



# **THE LONDON PLAN**

SPATIAL DEVELOPMENT STRATEGY FOR GREATER LONDON

## **EARLY MINOR ALTERATIONS**

AFFORDABLE HOUSING, HAZARDOUS  
INSTALLATIONS, CYCLE PARKING STANDARDS  
AND MINOR CLARIFICATIONS

published for public consultation February 2012

**MAYOR OF LONDON**

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## HOW TO GIVE YOUR VIEWS

These early minor alterations to the London Plan are open for comment from 6 February to 23 March 2012.

You can also view this document online and download it from  
<http://www.london.gov.uk/publication/early-minor-alterations-london-plan>

Please respond in writing by email or post (details below), referencing your comments to the relevant policy, paragraph or table.

- By **email** to [mayor@london.gov.uk](mailto:mayor@london.gov.uk) with 'London Plan Early Minor Alterations' in the email title. If you send in a response by email it is not necessary to also send us a hard copy.
- By **post** (no stamp required) to:  
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All responses (emails and letters) must be received by  
**5:00 pm on Friday 23 March 2012**

Please note that all responses will be made available for public inspection.

# INTRODUCTORY NOTE

## to the London Plan early minor alterations

### **The context for the early minor alterations**

- 1.1 The London Plan was published in July 2011. The period of its preparation included the May 2010 General Election, and changes were made to the draft Plan as the process went forward to ensure that account was taken of policy changes announced by the Coalition Government. It was not possible, however, to deal fully with all of the changes, particularly those made by the Government to change the definition of “affordable housing” for planning purposes, bringing in a new affordable rent product alongside social rent and intermediate housing.
- 1.2 This change was signalled in the London Plan (see paragraph 3.63), but on legal advice the Mayor did not consider it was appropriate to change the affordable housing policies to fully reflect it. Accordingly, he published the Plan on the basis that he would bring forward supplementary guidance explaining how its policies should be applied in the light of changing Government policy, pending a formal alteration to bring the Plan fully up-to-date. It was on this basis that the Secretary of State agreed that publication should proceed.
- 1.3 The other development it was not possible to reflect in the London Plan was the publication by the Government of the draft National Planning Policy Framework (NPPF). This was published for consultation in July 2011, with comments sought by 17 October. The Government intends that the NPPF will replace the suite of Planning Policy Statements and Guidance Notes published since 1991, replacing around a thousand pages of guidance across forty documents into a single document of 50-60 pages. The publication of the NPPF will therefore make the references to Government guidance in the London Plan out of date. While the general policy approach in the draft Framework is consistent with that in the London Plan, there may also be doubts about the respective status of the two documents after the NPPF is published.
- 1.4 The London Plan also signalled the Mayor’s intention to commission Transport for London to review cycle parking standards (paragraph 6A.11). Considerable progress has been made on this review, and it is possible to bring forward some improvements to the standards informed by its initial conclusions.

### **The scope of the early minor alterations**

- 1.5 These early minor alterations therefore seek to:
  - Add a new paragraph to the Overview and Introduction chapter of the Plan dealing with the National Planning Policy Framework. This sets out the Government’s intentions, and explains that the Mayor will bring forward any further alterations necessary as a result of publication of the NPPF in due course. It seeks to give some advice about the status of the Plan following publication of the Framework. It is probable that this may be expanded or elaborated upon as the alteration process proceeds as the Government’s intentions become clearer.

- Alter London Plan policies 3.8-3.13 dealing with affordable housing. In particular, the definition of “affordable housing” in Policy 3.10 is proposed to be altered to reflect the new definition given in the revision of Planning Policy Guidance Note 3 published in June 2011 (which includes the Government’s new “affordable rent” product). Policy 3.11 sets out a new approach to setting affordable housing targets in Local Development Frameworks. Alterations are also proposed to Policy 3.12 to set out a clear sequential hierarchy of preferred options for securing affordable housing through the planning system with on-site provision given preference with off-site next and money payments in lieu third.
- Alter parts of Chapter 6 to reflect updated cycle parking standards, reflecting the outcome of the review carried out by Transport for London referred to in paragraph 6A.11 of the London Plan.
- Alter the London Plan Glossary to delete the definition of “Air Quality Neutral”. Representations have been made to the Mayor that the definition is unhelpful, and on reconsideration it is felt that the term is clear enough not to require further elaboration. No substantive change in policy is proposed.

1.6 The opportunity is also being taken to make provision for the Mayor to publish guidance on development proposals potentially affected by hazardous installations. Discussion with boroughs and developers suggest that there is uncertainty about the process and the relative roles of the various organisations involved. Research has suggested that this is an issue with potentially very significant effects on development, particularly on housing delivery.

1.7 The Mayor considers that these alterations are “minor” for the purposes of regulation 7 (7) of the Town and Country Planning (London Spatial Development Strategy) Regulations 2000. This means that the public consultation that now takes place following the initial round with the London Assembly and GLA functional bodies should be for a period of not less than six weeks, rather than twelve. He takes this view given that alterations are proposed to only four policies of the 122 in the London Plan, and that those dealing with the Government’s new affordable rent product were clearly highlighted in the recently published London Plan (July 2011).

### **The format of this document**

1.8 The early minor alterations to the London Plan are set out in the following pages of this document (this introductory note does not form part of the early minor alterations).

1.9 The alterations are shown as follows:

- new or amended text is shown in **red bold**
- deleted text is shown in ~~red strikethrough~~
- un-amended text is shown as plain text

### **How to give your views**

1.10 Full information on how to give your views is set out on the inside cover of this document. All responses (emails and letters) must be received by **5:00 pm on Friday 23 March 2012**.

# OVERVIEW AND INTRODUCTION

*Add the following new paragraph after paragraph O.19:*

## **National Planning Policy Framework**

**O.19A The Government has recently consulted on a draft National Planning Policy Framework (NPPF). This document will replace the Planning Policy Guidance Notes and Statements issued since 1991. Once this is published formally, the Mayor will consider the need to alter this Plan to remove or update references to national guidance. Until then, in interpreting and applying London Plan policies regard will need to be had of the extent to which they differ from the published NPPF, and the legal status of:**

- **The London Plan (as part of the development plan that has to be followed when planning decisions are taken in any part of London unless there are planning reasons why it should not<sup>1</sup>); and**
- **the NPPF (as Government guidance to which regard should be had in taking planning decisions).**

**On the basis of the draft NPPF, the Mayor considers this Plan reflects the intent of the proposed Framework, and in particular the presumption in favour of sustainable development. He will consider publishing supplementary guidance about the application of the policies in this Plan in the light of the relationship between the London Plan and the NPPF, in conjunction with the Government and London stakeholders.**

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<sup>1</sup> See section 38(6) of the Planning and Compulsory Purchase Act 2004

# AFFORDABLE HOUSING

*Amend Chapter Three*

## LONDON'S PEOPLE

*as shown below:*

### **POLICY 3.8 HOUSING CHOICE**

#### **Strategic**

- A Londoners should have a genuine choice of homes that they can afford and which meet their requirements for different sizes and types of dwellings in the highest quality environments.

#### **LDF preparation and planning decisions**

- B Taking account of housing requirements identified at regional, sub-regional and local levels, boroughs should work with the Mayor and local communities to identify the range of needs likely to arise within their areas and ensure that:
- a 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 and the changing roles of different sectors, including the private rented sector, in meeting these
  - b provision of affordable family housing is addressed as a strategic priority in LDF policies
  - c all new housing is built to 'The Lifetime Homes' standards
  - d ten per cent of new housing is designed to be wheelchair accessible, or easily adaptable for residents who are wheelchair users
  - e account is taken of the changing age structure of London's population and, in particular, the varied needs of older Londoners, including for supported and affordable provision
  - f account is taken of the needs of particular communities with large families
  - g other supported housing needs are identified authoritatively and co-ordinated action is taken to address them in LDF and other relevant plans and strategies
  - h strategic and local requirements for student housing meeting a demonstrable need are addressed by working closely with stakeholders in higher and further education and without compromising capacity for conventional homes.



- i the accommodation requirements of gypsies and travellers (including travelling show people) are identified and addressed in line with national policy, in coordination with neighbouring boroughs and districts as appropriate.

3.44 Within the broad requirement between 2007 and 2017 for 144,000 more market homes and for 182,000 additional affordable homes<sup>2</sup>, the Mayor is committed to promoting a real choice of homes for Londoners across the range of tenures to meet their needs at prices they can afford. The SHMA demonstrates the diversity and complexity of London's housing requirements, ranging from the clear priority need for affordable family homes, through those to meet the substantial projected growth in smaller households, to more specialist needs such as those of London's growing numbers of older people. Different tenures will have particular roles in meeting these requirements, with renting as well as owner occupation playing an important part in the private sector and, in the affordable sector, a more diverse range of intermediate housing products providing greater flexibility for movement between tenures **and the new affordable rent product intended to address the same housing needs as social rented housing<sup>3</sup>** ~~(see also the information about the Government's new Affordable Rent product in paragraph 3.63)~~. The Mayor's London Housing Strategy provides guidance on the housing management measures and short to medium term investment which will help underpin this.

3.45 These requirements across London have little regard to administrative boundaries. It is essential that new provision anticipated in LDFs reflects strategic as well as local needs. This will require close working between the

GLA and boroughs to ensure local, sub regional and the Londonwide SHMAs are co-ordinated and that effective account is taken of sub-regional and strategic needs, especially when setting affordable borough housing targets. To support this process, the Mayor is already engaging with boroughs and sub-regional and local Housing Market Partnerships. He will provide benchmarks in supplementary guidance **and through his London Housing Strategy and other strategic documents** to inform and support co-ordination of their approaches to meeting strategic as well as local needs for different types of housing, and local implementation of the strategic affordable housing target, including the breakdown between social/**affordable rented** and intermediate housing (Policy 3.11). This will be informed by and co-ordinated with allocation of short to medium term affordable housing investment devolving from the London Housing Strategy.

3.46 The Londonwide SHMA identifies housing requirements for the decade to 2017 and will be reviewed by 2015/16 (see paragraph 3.27). As part of the review process the Mayor will work with stakeholders to investigate the costs and benefits of carrying out a Londonwide SHMA sufficiently robust to inform local needs assessments effectively. As an interim measure the current annual average strategic housing requirement of 32,600 – 34,900 dwellings pa (see paragraphs 3.17 and 3.18 above) should be rolled forward to provide a longer-term context for LDFs.

3.47 The London SHMA and other evidence shows that failure to provide enough larger homes has seen over-crowding among families grow by a third over the decade to 2007. There is a particular need for **affordable** family homes. Conversely, there is little net requirement Londonwide for larger market homes. However, boroughs' SHMAs may identify local variations in

<sup>2</sup> Mayor of London SHMA 2009 op cit

<sup>3</sup> CLG, HCA. 2011-15 Affordable Homes Programme – Framework. CLG, 2011

this broad pattern to be addressed in LDFs, such as neighbourhoods with communities which have a higher proportion of larger households, taking into account the scope for extending smaller properties currently occupied by these groups.

- 3.48 Many Londoners already require accessible or adapted housing in order to lead dignified and independent lives: 30,000 have an unmet need for wheelchair accessible housing and more than 100,000 need redesigned bathing facilities<sup>4</sup>. More Londoners are living longer and more older people are choosing to remain in their own homes rather than go into residential institutions. To address these and future needs, all London's future housing should be built to 'The Lifetime Homes' standards<sup>5</sup> and 10 per cent should be designed to be wheelchair accessible or easily adaptable for wheelchair users<sup>6</sup>. LDF policy departures from these requirements must be justified by authoritative evidence from local needs assessments.
- 3.49 Boroughs should undertake assessments of the short and longer term supported housing needs of vulnerable and disadvantaged groups, taking account of the wide range of requirements which will arise as London's population ages, the importance of continuity of care, and access to family and friendship networks as well as statutory responsibilities for care.
- 3.50 The Mayor has identified the growing and changing requirements for housing older people in London as one of the most important emerging planning issues for London. He has started to work with key stakeholders to identify areas where new policy approaches will be required to meet a variety of needs to ensure the highest quality of life for

older people. This will build on and develop innovative approaches and initiatives to meet need, ranging from supported independent living through the promotion of lifetime neighbourhoods, accommodation with some linked care and services, and more specialist care accommodation.

- 3.51 In view of the scale of the projected growth in London's older population and the housing affordability issues it raises, this Plan supports boroughs in seeking application of the principles of its affordable housing policies (policies 3.10-3.13) to the range of developments – including those falling within Use Class C2 – which cater specifically for older people. These principles include taking account of site circumstances, development viability, needs assessments and availability of development capacity and relevant public subsidy; the need to encourage rather than restrain residential development and to promote mixed and balanced communities and circumstances where 'off-site' contributions, 'contingent obligations' or other phasing measures may be appropriate. The way in which these principles can be applied most effectively will vary with local circumstances and will require close integration between planning and other borough strategies to meet social needs. Such an integrated approach will also be required to address the needs of other groups which may require accommodation-based, supported care services such as hostels, refuges and foyers, as well as housing needs connected with particular types of occupation e.g. health workers, police, hotel staff.
- 3.52 London's universities make a significant contribution to its economy and labour market (Policies 3.18 and 4.10). It is important that their attractiveness and potential growth are not compromised by inadequate provision for new student accommodation. While there is uncertainty over future growth in the

<sup>4</sup> Mayor of London LHS 2010 ibid

<sup>5</sup> Lifetime Homes. [www.lifetimehomes.org.uk](http://www.lifetimehomes.org.uk)

<sup>6</sup> Habinteg Housing Association. Wheelchair Housing Design Guide. Habinteg, 2006



London student population and its accommodation needs<sup>7</sup>, there could be a requirement for some 18,000 – 27,000 places over the 10 years to 2021<sup>8</sup>. New provision may also tend to reduce pressure on other elements of the housing stock currently occupied by students, especially in the private rented sector. The SHLAA/HCS has identified capacity for over 17,000 student places 2011–2021.

- 3.53 Addressing these demands should not compromise capacity to meet the need for conventional dwellings, especially affordable family homes, or undermine policy to secure mixed and balanced communities. This may raise particular challenges locally, and especially in parts of inner London where almost three quarters of the capacity for new student accommodation is concentrated. The Mayor will provide strategic support and a forum for boroughs, higher and further educational establishments and developers to work together to address these issues (although its detailed work programme will be for the forum to decide, it is likely to consider issues such as the scope for identification of land particularly suitable for student accommodation having regard to the housing, transport and other policies in this Plan and to monitor future demand and capacity). Student accommodation should be secured as such by planning agreement or condition relating to the use of the land or to its occupation by members of specified educational institutions. If the accommodation is not robustly secured for students, it will normally be subject to the requirements of affordable housing policy (policies 3.10-3.13). While student accommodation is accounted as part of overall housing provision, it should be

monitored separately because it meets distinct needs. Because of uncertainty over future demand/supply relationships the monitoring process must have particular regard to these.

- 3.54 Almost one in five London households now live in privately rented homes<sup>9</sup>, often at a cost lower than in the owner occupied sector<sup>10</sup> and the sector is set to play an increasingly important role in meeting London's diverse housing needs<sup>11</sup>. In all boroughs, the average cost of private renting is lower than owner occupation. Over half of the one in eight households in London that move home each year move into this sector. The Mayor will work with institutional investors to encourage greater institutional involvement, more professional and less fragmented management, greater stability, high quality standards and, potentially, longer term rental periods and affordable homes for rent. He will investigate how changes to the Use Classes Order might support this. More generally, the planning system should complement policies in the London Housing Strategy to support growth in private renting where this will result in well managed, good quality accommodation, mixed and balanced communities and sustainable neighbourhoods.
- 3.55 Shared accommodation or houses in multiple occupation is a strategically important part of London's housing offer, meeting distinct needs and reducing pressure on other elements of the housing stock, though its quality can give rise to concern. Where it is of reasonable standard it should generally be protected and the net effects of any loss should be reflected in Annual Monitoring Reports. In considering proposals which might constrain this provision, including Article 4 Directions

<sup>7</sup> (a) Drivers Jonas Crane Survey. London Student Housing. Drivers Jonas, 2009.

(b) King Sturge. London Student Accommodation Market. King Sturge, 2009.

(c) Knight Frank. Bricks and Mortar Boards. London Student Living. London student accommodation review. Knight Frank, 2009.

<sup>8</sup> Mayor of London. Draft Replacement London Plan Examination in Public – Housing Technical Paper. GLA 2010

<sup>9</sup> CLG. Housing Live Table 109. CLG, 2008

<sup>10</sup> Mayor of London LHDG 2010 ibid

<sup>11</sup> Rugg J, Rhodes D. The Private Rented Sector: its contribution and potential. University of York, Centre for Housing Policy, 2008

affecting changes between Use Classes C3 and C4, boroughs should take into account the strategic as well as local importance of houses in multiple occupation.

3.56 People from different communities should be free to lead their lives in different ways, subject to the need for mutual respect and responsibility. The Mayor is clear that the planning system should ensure fairness between the settled and traveller communities. It is his view that assessing levels of genuine local need, deciding on the level and location of suitable provision to meet that need and carrying out the necessary consultation with relevant communities and stakeholders is far more effectively done locally. Both because of the level of locally-specific detail involved, and the scale of the issue (relative to London's other strategic housing needs), the Mayor does not consider that it would be appropriate to include detailed policies regarding provision for gypsies and travellers and travelling show people in the London Plan. In London as in the rest of the country, the impact of provision to meet these needs is essentially local and, as government now proposes nationally<sup>12</sup>, should properly be addressed by local planning authorities in DPDs.

3.57 The Mayor considers that boroughs are best placed to assess the needs of, and make provision for these groups whether through new pitch provision, protection or enhancement of existing pitches, or by other means. As in the rest of the country, they will be responsible for determining the right level of site provision in their areas and in consultation with local communities. They will set targets for provision based on robust evidence of local need. These targets, and the robustness of the evidence on which they are based, will be tested through the process of consultation on, and public examination

of, local plans.

### POLICY 3.9 | MIXED AND BALANCED COMMUNITIES

#### Strategic

- A Communities mixed and balanced by tenure and household income should be promoted across London through incremental small scale as well as larger scale developments which foster social diversity, redress social exclusion and strengthen communities' sense of responsibility for, and identity with, their neighbourhoods. They must be supported by effective and attractive design, adequate infrastructure and an enhanced environment.
- B A more balanced mix of tenures should be sought in all parts of London, particularly in some neighbourhoods where social renting predominates and there are concentrations of deprivation

3.58 The Mayor is concerned that there should be no segregation of London's population by housing tenure. London's legacy of mono-tenure estates has in some cases contributed to concentrations of deprivation and worklessness. Coupled with some housing trends and management practices, these have been exacerbated by the tendency for new social housing to be built in the areas where it is already concentrated. Conversely, market homes have tended to be developed in areas with very little social housing<sup>13</sup>. **The new affordable rent product should be applied so as to help achieve the objectives of this Policy.**

3.59 The London Housing Strategy outlines how management and investment in mono-tenure estates can contribute to the creation of more mixed and balanced communities. The planning

<sup>12</sup> CLG. Planning for traveller sites. Consultation. CLG, 2011

<sup>13</sup> Mayor of London LHS 2010 op cit

system should support this process. Infill schemes in predominantly social housing estates should primarily be targeted for intermediate and market housing. New social housing development should be encouraged in areas where it is currently under represented. These are essentially local matters for boroughs to address in light of their local circumstances because the key concern is the concentrations of deprivation in individual, or groups, of mono-tenure estates rather than the overall level of social renting in a borough.

- 3.60 Policy 3.5 requires the design of new development to help create a more socially inclusive London. The new Housing SPG will provide guidance on implementing this policy including support for boroughs to resist forms of development which might compromise it, such as gated communities.

### *Affordable Housing*

#### **POLICY 3.10 DEFINITION OF AFFORDABLE HOUSING**

##### **Strategic and LDF preparation**

- A Affordable housing includes social rented, **affordable rented** and intermediate housing (see para 3.61), provided to specified eligible households whose needs are not met by the market and should:
- a meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices
  - b include provisions for the home to remain at an affordable price for future eligible households, or
  - c if these restrictions are lifted, for the subsidy to be recycled for alternative affordable housing provision-

- 3.61 The definition of affordable housing set out above applies national guidance to the circumstances of the capital and should be used for planning purposes in

London. Within this overarching definition:

- **social rented housing** should meet the criteria outlined in Policy 3.10 and be rented housing owned **and managed** by local authorities or registered **social landlords providers**, for which guideline target rents are determined through the national rent regime or be provided by other bodies under equivalent rental arrangements to the above, agreed with **the local authority or with the Homes and Communities Agency them as a condition of public sector investment grant, and for which guideline target rents are determined through the national rent regime**
- **affordable rented housing should meet the criteria outlined in Policy 3.10 and be housing let by local authorities or registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable).<sup>14</sup> In practice, the rent required will vary for each scheme with levels set by agreement between developers, providers, the Homes and Communities Agency<sup>15</sup> and, in dealing with individual planning applications, the London boroughs.**
- **intermediate** housing should meet the criteria outlined in Policy 3.10 and be available **for sale or rent at a cost prices-and-rents above these of social rent, but below local market levels prices-or-rents. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not**

<sup>14</sup> CLG. Draft National Planning Policy Framework. CLG, 2011

<sup>15</sup> Mayor of London after April 2011, subject to provision of the Localism Bill

**affordable rent.** New intermediate homes should be affordable to households whose annual income is in the range £18,100 - **£64,000**. For homes with more than two bedrooms, which are particularly suitable for families, the upper end of this range will be extended to £74,000. These figures will be updated annually in the London Plan Annual Monitoring Report.

- **market housing** is defined separately as private housing for rent or sale where the price is set in the open market.

3.62 To take more effective account of government guidance ~~the PPS 3 requirement~~ to “identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand... (and where affordable housing is required), set policies for meeting this need...”<sup>16</sup> ~~have regard to local incomes and house prices in setting the upper level of the intermediate housing eligibility threshold~~, it must be recognised that lower quartile house prices in London are 70 per cent higher than in the country as a whole, 31 per cent higher than in the South East region and 50 per cent higher than in the East of England<sup>17</sup>. Increased provision of intermediate housing is one of the ways in which the supply of affordable housing can be expanded. The Mayor will work with the Boroughs and other delivery and funding agencies to develop understanding and provision of a range of relevant products, particularly for families. For the purposes of the paragraph 3.61 definition, qualifying prices and rents should be set locally to recognise the individual characteristics of local housing markets. However, in order to recognise strategic housing needs, the Mayor will seek to ensure that new intermediate homes are affordable to households whose annual income is in the range £18,100 -

£64,000. For family homes (see Glossary) the upper end of this range will be extended to £74,000. These figures will be up-dated annually in the London Plan Annual Monitoring Report.

3.63 Government has recently introduced a new Affordable Rent housing product which “is to be allocated to the same people who are currently eligible for social rent, but that the level of rent will be set in a different way. It is important to note that social rented dwellings can still be provided but only in exceptional cases will they attract funding from the Homes and Community Agency... [boroughs] will wish to work closely with Registered Providers and developers in ensuring that they can obtain the right mix of affordable housing to best suit the needs of their area”<sup>18</sup>. ~~Government proposes to define Affordable Rent as “rented housing provided by registered providers of social housing, that has the same characteristics as social rented housing except that it is outside the national rent regime, but is subject to other rent controls that require it to be offered to eligible households at a rent of up to 80% of local market rents”<sup>19</sup>. Government has also provided further guidance on bringing this product forward to meet relevant housing needs<sup>20</sup>. As an interim measure the Mayor intends to provide Supplementary Planning Guidance on how this new product can be used to implement the policies of this Plan (including Policy 3.11). He also intends to bring forward an early alteration to the Plan’s policies on affordable housing to incorporate the new product and address the implications of the new policy direction.~~

<sup>16</sup> CLG. National Planning Policy Framework 2011 op cit para 111

<sup>17</sup> Mayor of London LHS 2010 ibid

<sup>18</sup> CLG. Planning Policy 3: Planning for Housing – Technical change to Annex B, Affordable Housing Definition. CLG, 2011

**POLICY 3.11 AFFORDABLE HOUSING TARGETS****Strategic**

- A The Mayor will, and boroughs and other relevant agencies and partners should, seek to maximise affordable housing provision and ensure an average of at least 13,200 more affordable homes per year in London over the term of this Plan. In order to give impetus to a strong and diverse intermediate housing sector, 60% of the affordable housing provision should be for social **and affordable** rent and 40% for intermediate rent or sale. Priority should be accorded to provision of affordable family housing

**LDF preparation**

- B Boroughs should set an overall target in LDFs for the amount of affordable housing provision needed over the plan period in their areas and separate targets for:
- social/**affordable** rented; and
  - intermediate
- housing and reflect the strategic priority accorded to provision of affordable family housing.
- C LDF affordable housing targets should take account of:
- a current and future housing requirements identified in line with Policies 3.8, 3.10 and 3.11
  - b the strategic targets and priority accorded to affordable family housing set out in section A above
  - c the approach to coordinating provision and targets to meet the range of strategic, sub-regional and local affordable housing needs in London set out in Policy 3.8, paragraphs 3.65 - 3.67, Supplementary Planning Guidance **and the Mayor's London Housing Strategy**
  - d the need to promote mixed and balanced communities (see Policy 3.9)
  - e capacity to accommodate development including potential sources of supply outlined in para 3.67
  - f the viability of future development, taking into account future resources as

far as possible.

- D Affordable housing targets may be expressed in absolute or percentage terms in light of local circumstances, **reflecting the overall strategic priority to maximise affordable housing provision and the need to make best use of available resources**, the borough's contribution towards meeting strategic affordable housing targets in light of the framework set by the Plan and guidance in SPG. **They should also** provide a robust basis for implementing these targets through the development control process.

- 3.64 The joint evidence base for the London Plan and London Housing Strategy<sup>21</sup> demonstrates that the high cost of market housing in London makes affordable housing particularly important in meeting housing needs. While the London SHMA has not taken into account the effects of the current economic downturn, it does seek to address the key relationships between incomes and housing costs as well as demographic trends, voluntary sharing and tackling unmet need within the 10 years to 2017. Of the overall average annual housing requirement, it suggests that 18,200 should be affordable. However, when setting an affordable housing target account must also be taken of the deliverability of these homes. Affordable housing funding over the full term of this Plan is not known. Based on the funding that was available and the record of delivery of affordable homes over recent years, the housing need requirement and taking into account the housing supply target, an average of 13,200 additional affordable homes per annum has been set as the strategic target for the term of the Plan. This will be monitored closely, especially in light of changing economic conditions and its adoption will not compromise delivery of a higher number.

<sup>21</sup> Mayor of London. Housing in London. The evidence base for the London Housing Strategy. GLA, 2008



- 3.65 Derivation of separate targets for social/**affordable** rented and intermediate housing has been informed by the SHMA and other relevant factors including the role intermediate housing can play in helping Londoners get a first step on the housing ladder, reducing the call on social/**affordable** rented housing, freeing up social/**affordable** rented homes, providing wider housing choices and securing a more balanced social mix on mono-tenure estates. Account has also been taken of the way intermediate housing development can extend the effectiveness of scarce public resources by increasing overall housing output through partnership working with the private sector.
- 3.66 **In light of likely investment patterns<sup>22</sup> and the Government's intention that affordable rent should meet the same housing needs hitherto addressed by social housing<sup>23</sup>**, the Mayor proposes that as a long term strategic target 60 per cent of new affordable housing should be for **social/affordable** renting, especially for families, and that 40 per cent should be for the range of intermediate housing products outlined in the London Housing Strategy to meet different needs, including those arising from groups which hitherto have not been able to afford market housing but have been excluded from intermediate housing. The Mayor recognises that these are challenging targets, particularly in current economic conditions, but to meet Londoners' housing needs all stakeholders must engage to achieve them over the term of the Plan. ~~Para 3.63 notes that as an interim measure the Mayor intends to provide Supplementary Planning Guidance on how the new Affordable Rent product can be used to implement the policies of this Plan (including Policy 3.11). He also intends to bring forward an early alteration to the Plan's policies~~
- ~~on affordable housing to incorporate the new product and address the implications of the new policy direction~~
- 3.67 Policy 3.8 outlines arrangements for coordinating local, sub regional and strategic needs assessments so the range of housing requirements can be addressed effectively in London's complex regional housing market. In order to maximise affordable housing provision boroughs should take account of the most robust available assessment of housing capacity including those identified in Policy 3.3, and of potential sources of supply, such as:
- local authority developments, including net gain from estate regeneration
  - affordable housing schemes funded independently of planning contributions from private development
  - affordable housing secured through planning agreements or conditions on private residential or mixed use (including residential) development
  - long term vacant properties brought back into use
  - provision from non-self-contained accommodation.
- 3.68 In setting their affordable housing targets boroughs are required to assess the economic viability of land for housing, taking account of risks to delivery and drawing on informed assessments of public funding and developer contributions. The Mayor has already established close working relationships with the boroughs and HCA on affordable housing investment within their areas which will inform this process. **Boroughs should not attempt to set rent targets for affordable rented housing in their local development frameworks as this is likely to impede maximisation of affordable housing provision Londonwide. Instead the Mayor will provide indicative rent guidelines for affordable rented housing developed to ensure maximisation of provision**

<sup>22</sup> Mayor of London. A revised London housing strategy – initial proposal. Consultation with the London Assembly and the GLA group. GLA, 2011

<sup>23</sup> CLG, HCA 2011 op cit



**and delivery of the range of policy outcomes in this Plan and in the London Housing Strategy to inform borough rent and tenure and other housing policies. These will be published in the London Housing Strategy and in the London Plan Annual Monitoring Report each year. The Mayor may provide supplementary guidance on this issue.**

- 3.69 The Mayor will engage with boroughs individually to enable them to set local affordable housing targets which are in general conformity with the London Plan's strategic targets. The supplementary guidance will provide indicative benchmarks based on the approach set out in Policy 3.11 to inform this process. It will also include guidance on local implementation of the strategic social/intermediate target and of the strategic priority for provision of affordable family homes. The Mayor recognises that, in light of local circumstances, boroughs may wish to express their targets in different ways, including in absolute or percentage terms. However the targets are expressed they must be robust in implementing a borough's contribution to the strategic affordable housing targets through the development control process.

### **POLICY 3.12 NEGOTIATING AFFORDABLE HOUSING ON INDIVIDUAL PRIVATE RESIDENTIAL AND MIXED USE SCHEMES**

#### **Planning decisions and LDF preparation**

- A The maximum reasonable amount of affordable housing should be sought when negotiating on individual private residential and mixed use schemes, having regard to:
- a current and future requirements for affordable housing at local and regional levels identified in line with Policies 3.8, ~~and~~ 3.10 and 3.11 **and having particular regard to guidance provided by the Mayor through the London Housing Strategy, supplementary guidance and the London Plan Annual Monitoring Report (see paragraph 3.68)**
  - b affordable housing targets adopted in line with Policy 3.11,
  - c the need to encourage rather than restrain residential development (Policy 3.3),
  - d the need to promote mixed and balanced communities (Policy 3.9)
  - e the size and type of affordable housing needed in particular locations
  - f the specific circumstances of individual sites
  - g the priority to be accorded to provision of affordable family housing indicated in policies 3.8 and 3.11.**
- B Negotiations on sites should take account of their individual circumstances including development viability, ~~the availability of~~ resources available from registered providers (including public subsidy), the implications of phased development including provisions for re-appraising the viability of schemes prior to implementation ('contingent obligations'), and other scheme requirements.
- C Affordable housing should normally be provided on-site. In exceptional cases where it can be demonstrated that this is not appropriate in terms of the policies in this Plan, it may be provided**

**off-site. A cash in lieu contribution should only be accepted where this would have demonstrable benefits in furthering the affordable housing and other policies in this Plan and should be ring-fenced and, if appropriate, pooled to secure additional affordable housing either on identified sites elsewhere or as part of an agreed programme for provision of affordable housing.**

- 3.70 Achievement of a borough's affordable housing target in a particular year should not constrain maximisation of affordable housing output on individual proposals – the target applies for the term of the Plan.
- 3.71 In estimating provision from private residential or mixed use developments, boroughs should take into account economic viability and the most effective use of private and public investment, including the use of developer contributions. To expedite the planning process, developers should engage with a **registered affordable housing provider prior to progressing the scheme and secure from them a commitment to provision. In doing so, they should require the provider to identify the resources it is bringing to the scheme and show that the affordable housing “offer” makes optimum use of the resources applied in terms of Policy 3.12.** Boroughs should evaluate these appraisals rigorously, drawing on the GLA development control toolkit<sup>24</sup> and other independent assessments which take account of the individual circumstances of a site, the availability of public subsidy and other scheme requirements. **These judgements should be informed by the indicative guidelines referred to in paragraph 3.68.** Boroughs are encouraged to review and bring forward surplus land in their own ownership to maximise their contribution to affordable housing

provision, including the provision of land to **affordable housing registered providers** on a nil cost or discounted basis<sup>25</sup>. **The Mayor will provide further detailed guidance on the practical application of this Policy.**

- 3.72 The Mayor seeks to maximise affordable housing output and expects developers to make the most effective use of available affordable housing resources to achieve this objective. Exceptions to the use of the full amount of available public investment to maximise output should be limited to circumstances where:
- on the highest value sites, at least the maximum level of affordable housing which would normally be achieved with public subsidy can in fact be achieved by funding entirely from development value
  - some circumstances where ‘cascade agreements’ are put in place to address uncertainties over the level of grant and amount of affordable housing to be delivered
  - types of provision which comply with the definition of affordable housing but are subsidised in other ways such as directly through discounted land sale, or indirectly if they offer exceptional benefits which on balance justify departures from some normal planning requirements.

Supplementary guidance will be provided on these exceptional circumstances.

- 3.73 The Mayor wishes to encourage, not restrain, overall residential development. Boroughs should take a reasonable and flexible approach to securing affordable housing on a site by site basis. This Plan makes clear that affordable housing provision is a particular priority when securing developer contributions (Policy 8.2).
- 3.74 Affordable housing provision is normally

<sup>24</sup> Three Dragons. Affordable Housing Development Control Toolkit. GLA, 2010

<sup>25</sup> ODPM. Circular 6/2003. Disposal of Land for Less than Best Consideration. ODPM, 2003

required on-site. In exceptional circumstances **(where on-site provision can be shown to be inappropriate in terms of the policies in this Plan)**, it may be provided off-site. **Where neither of these options is appropriate**, a cash in lieu contribution ring fenced, and if appropriate 'pooled', to secure efficient delivery of new affordable housing on identified sites elsewhere **may be accepted**. These exceptional circumstances include those where, ~~having secured an alternative site,~~ it would be possible to:

- secure a higher level of provision
- better address priority needs, especially for affordable family housing
- secure a more balanced community
- better sustain strategically important clusters of economic activities, especially in parts of CAZ and the north of the Isle of Dogs where it might be part of a land 'swap' or 'housing credit' (Policy 2.11).

3.75 In making arrangements for assessing planning obligations, boroughs should consider whether it is appropriate to put in place provisions for re-appraising the viability of schemes prior to implementation. To take account of economic uncertainties, and in respect of schemes presently anticipated to deliver low levels of affordable housing, these provisions may be used to ensure that maximum public benefit is secured over the period of the development.

3.76 The design and quality policies in Policy 3.5 apply in full to affordable housing provision. The Mayor has published more specific guidance<sup>26</sup> on this which will be incorporated in the new Housing SPG, stressing the need for affordable housing to be integrated with the rest of the development and have the same external appearance as other housing.

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<sup>26</sup> Mayor of London. EiP Draft Housing SPG. GLA 2010

# HAZARDOUS SUBSTANCES AND INSTALLATIONS

Amend Chapter Five

## LONDON'S RESPONSE TO CLIMATE CHANGE

as follows:

### POLICY 5.22 HAZARDOUS SUBSTANCES AND INSTALLATIONS

#### Strategic

- A The Mayor will work with all relevant partners to ensure that hazardous substances, installations and materials are managed in ways that limit risks to London's people and environment. **He will consider publishing supplementary guidance to support the application of this policy.**

#### Planning decisions

- B When assessing developments near hazardous installations:
- a site specific circumstances and proposed mitigation measures should be taken into account when applying the Health and Safety Executive's Planning Advice Developments near Hazardous Installations (PADHI)<sup>27</sup> methodology

- b the risks should be balanced with the benefits of development and should take account of existing patterns of development.

#### LDF preparation

- C In preparing LDFs, boroughs should:
- a identify the locations of major hazards (including pipelines carrying hazardous substances)
  - b consult and give due weight to advice from the Health and Safety Executive to ensure that land use allocations take account of proximity to major hazards
  - c consult utilities to ensure that the timing of decommissioning and the implications for development are reflected in proposals
  - d ensure that land use allocations for hazardous installations take account of the need to incentivise and fund decommissioning.

- 5.96 The EU Directive on the prevention of major accidents involving hazardous substances requires land use policies to take prevention and minimisation of consequences into account, and this is reflected in PPS12. Where appropriate, advice should be sought from the Health and Safety Executive. Development decisions should take account of CLG Circular 04/00 Planning Controls for Hazardous Substances. **The Mayor will consider producing supplementary guidance supporting the application of these principles in the particular circumstances of London.**

<sup>27</sup> PADHI – HSE's Planning Land Use Methodology  
Health and Safety Executive September 2009

# CYCLE PARKING STANDARDS

Amend Chapter Six

## LONDON'S TRANSPORT

as follows:

- 6.35 New developments should provide cycling parking and cycle changing facilities to encourage more cycling. Planning briefs and masterplans should include principles to encourage a high quality, connected environment for cyclists. ~~Larger-d-~~Developments will need to address the needs of both long stay (staff, residents) and short stay (visitor) cyclists. **Where it has been demonstrated that it is not practicable to locate all cycle parking within the development site, developers should liaise with neighbouring premises and the local planning authority to identify potential for, and fund appropriate off-site visitor cycle parking. In all circumstances, long stay cycle parking should normally be provided on site.**
- 6.36 The Mayor wants to enhance the conditions for cycling by improving the quality of the cycling network and improving the safety of, priority for and access to cycling. This includes reducing bicycle theft, a major deterrent to cycling. Locating cycle parking as close as possible to building entrances can encourage passive surveillance, as can lighting. The *London Cycling Design Standards* (TfL 2005) sets out good practice **regarding the provision of cycling infrastructure, including how spaces should be made secure and sheltered from the weather. It** endorses Sheffield stands for on street

parking. A popular alternative is the CaMden stand. Whichever stand is chosen, it should allow for parking on either side, as this provides additional capacity. TfL intend to publish a compendium of good practice on cycle parking. **Cycle hire docking stations should not be considered a substitute for cycle parking facilities.**

Replace Table 6.3 in the Parking Addendum to Chapter 6 with the following:

**Table 6.3 Cycle Parking standards**

Note: In centre includes local shopping parades, staff should always be taken as the Full Time Equivalent

Use Class		1 space per m <sup>2</sup> of gross floorspace (unless otherwise stated)
A1	food	in centre: 1/125 <b>for staff and visitors</b> out of centre: 1/350 <b>for staff and visitors</b>
	non food	in centre: 1/300 <b>for staff and visitors</b> out of centre 1/500 <b>for staff and visitors</b>
A2	financial/professional services	1/125 <b>for staff and visitors</b>
A3-A5	Cafes& restaurants	1 per 20 staff and 1 per 20 customers
	drinking establishments	1/100 <b>for staff and visitors</b>
	Take-aways	1/50 <b>for staff and visitors</b>
B1	business offices	<b>1/150 for staff and visitors</b>
	light industry and research and development	1/250 <b>for staff and visitors</b>
B2-B8	storage or distribution	1/500 <b>for staff and visitors</b>
C1	hotels (bars, restaurants, gyms etc. open to the public should be considered individually under relevant standard)	1 per 10 staff + <b>minimum 2 spaces for visitors</b>
C2	hospitals	1 per 5 staff + 1 per 10 visitors
	care homes/ <b>secure accommodation</b>	1 per 3 staff + <b>minimum 2 spaces for visitors</b>
	<b>student accommodation</b>	<b>1 per 2 beds + minimum 2 spaces for visitors</b>
C3-C4	dwellings (all)	1 per 1 or 2 bedroom dwelling for residents + <b>1 per 40 units for visitors</b> 2 per 3+ bedroom dwelling for residents + <b>1 per 40 units for visitors</b>
D1	nurseries / schools (primary and secondary)	1 per 10 staff + 1 per 10 students
	universities and colleges	1 per 8 students + 1 per 8 staff
	health centre	<b>1 per 10 staff</b> + 1 per 10 visitors
	<b>other (e.g. dentist, library, church etc.)</b>	1 per 10 staff + 1 per 10 visitors
D2	<b>other (e.g. cinema, bingo etc.)</b>	1 per 20 staff + 1 per 50 seats
	sports (e.g. sports hall, swimming bath, gymnasium etc.)	1 per 10 staff + 1 per 10 visitors
Sui Generis	all	<b>as per most relevant other standard e.g. casino and theatre = d2</b>
	<b>Stations</b>	<b>to be considered on a case-by-case basis through liaison with TfL</b>



*Add new paragraph after paragraph 6A.3 in the Parking Addendum to Chapter 6:*

**6A.3A The Mayor is currently conducting a review of residential car parking standards in conjunction with Transport for London and with the advice of the Outer London Commission. In particular, he is considering the scope for greater flexibility in different parts of London having regard to patterns of car ownership and use, levels of public transport accessibility, the need for integrated approaches to on- and off-street parking, efficiency in land use and overall impact on the environment and the transport network. Further alterations to this Plan will be brought forward as appropriate, and in the meantime supplementary guidance will be issued giving further details and advice.**

*Delete paragraph 6A.11 in the Parking Addendum to Chapter 6:*

~~6A.11 The Mayor, through TfL, intends to carry out a review of cycle parking standards, and will bring forward early alterations to the Plan when new standards are available.~~

*Add new paragraphs 6A.11 and 6A.12:*

**6A.11 Cycle parking provided for staff should be suitable for long stay parking, particularly in terms of location, security and protection from the elements (see *The London Cycle Design Standards* (TfL 2005)).**

**6A.12 The Mayor is continuing to review these cycle parking standards to ensure they support delivery of the significant increase in cycling in London referred to in Policy 6.9. He will bring forward further alterations to this Plan in due course.**

# GLOSSARY

*Delete definition of air quality neutral in the Glossary (Page 296)*

~~**Air quality neutral** Best available techniques to be applied to minimise pollutant emissions.~~