

BUILDING MORE HOMES – DELIVERY PLAN ANNEX TO MD3378

Introduction

The GLA has defined a number of London-level, long-term outcomes which reflect Londoners' aspirations for the city and to which the GLA, in partnership with others, is working towards. The Mayoral mandate for this programme makes it clear that the core London-level outcome to which this programme should contribute is **Londoners live in homes they can afford**.

This London level outcomes will be measured by:

Londoners live in homes they can afford	<ul style="list-style-type: none">• The proportion of London adults who say they have not been able to meet their housing payments over the last six months (or who have struggled to do so)• The number of homeless households in temporary accommodation (arranged by London borough councils)
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The mandate also makes it clear that this programme should make a substantive contribution to a wider set of London-level outcomes: Londoners are not homeless; Londoners' homes are safe and decent; and stable, long-term economic growth benefits all of London's communities.

Setting out the scale of the challenge

London has a mountain to climb to reach London's housing need figure set by government at 87,992 new homes a year from 2026 and to ensure that Londoners live in homes they can afford and that these homes are safe and decent. The human and financial cost of homelessness and temporary accommodation – leaving one in 21 London children temporary accommodation – is unacceptable. Lack of affordable housing is also holding back London's economy and potential for further growth.

Current barriers to housing supply

The current delivery environment has resulted in steep falls in housing starts, completions and planning applications. This is the result of long-trend structural factors and regulatory factors that have been compounded by macroeconomic factors (chiefly higher inflation and higher interest costs).

The following structural factors are affecting rates of housebuilding in London, many of which predate the current context: higher construction costs compared to development in other parts of the UK – the result of higher labour and other costs compounded by more complex/dense building typologies and more constrained land; a more complex regulatory environment, resulting from a more complex built environment (including a higher proportion of tall buildings); and a steeper affordability crisis, including higher housing prices and, as a result, lower levels of possible demand, affecting private-sector confidence to build out developments.

In addition to these structural factors affecting rates of housebuilding, affordable housing supply specifically has been impacted by the withdrawal of the affordable housing sector from the provision of new affordable housing – both land-led development and through section 106 acquisitions. Many housing associations and councils have been required to refocus their limited financial capacity on existing stock. This effect has been exacerbated in London, given the concentration of tall buildings affected by the building safety crisis and a simultaneous focus on addressing disrepair in aged and often overcrowded stock. The government has now confirmed a package of measures designed to begin to address sector constraints but recovery will not be immediate.

Delivering the outcomes through Building More Homes

Having systematically evaluated the causes of under-delivery of housing in London, GLA officials, working with partners, have identified the actions which are needed to achieve the Mayor's objective to rapidly accelerate the delivery of new homes in London.

In recognition that the solutions to the structural barriers to increasing housing delivery identified in the previous section lie beyond the direct control of any one organisation, the GLA is working with London Councils, housing associations, the Ministry of Housing, Communities and Local Government (MHCLG), and the wider sector to deliver a suite of actions intended to deliver a step change in London's supply of genuinely affordable homes as requested in the Mayoral mandate.

The GLA believes there are three core elements to the response which are laid out across this delivery plan and the Mayor's other strategic programmes:

- Injecting new funding and finance into London's housing system to get delivery going again, achieved by the work set out in this delivery plan and in particular:
 - A package of measures to rebuild the financial resilience of the affordable housing sector so it can resume high levels of delivery, while delivering essential improvements to fire safety and building maintenance.
 - An interventionist City Hall Developer to deploy resources where sites are stalled and to bring forward strategic sites.
 - An ambitious new Social and Affordable Homes Programme 2026-36 (SAHP 2026-36) to deliver affordable housing from March 2026, while accelerating the pace of delivery of the existing Affordable Homes Programmes (AHPs).
 - Attracting new private finance and new entrants into London's housing system.
- Doing what we can in a global market to limit further increases in housebuilding costs, as set out in other delivery plans:
 - Increasing the number of trained construction workers using the GLA's adult skills funding, as set out in the Supporting Londoners to Benefit from Growth programme.

- Ensuring London’s planning system is fit-for-purpose to deliver a significant increase in new and affordable housing, as set out in the Making Best Use of Land programme.
- Working with government to ensure regulations governing new housebuilding is fit-for-purpose.
- Making more sites for housing available, including on public land, as set out in the Making Best Use of Land programme.

While we plan to take these actions collectively in response to the holistic approach required, this delivery plan lays out the GLA’s specific contribution to the first element, based on our role as London’s strategic authority and in light of our role in overseeing delivery of London’s Affordable Homes Programmes and in convening and influencing partners.

GLA delivery plan

This delivery plan aims to ensure that London’s housing sector is in the best position possible to deliver the number of homes needed, with a particular focus on social and affordable homes. It has three strands:

1. Work to secure and deploy flexible funding to enable housing delivery, in recognition of sector viability challenges and that the cost of accelerating the building of genuinely affordable housing is substantial and beyond what the market can achieve alone.
2. Continued delivery of current AHPs, alongside specific interventions to meet targets for council homes and rent control homes.
3. Work to enable more homes of all tenures by leveraging the GLA’s, GLA Group’s and wider public sector land holdings, financial resources, and relationships, to contribute meaningfully to London’s housing supply.

1. Secure flexible funding to enable housing delivery

1.1 *Negotiate a successor AHP or equivalent funding programme which is essential to address general needs, specialist and supported and intermediate housing needs.* London will receive up to £11.7 billion for SAHP 2026-36 and it is essential that the sector demonstrates an early appetite for delivery in order to safeguard funds for London. Final terms of the programme will be negotiated with MHCLG and confirmed in Autumn 2025 and the programme will open for bids this Winter with starts on site commencing after April 2026. The delivery target will be confirmed after the initial bidding round. A new project for delivering the next SAHP will be added to strand 2 below following agreement of new funding.

We will know this project has succeeded when:

- a) London has agreed with government the terms of SAHP 2026-36 as a substantial successor fund to the existing AHPs, funding the delivery of affordable housing from 2026.

Expected delivery:

- a) funding confirmed during Q2 2025-26, following Spending Review in June 2025
- b) funding guidance published Q3 2025-26
- c) initial allocations and delivery target agreed by Q1 2026-27.

1.2 *Create an interventionist City Hall Developer to deploy resources where sites are stalled in the short term and act innovatively to bring forward strategic sites, including on public land, that the market alone will not unlock.* To be effective, this City Hall Developer needs to be backed by funding which is: flexible in how it can be used to respond to the diversity of challenges in the pipeline; recoverable by the GLA to maximise housing output over time; and able to operate with sub-market returns in some cases (subject to subsidy control compliance) to accommodate the current reality of development economics. MHCLG is agreed in principle that the GLA will administer London's share of the National Housing Bank through the City Hall Developer. The number of homes we can unlock using this model will depend on the funding secured. A new project for delivering this fund will be added to strand 2 below following agreement of new funding.

We will know this project has succeeded when:

- a) new flexible funding has been secured from government.

Expected delivery:

- a) funding confirmed during Q2 2025-26, following Spending Review in June 2025
- b) programme agreed by end Q3 2025-26.

1.3 *Promote institutional investment into intermediate rent* by working closely with the private sector through Opportunity London – a joint public and private partnership to advertise and

connect the public and private sectors to investment opportunities that support economic growth – including via policy changes that further incentivise investment.

We will know this project has succeeded when:

- a) increased inflows of private investment result in more projects delivering intermediate rent and Build to Rent homes.

Expected delivery:

- a) further supportive policy changes during 2025-26 and an updated policy position included in the new draft London Plan in 2026
- b) increased numbers of intermediate rent homes completed by 2030.

2. Continued delivery of current Affordable Housing Programmes

2.1 *Continue to administer the existing Affordable Homes Programmes (AHP 2016-23 and 2021-26) and other legacy affordable housing funding schemes until they reach their requirements for completions. This will be achieved through efficient distribution of AHP funds, active partnerships with and scrutiny of delivery partners, and ongoing work to maintain progress on schemes that are at risk of stalling. We will work with London local authorities to maximise council housebuilding to make an early contribution to the long-term target for 40,000 council homes. Delivery of other legacy affordable housing programmes is also captured under this project. A new project for the future AHP will be added to this strand following agreement of funding with government (see strand 1).*

We will know this project has succeeded when:

- a) current AHPs have met their delivery targets

Expected delivery:

- a) AHP 2016-23 – sites started reach completion between now and the early 2030s
- b) AHP 2021-26 – programme starts target, as agreed by government, achieved by end Q4 2025-26
- c) an early contribution to the target of 40,000 council homes completed by 2030.

2.2 *Design and deliver a new model of rent control homes to make an early contribution to the target for 6,000 rent control homes. Following consultation, the GLA will finalise the proposition for rent control Key Worker Living Rent homes. Work will also be undertaken to encourage key partners to pilot delivery.*

We will know this project has succeeded when:

- a) a proposal for a new key worker intermediate rent product has been launched, leading to developers and social landlords choosing to deliver rent control homes
- b) 6,000 rent control homes started by 2030.

Expected delivery:

- a) proposal launched by end Q2 2025-26
- b) first starts and AHP funding allocations for new homes of this tenure in 2027-28
- c) 6,000 rent control homes started by 2030.

3. Work to enable more homes of all tenures

3.1 *Leverage GLA Group land holdings and joint venture interests to deliver high levels of affordable housing.* The GLA Group still has a significant pipeline of land to develop that can meaningfully contribute to London's housing supply. We will continue to work highly collaboratively to optimise resources, streamline processes and hold each part of the Group to account for delivery. The funding in this delivery plan focuses on the work carried out by the GLA. GLA Land and Property Limited (GLAP), using its land and property portfolio, and its resources, will continue to work with partners to deliver thousands of homes with high levels of affordable housing, including at the Royal Docks and Greenwich Peninsula. The GLA's partnership with the London Borough of Newham in the Royal Docks Enterprise Zone also remains central to delivery; as does the joint venture partnership with L&Q at Barking Riverside.

The Mayor has made it clear that all organisations across the GLA Group are to work together to maximise housing delivery and further work will be undertaken to deliver this. We will also work to co-ordinate the release of public land for housing, over and above the work we currently undertake with the NHS.

We will know this project has succeeded when:

- a) we meet our targets for the delivery of homes on GLAP and joint venture sites, including the Royal Docks, Greenwich Peninsula and Barking Riverside
- b) GLA Group-wide housing targets for the delivery of homes are established and subsequently achieved
- c) public sector landowners are supported to release land for housing.

Expected delivery:

- a) Housing delivery achieved on GLAP and joint venture sites as follows:

- i) 2025-26 1,000 starts
- ii) 2026-27 1,500 starts
- iii) 2027-28 1,500 starts
- b) GLA Group-wide housing targets agreed and monitoring framework established by Q3 2025-26
- c) London Development Toolkit, which comprises a suite of development and disposal resources to support public landowners, is launched by Q3 2025-26.

3.2 *Leverage existing capital resources to fund infrastructure and land to support the delivery of homes.* Alongside any new funding for City Hall Developer, we will continue to use our existing land funds and our portfolio of recovered investments to finance infrastructure and land to unlock the delivery of homes of all tenures.

We will know this project has succeeded when:

- a) we meet our targets for delivery supported by the deployment of the Land Fund.

Expected delivery:

- a) 8,000 starts by Q1 2025-26
- b) 8,000 completions by March 2030.

3.3 *Working through the London Housing Mission and other partnerships with government and stakeholders, identify and seek to implement the policy interventions necessary to further support the outcomes set out in this and related delivery plans.* As part of this we will identify the planning and other levers necessary to support a sustained growth in delivery of all tenures of homes, which will be necessary to accelerate delivery towards the assessed need of 87,992 homes a year. Together with London Councils we are making a number of asks of government around Right to Buy reform, HRA reform, rent convergence, and access to capital grant in order to secure a better environment for council delivery.

We will know this project has succeeded when:

- a) we and government implement policy changes which make a positive difference to delivery
- b) work by GLA and London Councils on support for council housebuilding has led to changes in government policy to give councils capacity to increase delivery.

Expected delivery:

- a) ongoing work with government on potential policy changes, with the Spending Review being the key initial milestone
- b) measures to maximise housing delivery to be incorporated into the new London Plan to be published for consultation in 2026.

The consolidated resources allocated to this delivery plan are:

Project	Revenue			Capital		
	2025-26 £000	2026-27 £000	2027-28 £000	2025-26 £000	2026-27 £000	2027-28 £000
1. Secure flexible funding to enable housing delivery						
Sub-total	920	142	142	-	-	-
1.1 Negotiate a successor AHP or equivalent funding programme which is essential to address general needs, specialist and supported and intermediate housing needs.	354	0	0	-	-	-
1.2 Create an interventionist City Hall Developer to deploy resources where sites are stalled in the short term and act innovatively to bring forward strategic sites, including on public land, that the market alone will not unlock	425	0	0	-	-	-
1.3 Promote institutional investment into intermediate rent	141	142	142	-	-	-
2. Continued delivery of current Affordable Housing Programmes						
Sub-total	7,947	7,870	7,884	1,231,644	1,070,253	1,060,003
2.1 Continue to administer the existing Affordable Homes Programmes (AHP 2016-23 and 2021-26) and other legacy affordable housing funding schemes	7,664	7,586	7,599	1,231,644	1,070,253	1,060,003
2.2 Design and deliver a new model of rent control homes to make an early contribution to the target for 6,000 rent control homes.	283	284	285	-	-	-
3. Work to enable more homes of all tenures						
Sub-total	10,835	10,030	10,288	60,778	22,650	6,350
3.1 Leverage GLA Group land holdings and joint venture interests to deliver high levels of affordable housing.	8,763	8,689	8,942	11,928	2,350	6,350
3.2 Leverage existing capital resources to fund infrastructure and land to support the delivery of homes	1,072	915	919	48,850	20,300	-
3.3 Working through the London Housing Mission and other partnerships to implement the policy interventions necessary to support housing outcomes	1,000	426	427	-	-	-
Building More Homes TOTAL	19,702	18,042	18,314	1,292,422	1,092,903	1,066,353

Contribution to the GLA's cross-cutting priorities

This programme will primarily contribute to the cross-cutting priorities identified in the mandate:

- **Addressing structural inequalities** – this programme recognises that new housing supply is fundamental to the prevention of all forms of homelessness. It seeks to better meet the continued need for social and other forms of affordable housing which needs to be accessible to the poorest Londoners.
- **Net Zero** – it is acknowledged that housebuilding is a key source of carbon emissions, although new homes have lower operational emissions. The London Plan alongside government regulations seek to ensure that new homes coming forward under this programme meet the challenge of Net Zero. Other programmes are looking to reduce and mitigate the environmental impact of construction.
- **A resilient city** – an increase in housing supply on which this programme focusses is necessary to prevent depopulation, ensuring that the city remains accessible to families with children, key workers and marginalised Londoners. The London Plan will ensure that homes built respond to resilience challenges.
- **Health in all Policies** – the affordability, quality and security of housing is all key to health and the health impact of temporary accommodation, particularly on children, is known to be substantial. The increase in the supply of social and other affordable housing on which this programme focuses is fundamental to improving health and health inequalities.

Monitoring delivery

The London-level outcome - Londoners live in homes they can afford – will be monitored using the following indicators, reported in the Mayor's State of London report:

Indicators	Source	Frequency	Lag	Availability
Per cent of London adults who say they have not been able to meet their housing payments over the last six months (or who have struggled to do so)	GLA cost of living polling	Currently quarterly	~ 1 month	Publicly available
Number of homeless households in temporary accommodation (arranged by London borough councils)	MHCLG Homelessness Statistics	Quarterly	~ 5 months	Publicly available

More work will be undertaken by the programme board to identify further indicators which will support the monitoring of this London-level outcome.

This delivery plan lays out the projects we will deliver across this programme to make a positive difference to the London-level outcome – Londoners live in homes they can afford. This following table collates the key programme outputs by the three strands. We will track delivery of these to be sure that our work to contribute to the London-level outcome is on track:

1	Secure flexible funding to enable housing delivery
1.1	<p><i>Negotiate a successor AHP or equivalent funding programme which is essential to address general needs, specialist and supported and intermediate housing needs.</i></p> <p>Success:</p> <ul style="list-style-type: none"> a) London has agreed with government the terms of SAHP 26-36 as a substantial successor fund to the existing AHPs, funding the delivery of affordable housing from 2026. <p>Expected delivery:</p> <ul style="list-style-type: none"> a) funding confirmed during Q2 2025-26, following Spending Review in June 2025 b) funding guidance published Q3 2025-26 c) initial allocations and delivery target agreed by Q1 2026-27.
1.2	<p><i>Create an interventionist City Hall Developer to deploy resources where sites are stalled in the short term and act innovatively to bring forward strategic sites, including on public land, that the market alone will not unlock.</i></p> <p>Success:</p> <ul style="list-style-type: none"> a) New flexible funding has been secured from government. <p>Expected delivery:</p> <ul style="list-style-type: none"> a) funding confirmed during Q2 2025-26, following Spending Review in June 2025 b) programme agreed by end Q3 2025-26.
1.3	<p><i>Promote institutional investment into intermediate rent.</i></p> <p>Success:</p> <ul style="list-style-type: none"> a) Increased inflows of private investment result in more projects delivering intermediate rent and Build to Rent homes. <p>Expected delivery:</p> <ul style="list-style-type: none"> a) further supportive policy changes during 2025-26 and an updated policy position included in the new draft London Plan in 2026 b) increased numbers of intermediate rent homes completed by 2030.
2	Continued delivery of current Affordable Housing Programmes
2.1	<p><i>Continue to administer the existing Affordable Homes Programmes (AHP 2016-23 and 2021-26) and other legacy affordable housing funding schemes.</i></p> <p>Success:</p> <ul style="list-style-type: none"> a) Current AHPs have met their delivery targets. <p>Expected delivery:</p> <ul style="list-style-type: none"> a) AHP 2016-23 – sites started reach completion between now and the early

	<p>2030s</p> <ul style="list-style-type: none"> b) AHP 2021-26 – programme starts target, as agreed by government, achieved by end Q4 2025-26 c) an early contribution to the target of 40,000 council homes completed by 2030.
2.2	<p><i>Design and deliver a new model of rent control homes to make an early contribution to the target for 6,000 rent control homes.</i></p> <p>Success:</p> <ul style="list-style-type: none"> a) A proposal for a new key worker intermediate rent product has been launched leading to developers and social landlords choosing to deliver rent control homes and b) 6,000 rent control homes are started by 2030. <p>Expected delivery:</p> <ul style="list-style-type: none"> a) proposal launched by end Q2 2025-26 b) first starts and AHP funding allocations for new homes of this tenure in 2027-28 c) 6,000 rent control homes started by 2030.
3	Work to enable more homes of all tenures
3.1	<p><i>Leverage GLA Group land holdings and joint venture interests to deliver high levels of affordable housing.</i></p> <p>Success:</p> <ul style="list-style-type: none"> a) we meet our targets for the delivery of homes on GLAP and joint venture sites, including the Royal Docks, Greenwich Peninsula and Barking Riverside b) GLA Group-wide housing targets for the delivery of homes are established and subsequently achieved c) public sector landowners are supported to release land for housing. <p>Expected delivery:</p> <ul style="list-style-type: none"> a) housing delivery achieved on GLAP and joint venture sites (2025-26: 1,000 starts, 2026-27: 1,500 starts, 2027-28 1,500 starts) b) GLA Group-wide housing targets agreed and monitoring framework established by Q3 2025-26 c) London Development Toolkit, which comprises a suite of development and disposal resources to support public landowners, is launched by Q3 2025-26.
3.2	<p><i>Leverage existing capital resources to fund infrastructure and land to support the delivery of homes.</i></p> <p>Success:</p> <ul style="list-style-type: none"> a) <i>We meet our targets for delivery supported by the deployment of the Land Fund.</i> <p>Expected delivery:</p> <ul style="list-style-type: none"> a) 8,000 starts by Q1 2025-26 b) 8,000 completions by March 2030.

3.3	<p><i>Working through the London Housing Mission and other partnerships with government and stakeholders, identify and seek to implement the policy interventions necessary to further support the outcomes set out in this and related delivery plans.</i></p> <p>Success:</p> <ul style="list-style-type: none"> a) we and government implement policy changes which make a positive difference to delivery b) work by GLA and London Councils on support for council housebuilding has led to changes in government policy to give councils capacity to increase delivery. <p>Expected delivery:</p> <ul style="list-style-type: none"> a) ongoing work with government on potential policy changes, with the Spending Review being a key initial milestone b) measures to maximise housing delivery to be incorporated into the new London Plan to be published for consultation in 2026.

In delivering these programme outputs we will also be contributing to the wider set of London-level outcomes: Londoners are not homeless; Londoners' homes are safe and decent; and stable, long-term economic growth benefits all of London's communities.