 34,000 dwellings in London have been empty for more than six months⁴². There will inevitably be a proportion of private dwellings vacant at any point in time as properties are bought and sold on the market. Social housing may also be vacant for improvement or demolition.
- 7.3 Two per cent of local authority dwellings are vacant in London. Only 1.8 per cent of housing association stock in London is empty, compared to 3.2 per cent of stock in the private sector. The overall vacancy rate has fallen from 4.6% in 1991 to 2.9% in 2005⁴³. However, this change also includes a reduction in vacancies due to demolitions rather than properties returning to effective use.
- 7.4 Empty property strategies set targets for reducing the number of vacant dwellings and set out the steps that will be taken and methods that will be used to achieve these targets. All boroughs should produce and implement comprehensive empty property strategies that are monitored and subject to annual review. Strategies should include targets for bringing properties back into use and most boroughs now employ at least one officer with responsibility for taking action to return vacant private dwellings to use⁴⁴.
- 7.5 Local authorities are required to report to the Government on the number of empty private dwellings returned to use as a result of actions they have taken⁴⁵ and these figures are used by the Mayor to set an annual London-wide target for returning empty private homes to use. Performance against this target is monitored by the GLA and the results published. The 2005-16 London Housing Strategy includes a target of reducing total voids to 2.5% of stock and private sector long-term vacants to 1% of private sector stock by 2016.⁴⁶ The latter target is also

the basis of the assumption on supply from vacant units in the 2004 London Housing Capacity Study.

Second homes and non-permanent residential accommodation

- 7.6 Policy 3A.3 requires boroughs to promote the efficient use of housing stock. Use of homes as second homes does not contribute to the delivery of the Government's sustainable communities policy. For the purposes of the London Plan's housing targets, non-permanent residential housing accommodation is not considered to be equivalent to permanent residential accommodation. Policy 3A.13 in the plan requires boroughs to resist the loss of permanent housing provision to short term lettings.
- 7.7 As one of the hubs of the global economy, there are strong pressures in parts of London (especially areas within or close to central London) for second homes and non-permanent visitor accommodation. However, against this must be set the acute housing needs of full time London residents. The 2001 census and more recent surveys show that the highest concentrations of second homes are found in Westminster, Kensington and Chelsea and the City of London, though some wards in other central boroughs have significant numbers. Recent reports also indicate large increases in other boroughs, for example Tower Hamlets, which includes part of Docklands⁴⁷.
- 7.8 These types of provision are important to London's economy. However, the thrust of national and London policy to increase housing provision for residents means that such uses of the housing stock and potential housing capacity should be resisted. London Plan Policy 3A.12 makes clear the need to resist loss of housing and Policy 3A.13 explicitly resists loss of housing to "short term provision (lettings less than 90 days)"
- 7.9 In addressing second homes, boroughs should also draw on the Local Government Act 2003, which grants local authorities the discretion to reduce the council tax discount on second homes to 10 per cent⁴⁸. Boroughs are encouraged to exercise this discretionary power and should refer to guidance on empty homes strategies set out in the 2005-16 London Housing Strategy⁴⁹.
- 7.10 For non-permanent accommodation, boroughs should use the provisions of the Greater London Council (General Powers) Acts 1973 and 1983. Under these powers there is a material change of use requiring planning permission if residential accommodation is used for temporary sleeping accommodation occupied by the same person for less than 90 consecutive nights, or for time-sharing schemes where a number of people have the right to occupy a property for a set period each year. Such changes of use should be resisted, together with any proposals for similar types of

development, if they would result in the loss of development capacity, which would be viable in housing use (e.g. surplus office space). The need for non-permanent accommodation is more properly addressed through hotels' policies and provision.

Unfit and non-decent homes

- 7.11 Too many households live in homes that are in a poor condition.⁵⁰ Poor conditions also contribute to the problem of dwellings being left vacant for long periods. There are 182,000 unfit dwellings in London (below the minimum standard for housing), which equates to six per cent of the housing stock (April 2005)⁵¹.
- 7.12 The highest proportion of unfit properties in London is in the private rented sector. All local authorities have to report on the proportion of unfit private sector dwellings made fit or demolished as a direct result of action by the local authority⁵².
- 7.13 Data from the 2001 English House Condition Survey showed that the proportion of non-decent dwellings in London was 36 per cent of the housing stock, compared to 33 per cent for England as a whole. Within London's private sector stock, 35 per cent of dwellings failed to meet the decent homes standard and, for social housing dwellings, the proportion was 41 per cent⁵³.
- 7.14 The government has set a target for all tenants of local authorities and housing associations to have a decent home by 2010 and a further target to progressively reduce the proportion of vulnerable households in the private sector living in non-decent homes. The shorter-term targets set in the London Housing Strategy 2003⁵⁴ and London Housing strategy 2005-16⁵⁵ were for:
- Achieving a reduction of 45 per cent in non-decent social rented homes by 2005/06, and,
 - At least 70% of vulnerable households to be living in decent homes by 2010
- 7.15 Boroughs should comply with Government requirements to carry out regular stock condition assessments to monitor the percentage of homes meeting the decent homes standard and should seek to achieve the targets set out above by means of stock improvement.

Houses in multiple occupancy (HMOs)

- 7.16 Traditionally HMO's have been an important source of relatively cheap housing for those who cannot gain access to public affordable housing.

Together with other forms of private renting they also provide more flexibility and accessibility than owner occupation and conventional affordable housing. This can give them an important role in sustaining the flexibility of the labour market. However, historically some HMO provision has raised amenity, quality and safety concerns. This has led to some boroughs resisting their development, and to others formalising their operation which can affect their viability as a cheap form of housing and/or encouraging more formal self containment.

- 7.17 Boroughs' approach to HMOs should also have regard to the provisions of the Housing Act 2004. To foster housing choice and meet a range of needs boroughs should, as a general principle, seek to maintain and improve their stock of HMOs. This will require striking a careful balance between licensing them to ensure maintenance of statutory standards, and maintaining their viability as a relatively cheap form of housing for smaller households.

Loss of housing

- 7.18 Whilst the focus of this SPG is on new housing, it is also important to protect and maintain the range of existing housing. Two London Plan policies are particularly relevant. These are:

Policy 3A.12 Loss of housing and affordable housing

UDP policies should prevent the loss of housing, including affordable housing, without its planned replacement at existing or higher densities.

Policy 3A.13 Loss of hostels, staff accommodation and shared accommodation

UDP policies should resist the loss of hostels, staff accommodation and shared accommodation that meet an identified housing need, unless the existing floorspace is satisfactorily re-provided to an equivalent or greater standard. Policies should resist the loss of housing to short-term provision (lettings less than 90 days).

- 7.19 Existing and new housing targets are based on net figures, i.e. the difference between the number of existing and proposed housing units. They are therefore net of demolition and loss of housing to non-residential uses. Boroughs should resist redevelopment, which produces a net loss of housing. The shortage of affordable housing also means that boroughs should resist redevelopment or re-improvement which leads to net replacement of affordable housing by market housing, or which leads to the net loss of hostels, staff accommodation or shared accommodation which meet an identified housing need. Application of these policies to estate renewal is set out below.

8 Sources of supply – large sites

Introduction

- 8.1 The London Plan promotes and requires sustainable new development. This involves taking account of the suitability of sites for mixed use development, maximising the use of previously developed land, and promoting development in locations accessible by public transport, walking and cycling⁵⁶. The London Plan establishes a series of overarching spatial policies that focus new development in those areas where growth can be best accommodated, and where it can help alleviate social exclusion and deprivation. This section of the SPG clarifies how the successful re-use and redevelopment of large sites can contribute to these objectives and provide a significant proportion of London's new housing. London Plan policies on housing provision are predicated on the continued protection of the Green Belt and Metropolitan Open Land.

Large development sites

- 8.2 Policy 3A.5 of the London Plan recognises that large sites have considerable potential for new housing and requires boroughs to encourage large residential (and mixed use) schemes in areas of high public transport accessibility, and to prepare planning frameworks for sites above 10 hectares or which could accommodate more than 500 units.

Policy 3A.5 – Large residential developments

Boroughs should encourage proposals for large residential developments in areas of high public transport accessibility, including the provision of suitable non-residential uses within such schemes.

Boroughs should prepare planning frameworks for all large residential sites of 10 hectares or more, or that will accommodate more than 500 dwellings.

The planning frameworks should be prepared in consultation with local communities and other key stakeholders.

- 8.3 SDS technical report 18 on Investigating the Potential of Large Mixed Use Housing Developments explains how successful mixed use developments can be achieved⁵⁷.
- 8.4 All residential developments have implications for social, environmental and other forms of infrastructure provision. However, larger developments (and not just those of over 500 dwellings) can have an immediate impact on infrastructure capacity and requirements, especially educational, health and amenity provision. These requirements should be taken into account in considering such proposals and in drawing up planning frameworks for them. Where possible development partners including the housing

associations or other organisations that will manage the affordable housing elements should be identified and involved at an early stage.

- 8.5 Large developments, especially mixed use developments, offer the opportunity to incorporate neighbourhood combined cooling, heat and power (tri-generation) or combined heat and power (co-generation) systems operating as island distribution networks and using a significant proportion of renewable energy sources.
- 8.6 The 2004 LHCS looks at the housing potential of every site in London over 0.5 hectares. This should be complemented by a much more rigorous and comprehensive identification of large housing sites within LDFs, and phasing of development must take into account the phasing of physical, transport and social infrastructure.

Opportunity Areas and Areas for Intensification

- 8.7 The London Plan identifies twenty-eight Opportunity Areas and fourteen Areas for Intensification⁵⁸.
- 8.8 Chapter 5 of the London Plan describes each Opportunity Area and includes tables that indicate their potential for new jobs and homes. These are being updated through the sub-regional development framework (SRDF) process. Policy 2A.2 of the London Plan anticipates planning frameworks being prepared for each Opportunity Area that should achieve the minimum housing guideline of 2,500 additional homes. Areas for Intensification generally have potential for increased residential accommodation by building at higher densities than existing development and incorporating a mix of uses.
- 8.9 Both types of area are characterised by good public transport (or subject to planned public transport improvements) and contain a range of large buildings, sites and potential development opportunities. They provide opportunities for intensive development and will deliver substantial new housing. Boroughs and developers should therefore work closely with landowners, local communities and the GLA Group to plan and bring forward their successful regeneration.

Estate renewal

- 8.10 The London Housing Strategy and London Plan support neighbourhood renewal and regeneration. However, historically this process has often been associated with a reduction in housing capacity. In some circumstances, the loss of affordable housing has been exacerbated by estate renewal being associated with moves to introduce a wider tenure/social mix. While in itself this supports the strategic objective to

achieve mixed and balanced communities, the reduction in affordable housing provision (especially social rented provision) sometimes associated with these initiatives has undermined the Mayor's overall objective to increase affordable housing.

- 8.11 In implementing strategic policy in respect of estate renewals, boroughs, social housing and other relevant agencies should apply SRQ principles to maintain or enhance overall housing capacity. To meet the requirement of London Plan Policy 3A.12, proposals should be predicated on the prevention of any net loss of affordable housing provision. However it is recognised that redevelopment to achieve a more appropriate housing mix may lead to a loss of dwellings, where redevelopment provides larger dwellings. This is acceptable where it is justified by housing requirements and where there is no net loss of total habitable rooms.

9 Other sources of supply

Small sites

- 9.1 London Plan Policy 3A.2 recognises that housing from small sites will be an important source of London's new homes. The following sections explain how increased capacity should be encouraged from a range of small site sources. This applies particularly to boroughs whose housing provision falls below their current housing targets where planning policies should be reviewed to ensure that they are not unnecessarily constraining housing development.

Residential conversions

- 9.2 As recently as the early 1990s, conversion of houses to smaller flats represented nearly a third of London's housing capacity and was especially important in inner London⁵⁹. Since then its contribution to new capacity has diminished, though conversions should continue to make net contribution to housing output. Historically, planning policy was thought to be especially important in constraining residential conversion activity⁶⁰, especially in the ways it sought to secure family sized homes, protect amenity, raise housing standards, reduce car parking pressures and sustain a desired social mix.
- 9.3 More recently, market forces have been highlighted as being a significant constraint⁶¹. These include a reduction in the supply of houses suitable for conversion, (including HMOs); an increase in people willing to bid for more spacious accommodation, further reducing the stock with conversion potential and leading to some re-conversion of smaller units; and the economics of affordable housing provision and management which have made 'street properties', including potential conversions, more marginal for affordable housing agencies.
- 9.4 Locally restrictive policies, including those based on 'conversion quotas', should not be applied along transport corridors or within reasonable walking distance of a town centre. Maximum parking provision should not exceed one space per dwelling and where appropriate, boroughs should seek to minimise this. Controlled Parking arrangements and restraints on cross-overs over pavements for parking should not be used to restrain conversion activity that conforms to strategic parking policy. Local guidance should be produced to ensure that garden parking does not detract from the streetscape or have negative impacts on biodiversity and climate change.
- 9.5 Estimating the net supply from conversions needs to take into account loss of dwellings from deconversions. The conversion of two small dwellings in the social housing sector into a larger dwelling may be necessary to respond to overcrowding and to deal with an under supply of larger dwellings.

- 9.6 In some cases, property built for residential purposes may have been converted for non-residential use. Given changes in relative demand for residential and non-residential provision in some locations, consideration could be given to reconversion for residential use.

Small infill developments

- 9.7 Infill opportunities must be approached with sensitivity. Sites may be in fragmented ownership and site assembly can be challenging. In terms of estimating the phasing of future capacity, potential infill sites should be distinguished between those which might be developed in the short term, and those that require a longer time scale to bring forward. Those which are not well used and where environmental quality has been eroded (especially where this has become a nuisance to local residents) should be considered for early action or initiative. Assessment of infill capacity should be based on SRQ principles, and unnecessarily restrictive policies should be changed.
- 9.8 The Mayor will work with government, the LDA, boroughs and other relevant agencies to identify and establish any distinct mechanisms and incentives may be required to realise the potential of these sites (e.g. problems of multiple ownership).

Non self-contained accommodation

- 9.9 Household spaces in non self-contained accommodation also count towards overall housing provision targets. This category can include student hostel accommodation, nurses' hostels and shared housing for other client groups (including special needs housing), and new houses in multiple occupation. London Plan Policy 3A.4 on housing choice requires UDP policies to ensure that new developments take into account the requirements of households willing to share accommodation. The 2000 HCS estimated supply of non self-contained accommodation at 2,700 household spaces a year. For the last few years the recorded figure has been between 1,000 and 2,000 a year. Provision should meet appropriate qualitative standards and it may be appropriate to attach planning conditions to ensure these standards are met.
- 9.10 Conversion of non self-contained accommodation into self-contained accommodation will normally result in a loss of provision and needs to be monitored through boroughs' monitoring of conversions.

Flats above shops

- 9.11 The upper storeys of town centre retail buildings accommodate a variety of uses, including storage, offices and flats. Many of these are economically viable and continue to make important contributions towards meeting local needs. However, a significant number, especially

those associated with older buildings, are under-occupied and vacant. This can be because of tenure, management, access and other factors including long- term structural change in the retail market. Though there is expected to be an overall increase in demand for new retail space, there is also likely to be a contraction in demand for older space and smaller units, especially in marginal locations such as smaller centres. This provides an opportunity for conversion, re-conversion and redevelopment of spaces above shops into viable flats and of selective changes of use of surplus ground floor uses to housing.

- 9.12 The conversion process should be coordinated through wider town centre rejuvenation frameworks to ensure that, as far as possible, the different uses complement each other and enough secondary and tertiary frontage capacity is retained for essential community, workshop and service uses. This will include making provision for A3 uses and addressing local sensitivities associated with them. In-situ re-conversion of spaces above shops to flats presents particular challenges in terms of economic viability, tenure mix, management, access and amenity requirements. Though such provision is generally unsuitable for families, it can meet the needs of smaller, and in particular, younger households.
- 9.13 The Empty Homes Agency can also provide advice on good practice in bringing underused and vacant upper storeys back into active residential use. Town centre health checks should be used to identify potential housing capacity above shops. Working with the boroughs and other relevant agencies (including small property owners), the Mayor will investigate more effective mechanisms and funding arrangements to bring this capacity forward.

Airspace developments over existing and new non-residential premises

- 9.14 As well as smaller scale sources of capacity associated with high street frontages and shops, there is potential capacity associated with the airspace above relatively low density commercial uses, especially in locations in town centres and with good public transport access. A government sponsored study⁶² indicated that these could include car parks, filling stations, showrooms, repair depots, self-storage uses, schools, public sector depots, leisure facilities, fire stations and a range of retail outlets. Use of airspace for housing provision should not compromise the existing primary use.
- 9.15 Developers have already highlighted the particular potential of local authority leisure facilities and hospital car parks, and a study for Tesco and the Housing Corporation⁶³, cited in the Mayor's draft Best Practice

Guidance (BPG) on Making Better Use of Supermarket Sites⁶⁴, suggests that housing could be a commercial proposition on 75% of London's 115 freestanding superstore sites.

- 9.16 Not all such sites will be suitable for such a form of development, but when proposals are received for new schemes or existing sites are redeveloped, the possibility of incorporating new housing should be explored.
- 9.17 Town centre regeneration initiatives can also identify and bring forward substantial new housing opportunities. Developers and retailers are gaining expertise in this field and the Mayor supports the principle of airspace development and town centre housing. Consultation on his draft best practice for airspace development on supermarket sites confirmed the need for positive partnership working to bring forward these proposals. It indicated that this should not compromise parking, town centre and affordable housing policy and underscored the importance of setting up, from the outset, an effective management framework to resolve tensions between uses on the sites.

Live-work units

- 9.18 In principle, live-work units represent a sustainable form of urban living, providing the closest integration of home and work places. With this in mind, boroughs have in the past treated them as a special case and released to live/work development business space, which, in some cases, would otherwise have been protected. Some of these releases have been relatively tightly clustered in the CAZ fringe and have had a locally significant impact on business space provision.
- 9.19 This has raised tensions, not just with business space policy, but also with business/residential tax rating, car parking standards and, for the occupiers, with perceived constraints on re-sale values and opportunities.
- 9.20 The London Plan seeks to provide a variety of dwellings and opportunities for more sustainable forms of urban living. This includes live-work accommodation. However, in view of the realities of the use of live work units, proposals for future development should be considered carefully in the context of strategic and local business/industrial space policy, especially the criteria which guide the release of small industrial sites. A degree of flexibility will be required depending on local circumstances. In some circumstances, the provision of homes will be the paramount concern and in others, the need to retain business capacity will be more important. Conditions and planning agreements to secure live-work (including those affecting parking) should provide a disincentive towards 'pure' residential occupation, and local planning authorities need to establish mechanisms for monitoring and enforcing compliance with planning conditions.

10 Promoting mixed use development

Introduction

- 10.1 The London Plan seeks to establish a mix of land uses that will best meet London's competing demand for land and premises. Mixed use developments provide a way in which different land uses can be accommodated on the same site or in the same neighbourhood, and hence can reduce the need to travel between different activities (such as living and working or shopping and healthcare), and can make the best use of scarce land.
- 10.2 Promoting and requiring mixed-use developments that include housing is a key theme of the London Plan which contains a number of policies to this effect; Policies 2A.1; 2A.3; 2A.5; 2A.6; 3B.4 and 4B.1.

Plot ratio

- 10.3 One way of measuring and comparing the amount of development provided on an individual site is to calculate its plot ratio. This measure compares the amount of floorspace that will be created against the site's area, and expresses it as a ratio⁶⁵.
- 10.4 This measure is usually used when assessing commercial or mixed use schemes, and the London Plan suggests that average strategic plot ratios of at least 3:1 should be achieved wherever there is (or will be), good public transport accessibility and capacity. In more highly accessible areas within central London and some Opportunity Areas, plot ratios nearer to 5:1 should be considered.

Office and residential development – general issues

- 10.5 Conversion of surplus office buildings to residential must be set in the context of overall policy for business space (London Plan policies 3B.1 to 3B.4, and policies 5B.1 to 5B.3 and 5C.1 on the Central Area Zone). It can also pose particular challenges. As schemes can vary significantly, it may not be appropriate to make a conventional application of internal space, sound insulation and energy efficiency standards. However, the intent of these standards should not be compromised. Office conversions and surplus office site re-development must also be set in the context of the supply of local amenities, services and social and environmental infrastructure. In areas deficient in these, Local Development Frameworks should ensure that some of the development capacity represented by surplus offices addresses such needs. This may require sensitive planning and entail partnership action to facilitate comprehensive, or at least partial, area renewal.
- 10.6 The physical configuration of some surplus office buildings may make them unsuitable for the provision of on-site affordable housing for some

client groups, though this should not exclude them from affordable housing policy requirements (including off site or cash in lieu contributions where this provides more appropriate housing than on site provision consistent with guidance in paragraph 18.17 of this SPG.).

- 10.7 Because of the nature of the London office market, there are two distinct approaches, one dealing with the central London office market area⁶⁶, (the Central Activities Zone and its associated opportunity Areas including the City Fringe and Canary Wharf areas referred to in Policy 3B.4 and paragraph 3.125 of the London Plan), and one dealing with the suburban office market (all other areas). Guidance on the implementation of this policy in these different areas is given in the relevant draft SRDFs.
- 10.8 In a high public transport accessibility area like much of Central London there is an opportunity to move towards 'zero' parking provision, not least because on-street parking is now constrained. Parking provision for disabled people should always be made available.

Town centre related housing

- 10.9 As the most accessible locations outside the CAZ, town centres have unique capacity for high-density development, including housing. Housing can complement other town centre activities physically in terms of utilising air space above commercial uses, and functionally in terms of adding to vitality and viability.
- 10.10 Generally, the implementation of mixed residential and office policy in town centres will differ from the way in which it is implemented in the CAZ related office market, as the ability of commercial development to financially support affordable housing provision may be limited. Proposals will need to be considered in the context of the viability of both office and residential elements.
- 10.11 In some circumstances, this will require flexible application of affordable housing targets providing this flexibility does not compromise achievement of the broad strategic 50% affordability target across London. Part B of this SPG gives guidance on the flexibility relating to the balance between social housing and intermediate housing in different locations.
- 10.12 This flexible approach is especially applicable to the town centre based types of office location set out in London Plan paragraph 3.123. In these locations, increased housing may make a particular contribution to securing the wider range of town centre uses anticipated by London Plan

Policy 3D.1. Housing development may also be less applicable where it might displace important specialist office clusters.

Retail and residential mixed-use development

- 10.13 Consumer expenditure growth as a whole is expected to be a major agent of town centre rejuvenation. Whilst a substantial amount of the growth will be absorbed by greater productivity in the use of existing floorspace, there will still be a considerable need for new retail floorspace. Properly harnessed through the planning process, this opens up potential for extensive upper storey mixed-use development. Housing will be a key component of such development and boroughs should make provision to accommodate it and draw on mixed use and SRQ policy to integrate leisure and retail provision with new, higher density housing.
- 10.14 This will require pro-active, partnership based planning. It may well entail use of the Compulsory Purchase Order process and, in some circumstances, recognition that a significant, net increment to housing stock more than offsets some initial loss in existing dwellings.

Recycling industrial land

- 10.15 Though the manufacturing sector continues to decline in London, there are a wide range of other users of industrial land that make important direct and indirect contributions to the London economy.
- 10.16 Consultants suggest that the historic scale of industrial land loss, once one of the biggest sources of housing capacity, is unlikely to be sustained at current rates⁶⁷. However, a combination of structural trends and more efficient use of land justifies continued release of some 50 hectares per annum, mainly, but not exclusively, to housing. This should be undertaken on a selective and carefully managed and monitored basis to address bona fide demand from other suitable occupiers, including waste, transport and logistics⁶⁸. Policies and decisions to retain (rather than release) business land, including that for industry, must be justified by realistic demand assessments. This is in accordance with PPG3 Housing Update on Supporting the Delivery of New Housing⁶⁹.
- 10.17 The overall distribution of change from industry to other uses will be tested through the SRDF process. It is likely to be strongly oriented towards East London, with, in net terms little or no release in West and Central London and only slightly more in South and North London. Retention of land to meet demand for waste management facilities is likely to reduce scope for industrial land release for housing. Waste requirements are set out in the proposed alterations to London Plan policies on waste (published 17th October 2005). For the interim,

consultants⁷⁰ suggest the following annual benchmarks to monitor the scale of release:

Central	Some scope for intensification/mixed use development and for some locational substitution of capacity but little or no net release.
East	34 hectares per year
West	3 hectares per year
North	7 hectares per year
South	6 hectares per year

- 10.18 It is anticipated that, outside East London, subject to demand and other assessment criteria, most industrial land releases will continue to come from smaller industrial sites. The main reservoir of industrial capacity will continue to be protected through Strategic Employment Locations (SELs) and where properly designated, Locally Significant Industrial Sites. Among SELs, especially in East London, there will still be some scope for strategically coordinated intensification, consolidation, locational substitution and/or mixed use development which will yield capacity for other uses, especially housing.
- 10.19 The main components of industrial land use change to other uses are therefore expected to be:
- Releases of smaller industrial sites, either planned through LDFs that take account of plan policies and criteria set out in the SPG⁷¹, or in response to development proposals that are tested against these criteria. These are likely to continue to be the main long-term source of release to other uses, including housing.
 - Selective mixed-use redevelopment and intensification of parts of SELs in appropriate locations. This should not incur a significant net loss of industrial employment capacity or compromise the offer of wider areas as competitive industrial locations⁷². It should preferably be undertaken as part of the SRDF/LDF/Opportunity Area Framework process, but may also result from individual development proposals which conform to up-to-date strategic and local policy.
 - Consolidation and re-configuration of parts of SELs through the SRDF process, especially in East London. These should be subject to effective industrial re-location arrangements⁷³.
 - Wider scale review of and revision to the SEL framework leading to de-designation of SELs, especially in East London. This should be subject to effective industrial relocation arrangements. It should be undertaken as part of the London Plan review process so that such releases can be coordinated strategically.

- Exceptional, strategically important releases for strategic infrastructure projects, such as the 2012 Olympics.⁷⁴

10.20 The Mayor's Industrial Capacity SPG envisages that among the industrial land releases, those to housing should have priority. Such sites will most likely be where there is good public transport accessibility (especially those within or on the edge of town centres), and where the introduction of a residential element would not compromise employment uses or lead to a strategic imbalance between the supply and demand for industrial and warehousing land.

11 Housing choice and the needs of London's diverse population

Housing choice and mix

- 11.1 Policy 3A.4 of the London Plan states that UDP policies should seek to ensure that new developments offer a range of housing choices in terms of the mix of housing sizes and types and take account of the housing requirements of different groups, such as students, older people, families with children and people willing to share accommodation.

Policy 3A.4 – Housing Choice

Boroughs should take steps to identify the full range of housing needs within their area. UDP policies should seek to ensure that:

- New developments offer a range of housing choices, in terms of the mix of housing sizes and types, taking account of the housing requirements of different groups, such as students, older people, families with children and people willing to share accommodation.
- All new housing is built to 'Lifetime Homes' standards.
- Ten per cent of new housing is designed to be wheelchair accessible, or easily adaptable for residents who are wheelchair users.

The Mayor will investigate the feasibility of establishing a London register of accessible housing in both the public and private sector.

In undertaking an assessment of housing needs, a borough should consult fully and ensure that the assessment includes the full range of different communities within the borough, such as black and minority ethnic communities, disabled people and older people and households with specialist or different requirements, and that such communities are consulted on how policy is derived from the needs assessment.

- 11.2 Housing needs assessment should be set within a regional and sub-regional framework. They should have regard to the London-wide housing needs assessment set out in the London Plan⁷⁵, the GLA Housing Requirements Study⁷⁶, and the context and priorities set out in the London Housing Strategy published by the London Housing Board⁷⁷, and guidance set within sub-regional housing strategies. Boroughs should therefore identify the mix of unit sizes they will seek (measured by number of bedrooms) for different types of housing.
- 11.3 The GLA housing requirements study has estimated that the London-wide net housing requirement over the next 15 years to meet both current

unmet demand and projected household growth, incorporating assumptions about the extent of voluntary sharing by single person households, is divided between household sizes as follows:

Overall housing mix	1 bedroom household 32%
	2/3 bedroom household 38%
	4 bedroom or larger household 30%
Social housing mix	1 bedroom household 19%
	2/3 bedroom household 39%
	4 bedroom or larger household 42%
Market housing mix	1 bedroom household 25%
	2/3 bedroom household 75%
	4 bedroom or larger (note paragraphs below)
Intermediate housing mix	1 bedroom household 66%
	2/3 bedroom household (note paragraphs below)
	4 bedroom or larger household 34%

- 11.4 These proportions relate to an assessment of London-wide requirements for housing relative to supply, including projected future supply from the relet and resale of existing stock, and will vary widely between local areas. The proportions however set a useful regional background to local housing needs requirement and housing market studies.
- 11.5 Local housing needs requirements should not be the single determinant of housing mix sought on individual developments. Sub regional nomination arrangements, and pan-London arrangements which will succeed them, place an expectation on boroughs to have regard to housing needs beyond their own boundaries. Boroughs should consider the development of housing types, which meet wider housing needs.
- 11.6 The market analysis is based on assessment of household requirements and affordability and does not reflect the fact that higher earning households may be able to afford, and wish to buy, housing with more bedrooms than their actual household requirements.
- 11.7 In relation to intermediate housing, the study does not distinguish between types of intermediate provision. Consequently, although there may not be an overall shortage of 2 and 3 bedroom intermediate provision, there may be an unmet demand for certain forms of intermediate provision such as shared ownership, for this size of household. It is therefore inappropriate to apply the above proportions crudely at local authority level or site level as a housing mix requirement. This applies especially in relation to market housing, where, unlike for social housing and most intermediate provision, access to housing in terms

of size of accommodation is in relation to ability to pay, rather than housing requirements. The proportions above should be considered in preparing more detailed local housing requirement studies.

- 11.8 Borough level guidance on housing mix, whether included in UDPs, SPGs or LDDs, or in housing strategy guidance, should be based on a comprehensive housing needs assessment, where capacity is insufficient to meet all identified and projected housing demand. Such guidance will need to make a judgement as to the priority to be given to different forms of provision. This applies both to a borough's statutory homelessness duties and the objective of seeking to promote mixed and balanced communities. Boroughs should also take into account the availability of open space and identified requirements for playspace.⁷⁸
- 11.9 Guidance on housing provision in relation to 'lifetime homes' standards and provision for wheelchair users is set out in the separate SPG: *Accessible London*.⁷⁹

The housing needs of London's diverse populations

- 11.10 Policy 3A.4 of the London Plan also requires boroughs to identify the full range of housing needs within their area. They should consult fully when carrying out this exercise and ensure the assessment considers the full range of different communities, such as children and young people, black and minority ethnic communities, faith communities, disabled people and older people and households with specialist or different housing requirements.
- 11.11 When assessing the housing needs of children and young people, full account should be taken of their need for play and informal recreation facilities within walking distance of their home. When assessing need for play and informal recreation provision, account should be taken of the likely number and age of children and reference made to the Mayor's Guide to preparing play strategies together with forthcoming research on standards for children's play and informal recreation.⁸⁰
- 11.12 When assessing housing need, boroughs should assess the need for provision of sites for travellers and gypsies (in accordance with London Plan Policy 3A.11) and the distinct needs of diverse communities (in accordance with London Plan policy 3A.14). This would include the needs of groups such as homeless households, rough sleepers, young single people, occupiers of temporary accommodation, key workers, disabled or elderly people, students, travellers and occupiers of mobile homes and houseboats.

- 11.13 Planning for development, then, needs to take account of the different housing requirements of households in need, and have regard to the different design requirements and the need for community support networks appropriate to the needs of the households concerned. This includes provision for religious facilities for different faith groups. This is especially important in relation to developments for diverse communities in areas that do not currently provide for a range of communities in terms of race or religion and where the required facilities are lacking.
- 11.14 Boroughs should also recognise that some ethnic and faith groups (for example the Hasidic Jewish and Bangladeshi communities) have distinct housing needs, and seek to facilitate housing that addresses these needs in order to help preserve the unique character of different parts of London.

Policy 3A.10 Special needs and specialist housing

UDP policies should provide for special needs housing, including sheltered housing with care support, staffed hostels and residential care homes, based on up-to-date estimates of need.

Policy 3A.11 London's travellers and gypsies

Boroughs should, in co-ordination with neighbouring boroughs and districts, assess the accommodation needs of gypsies and travellers and review the pitch capacity of each borough.

UDP policies should:

- protect existing sites
- set out criteria for identifying the suitability of new sites
- identify them where shortfalls occur

- 11.15 Provision should also reflect the need for specialist and special needs housing as well as general needs and demand, as required by policy 3A.10. This should be based on an assessment of the need for different types of provision for the full range of potential client groups. Some specialist accommodation will require care support. The provision of shared housing may be appropriate for some individuals, but this assessment must relate to the choice of the individuals concerned. An assessment of the need for supported housing should be related to borough, sub-regional and regional Supporting People strategies.
- 11.16 Boroughs should also liaise with higher educational institutions in relation to the need for student accommodation, both self-contained and hostel provision, and should also liaise with key public sector employers such as

health authorities to plan the provision of hostel accommodation for key workers, which is required.

- 11.17 Boroughs should also assess the demand for non-traditional forms of provision. A range of new housing products are becoming available in the intermediate sector, some arising from Government initiatives such as Key Worker Living, and in London English Partnerships' London-wide initiative for key workers. Some public and semi-public sector employers such as health authorities have developed other initiatives for funding housing provision for employees. In addition, new financial mechanisms for private financing of new housing provision are under development, for example the introduction of Property Investment Trusts.
- 11.18 Boroughs should encourage the use of new funding mechanisms where provision will meet identified housing needs and support initiatives that meet either market demand, intermediate demand or social housing demand. Mechanisms which ensure privately financed provision can meet either social housing, or intermediate housing criteria, should be promoted and supported as set out below in Part B.
- 11.19 Boroughs should also support, where demand and viability is demonstrated, and where proposals are consistent with planning policy, initiatives for new forms of housing provision, such as self-build housing, and co-housing schemes as promoted by the Joseph Rowntree Trust⁸¹. Forms of provision that support voluntary sharing by single person households should be encouraged.
- 11.20 The Mayor will carry out research into the regional housing needs of travellers and gypsies and appropriate site management structures. The Mayor is supporting the establishment of a pan-London Forum led by representatives of the gypsy and traveller community. The Mayor proposes to work with boroughs to review recording and monitoring of provision for gypsies and travellers and to ensure appropriate planning decisions in relation to applications for planning permissions for sites. Boroughs should refer to the guidance proposed in the ODPM consultation paper: Planning for Gypsy and Traveller Sites.⁸²

12 Part B: Affordable housing

Introduction

12.1 This part of the SPG gives guidance in relation to London Plan policies which deal primarily with affordable housing. These are:

- 3A.6 Affordable housing definitions
- 3A.7 Framework for setting affordable housing targets
- 3A.8 Negotiating the provision of affordable housing in individual residential or mixed use schemes

This section also gives guidance on those elements of Policy 3A.4 Housing need assessment, choice and mix, which relate to affordable housing provision. Other London Plan housing policies which will impact on affordable housing provision as well as market provision are covered in Part A of this SPG.

12.2 'Affordable housing' is defined primarily by affordability and not by tenure. It comprises social housing and intermediate housing provision.

Affordable housing can be provided by local authorities, housing associations and co-operatives, developers or private landlords (see section 15 below).

12.3 Affordable housing may require some form of subsidy. This subsidy can take a number of forms, including direct government subsidy in the form of social housing grant, a financial contribution from a developer under a Section 106 agreement, or a subsidy from a landowner (through discounted land disposal), employer or other third party.

13 National and regional policy context

National Policy Context

- 13.1 Planning Policy Guidance Note 3: Housing (March 2000) sets the overall national policy context. This is supplemented by circular 6/98: Planning and affordable housing. This circular is under review by ODPM. This SPG is drafted on the basis of current guidance, incorporating draft revised guidance issued by ODPM on 17 July 2003 and consultation papers: Planning for Mixed Communities (January 2005) and Planning for Housing (July 2005).

Regional Context

- 13.2 London has an acute shortage of affordable housing. The London Plan estimated an unmet need for affordable housing provision of 112,200 households. The London Plan also estimated that 22,400 new homes are needed each year to meet the projected growth in household population. On the basis of meeting unmet need over 10 years, the estimated total requirement for additional housing given in the plan is 33,600 per annum up to 2011, and subsequently 22,400 per annum to 2016. This estimate has been updated by the GLA housing requirements study (December 2004) to an estimated annual requirement of 35,400 for the 10-year period 2002-2012. The requirement for affordable housing, (both social rent and intermediate provision) including meeting the backlog over 10 years, has been estimated by the housing requirements study as 23,300 additional homes a year.
- 13.3 The London Plan sets out a number of key objectives and targets relating to affordable housing:
- The overall strategic target is that 50% of new housing provision (supply from all sources) should be affordable housing.
 - Housing provision should exceed 23,000 homes per year, towards a target of 30,000 homes a year. The London Plan objective is for 15,000 additional affordable homes each year from new provision. Transfer of existing market sector stock to affordable housing provision, on either a permanent or short term basis, as set out in paragraph 3.36 of the London Plan, should contribute additional homes to meeting the total requirement for affordable housing. As the targets are net additional provision, avoiding any loss of existing affordable housing stock is also important.
 - Targets for affordable housing provision should be based on an assessment of housing requirements and capacity from all sources. Targets should also take account of the London-wide objective that 70% should be social housing at or below target rents and that 30% should be intermediate housing affordable by households in household

income range of £15,000 to £40,000 per annum, this range to be updated on an annual basis.

- New developments should offer a range of housing choices in terms of the mix of housing sizes and types, taking account of the housing requirements of different groups. All new housing including affordable housing should meet lifetime homes standards and 10% of provision should be designed to be wheelchair accessible or easily adaptable for residents who are wheelchair users.
- Boroughs should adopt definitions of social housing and intermediate housing consistent with those in the London Plan.
- Boroughs should set in their Unitary Development Plans or Local Development Documents, borough level affordable housing targets that take account of the overall strategic target of 50% affordable housing, and the objective that London-wide this should be disaggregated between social rent and intermediate provision on a 70%:30% ratio.
- Boroughs should seek the maximum reasonable amount of affordable housing when negotiating on individual private residential and mixed use sites, taking into account individual site costs, the availability of public subsidy and other scheme requirements.
- The loss of affordable housing, including hostel accommodation, staff accommodation and shared housing should be prevented.

14 Housing need assessment

Policy 3A.4 Housing choice:

...Boroughs should take steps to identify the full range of housing needs within their area...

...In undertaking an assessment of housing needs, a borough should consult fully and ensure the assessment includes the full range of different communities within the borough, such as black and minority ethnic communities, disabled people and older people and households with specialist or different requirements, and that such communities are consulted on how policy is derived from the needs assessment.

- 14.1 Housing needs assessments by boroughs should be set within a regional and sub-regional framework. They should have regard to the London-wide housing needs assessment set out in the London Plan and the GLA Housing Requirements Study and to the context and priorities set out in the London Housing Strategy published by the London Housing Board.
- 14.2 In accordance with PPG3, draft revised PPG3 Annex B (issued 17 July 2003) and Circular 6/98, housing needs assessments should address the housing requirements of current and anticipated households. These should include specific groups such as homeless households, rough sleepers, young single people, occupiers of temporary accommodation, key workers, disabled or elderly people, students, travellers and occupiers of mobile homes and houseboats, and for particular types and sizes of accommodation, including households requiring hostel accommodation and reflect the diversity of households in need of affordable housing. Needs assessments should address the extent to which current and anticipated households can afford market housing. In assessing the affordability of housing, the analysis must include the affordability of intermediate housing as well as market housing options.
- 14.3 In assessing the relationship between borough housing need and housing need at a regional and sub-regional level, a borough should have regard to data on regional and sub-regional housing need such as the housing requirements study published by the Mayor. This study supplements rather than replaces a borough's own housing needs assessment. Local housing needs assessments should be consistent with government guidance in Local Housing Needs Assessment: a Guide to Good Practice⁸³, as updated by any subsequent guidance published by ODPM. Boroughs should have regard to the Housing Market Analysis Manual report by DTZ Pineda.⁸⁴
- 14.4 The London Housing Requirements study published by the GLA (December 2004)⁸⁵ identifies an annual requirement of 23,300 additional affordable homes per annum. The total assessed annual requirement of

35,400 homes per annum includes a requirement for 12,100 market sector homes a year.

- 14.5 In assessing housing need, a borough should assess the need for special needs and specialist housing in accordance with Policy 3A.10 in the London Plan. The assessment should review the extent to which such households will require special social housing and intermediate provision on the basis of being unable to access market provision. This assessment should take into account the ability of households to meet support costs as well as housing costs, and should be linked to borough Supporting People strategies.

15 Definition of housing types

Policy 3A.6 Definition of affordable housing

UDP policies should define affordable housing as housing designed to meet the needs of households whose incomes are not sufficient to allow them to access decent and appropriate housing in their borough.

Affordable housing comprises social housing, intermediate housing and in some cases, low cost market housing. UDP policies should ensure that new affordable housing provision seeks to meet the full spectrum of housing need.

- 15.1 As set out in paragraph 3.26 of the London Plan, housing is divided into three segments: social housing, intermediate housing and market housing.

Social housing

- 15.2 There are three criteria in the definition of social housing:
- Housing is affordable in that rents are no greater than target rents as set by Government (ODPM) for local authority and housing association and co-operative tenants. Service charges should not be so great as to make a tenancy unaffordable for a household with an income of less than £16,400 (uprated from the London Plan figure of £15,000) on the basis of rents and service charges not exceeding 30% of net household income.
 - Social housing should be accessed on the basis of housing need.
 - Social housing should be available as such on a long-term basis, as set out in paragraphs 16.14-16.17 below.
- 15.3 It follows that privately rented housing could be considered as social housing where these criteria are met. This would normally only be the case where such provision operated under an accreditation or licensing scheme where nominations of tenants were either made by the local authority or under a framework of priorities agreed with the local authority.
- 15.4 Rented accommodation, which is let on the basis of short-term lets (tenancies or licences of under 5 years) should not be treated as social housing. Rented housing which is not available on the basis of housing need, and is allocated on the basis of other criteria, for example criteria related to the employment function of members of the household, should not be considered as social housing. Housing which is provided on a temporary basis should not be considered as social housing.

Intermediate housing

- 15.5 Intermediate provision is sub-market housing, where costs, including service charges, are above target rents for social housing, but where costs, including service charges, are affordable by households on incomes

of less than £49,000 (as at September 2005) This figure has been updated from the London Plan figure of £40,000 and will continue to be reviewed on an annual basis to reflect changes in income house-price ratios.

- 15.6 This category can include shared ownership, sub-market rent provision and market provision for outright purchase, including key worker provision, where this affordability criterion is met and where provision is appropriate to meeting identified requirements.
- 15.7 For the criterion that provision is affordable to be met, the purchase price must be no greater than 3.5 times the household income limit specified above (i.e. no greater than £171,500 at September 2005 prices), or the annual housing costs, including rent and service charge, should be no greater than 40% of net household income. (This is to reflect a different level of disposable income, relative to lower income households dependent on social housing). In the case of two or multiple income households, lenders will generally lend at lower multipliers in relation to incomes of household members other than the highest income earner, and consequently market access will generally be more restricted for such households.
- 15.8 Further technical advice on application of affordability criteria is included in the GLA Housing Requirements Study⁸⁶.
- 15.9 Local Planning Authorities should seek to ensure that intermediate provision provides for households with a range of incomes below the upper limit, and provides a range of dwelling types in terms of a mix of unit sizes (measured by number of bedrooms), and that average housing costs, including service charges, to households for whom intermediate housing is provided are affordable by households on annual incomes of £32,700 pa (i.e. the midpoint of the £16,400- £49,000 range). On this basis, average housing costs, including service charges, would be about £765 a month or £190 a week (housing costs at 40% of net income, net income being assumed to be 70% of gross income). This figure could be used for monitoring purposes.

Market housing

- 15.10 Low cost home ownership should be treated as intermediate housing where the affordability criteria of intermediate provision are met. No other market provision should be considered as affordable housing provision and contributing to affordable housing targets. It is not appropriate for a planning policy document to state or imply that all low cost or sub-market housing provision be treated as affordable housing.

16 Other specialist provision

Student housing

- 16.1 Student housing should not be considered as equivalent to social housing, as it is not permanent housing and is only provided on the basis that an individual is a member of a specific educational institution. The provision of purpose built student housing should be monitored separately to the provision of social housing and intermediate provision and should not be counted against targets for either of these provision categories. However, as set out in paragraph 3.42 of the London Plan, where a development is solely for student housing, it would not normally be appropriate for the borough to seek social rent or intermediate housing provision through a planning obligation.

Key worker provision

- 16.2 It may be appropriate to consider priority for certain groups of key workers within the intermediate category. However, intermediate provision will not be affordable by all key workers, many of whom will require social housing. Demand for intermediate provision may also arise from households who do not include any member who meets any definition of a key worker, so a proportion of intermediate provision should also be available to households who do not include key workers.
- 16.3 The overall definition of intermediate housing should generally relate to affordability and not to employment status or function of individual household members. It may be appropriate for a local planning authority, through supplementary planning guidance, to set more specific targets for intermediate provision in relation to income levels within an area and for households meeting specified key worker criteria. In setting such criteria, a borough should carry out an analysis of employee shortages in specific key services and should assess the extent to which such key workers are unable to access market provision both within the local authority area, and within a wider travel to work area, where commuting is feasible.

Ensuring affordable provision in perpetuity

- 16.4 Boroughs should seek to ensure through a legal agreement that social housing provision is provided in perpetuity. Provision of social housing through a housing association or cooperative registered with the Housing Corporation, with rent levels operating under the target rent regime, will normally achieve this objective, subject to the provisions of the Right to Buy and Right to Acquire, where applicable. There may be other mechanisms for achieving this objective.
- 16.5 In relation to intermediate provision, a borough should support arrangements which ensure that provision continues to meet the

defined income criteria for a fixed period. This may be limited by funding or legal requirements.

- 16.6 Schemes funded by the Housing Corporation need to meet criteria set by the Housing Corporation. Where no grant funding is involved, and where provision is outside the specific requirements set in a S106 agreement, shorter fixed periods may be considered, subject to a minimum of 15 years. This may apply, for example, to accommodation developed above retail premises, or in relation to specific private financing arrangements. This should, however, only be applied on a case-by-case basis and only where provision of affordable housing would not otherwise be made, and not as an alternative to the normal planning requirements applying to residential led schemes.
- 16.7 Arrangements for retention or recycling of equity, or for controlling rents for intermediate rent schemes, should be pursued wherever feasible. Some funding regimes, or legal arrangements in terms of lease length, may limit such options.

17 Framework for setting affordable housing targets

Policy 3A.7 Affordable housing targets

UDP policies should set an overall target for the amount of affordable housing provision over the plan period in their area, based on an assessment of all housing needs and a realistic assessment of supply. In setting targets boroughs should take account of regional and local assessments of need, the Mayor's strategic target for affordable housing provision that 50% of provision should be affordable and, within that, the London-wide objective of 70% social housing and 30% intermediate provision, and the promotion of mixed and balanced communities. They should take into account the most robust available assessment of housing capacity, and of potential sources of supply, such as:

- local authority developments, including estate renewals, Registered Social Landlords' developments, low cost market housing, where it can be shown to be affordable
- private residential development negotiations secured through planning agreements or conditions
- vacant properties brought back into use
- provision from non-self-contained accommodation

- 17.1 Borough affordable housing targets should take account of the strategic target set out in the London Plan that 50% of new provision should be affordable housing. The definition of provision in terms of the overall annual target comprises:
- net new build provision
 - net gains from conversion including net gains from conversion of non-residential premises to residential use, offset by net losses from de-conversions and losses of residential premises to non-residential uses
 - new provision of non self-contained household spaces (for example hostels and houses in multiple occupation)
 - long-term vacant property (defined as vacant 6 months or longer) brought back into use. (Where vacants increase this will be a negative figure).
- 17.2 Do It Yourself Shared Ownership (DIYSO) and Homebuy completions only count as additional provision where they are new build completions rather than a change of tenure of existing provision.
- 17.3 Boroughs should set targets for the disaggregation of affordable housing between social housing and intermediate housing provision, which should take account of the Mayor's London-wide objective that 70% of affordable housing provision should be social housing and that 30%

should be intermediate provision. (i.e. 35% of total provision should be social housing and 15% of total provision should be intermediate).

- 17.4 Borough affordable housing targets should apply to the aggregate of new provision from all sources within a borough. They are therefore distinct from any benchmark for negotiation of affordable housing on any specific mixed use or private residential site in relation to Policy 3A.8.
- 17.5 Boroughs are required to set an overall target over the plan period for the proportion of new housing provision which should be affordable housing in their area based on an assessment of all housing needs and a realistic assessment of supply. In setting targets, boroughs should take into account:
- the local assessment of need and the local housing strategy
 - sub-regional housing needs assessments and sub-regional housing strategies
 - the regional assessment of need as set out in the GLA housing requirements study published in December 2004 and any subsequent GLA study
 - the strategic target in the London Plan
 - a robust assessment of housing capacity and potential sources of supply, and
 - the promotion of mixed and balanced communities.
- 17.6 'Mixed and balanced communities' require a balance of household types and income groups and cannot be achieved solely by setting a specific tenure mix for a new development.
- 17.7 Where, in conjunction with neighbouring authorities, a requirement for student housing provision is identified, a separate target for student provision may be set, either in proportionate or numerical terms, in addition to the overall affordable housing target.
- 17.8 In setting an overall affordable housing target, boroughs should recognise that public investment in additional affordable housing provision, primarily through the Housing Corporation, within the framework of the London Housing Strategy agreed by the London Housing Board, is on the basis of lettings being pooled on a sub-regional and regional basis relative to housing need. This is because there is a mismatch between the spatial distribution of housing need and spatial distribution of housing capacity.

- 17.9 An overall affordable housing target of over 50% of new housing provision may be justified where:
- a lower target would be insufficient to meet unmet and projected needs for affordable housing, and
 - there is no realistic prospect of access to significant additional provision in neighbouring boroughs as they also have significant deficits, and
 - existing provision of social housing as a proportion of total stock is significantly below the London-wide average of 25%.
- 17.10 In these circumstances, a higher target would generally be contributing to the achievement of a more mixed and balanced community within the borough.
- 17.11 Boroughs with limited capacity relative to their needs will require access to supply in other boroughs, while boroughs with high capacity relative to their needs, will be in a position to support affordable housing provision to contribute to meeting the needs of other boroughs. An overall borough-wide affordable housing target of below 50% would therefore require a justification that, not only was the target adequate to meet the affordable housing needs arising within the borough, but also that there was no case for the borough to make a contribution to meeting wider sub-regional and regional needs.
- 17.12 In setting borough targets for social housing and intermediate provision, boroughs should take into account the following factors:
- the London-wide objective of 70% social housing and 30% intermediate provision set out in the London Plan
 - the relative needs for social housing and intermediate housing within both the borough and the wider sub-region, in terms of household income and access to market provision.
- 17.13 In assessing the need for intermediate provision, boroughs should take into consideration, together with other demands for intermediate provision, the shortage of key workers in key public services and the transport access from the borough to key centres of employment.

18 Negotiating the provision of affordable housing in individual private residential or mixed use schemes

Policy 3A.8 Negotiating affordable housing in individual private residential and mixed-use schemes

Boroughs should seek the maximum reasonable amount of affordable housing when negotiating on individual private residential and mixed-use schemes, having regard to their affordable housing targets adopted in line with Policy 3A.7, the need to encourage rather than restrain residential development and the individual circumstances of the site. Targets should be applied flexibly, taking account of individual site costs, the availability of public subsidy and other requirements.

Site suitability

- 18.1 Any site suitable for housing provision should normally be considered suitable to provide some affordable housing. While site constraints may limit the provision of family housing, this should not preclude the provision of affordable housing for households without children, whether as social housing or as intermediate provision. Off-site provision should only be made in the circumstances set out in paragraph 18.17 below.

Site size thresholds

- 18.2 In determining the size of sites where affordable housing is to be required, boroughs should have regard to Circular 6/98 and PPG3 as revised by draft amendments issued 17 July 2003. As set out in London Plan paragraph 3.46, they should seek to apply affordable housing requirements to all sites where there is a capacity to provide 15 or more units. In assessing capacity, the density criteria appropriate to the site location set out in the Sustainable Residential Quality (SRQ) density matrix in the London Plan should be applied.
- 18.3 Where a borough seeks to apply a lower threshold than 15 dwellings, it should, in accordance with draft PPG3 revisions 17 July 2003, include in its UDP/LDD a justification for applying a lower threshold, having regard to:
- the size and type of sites likely to come forward for development derived from an urban housing capacity study, and
 - the contribution to be made from smaller sites to meeting the target for affordable housing provision.

In this context it should be noted that in relation to UDPs in London proposed for adoption since Autumn 2004, the Secretary of State has directed that the proposed threshold be 10 units, rather than 15 as recommended by Inspectors. Boroughs should therefore have regard to any subsequent guidance issued by ODPM. In advocating thresholds

below 15, boroughs should have regard to the analysis published in the report 'Thresholds for Application of Affordable Housing Requirements'⁸⁷.

- 18.4 Boroughs should seek to support, though cannot require, the provision of affordable housing on sites below the threshold where appropriate. Where smaller sites are infill developments in areas where owner occupation is predominant, the provision of over 50 per cent affordable housing would be consistent with an objective of achieving a more mixed and balanced community.

Basis for determining affordable housing outcome

- 18.5 In negotiating the provision of affordable housing in individual schemes, boroughs should seek the maximum reasonable amount of affordable housing, having regard to the borough's overall affordable housing target in accordance with the guidance in section 6 above, the suitability of the site for different forms of provision, and the economics of site development, taking into account individual site costs, the availability of public subsidy, and where appropriate, other planning requirements. Where a borough has not as yet adopted a boroughwide target which is consistent with London Plan Policy 3A.7, they should nevertheless seek to obtain the maximum reasonable amount of affordable housing, having regard to the other factors set out in Policy 3A.8.
- 18.6 A borough should therefore first determine its preferred mix for the site, in terms of mix of affordability category (between market housing, social housing and intermediate housing), mix of unit size and mix of types of provision. This should be based on its assessment of needs for different types of provision, including the need for family dwellings, and adjusted to reflect locational factors, design factors and policy on density including the application of the SRQ matrix to the specific site. This should include consideration of access to public transport.
- 18.7 Developers and housing associations providing social housing or intermediate housing with public subsidy should have regard to Housing Corporation guidelines on standards for social housing development as set out in the Scheme Development Standards⁸⁸.

Mix of social rent and intermediate provision and mix of housing types

- 18.8 In determining the appropriate balance between social rented provision and intermediate provision on a specific site relative to the overall London-wide objective of achieving a ratio of 70% social rent to 30% intermediate, a borough should have regard to:

- Housing needs that could be met through the proposed development, taking into account the different priority given to different client groups.
- The unit mix requirements for different affordable housing tenures. While for higher density schemes, a higher than norm proportion of intermediate provision, primarily comprising smaller dwellings, targeted at households without children, may be appropriate, social housing provision for households without children should also be considered. Higher density developments in town centre locations may not always be appropriate for households with children. Lower density schemes provide an opportunity to provide higher proportions of both social housing and intermediate family provision. However, housing requirements should generally determine mix, built form and density, not vice versa.
- The site location in terms of community facilities. Sites with limited access to existing or planned schools will generally not be appropriate for significant proportions of family sized housing. On larger sites, new community facilities will need to be planned in accordance with London Plan Policies 3A.5 and 3A.15.
- Access to centres of employment, including key worker employment locations may justify higher than norm proportions of intermediate provision. However access to employment is also important for households in social housing and good public transport access is not a justification for not providing any social housing within a scheme.

18.9 Sites in areas with significantly above the London average proportion of existing social rented provision (25% as at 2005) may be appropriate for proportions of intermediate housing higher than the norm. This analysis should be undertaken at a neighbourhood level, not across the borough as a whole. Conversely, sites that are in areas of predominantly owner occupied housing may be appropriate for higher than norm proportions of social rented provision. New developments of 1,000 homes or more should be sufficiently large to achieve the norm social: intermediate balance irrespective of the existing tenure/affordability mix in neighbouring areas.

Calculation of affordable housing proportion

18.10 The calculation is sometimes undertaken in terms of dwellings. However, there is generally a differential mix requirement for different types of provision – social housing, intermediate provision and market provision. Where the affordable housing categories involve dwellings with more habitable rooms per dwelling than market provision, or different sizes of habitable rooms within different tenures, it is more appropriate for the calculation of the affordable housing proportion to be in terms of habitable rooms or floorspace. The affordable housing proportion should

be calculated in relation to gross rather than net provision, except in relation to estate regeneration as set out in Section 9 below. In calculating the proportion of provision, which is affordable, live/work units should be treated as housing provision to which an affordable housing requirement should be applied.

Assessment of economic viability of development

- 18.11 Boroughs should consider the economic viability of the preferred outcome, the potential of the value of the site to contribute to funding the cost of affordable housing provision and the availability of public subsidy to support affordable housing on the development. This is in accordance with the requirement set in Circular 6/98 paragraph 17 to ensure that Section 106 requirements do not make a scheme unviable. Where costs are relatively high, and/or sale values are relatively low, the potential for site value to support affordable housing provision may be limited. Conversely, where sales values are high, the requirement for direct subsidy may be limited as the required affordable housing output may be fundable primarily if not entirely from site value.
- 18.12 In undertaking an economic viability assessment of a specific housing outcome, the borough should take into account the impact of any planning obligations sought for benefits other than affordable housing, recognising that requirements for contributions to schools, environmental improvements, transport or social infrastructure, may limit the affordable housing outturn. In assessing the economic viability of a specific outcome, boroughs should make realistic assumptions as to the availability of social housing grant based on early discussion and agreement with the Housing Corporation. Such discussions should normally involve a housing association, co-operative or other developer, which is eligible to receive social housing grant. Where grant is required to achieve a specific outcome, the local authority should seek to confirm grant availability before concluding a S106 agreement with the applicant.
- 18.13 The GLA, with the support of the Housing Corporation has developed a toolkit, to assist both boroughs and applicants in assessing the extent to which site value can support a range of affordable housing options. The Affordable Housing Development Control toolkit, developed by Three Dragons and the Centre for Residential Development at Nottingham Trent University, has been made available to London boroughs.⁸⁹ It is also available from the GLA for purchase by other parties. The toolkit will continue to be updated by the GLA on an annual basis to incorporate updated costs and values. Further details of the data sources and methodology are set out in the toolkit guidance notes.

- 18.14 There is no requirement to use this specific toolkit to undertake the economic viability of a specific scheme, and other financial appraisal methodologies may be applicable, especially in the case of complex mixed-use schemes. Planning applications referred to the Mayor that include residential development, will be considered in relation to the strategic target of 50% affordable housing provision, and the guideline of 35% social housing provision and 15% intermediate provision, and the guidance in this SPG on bedroom size mix requirements. The Mayor expects referable applications to be accompanied by a comprehensive economic viability assessment, submitted to the local planning authority. Boroughs are encouraged to use such appraisals for other applications, where appropriate.

Combining s106 contributions and social housing grant

- 18.15 The availability of social housing grant will generally be a critical factor in determining the viability of a scheme. The Housing Corporation has made it clear that for social housing grant to be considered for a scheme involving a S106 contribution, a financial appraisal is required to demonstrate that grant is required to achieve the desired policy outcome. The financial appraisal should be undertaken before any application to the Housing Corporation for grant is made and before any decision in relation to a planning application, which includes a requirement for affordable housing provision, is taken. Otherwise there is a risk that a scheme may not be deliverable. The process for ensuring schemes combining grant and S106 contributions are deliverable is set out in a joint GLA and Housing Corporation statement on social housing grant and S106 agreements annexed to this SPG.⁹⁰
- 18.16 Where the availability of grant is not known, S106 agreements should include a cascade agreement, based on financial appraisal, which links the required affordable housing output to the availability of grant. This should set the requirement for affordable housing should no grant be available, and the output required should grant be available at a specified level or levels. Cascade agreements should allow for affordable housing output to be increased if additional grant is made available.

Off-site Provision

- 18.17 Affordable housing provision should normally be provided as an integral element of a residential development. Examples of exceptional circumstances where off-site provision may be considered include sites where there are existing concentrations of particular types of social housing and there are demonstrable benefits to be gained by providing new units in a different location, such as to create more socially mixed communities, or to provide a particular type of housing, such as family

housing. Consideration should normally only be given to off-site provision where an alternative site or sites have been identified which would enable affordable housing provision more appropriate to the identified needs to be met and where the project is deliverable prior to the on site market development being completed. Agreements for off-site provision should be financially neutral in terms of the benefit to the applicant relative to on-site provision requirements. Boroughs should publish their policy on contributions for off-site provision, which demonstrate both the criteria above have been applied and that contributions can be utilised within a short timescale to provide a more appropriate output than could be achieved through on site provision. S106 agreements in relation to off-site provision must comply with appropriate national planning guidance including Circular 5/2005.⁹¹

Schemes not dependent on contributions from development value

- 18.18 Where a development is to be undertaken on the basis that no contribution from development value is required, and where the scheme is providing at least 50% affordable housing on a tenure mix and bedroom size mix consistent with the guidance in the London Plan and this SPG, it is not necessary for an economic viability appraisal to be undertaken. Such proposals will normally be limited to the provision of affordable housing, both social housing and intermediate provision, where social housing grant is the main source of funding. Where the local authority or housing association is seeking to include an element of market development within a project, this should be on the basis of providing a financial contribution to the affordable housing provision. There is no requirement for a housing association led scheme to include an element of market provision, though in areas which are primarily existing social rented housing, such an option may contribute to the objective of achieving a more mixed or balanced neighbourhood. There is no restriction on any specific site providing solely affordable provision, though a mix of social rented and intermediate provision is preferable on larger sites.

Affordable housing provision on mixed-use sites

- 18.19 Policies 4B.1 and 4B.2 in the London Plan promote appropriate mixed-use development. Policy 3B.4 specifically promotes the development of housing within mixed-use development that includes commercial, retail and other uses. Release of unused or underused employment land for housing purposes is also consistent with Government guidance (ODPM PPG3 update: Supporting the Delivery of New Housing)⁹². Mixed-use can be especially appropriate in town centre locations or on underused employment sites, where housing can be provided through a more intensive use of the site, protecting and enhancing employment capacity,

including retail capacity. In such cases, neighbouring uses should be appropriate and have a positive rather than negative impact on the residential environment of residents.

- 18.20 Residential development as part of a mixed-use development can often be of financial benefit to the developer. Policy 3A.8 requiring private residential developments to provide an element of affordable housing, subject to a financial assessment, also applies to residential schemes developed as part of a mixed-use development. In such cases the additional financial benefit arising to the developer and/or landowner, from the use of low value employment land for housing purposes is a factor that should be taken into account. In assessing the appropriate level of affordable housing to be provided, reference should be made to the information on comparative values for different uses and financial viability which is contained in the GLA research report on Mixed Use Development and Affordable Housing⁹³.

19 Partnership approach and sub-regional frameworks

Policy 3A.9 Partnership approach and sub-regional development frameworks

The Mayor will work with the London Housing Board to ensure that a sub-regional approach is embedded in the London Housing Strategy and that the Board's funding recommendations to Government seek resources for cross-borough and sub-regional initiatives.

- 19.1 Sub-Regional Development Frameworks, published as drafts by the GLA following a consultative process which has actively engaged boroughs, sub-regional partnerships and other regional agencies, set out further guidance on the implementation of London Plan housing policies at sub-regional level. Final SRDFS to be published by January 2006 will review strategic opportunities for increasing provision of housing, including affordable housing and give further guidance on housing requirements at a sub-regional level. They will have regard to sub-regional housing strategies developed by borough groupings and other sub-regional initiatives.

20 Loss of affordable housing and estate regeneration

Policy 3A.12 Loss of housing and affordable housing

UDP policies should prevent the loss of housing, including affordable housing, without its planned replacement at existing or higher densities.

- 20.1 Estate regeneration and redevelopment schemes should be undertaken on the basis that:
- there is no net loss of housing provision
 - there is no net loss of affordable housing provision.
- 20.2 In calculating if there is no net loss of affordable housing provision, former social rented properties sold under the right to buy /right to acquire should be categorised as market sector provision. The objective of no net loss of provision should be achieved without taking into account areas outside the estate area. It can, however, take into account more effective use of underused open space or non-residential sites within the overall estate boundary. Replacement of social rented units by intermediate provision may be acceptable where this can be justified by a requirement to achieve a wider range of types of provision in a neighbourhood.
- 20.3 To achieve 100% replacement of demolished social rented units, development at significantly increased density may be necessary to generate sufficient value from market development to support replacement of affordable housing provision or to achieve a mixed and balanced community objective. In such a case, the net gain in total provision need not achieve the usual proportion of affordable housing provision expected from a new build development.
- 20.4 Calculations of whether there is a loss of total housing or affordable housing can be made in habitable rooms rather than dwellings, where the redevelopment of an estate is providing a housing mix more appropriate to the needs of both existing and prospective future residents – for example where there is increased provision of dwellings for larger households.

21 Loss of hostels, staff, accommodation and shared housing

Policy 3A.13 Loss of hotels, staff accommodation and shared accommodation

UDP policies should resist the loss of hostels, staff accommodation and shared accommodation that meet an identified housing need, unless the existing floorspace is satisfactorily re-provided to an equivalent or greater standard. Policies should resist the loss of housing to short term provision (lettings less than 90 days).

- 21.1 Boroughs should ensure that the supply of hostel and shared housing provision, including houses in multiple occupation, is sufficient to meet the need for such accommodation and to ensure that such accommodation remains affordable to persons in need of such accommodation. For some schemes some internal reconfiguration may be necessary in order to achieve a required standard of accommodation.
- 21.2 Demolition or conversion of special accommodation to other residential uses could be justified by evidence that the special accommodation was no longer required. This could apply for example in the case of outdated non self-contained provision for elderly persons. This should be considered in the context of borough and regional Supporting People strategies.
- 21.3 Boroughs are recommended not to put restrictions on the provision of shared housing or hostels such as restricting the numbers of HMOs or hostels in a specific location, unless there is clear evidence of significant negative impact on both the neighbourhood and hostel residents. Boroughs should seek to ensure that sub-standard accommodation is brought up to the required standard and that any accommodation, which cannot be brought up to the required standard is replaced by accommodation of a satisfactory standard.

Appendix 1

Social housing grant and section 106 agreements: GLA/Housing Corporation joint statement

- 1 The Mayor's objective is to achieve 50% of additional provision in London to be affordable housing. His policy is to make most effective use of the potential contribution from residential development value and to ensure the most effective use of social housing grant.
- 2 The Housing Corporation's objective is to achieve the most effective use of Housing Corporation social housing grant across a range of schemes, including, for example, by investing grant for developments where the affordable housing target cannot be funded solely from residential development value.
- 3 Both the Mayor and the Housing Corporation seek mixed tenure developments, which will contribute to creating mixed and balanced communities.
- 4 The Mayor, as strategic planning authority, has set out his strategic policies for the planning of housing provision in the London Plan. The Mayor is responsible for ensuring borough policies are consistent with the Plan. The Mayor also has the power to direct refusal of planning applications for strategic schemes. This power is used to ensure that the affordable housing proportion of residential schemes is maximised.
- 5 The Housing Corporation has the responsibility for determining which projects are funded and the proportion of development costs which are funded. Decisions are made following consultation with boroughs and sub-regional borough groups.
- 6 The Mayor and the Housing Corporation co-operated with other agencies through the London Housing Board and Housing Forum for London to set the framework for London housing investment in the London Housing Strategy 2005-16 (published by the London Housing Board in July 2005).
- 7 The Housing Corporation's criteria for assessing bids and reaching investment decisions are set out in the London Regional Investment Guidance, issued annually with the bids documentation.
- 8 It is agreed that, where a proposal also includes the development of housing for market sale or rent, the decision as to whether a proposal for social rented housing, intermediate rented housing or shared ownership housing should receive social housing grant, should take into account the extent to which the private residential development value can make a contribution to meeting the cost of the affordable housing element. The

GLA and the Housing Corporation have developed and promoted the affordable housing development control toolkit to assist this financial viability appraisal. Local authorities, housing associations and private developers are encouraged to undertake a financial appraisal of any residential proposal to support their planning application and to support any bid for social housing grant.

- 9 Both parties agree that a financial appraisal is essential to ensuring grant is used effectively, and that the maximum affordable housing output from a development is achieved, consistent with the objective of achieving a mixed and balanced community, which enables the overall development to be financially viable.
- 10 Applicants for planning permission are encouraged to put forward financial appraisals as part of their planning application. In bidding to the Housing Corporation for funds it is important that applicant housing associations demonstrate that a financial appraisal has been undertaken. Both developers and housing associations are encouraged to have discussions with both the borough (planning and housing departments) and with the Housing Corporation at an early stage and in advance of submitting a planning application or bid. It is advisable for such discussions to be project specific and involve all parties on the basis of sharing site- specific information and financial appraisals.
- 11 Such discussions and pre application/bid agreement should be undertaken for all schemes on private residential or mixed-use sites, for which social housing grant are sought. Where a planning application is referred to the Mayor in relation to his strategic planning powers, the GLA would expect the financial appraisal to be included in the referral documentation. This should be undertaken at the stage 1 referral stage. If this is not provided, the Mayor's planning decisions officers will request either that the appraisal be submitted or that the required information be provided so that the GLA can itself undertake the assessment. Boroughs with limited staff resources, may wish to prioritise significant schemes where social housing grant may be required for full financial appraisals, rather than carry out full appraisals on all projects below the strategic referrals threshold.
- 12 Where the information is not made available, any recommendation to the Mayor will be conditional on the provision of such an appraisal or information before the stage 2 report that will determine whether the Mayor directs refusal of the planning application. If necessary, the GLA will contact the Housing Corporation and the borough housing and planning departments to check whether the Housing Corporation can

provide written confirmation of the availability of grant and the timescale in which the grant is to be made available.

- 13 It is recognised that in projects being developed in phases, it may be necessary to reach separate agreements on grant and affordable housing outturn on different phases. It may be appropriate that each phase should be subject to a separate planning application. In the case of a single planning application for a phased scheme, where the availability of grant is not guaranteed for all phases of the development, any decision by the Mayor will be conditional on agreed affordable housing targets for the whole project being achieved.

Appendix 2

Further Sources of Information

The London Plan

<http://www.london.gov.uk/mayor/strategies/sds/index.jsp>

Other London Plan Supplementary Planning Guidance

<http://www.london.gov.uk/mayor/strategies/sds/spg.jsp>

London Plan Best Practice Guidance

<http://www.london.gov.uk/mayor/strategies/sds/bpg.jsp>

2004 London's Housing Capacity Study

http://www.london.gov.uk/mayor/planning/capacity_study/index.jsp

2000 London Housing Capacity Study

<http://www.london.gov.uk/gla/publications/housing.jsp#lhcap>

GLA: Housing and Homelessness

<http://www.london.gov.uk/londonissues/housingandhomelessness.jsp>

Capital Homes. London Housing Strategy 2005-16

[http://www.gos.gov.uk/gol/docs/202207/221836/
London_Housing_Strategy_2001.pdf](http://www.gos.gov.uk/gol/docs/202207/221836/London_Housing_Strategy_2001.pdf)

ODPM: Planning Policy Guidance Notes

[http://www.odpm.gov.uk/stellent/groups/odpm_control/documents/
contentservertemplate/odpm_index.hcst?n=2263&l=2](http://www.odpm.gov.uk/stellent/groups/odpm_control/documents/contentservertemplate/odpm_index.hcst?n=2263&l=2)

ODPM: PPG3 (Housing)

[http://www.odpm.gov.uk/stellent/groups/odpm_planning/documents/
pdf/odpm_plan_pdf_606933.pdf](http://www.odpm.gov.uk/stellent/groups/odpm_planning/documents/pdf/odpm_plan_pdf_606933.pdf)

ODPM: PPG3 update. Supporting the delivery of New Housing

[http://www.odpm.gov.uk/stellent/groups/odpm_planning/documents/
page/odpm_plan_038581.hcsp](http://www.odpm.gov.uk/stellent/groups/odpm_planning/documents/page/odpm_plan_038581.hcsp)

ODPM: Creating Sustainable Communities

[http://www.odpm.gov.uk/stellent/groups/odpm_communities/
documents/sectionhomepage/odpm_communities_page.hcsp](http://www.odpm.gov.uk/stellent/groups/odpm_communities/documents/sectionhomepage/odpm_communities_page.hcsp)

ODPM: Planning for Housing

[http://www.odpm.gov.uk/stellent/groups/odpm_communities/
documents/page/odpm_comm_022205-04.hcsp#P68_7098](http://www.odpm.gov.uk/stellent/groups/odpm_communities/documents/page/odpm_comm_022205-04.hcsp#P68_7098)

References

- 1 See Annex 6 in London Plan. List of Supplementary Planning Guidance. GLA February 2004.
- 2 Other relevant policies include 2A.1 (Sustainability criteria), 2A.2 (Opportunity Areas), 2A.3 (Areas for intensification), 2A.6 (Spatial strategy for suburbs).
- 3 The London Plan identifies 28 Opportunity Areas and 14 Areas for Intensification. Areas of Intensification areas that have significant potential for increases in residential, employment and other uses through development of sites at higher densities with more mixed and intensive use. Opportunity Areas are locations where large-scale development can provide substantial numbers of new employment and housing (typically >5000 jobs and/or 2500 homes), with mixed and intensive use of land. Further information can be found in Chapter 5 of the London Plan.
- 4 Planning Policy Guidance Note 3 (March 2000).
- 5 Paragraph 1.3 – Planning Policy Statement 11, ODPM, 2004.
- 6 Paragraph 2.10 – Planning Policy Statement 12, ODPM, 2004.
- 7 The Town and Country Planning (residential density) direction 2005
- 8 Paragraph 24 of PPG3.
- 9 PPG3 Housing Update: Supporting the Delivery of New Housing ODPM January 2005
- 10 In planning terms, the Mayor is a directly elected Regional Planning Authority (rather than a Regional Planning Body), but has many of the planning functions and responsibilities of a Regional Planning Body and is often treated in a similar way by Government.
- 11 RPG9 regional Planning Guidance for the South East, GOL, GOEE, GOSE, 2001.
- 12 The 2004 London Housing Capacity Study (LHCS).
- 13 See paragraph 3.15 of GOL Circular 1/2000, Strategic Planning in London, June 2000.
- 14 E.g. the Ashford and the North Kent areas of the Thames Gateway, and in the London-Stansted-Cambridge corridor.
- 15 See also – Growth in the Thames Gateway Interregional Planning Statement by the Thames Gateway Regional Planning Bodies, ODPM, August 2004.
- 16 Review of Housing Supply, March 2004; London Housing Board: London Housing Delivery Plan, September 2004.
- 17 South East England Regional Assembly.

- 18 East of England Regional Assembly.
- 19 Paragraph 2.1, PPS 12, Local Development Frameworks, ODPM, 2004.
- 20 The need for new Housing in London was intensively scrutinised at the 2003 Examination in Public into the London Plan. The Panel concluded that London's existing target of 23,000 new homes a year was insufficient to meet current housing needs and demand, and recommended that the London Plan included a policy to seek to identify capacity towards a new output of 30,000 new homes a year, and that the potential for achieving this figure be examined by a London-wide Housing Capacity Study.
- 21 London's Housing Capacity, GLA, September 2000.
- 22 Paragraph 3.15, GOL Circular 1/2000, Strategic Planning in London, GOL, June 2000.
- 23 London Plan. Proposed alterations. October 2005
- 24 The GLA will produce a separate Urban Design Principles SPG that will address these matters in more detail.
- 25 Habitable rooms are bedrooms, living rooms, dining rooms and large kitchens.
- 26 The net density of speculative housing developments in Maida Vale, Notting Hill, Belgravia or Bloomsbury often reach over 200 dwellings per hectare and three-storey Victorian and Edwardian terraces around outer London's town centres can be as high as 100 dwellings per hectare.
- 27 GLA Housing Needs Study – To be published December 2004.
- 28 Capital Gains – London Housing Federation (2002) and Higher Density Housing for Families: A Design and Specification Guide, London Housing Federation, October 2004.
- 29 See London Plan paragraph 3.43.
- 30 E.g. Housing Density: What Do Residents Think?, East Thames Housing Group/London School of Economics, 2002; and Higher Density Housing for Families: A Design and Specification Guide, London Housing Federation, October 2004.
- 31 Sustainable Residential Quality, LPAC, 2000.
- 32 The Town and Country Planning (Residential Density) (London and South East England) Direction 2, December 2002.
- 33 Draft Sub-Regional Development Frameworks: East London (May 2005); South London, Central London, West London; North London (June 2005) GLA
- 34 Llewelyn Davies, South Bank University, Environment Trust Associates. The Quality of London's Residential Environment, LPAC, 1994; Llewelyn

- Davies, Savills, Urban Investment. Sustainable Residential Quality, New Approaches to Urban Living, LPAC, 1998.
- 35 E.g. in terms of internal space standards, storage, 'life time homes' requirements, and more energy efficient forms of design and construction.
- 36 See London Borough of Camden – <http://www.camden.gov.uk/ccm/content/transport-and-streets/transport-strategies/car-free-housing.en>
- 37 London Plan Policy 3A.4
- 38 Llewelyn Davies, South Bank University, Environment Trust Associates – The Quality of London's Residential Environment, LPAC, 1994.
- 39 Crazy Paving. The environmental importance of London's front gardens. London assembly September 2005
- 40 Tomorrow's Suburbs: London Plan toolkit. GLA. Consultation draft February 2005
- 41 Local Authority returns to ODPM – April 2005.
- 42 Local Authority returns to ODPM – April 2005.
- 43 Empty Homes in London, GLA, September 2004.
- 44 See Empty Property: unlocking the potential, a case for action, ODPM, February 2003
http://www.odpm.gov.uk/stellent/groups/odpm_housing/documents/page/odpm_house_609775.pdf
- 45 Best Value Performance Indicator (BVPI) 64.
- 46 Empty Homes in London, GLA, September 2004.
- 47 London Household Survey, GLA, 2003.
- 48 Before this, a council tax discount of 50 per cent was applied on all properties registered as second homes.
- 49 GOL for London Housing Board. London Housing Strategy 2005-2016.
- 50 A non-decent home is one that fails to meet the government's Decent Homes Standard (DHS). The DHS is the minimum standard of decency that all social landlords should aim to meet by 2010. It also applies to homes occupied by vulnerable households in the private sector. A decent home must (a) meet the statutory minimum standard for housing (currently the housing fitness standard); b) be in a reasonable state of repair; c) have reasonably modern facilities and services; and c) provide a reasonable degree of thermal comfort.
An unfit home is one that does not meet the housing fitness standard. The fitness standard is a set of basic requirements that homes should meet to be acceptable places to live. The standard is set down in section

604 of the housing Act 1985 as amended by schedule 9 to the local Government and housing Act 1989.

The housing fitness standard will be replaced by the Housing, Health and Safety Rating System (HHSRS) from April 2006.

- 51 Local Authority Housing Strategy Statistical Annex (HSSA) returns to ODPM. Unvalidated data.
- 52 Best Value Performance Indicator (BVPI) 62.
- 53 2001 English House Condition Survey, ODPM, 2004.
- 54 London Housing Strategy 2003, GOL (for the London Housing Board).
- 55 Capital Homes London Housing Strategy 2005-16 London Housing Board 2005
- 56 See London Plan Policy 2A.1 – Sustainability criteria.
- 56 Investigating the Potential of Large Mixed Use Housing Developments, SDS Technical Report 18, GLA, Aug 2002
- 58 Areas of Intensification are defined as areas that have significant potential for increases in residential, employment and other uses through development of sites at higher densities with more mixed and intensive use. Opportunity Areas are locations where large-scale development can provide substantial numbers of new employment and housing (typically more than 5000 jobs and/or 2500 new homes. They are listed and shown in Map 2A.1 of the London Plan (pages 40 and 41).
- 59 Strategic Planning Advice, LPAC, 1988
- 60 See Houses in to Flats: A Study of private Sector Conversions, London Research Centre, Health & Housing Group & J Sizer, HMSO, 1992.
- 61 Conversion and Redevelopment: Processes and Potential, Llewelyn Davies, University of Westminster & Urban Investment Partnership, Nottingham Trent University, DETR, 2000.
- 62 Developing additional housing above and on non-residential sites, London Residential Research for DTLR, 2002.
- 63 ERM. Foodstores in London: The Potential for Providing Housing, Tesco/Housing Corporation, 2002.
- 64 Making Better Use of Supermarket Sites,
http://www.london.gov.uk/mayor/strategies/sds/industrial_capacity.jsp
Draft Best Practice Guidance, GLA, January 2004.
- 65 E.g. a site of 1000m² that will provide 4000 m² of floorspace would have a plot ratio of 4:1.
- 66 See Appendix 1 of this Draft SPG.

- 67 Industrial and Warehousing Demand Land Demand in London, Roger Tym & Partners, King Sturge and C2G Consulting, GLA, August 2004.
- 68 London Plan Policy 3B.5.
- 69 ODPM PPG3 Housing update: Supporting the Delivery of New Housing January 2005
- 70 Roger Tym and Partners, King Sturge, C2G: Industrial and Warehousing Demand in London. GLA 2004
- 71 Draft Industrial Capacity SPG, paragraphs 6.7 – 6.15.
- 72 Draft Industrial Capacity SPG, paragraphs 7.1 – 7.7.
- 73 Draft Industrial Capacity SPG, paragraphs 5.9 – 5.14.
- 74 Draft Industrial Capacity SPG, paragraph 5.13.
- 75 London Plan policy 3A.7 and paragraph 3.39.
- 76 GLA Housing Requirements Study (To be published in December 2004).
- 77 London Housing Strategy, (GOL, 2003, for the London Housing Board).
- 78 Guide to Preparing Play Strategies: Planning inclusive play spaces and opportunities for all London’s children and young people. Mayor of London, 2005
- 79 Accessible London SPG GLA April 2004. The Accessible Housing register is being incorporated in to the new pan London choice based lettings and mobility scheme, which is under development.
- 80 Research to be published Spring 2006
- 81 See Inclusive Housing in an Ageing Society, Dr Sheila Peace and Caroline Holland (eds), Bristol Policy Press (2001).
- 82 Planning for Gypsy and Traveller Sites. ODPM Consultation Paper (December 2004)
- 83 Local housing needs Assessment. DETR Good Practice Guide July 2000
- 84 Housing Market assessment Manual ODPM February 2004
- 85 London Housing Requirements Study GLA December 2004
- 86 London Housing Requirements Study GLA December 2004
- 87 Thresholds for Application of Affordable Housing requirements GLA and GOL March 2003
- 88 Housing Corporation Scheme Development Standards
- 89 Affordable Housing Development Control Toolkit. Updated annually. Available from GLA. Guidance notes are published on www.london.gov.uk

- 90 Appendix 1. Social housing grant and section 106 agreements / GLA / Housing Corporation Joint Statement.
- 91 ODPM Circular 5/2005 Planning Obligations, 18 July 2005
- 92 ODPM PPG3 update. Supporting the Delivery of New Housing January 2005
- 93 Mixed Use and Affordable Housing. London Residential research and CB Richard Ellis for GLA March 2004.

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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.

Punjabi

ਜੇ ਤੁਹਾਨੂੰ ਇਸ ਸਮਤਾਵੇਜ਼ ਦੀ ਕਾਪੀ ਜੁਗਾੜੀ ਆਪਣੀ ਭਾਸ਼ਾ ਵਿਚ ਚਾਹੀਦੀ ਹੈ, ਤਾਂ ਹੇਠ ਲਿਖੇ ਨੰਬਰ 'ਤੇ ਫੋਨ ਕਰੋ ਜਾਂ ਹੇਠ ਲਿਖੇ ਪਤੇ 'ਤੇ ਰਾਖਤਾ 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

আমনি যদি আপনার ভাষায় এই মণিলের প্রতিমিপি (কপি) চান, তা হলে নীচের নোম্ব নম্বরে বা ঠিকানায় অনুগ্রহ করে যোগাযোগ করুন।

Urdu

اگر آپ اس دستاویز کی نقل اپنی زبان میں چاہتے ہیں، تو براہ کرم نیچے دئے گئے نمبر پر فون کریں یا دینے گئے پتے پر رابطہ کریں

Arabic

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The Queen's Walk
London SE1 2AA

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