

MAYOR OF LONDON

London Housing Strategy

IMPLEMENTATION PLAN

May 2018



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1. Introduction

The London Housing Strategy sets out the Mayor's priorities, policies and proposals for tackling London's housing crisis. It provides a framework for what the Mayor will do over several years, including over £4.82 billion of affordable housing investment through to 2022, as well as a host of other programmes and services provided by the Mayor and his partners, and his longer-term ambitions for the future. It is a call to action for all organisations that have a role to play in addressing London's housing crisis to work with him toward this goal.

The Implementation Plan brings together the implementation aspects of the London Housing Strategy in a single accessible document. This includes key policies, proposals and actions; Mayoral targets or milestones where these have been agreed; and, headline indicators of success. These indicators have been chosen to measure the long-term impact of the London Housing Strategy and they cover things like the stock of affordable homes, levels of overcrowding, satisfaction with the private rented sector, and the number of rough sleepers.

This Implementation Plan is not subject to consultation. However, its content was contained within the draft London Housing Strategy, which was subject to a full public consultation between September 2017 and December 2017.

The actions and proposals included in this document are generally those that are due to be prioritised in the short to medium term and those that are more directly in the Mayor's control. Actions and proposals relating to other statutory Mayoral strategies are generally not included.

The main body of the Implementation Plan is structured around the five priorities of the London Housing Strategy:

- building homes for Londoners;
- delivering genuinely affordable homes;
- high quality homes and inclusive neighbourhoods;
- a fairer deal for private renters and leaseholders; and.
- tackling homelessness and helping rough sleepers.

Each section lists key actions and proposals by policy along with any relevant targets. A final section contains a set of longer-term indicators of the extent to which different aspects of the housing crisis are being alleviated. These indicators are not targets – they are generally affected by a range of external factors as well as things the Mayor can directly control. All of these indicators will be reported on in the GLA's annual publication to support the evidence base of the London Housing Strategy, *Housing in London*. The latest edition is available on the London Datastore at:

<https://data.london.gov.uk/dataset/housing-london>.

2. Building homes for Londoners

The supply of land for housing should be increased through greater intensification, higher densities, and co-location of different uses – and through proactive intervention in London’s land market to unlock and increase the pace of housing delivery (policy 3.1)

To support this policy, the Mayor has taken, or will take, the following actions in the coming years:

- set housing targets for every council in London, including specific expectations for supporting development on smaller sites, through the draft London Plan:
 - boroughs should plan to deliver 649,350 net housing completions over ten years
 - boroughs should plan to deliver 245,730 net housing completions on small sites over ten years
- set out policies to support increased housing supply within the draft London Plan, with a focus on appropriate development on brownfield land, in and around town centres, and on small sites
- support co-location and integration of different uses within buildings, sites and neighbourhoods, including genuinely mixed use residential-led developments, flats above social infrastructure, and consolidation and intensification of industrial land
- protect the Green Belt and support higher density development through new design-led density policies in the draft London Plan
- encourage the development of effective measures to get homes built faster through, for instance, by contributing evidence to the review of unimplemented planning permissions being led by Rt Hon Sir Oliver Letwin MP
- explore options for new fiscal incentives to encourage landowners to release inefficiently used land, for example surface car parks and single-storey low density retail centres and stores
- refocus City Hall resources towards proactively identifying opportunities for the assembly and release of more land for housing, supported by an expansion in the skills, capacity and resources of City Hall’s Homes for Londoners team and allocate an initial £250m to the Mayor’s Land Fund to support this new interventionist approach
- promote housing development on Mayoral public land, including:
 - TfL to bring forward land for housing, starting on sites with the potential to deliver 10,000 homes, subject to service specific statutory responsibilities
 - MOPAC to bring forward sites with the potential to deliver up to 2,500 homes, subject to service specific statutory responsibilities

- engage with public sector landowners to bring forward sites for housing, encouraging them to systematically review their landholdings, including with the NHS and other partners through the London Estates Board
- support release of public land through a newly procured London Development Database and urging Government to strengthen the GLA's role in bringing forward Government-owned land in London earmarked for housing delivery
- work with partners to utilise statutory land assembly powers, such as Compulsory Purchase Orders (CPOs), and consider the case for a London centre of expertise for use of compulsory purchase powers
- support fundamental reform of compulsory purchase powers and the introduction of new land assembly mechanisms supported by additional resources.

Investment to support the delivery of homes and enabling infrastructure should be increased and better-targeted to unlock development (policy 3.2)

To support this policy, the Mayor has taken, or will take, the following actions in the coming years:

- concentrating additional resources in the Housing Zones with the greatest delivery potential and made available £600,000 over two years to fund revenue costs, including additional staff, in Housing Zone areas
- urge Government to provide a smooth transition to a more sustainable successor to the Help to Buy scheme
- work with councils and Government to ensure that London is allocated a significant share of the Housing Infrastructure Fund
- coordinate infrastructure investment and housing delivery in London and work in collaboration with the wider South East
- continue to make the case for significant additional investment in affordable housing and infrastructure, as part of a wider fiscal devolution package to support greater decision-making by London government
- deliver the draft Transport Strategy, including the Healthy Streets Approach and a range of projects that will support additional housing supply
- ensure that the potential housing benefits are a key determinant of which schemes and projects are supported and funded in future
- consider other mechanisms for raising investment to support transport infrastructure, including capturing more of the value created by the planning system and by infrastructure improvements.

The homebuilding industry needs to be diversified to increase capacity and speed up delivery (policy 3.3)

To support this policy, the Mayor has taken, or will take, the following actions in the coming years:

- provide more clarity about how Build to Rent schemes should be treated for planning purposes, including a new pathway for Build to Rent within the draft London Plan
- work with the Build to Rent sector to promote homes that are more affordable to Londoners on median incomes and explore how the rents charged for new and existing Build to Rent homes can be monitored
- support calls to exempt Build to Rent from the three per cent SDLT surcharge
- incorporate five key management standards into the policy definition for Build to Rent
- implement a new presumption in favour of appropriate residential development on small sites and launch the Small Sites, Small Builders programme to bring forward more small publicly-owned sites for housing
- provide design guidance and additional support for councils that are pro-actively engagement with the draft London Plan's focus on small sites
- amend the Mayoral CIL instalments policy so that more schemes – particularly medium sized and smaller ones – can benefit
- providing a package of support, including further funding, for council homebuilding projects and for councils who want to expand their programmes
- work with councils to make the case to Government for devolution and reform to support council homebuilding
- explore the potential contribution that a large-scale municipal homebuilding programme could make
- providing funding for housing associations through the Affordable Homes Programme and establishing Strategic Partnerships for those with particularly ambitious development programmes
- provide advice, support and assistance for smaller housing associations, including funding.

The construction skills gap should be addressed and construction skills methods modernised (policy 3.4)

To support this policy, the Mayor has taken, or will take, the following actions in the coming years:

- work with business to make the case for the urgent need for certainty over the rights of EU nationals to continue to work in the capital
- lead a new campaign focusing on what Londoners, homebuilders and Government can do to deliver the skills and people that London's construction industry needs

- work with councils, developers, construction employers, and training providers to develop a system which enables Londoners to access high quality training and employment opportunities across the capital
- launch a new Construction Academy for London to ensure that training providers and employers are working together as effectively as possible to design and deliver training
- deliver the London Skills Strategy and publish a Good Work Standard which aims to ensure that the capital's employers provide the conditions necessary to attract and keep the workforce that London needs
- call for the devolution of the full range of post-16 skills powers and funding, including control over the 16 to 18 Technical Education Budget
- promote greater standardisation of precision manufactured homes and components, enabling more consistency across the industry and supporting the aggregation of demand.

3. Delivering genuinely affordable homes

Supported by a series of clear affordability tests, new affordable homes should be genuinely affordable to Londoners (policy 4.1)

To support this policy, the Mayor has taken, or will take, the following actions in the coming years:

- implement clear housing affordability tests, including an expectation in the draft London Plan that expenditure on housing costs should not exceed 40 per cent of net household income and clear eligibility criteria for intermediate affordable homes
- use his funding and planning powers to their fullest extent to support the construction of homes that are genuinely affordable for London on both low and middle incomes. This will include:
 - homes based on social rent levels (which includes London Affordable Rent), allocated according to Londoners on low incomes according to need
 - homes that help private renters to save for a deposit to buy a home, including London Living Rent
 - homes for Londoners who cannot afford to buy on the open market, including London Shared Ownership
- refuse to authorise any further conversions of social rented homes to higher rents
- work with the main providers of shared ownership homes in London to publish a standardised approach to setting service charges.

Half of new homes built in London should be affordable. To support this long-term strategic target, the number of new affordable homes built in London should be significantly increased (policy 4.2)

To support this policy, the Mayor has taken, or will take, the following actions in the coming years:

- require a minimum of 35 per cent affordable housing in developments for them to benefit from a Fast Track route through the planning system, or 50 per cent affordable housing on public land and industrial sites. Any proposed development that delivers below this threshold will be subject to detailed scrutiny
- appoint an expert team at City Hall to advise on the viability of development proposals
- urge Government to reform planning rules around viability to secure more affordable homes from private development
- invest £4.82 billion to support 116,000 genuinely affordable home starts by 2022 through the Affordable Homes Programme, and offer councils, housing associations

and developers opportunities to bid for grant from this programme to increase their affordable housing delivery

- require Approved Partner registered providers (RPs) to deliver at least 50% affordable housing across their entire portfolio, rising to 60% for strategic partners
- work with TfL and MOPAC to achieve 50 per cent affordable housing on average across their portfolio of housing sites
- support providers who want to innovate in the delivery of affordable homes through a dedicated Innovation Fund
- ensure that his Housing Zones deliver a minimum of 35 per cent affordable housing, including by allocating additional funding to address site complexities and help meet infrastructure requirements
- work with affordable housing providers to produce a clear estimate for the amount of public subsidy required to meet London's affordable housing needs, and use this to call on Government for a longer-term, more stable devolve housing settlement.
- work closely with other public landowners to encourage them to prioritise affordable housing delivery on their surplus or under-utilised sites.

Given the overwhelming need for more affordable homes, London's existing affordable homes should be protected and utilised as efficiently as possible (policy 4.3)

To support this policy, the Mayor has taken, or will take, the following actions in the coming years:

- operate the Housing Moves and Seaside and Country Homes schemes to support social tenants to move where they wish or need to do so
- increase the number of affordable homes available for pan-London moves by requiring a proportion of new affordable homes developed through the Mayor's Affordable Homes Programme to be available to social tenants through the Housing Moves scheme
- prioritise the rehousing of social tenants who are victims of domestic abuse and sexual violence through the Housing Moves scheme
- call on Government to end the 'Bedroom Tax' and work with Government and housing providers to develop and implement effective downsizing schemes for social tenants
- place conditions on recipients of affordable housing grant to ensure the Mayor is informed whenever grant becomes repayable or recyclable
- oppose any attempt to implement the Government's 'Pay to Stay' policy by councils or housing associations in London, including by recouping affordable housing grant in relevant properties
- call on Government for fundamental reform to ensure that homes sold through Right to Buy are at least replaced on a like for like basis, and continue to oppose plans to force councils to sell their homes in higher-value areas

- publish a Good Practice Guide to Estate Regeneration to set out his expectations for social housing estates being redeveloped, including that proposals must be developed with close resident involvement from the start, and with clear guarantees for tenants, leaseholders and freeholders
- use his planning planners to require affordable homes demolished as part of estate regeneration projects be replaced at least on a like for like basis

4. High quality homes and inclusive neighbourhoods

London's new and existing homes and neighbourhoods should be well-designed, good quality, and environmentally sustainable (policy 5.1)

To support this policy, the Mayor has taken, or will take, the following actions in the coming years:

- update and consolidate London's housing design standards to make them more straightforward to understand and support well-designed and inclusive new developments
- strengthen London's space standards by setting minimum room sizes within the draft London Plan and providing clear guidance on large scale non-self-contained shared living schemes
- support the ongoing Government review of the system of Building Regulations and fire safety to ensure they have an uncompromising focus on quality and safety
- use his planning powers to ensure that new homes contribute to a zero carbon future, including by applying the zero carbon target to all major developments and promoting cleaner heating solutions within the draft London Plan
- utilise the draft London Plan to prioritise appropriate design and orientation, shading and ventilation to minimise the risk of new developments overheating and to reduce their contribution to the urban heat island effect
- work with the 50 Mayor's Design Advocates to deliver the Good Growth by Design Programme, advising the Mayor on how to uphold the quality, inclusiveness and sustainability of development across London
- publish supplementary design guidance to support implementation of new design policies in the draft London Plan, including optimising density, delivering homes on small sites and using different typologies to achieve high densities in a range of settings
- work with councils and the industry to deliver the Public Practice initiative, which will support councils to increase their capacity to deliver homes and growth by placing outstanding planning, design and regeneration practitioners into councils for one-year placements
- work with councils, Government and others to strengthen fire safety in existing homes, including calling on Government to make sufficient resources available to make homes safe

- implement the Energy for Londoners (E4L) programme and Fuel Poverty Action Plan to support Londoners and organisations to increase the energy efficiency of homes in the capital.

New and existing homes should meet Londoners' diverse housing needs (policy 5.2)

To support this policy, the Mayor has taken, or will take, the following actions in the coming years:

- use funding powers and guidance in the draft London Plan to support the development of homes that support a reduction in levels of overcrowding
- require through the draft London Plan that 10 per cent of all new homes in London are wheelchair accessible or adaptable, and the remaining 90 per cent be accessible and adaptable, and enhance the London Development Database so that Londoners can more easily identify these homes
- agree a protocol with councils and housing associations to ensure that housing associations contribute to the cost of disabled adaptations
- set benchmarks for older people's housing requirements in the draft London Plan to ensure the housing needs of Londoners are planned for
- include policies in his draft London Plan to require councils to actively plan for the accommodation requirements of London's Gypsies and Travellers
- implement a city-wide strategy to support the rehousing of Syrian refugees in the capital, and call on Government to improve the integration support provided to all newly recognised refugees
- invest at least £100 million in supported housing for older and disabled Londoners, and call on Government for revenue funding arrangements that meet the support and housing costs of supported housing in London

The Mayor will work with partners to encourage new housing delivery that involves communities and earns Londoners' support (policy 5.3)

To support this policy, the Mayor has taken, or will take, the following actions in the coming years:

- work with community-led housing organisations to identify a pipeline of schemes by 2021 that have the capacity to deliver at least 1,000 homes,
- fund a new Community-Led Housing Hub to provide learning, share information and broker opportunities to bring these opportunity for communities wishing to develop their own homes
- invest in community-led housing schemes through the Mayor's Innovation Fund, and call on Government to allocate a share of the Community Housing Fund to support such schemes

- set policies in the draft London Plan to ensure that new development is supported by adequate social infrastructure, and call on Government to increase funding for these services and facilities
- implement the principles set out in the Affordable Housing and Viability Supplementary Planning guidance, including by reserving the right to publish developer viability assessments to allow Londoners to scrutinise the performance of developers and councils, and requiring councils to publish information on the cash they receive in lieu of affordable housing
- call for options agreements on land and similar contractual arrangements to be recorded with the Land Registry
- work with major homebuilders and housing associations to implement the voluntary ‘first dibs’ approach, which allows Londoners to have an opportunity to purchase new homes for market sale at up to £350,000 before they are marketed overseas
- urge all councils in London to levy the empty homes premium and call on Government to reform this levy to make it more effective, in order to reduce the number of empty homes in the capital
- call on Government to set new standards of transparency for the property industry, and particularly for properties owned by companies registered overseas, to address concerns about the potential for London property to be used for criminal purposes
- call on Government to implement a package of reforms to support better regulation and rights for those living in social housing, including by urging Government to streamline the process for resident complaints and appointing an independent Commissioner for Social Housing Residents
- use funding powers and wider influence to implement the principles set out in the Mayor’s Good Practice Guide to Estate Regeneration, and promote the use of resident ballots where demolition of affordable housing is proposed as part of regeneration proposals.

5. A fairer deal for private renters and leaseholders

Private renters should benefit from decent property standards and management practices across the sector (policy 6.1)

To support this policy, the Mayor has taken, or will take, the following actions in the coming years:

- coordinate a London Borough Private Rented Sector Partnership to support councils in taking enforcement action against criminal landlords
- support councils to implement well-designed and operated licensing schemes through the Mayor's Private Rented Sector Partnership and encourage all councils to explore introducing licencing for all Houses in Multiple Occupation (HMOs), where many of the worst standards in the sector are concentrated
- call on Government to devolve responsibility for considering and approving selective licensing schemes to City Hall, allowing the Mayor to ensure consistency in the application of licensing schemes in London where they are needed
- work with councils and Government to implement new regulatory powers in the Housing and Planning Act quickly and effectively
- continue to urge Government to end the discriminatory Right to Rent policy
- call on Government to require light-touch registration of landlords by councils, which would help ensure landlords understand and comply with their legal obligations
- call on Government to implement a clear and simple regulatory framework for letting agents
- operate his new Rogue Landlord and Letting Agent Checker to 'name and shame' landlords and letting agents acting unlawfully, with all London boroughs participating by 2020.

Private renting should be a more affordable and secure housing option for Londoners (policy 6.2)

To support this policy, the Mayor has taken, or will take, the following actions in the coming years:

- work with landlord representative bodies and groups representing tenants to create a blueprint for a reformed tenancy model for private renters and landlords – a 'London Model'
- once work on a 'London Model' is complete, consider what rent stabilisation or rent control measures might involve and how they could work for London

- work with Government to improve and implement the draft Tenant Fees Bill to ban letting agent fees and cap deposits, and lobby Government to ensure its enforcement is properly resourced
- include interest-free Tenancy Deposit Loans as part of his Good Work Standard – a new compact being developed between City Hall and business across London – and explore incentives for businesses to invest in new homes which could benefit their workforce
- call for the First-tier Tribunal (Property Chamber) to be properly resourced so it becomes an appropriate check and balance when landlords increase rents
- urge Government to comprehensively review the financial support available to private renters on low and middle incomes, who have been unfairly penalised by some recent reforms to welfare benefits.

There should be reform of leasehold, and better advice and support for existing leaseholders (policy 6.3)

To support this policy, the Mayor has taken, or will take, the following actions in the coming years:

- work with Government and the sector to investigate options for wholesale and long-term reform of the leasehold system, including a shift towards fairer systems of commonhold and tackling issues with specific sectors, such as retirement housing
- call on Government to implement statutory regulation of residential managing agents
- urge Government to protect the rights of leaseholders experiencing the impact of abuses of ground rents and leasehold houses
- ensure that London's leaseholders have access to high quality, accessible information on their rights and obligations, including by calling on Government to ensure that the national Leasehold Advisory Service is fit for purpose and by setting out basic information on leaseholder rights and responsibilities in a 'How to Lease' guide
- publish a Shared Ownership Charter for Service Charges to promote transparency on service charges, and work with the homebuilding industry to extend this to the wider leasehold sector
- implement the principles set out in his Good Practice Guide to Estate Regeneration, including by using his funding powers and influence to ensure resident leaseholders are offered market value and home-loss payments where their homes need to be demolished, and shared equity or shared ownership housing options on the regenerated estate as a minimum.

6. Tackling homelessness and helping rough sleepers

Preventing homelessness in all its forms should be a key priority, and those who become homeless should be supported into sustainable accommodation (policy 7.1)

To support this policy, the Mayor has taken, or will take, the following actions in the coming years:

- support councils to implement the Homelessness Reduction Act, which aims to improve the services offered to people experiencing homelessness, including by calling on Government to ensure councils have adequate funding to deliver their new duties
- disseminate good practice on preventing rough sleeping through his No Nights Sleeping Rough taskforce and improving data collection on why and how people end up sleeping rough
- work with partners to implement and promote Nightstop – a service that provides young people who need it with a safe space for the night in an approved volunteer’s home
- invest his £30 million Platform for Life and Homelessness Change programmes to fund low cost accommodation for young people aged 18 to 24
- invest in affordable accommodation for homeless Londoners through his Innovation Fund, including at least £11 million to fund 16 councils to deliver precision-manufactured homes for use as temporary accommodation across London
- work with councils to take a significantly more collaborative approach to securing private rented accommodation for homeless households
- urge Government to carry out a review of the impact of its welfare reforms on levels of homelessness
- work with Government, boroughs and refuge providers to explore the scope for London-wide refuge provision for victims of domestic abuse, and of other violence against women and girls
- work with councils to ensure they meet the obligations to veterans who are homeless, or at risk of becoming so, and contribute funding to Veterans’ Aid’s ‘Welfare to Wellbeing’ initiative for former service personnel who are facing or experiencing homelessness.

Rough sleepers should be supported off the streets as quickly and sustainably as possible. The Mayor's central aim will be to ensure there is a route off the streets for every single rough sleeper in London (policy 7.2)

To support this policy, the Mayor has taken, or will take, the following actions in the coming years:

- coordinate and lead the No Nights Sleeping Rough taskforce to bring together key partners involved in supporting rough sleepers off the street
- contribute to the development of a National Rough Sleeping Strategy through participation in the Government's new Rough Sleeping Advisory Panel
- work with councils, charities and service providers to produce a comprehensive plan of action to tackle rough sleeping, including the additional support and action required from Government
- publicise opportunities for Londoners to support rough sleepers, for example by alerting the national StreetLink service when they see people sleeping rough, donating to rough sleeping charities and volunteering
- allocate around £8.5 million per year to fund a range of pan-London services that work alongside borough services to identify rough sleepers and intervene rapidly to support them off the street
- call for additional funding to expand pan-London rough sleeping services, particularly for non-UK nationals who end up rough sleeping in the capital
- invest £1.24 million in a new two-year pilot service to help rough sleepers with mental health support needs, using psychologically- and trauma-informed approaches
- invest up to £1 million to stimulate new and innovative approaches to tackling rough sleeping through a Rough Sleeping Innovation Fund
- develop proposals for a Hostel Clearing House that helps councils and the services they commission to make optimum use of London's hostel spaces and move-on accommodation and to better meet the needs of those who have slept rough
- invest up to £30 million to help refurbish existing hostel accommodation for single people, including rough sleepers, and the development of new provision
- allocate £50 million capital funding to provide accommodation for people moving on from hostels or refuges
- call on Government to provide additional revenue funding to cover the ongoing cost of support for those who have previously slept rough, helping to reduce the risk of them becoming homeless again

7. Long-term outcomes and indicators

The GLA has selected 11 outcomes and associated indicators that, between them, can give a reasonably full picture of the success of the London Housing Strategy over the long term and the state of the housing market in London more generally. All of these are official data sources with regular reporting, though many are influenced by factors that are outside of the direct control of the Mayor. The other key influencing organisations include:

- central Government;
- councils;
- developers; and,
- housing associations.

These indicators are or will be reported in the Mayor's annual publication *Housing in London*.

Outcome	Indicator	Baseline	Source
Increasing the supply of new homes	Net housing supply	38,553 in 2015/16	London Plan Annual Monitoring Reports
Increasing the stock of social housing	Additions to low cost rented affordable housing stock minus loss to affordable housing stock	802,890 in 2016	MHCLG live table 100
Making housing more affordable	Housing costs as a percentage of household income	27% in 2015/16	English Housing Survey
Improving the quality of housing	Percentage of homes that are decent	84% in 2015	English Housing Survey
Reducing overcrowding	Percentage of London households that are overcrowded	7.5% in 2015/16	English Housing Survey

Outcome	Indicator	Baseline	Source
Improving energy efficiency of housing	Median SAP rating of London's homes	62 in 2015	English Housing Survey
Improving the private rented sector	Percentage of private renting households satisfied with their tenure	58% in 2015/16	English Housing Survey
Improving conditions in the private rented sector	Number of Homes in Multiple Occupation issued with mandatory licences by London boroughs	9,683 in April 2017	MHCLG
Preventing and addressing homelessness	Number of households accepted as homeless in London	18,060 in 2016/17	MHCLG
Reducing rough sleeping	Number of people seen sleeping rough	8,108 in 2016/17	Combined Homelessness and Information Network (CHAIN)
Reducing homelessness	Number of homeless households living in temporary accommodation arranged by London boroughs	54,370 at end of 2017	MHCLG

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