OPDC Regulation 19(2) Second Revised Draft Local Plan

Draft Policy Formulation Reports

Housing Development Management Policies

Planning Committee Version

June 2018

Overview

Policy Formulation Reports are being produced to help demonstrate how individual policies have been developed.

These reports continue to be developed. Further updates will be made to them ready for the second Regulation 19 and to support the submission of the Local Plan.

H1: Housing Supply

Legislation, Policy and Guidance Context

National Planning Policy Framework 2012 (NPPF)

Policy/ paragraph reference	Policy and paragraph text
47	To boost significantly the supply of housing, local planning authorities should: • use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in this Framework, including identifying key sites which are critical to the delivery of the housing strategy over the plan period; • identify and update annually a supply of specific deliverable sites sufficient to provide five years worth of housing against their housing requirements with an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land. Where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land; • identify a supply of specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15; • for market and affordable housing, illustrate the expected rate of housing delivery through a housing trajectory for the plan period and set out a housing implementation strategy for the full range of housing describing how they will maintain delivery of a five-year supply of housing land to meet their housing target; • and set out their own approach to housing density to reflect local circumstances.
48	Local planning authorities may make an allowance for windfall sites in the five year supply if they have compelling evidence that such sites have consistently become available locally and will continue to provide reliable supply. Any allowance should have regard to the Strategic Housing Land Availability Assessment, historic windfall delivery rates and expected future trends
50	To deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities, local planning authorities should: • plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes); • identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand; and • where they have identified that affordable housing is needed, set policies for meeting this need on site, unless off-site provision or a financial

	contribution of broadly equivalent value can be robustly justified (for example to improve or make more effective use of the existing housing stock) and the agreed approach contributes to the objective of creating mixed and balanced communities. Such policies should be sufficiently flexible to take account of changing market conditions over time.
51	Local planning authorities should identify and bring back into residential use, empty housing and buildings in line with local housing and empty homes strategies and, where appropriate, acquire properties under compulsory purchase powers. They should normally approve planning applications for change to residential use and any associated development from commercial buildings (currently in the B use classes) where there is an identified need for additional housing in that area, provided that there are not strong economic reasons why such development would be inappropriate
159	Local planning authorities should have a clear understanding of housing needs in their area. They should: • prepare a Strategic Housing Market Assessment to assess their full housing needs. The Strategic Housing Market Assessment Plan-making should identify the scale and mix of housing and the range of tenures that the local population is likely to need over the plan period which: o meets household and population projections, taking account of migration and demographic change; o addresses the need for all types of housing, including affordable housing and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes);and o caters for housing demand and the scale of housing supply necessary to meet this demand; • prepare a Strategic Housing Land Availability Assessment to establish realistic assumptions about the availability, suitability and the likely economic viability of land to meet the identified need for housing over the plan period.
173	Pursuing sustainable development requires careful attention to viability and costs…. Plans should be deliverable. Therefore, ..the scale of development identified in the plan should not be subject to such a scale of obligations and policy burdens that their ability to be developed viably is threatened. To ensure viability, the costs of any requirements likely to be applied to development, such as requirements for affordable housing, standards, infrastructure contributions or other requirements should, when taking account of the normal cost of development and mitigation, provide competitive returns to a willing land owner and willing developer to enable the development to be deliverable.

National Planning Practice Guidance (NPPG)

Policy/ paragraph reference	**Policy and paragraph text**
HOUSING AND ECONOMIC NEEDS ASSESSMENTS	
Title: What is the purpose of the assessment of housing and needs guidance	The assessment of housing needs includes the Strategic Housing Market Assessment requirement as set out in the National Planning Policy Framework.

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Paragraph: 001 Reference ID: 2a-001-20140306 Revision date: 06 03 2014	
Title: What is the primary objective of the assessment? Paragraph: 002 Reference ID: 2a-002-20140306 Revision date: 06 03 2014	The primary objective of identifying need is to identify the future quantity of housing needed, including a breakdown by type, tenure and size; and provide a breakdown of that analysis in terms of quality and location, and to provide an indication of gaps in current land supply.
Title: What is the definition of need? Paragraph: 003 Reference ID: 2a-003-20140306 Revision date: 06 03 2014	Need for housing refers to the scale and mix of housing and the range of tenures that is likely to be needed in the housing market area over the plan period – and should cater for the housing demand of the area and identify the scale of housing supply necessary to meet that demand. Need for all land uses should address the total number of homes needed based on quantitative assessments, but also on an understanding of the qualitative requirements of each market segment. Assessing development needs should be proportionate and does not require local councils to consider purely hypothetical future scenarios, only future scenarios that could be reasonably expected to occur.
Title: Can local planning authorities apply constraints to the assessment of development needs? Paragraph: 004 Reference ID: 2a-004-20140306 Revision date: 06 03 2014	The assessment of development needs is an objective assessment of need based on facts and unbiased evidence. Plan makers should not apply constraints to the overall assessment of need, such as limitations imposed by the supply of land for new development, historic under performance, viability, infrastructure or environmental constraints. However, these considerations will need to be addressed when bringing evidence bases together to identify specific policies within development plans.
Title: Can local planning authorities use a different methodology? Paragraph: 005 Reference ID: 2a-005-20140306 Revision date: 06 03 2014	There is no one methodological approach or use of a particular dataset(s) that will provide a definitive assessment of development need. But the use of this standard methodology set out in this guidance is strongly recommended because it will ensure that the assessment findings are transparently prepared.

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Title Who do local planning authorities need to work? Paragraph: 007 Reference ID: 2a-007-20150320 Revision date: 20 03 2015	Local planning authorities should assess their development needs working with the other local authorities in the relevant housing market area or functional economic market area in line with the duty to cooperate. This is because such needs are rarely constrained precisely by local authority administrative boundaries. Where Local Plans are at different stages of production, local planning authorities can build upon the existing evidence base of partner local authorities in their housing market area but should co-ordinate future housing reviews so they take place at the same time. Local communities, partner organisations, Local Enterprise Partnerships, businesses and business representative organisations, universities and higher education establishments, house builders (including those specialising in older people's housing), parish and town councils, designated neighbourhood forums preparing neighbourhood plans and housing associations should be involved from the earliest stages of plan preparation, which includes the preparation of the evidence base in relation to development needs.
Title: What is a housing market area? Paragraph: 010 Reference ID: 2a-010-20140306 Revision date: 06 03 2014	A housing market area is a geographical area defined by household demand and preferences for all types of housing, reflecting the key functional linkages between places where people live and work. It might be the case that housing market areas overlap. The extent of the housing market areas identified will vary, and many will in practice cut across various local planning authority administrative boundaries. Local planning authorities should work with all the other constituent authorities under the duty to cooperate.
Title: How can housing market areas be defined? Paragraph: 011 Reference ID: 2a-011-20140306 Revision date: 06 03 2014	Housing market areas can be broadly defined by using 3 different sources of information as follows: House prices and rates of change in house prices**:** Housing market areas can be identified by assessing patterns in the relationship between housing demand and supply across different locations. This analysis uses house prices to provide a 'market-based' reflection of housing market area boundaries. It enables the identification of areas which have clearly different price levels compared to surrounding areas. The findings provide information about differences across the area in terms of the price people pay for similar housing, market 'hotspots', low demand areas and volatility. Household migration and search patterns: Migration flows and housing search patterns reflect preferences and the trade-offs made when choosing housing with different characteristics. Analysis of migration flow patterns can help to identify these relationships and the extent to which people move house within an area. The findings can identify the areas within which a relatively high proportion of household moves (typically 70%) are contained. This excludes long distance moves (eg those due to a change of lifestyle or retirement), reflecting the fact that most people move relatively short distances due to connections to families, friends, jobs, and schools. Contextual data (for example travel to work area boundaries, retail and

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	school catchment areas) Travel to work areas can provide information about commuting flows and the spatial structure of the labour market, which will influence household price and location. They can also provide information about the areas within which people move without changing other aspects of their lives (e.g. work or service use).
Title: What methodological approach should be used? Paragraph: 014 Reference ID: 2a-014-20140306 Revision date: 06 03 2014	Plan makers should avoid expending significant resources on primary research (information that is collected through surveys, focus groups or interviews etc. and analysed to produce a new set of findings) as this will in many cases be a disproportionate way of establishing an evidence base. They should instead look to rely predominantly on secondary data (e.g. Census, national surveys) to inform their assessment which are identified within the guidance.
Title: What is the starting point for establishing need for housing? Paragraph: 015 Reference ID: 2a-015-20140306 Revision date: 06 03 2014	Household projections should provide the starting point estimate of overall housing need. The household projections are produced by applying projected household representative rates to the population projections published by the Office for National Statistics. Projected household representative rates are based on trends observed in Census and Labour Force Survey data. The household projections are trend based, i.e. they provide the household levels and structures that would result if the assumptions based on previous demographic trends in the population and rates of household formation were to be realised in practice. They do not attempt to predict the impact that future government policies, changing economic circumstances or other factors might have on demographic behaviour. The household projection-based estimate of housing need may require adjustment to reflect factors affecting local demography and household formation rates which are not captured in past trends. For example, formation rates may have been suppressed historically by under-supply and worsening affordability of housing. The assessment will therefore need to reflect the consequences of past under delivery of housing. As household projections do not reflect unmet housing need, local planning authorities should take a view based on available evidence of the extent to which household formation rates are or have been constrained by supply.
Title: How should market signals be taken into account? Paragraph: 019 Reference ID: 2a-019-20140306 Revision date: 06 03 2014	The housing need number suggested by household projections (the starting point) should be adjusted to reflect appropriate market signals, as well as other market indicators of the balance between the demand for and supply of dwellings. Prices or rents rising faster than the national/local average may well indicate particular market undersupply relative to demand. Relevant signals may include the following: **Land Prices:** Land values are determined by the demand for land in particular uses, relative to the supply of land in those uses. The allocation of land supply designated for each different use, independently of price, can result in substantial price discontinuities for adjoining parcels of land (or land with otherwise similar characteristics). Price premiums provide direct information on the shortage of land in any locality for any particular use. **House Prices:** Mix adjusted house prices (adjusted to allow for the different types of houses sold in each period) measure inflation in house

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	prices. Longer term changes may indicate an imbalance between the demand for and the supply of housing. The Office for National Statistics publishes a monthly House Price Index at regional level. The Land Registry also publishes a House Price Index and Price Paid data at local authority level. **Rents:** Rents provide an indication of the cost of consuming housing in a market area. Mixed adjusted rent information (adjusted to allow for the different types of properties rented in each period) shows changes in housing costs over time. Longer term changes may indicate an imbalance between demand for and supply of housing. The Office for National Statistics publishes a monthly Private Rental Index. **Affordability:** Assessing affordability involves comparing house costs against the ability to pay. The ratio between lower quartile house prices and the lower quartile income or earnings can be used to assess the relative affordability of housing. The Department for Communities and Local Government publishes quarterly the ratio of lower quartile house price to lower quartile earnings by local authority district. **Rate of Development:** Local planning authorities monitor the stock and flows of land allocated, permissions granted, and take-up of those permissions in terms of completions. Supply indicators may include the flow of new permissions expressed as a number of units per year relative to the planned number and the flow of actual completions per year relative to the planned number. A meaningful period should be used to measure supply. If the historic rate of development shows that actual supply falls below planned supply, future supply should be increased to reflect the likelihood of under-delivery of a plan. The Department for Communities and Local Government publishes quarterly planning application statistics. **Overcrowding:** Indicators on overcrowding, concealed and sharing households, homelessness and the numbers in temporary accommodation demonstrate un-met need for housing. Longer term increase in the number of such households may be a signal to consider increasing planned housing numbers. The number of households accepted as homeless and in temporary accommodation is published in the quarterly Statutory Homelessness release.
Title: How should plan makers respond to market signals? Paragraph: 020 Reference ID: 2a-020-20140306 Revision date: 06 03 2014	Appropriate comparisons of indicators should be made. This includes comparison with longer term trends (both in absolute levels and rates of change) in the: housing market area; similar demographic and economic areas; and nationally. A worsening trend in any of these indicators will require upward adjustment to planned housing numbers compared to ones based solely on household projections. Volatility in some indicators requires care to be taken: in these cases rolling average comparisons may be helpful to identify persistent changes and trends. In areas where an upward adjustment is required, plan makers should set this adjustment at a level that is reasonable. The more significant the affordability constraints (as reflected in rising prices and rents, and worsening affordability ratio) and the stronger other indicators of high demand (eg the differential between land prices), the larger the improvement in affordability needed and, therefore, the larger the additional supply response should be. Market signals are affected by a number of economic factors, and plan makers should not attempt to estimate the precise impact of an increase

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	in housing supply. Rather they should increase planned supply by an amount that, on reasonable assumptions and consistent with principles of sustainable development, could be expected to improve affordability, and monitor the response of the market over the plan period. The list of indictors above is not exhaustive. Other indicators, including those at lower spatial levels, are available and may be useful in coming to a full assessment of prevailing market conditions. In broad terms, the assessment should take account both of indicators relating to price (such as house prices, rents, affordability ratios) and quantity (such as overcrowding and rates of development).
Title: How should the needs for all types of housing be addressed? Paragraph: 021 Reference ID: 2a-021-20160401 Revision date: 01 04 2016	Once an overall housing figure has been identified, plan makers will need to break this down by tenure, household type (singles, couples and families) and household size. Plan makers should therefore examine current and future trends of: • the proportion of the population of different age profile; • the types of household (e.g. singles, couples, families by age group, numbers of children and dependents); • the current housing stock size of dwellings (e.g. one, two+ bedrooms); • the tenure composition of housing. This information should be drawn together to understand how age profile and household mix relate to each other, and how this may change in the future. When considering future need for different types of housing, plan makers will need to consider whether they plan to attract a different age profile eg increasing the number of working age people. Plan makers should look at the household types, tenure and size in the current stock and in recent supply, and assess whether continuation of these trends would meet future needs. Identifying the need for certain types of housing and the needs of different groups is discussed below in more detail. Self-build: The government wants to enable more people to build or commission their own home and wants to make this form of housing a mainstream housing option. From 1 April 2016, most local planning authorities (including all district councils and National Park Authorities) are required to keep a register of individuals and associations of individuals who are seeking to acquire serviced plots of land in their area in order to build homes for those individuals to occupy. The Self-build and Custom Housebuilding (Register) Regulations 2016 set out the requirements. See guidance on self-build and custom housebuilding registers. In order to obtain a robust assessment of demand for this type of housing in their area, local planning authorities should supplement the data from the registers with secondary data sources such as: building plot search websites, 'Need-a-Plot' information available from the Self Build Portal; and enquiries for building plots from local estate agents.
HOUSING & ECONOMIC LAND AVAILABILITY ASSESSMENTS	

Title: What is the purpose of the assessment of land availability? Paragraph: 001 Reference ID: 3-001-20140306 Revision date: 06 03 2014	An assessment of land availability identifies a future supply of land which is suitable, available and achievable for housing and economic development uses over the plan period. The assessment of land availability includes the Strategic Housing Land Availability Assessment requirement as set out in the National Planning Policy Framework. An assessment should: • Identify sites and broad locations with potential for development • Assess their development potential • Assess their suitability for development and the likelihood of development coming forward (the availability and achievability).
Title: How does the assessment relate to the development plan process? Paragraph: 002 Reference ID: 3-002-20140306 Revision date: 06 03 2014	The assessment forms a key component of the evidence base to underpin policies in development plans for housing and economic development, including supporting the delivery of land to meet identified need for these uses. From the assessment, plan makers will then be able to plan proactively by choosing sites to go forward into their development plan documents to meet objectively assessed needs.
Title: Does the assessment allocate land in development plans? Paragraph: 003 Reference ID: 3-003-20140306 Revision date: 06 03 2014	The assessment is an important evidence source to inform plan making but does not in itself determine whether a site should be allocated for development. This is because not all sites considered in the assessment will be suitable for development (eg because of policy constraints or if they are unviable). It is the role of the assessment to provide information on the range of sites which are available to meet need, but it is for the development plan itself to determine which of those sites are the most suitable to meet those needs.
Title: Who should plan makers work with? Paragraph: 008 Reference ID: 3-008-20140306 Revision date: 06 03 2014	The assessment should be undertaken and regularly reviewed working with other local planning authorities in the relevant housing market area or functional economic market area, in line with the duty to cooperate.
Title: Should the assessment be constrained by the need for development? Paragraph: 009	The assessment should identify all sites and broad locations regardless of the amount of development needed to provide an audit of available land. The process of the assessment will, however, provide the information to enable an identification of sites and locations suitable for the required development in the Local Plan.

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Reference ID: 3-009-20140306 Revision date: 06 03 2014	
Title: What site size should be considered for assessment? Paragraph: 010 Reference ID: 3-010-20140306 Revision date: 06 03 2014	The assessment should consider all sites and broad locations capable of delivering 5 or more dwellings or economic development on sites of 0.25 hectares (or 500 square metres of floor space) and above.
Title: How should sites/broad locations be identified? Paragraph: 011 Reference ID: 3-011-20140306 Revision date: 06 03 2014	When carrying out a desk top review, plan makers should be proactive in identifying as wide a range as possible of sites and broad locations for development (including those existing sites that could be improved, intensified or changed). Sites, which have particular policy constraints, should be included in the assessment for the sake of comprehensiveness but these constraints must be set out clearly, including where they severely restrict development. An important part of the desktop review, however, is to test again the appropriateness of other previously defined constraints, rather than simply to accept them. Plan makers should not simply rely on sites that they have been informed about but actively identify sites through the desktop review process that may have a part to play in meeting the development needs of an area.
Title: Should plan makers issue a call for potential sites for development? Paragraph: 013 Reference ID: 3-013-20140306 Revision date: 06 03 2014	Plan makers should issue a call for potential sites and broad locations for development, which should be aimed at as wide an audience as is practicable so that those not normally involved in property development have the opportunity to contribute. This should include…neighbourhood forums, landowners, developers, businesses and relevant local interest groups, and local notification/publicity. Plan makers should also set out key information sought from respondents. This could include: • site location; • suggested potential type of development (eg economic development uses – retail, leisure, cultural, office, warehousing etc; residential – by different tenures, types and needs of different groups such as older people housing, private rented housing and people wishing to build or commission their own homes); • the scale of development; • constraints to development.
Title: What should be included in the site and broad location survey?	The comprehensive list of sites and broad locations derived from data sources and the call for sites should be assessed against national policies and designations to establish which have reasonable potential for development and should be included in the site survey.

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Paragraph: 014 Reference ID: 3-014-20140306 Revision date: 06 03 2014	Plan makers should then assess potential sites and broad locations via more detailed site surveys to: • ratify inconsistent information gathered through the call for sites and desk assessment; • get an up to date view on development progress (where sites have planning permission); • a better understanding of what type and scale of development may be appropriate; • gain a more detailed understanding of deliverability, any barriers and how they could be overcome; • identify further sites with potential for development that were not identified through data sources or the call for sites.
Title: How should the development potential be calculated? Paragraph: 017 Reference ID: 3-017-20140306 Revision date: 06 03 2014	The estimation of the development potential of each identified site should be guided by the existing or emerging plan policy including locally determined policies on density.
Title: What factors should be considered for when and where sites are likely to be developed? Paragraph: 018 Reference ID: 3-018-20140306 Revision date: 06 03 2014	Assessing the suitability, availability and achievability of sites including whether the site is economically viable will provide the information on which the judgement can be made in the plan-making context as to whether a site can be considered deliverable over the plan period.
Title: What factors should be considered when assessing the suitability of sites/broad locations for development? Paragraph: 019 Reference ID: 3-019-20140306 Revision date: 06	Plan makers should assess the suitability of the identified use or mix of uses of a particular site or broad location including consideration of the types of development that may meet the needs of the community. These may include, but are not limited to: market housing, private rented, affordable housing, people wishing to build or commission their own homes, housing for older people, or for economic development uses. the following factors should be considered to assess a site's suitability for development now or in the future: • physical limitations or problems such as access, infrastructure, ground conditions, flood risk, hazardous risks, pollution or contamination; • potential impacts including the effect upon landscapes including landscape features, nature and heritage conservation; • appropriateness and likely market attractiveness for the type of

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Title: What factors should be considered when assessing availability? Paragraph: 020 Reference ID: 3-020-20140306 Revision date: 06 03 2014	A site is considered available for development, when, on the best information available (confirmed by the call for sites and information from land owners and legal searches where appropriate), there is confidence that there are no legal or ownership problems, such as unresolved multiple ownerships, ransom strips tenancies or operational requirements of landowners. This will often mean that the land is controlled by a developer or landowner who has expressed an intention to develop, or the landowner has expressed an intention to sell. Because persons do not need to have an interest in the land to make planning applications, the existence of a planning permission does not necessarily mean that the site is available. Where potential problems have been identified, then an assessment will need to be made as to how and when they can realistically be overcome. Consideration should also be given to the delivery record of the developers or landowners putting forward sites, and whether the planning background of a site shows a history of unimplemented permissions.
Title: What factors should be considered when assessing achievability including whether the development of the site is viable? Paragraph: 021 Reference ID: 3-021-20140306 Revision date: 06 03 2014	A site is considered achievable for development where there is a reasonable prospect that the particular type of development will be developed on the site at a particular point in time. This is essentially a judgement about the economic viability of a site, and the capacity of the developer to complete and let or sell the development over a certain period.
Title: What happens when constraints are identified that impact on the suitability, availability and achievability? Paragraph: 022 Reference ID: 3-022-20140306 Revision date: 06 03 2014	Where constraints have been identified, the assessment should consider what action would be needed to remove them (along with when and how this could be undertaken and the likelihood of sites/broad locations being delivered). Actions might include the need for investment in new infrastructure, dealing with fragmented land ownership, environmental improvement, or a need to review development plan policy, which is currently constraining development.

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Title: How should the timescale and rate of development be assessed and presented? Paragraph: 023 Reference ID: 3-023-20140306 Revision date: 06 03 2014	The local planning authority should use the information on suitability, availability, achievability and constraints to assess the timescale within which each site is capable of development. This may include indicative lead-in times and build-out rates for the development of different scales of sites. On the largest sites allowance should be made for several developers to be involved. The advice of developers and local agents will be important in assessing lead-in times and build-out rates by year.
Title: How should a windfall allowance be determined in relation to housing? Paragraph: 24 Reference ID: 3-24-20140306 Revision date: 06 03 2014	A windfall allowance may be justified in the 5-year supply if a local planning authority has compelling evidence as set out in paragraph 48 of the National Planning Policy Framework. Local planning authorities have the ability to identify broad locations in years 6-15, which could include a windfall allowance based on a geographical area (using the same criteria as set out in paragraph 48 of the National Planning Policy Framework).
Title: How should the assessment be reviewed? Paragraph: 025 Reference ID: 3-025-20140306 Revision date: 06 03 2014	Once the sites and broad locations have been assessed, the development potential of all sites can be collected to produce an indicative trajectory. This should set out how much housing and the amount of economic development that can be provided, and at what point in the future. An overall risk assessment should be made as to whether sites will come forward as anticipated.
Title: Is it essential to identify specific developable sites or broad locations for housing growth for years 11-15? Paragraph: 027 Reference ID: 3-027-20140306 Revision date: 06 03 2014	As set out in the National Planning Policy Framework, local planning authorities should identify a supply of specific, developable sites or broad locations for growth, where possible, for years 11-15. Local Plans can pass the test of soundness where local planning authorities have not been able to identify sites or broad locations for growth in years 11-15.
Title: What are the core outputs?	The following set of standard outputs should be produced from the

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Paragraph: 028 Reference ID: 3-028-20140306 Revision date: 06 03 2014	assessment to ensure consistency, accessibility and transparency: • a list of all sites or broad locations considered, cross-referenced to their locations on maps; • an assessment of each site or broad location, in terms of its suitability for development, availability and achievability including whether the site/broad location is viable) to determine whether a site is realistically expected to be developed and when; • contain more detail for those sites which are considered to be realistic candidates for development, where others have been discounted for clearly evidenced and justified reasons; • the potential type and quantity of development that could be delivered on each site/broad location, including a reasonable estimate of build out rates, setting out how any barriers to delivery could be overcome and when; • an indicative trajectory of anticipated development and consideration of associated risks. The assessment should also be made publicly available in an accessible form.
Title: Do housing and economic needs override constraints on the use of land, such as Green Belt? Paragraph: 044 Reference ID: 3-044-20141006 Revision date: 06 10 2014	The Framework is clear that local planning authorities should, through their Local Plans, meet objectively assessed needs unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole, or specific policies in the Framework indicate development should be restricted.
Title: Do local planning authorities have to meet in full housing needs identified in needs assessments? Paragraph: 045 Reference ID: 3-045-20141006 Revision date: 06 10 2014	Local authorities should prepare a Strategic Housing Market Assessment to assess their full housing needs. However, assessing need is just the first stage in developing a Local Plan. Once need has been assessed, the local planning authority should prepare a Strategic Housing Land Availability Assessment to establish realistic assumptions about the availability, suitability and the likely economic viability of land to meet the identified need for housing over the plan period, and in so doing take account of any constraints such as Green Belt, which indicate that development should be restricted and which may restrain the ability of an authority to meet its need.
Title: How is deliverability (1-5 years) and developability (6-15 years)	Assessing the suitability, availability and achievability (including the economic viability of a site) will provide the information as to whether a site can be considered deliverable, developable or not currently developable for housing.

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determined in relation to housing supply? Paragraph: 029 Reference ID: 3-029-20140306 Revision date: 06 03 2014	
Title: What is the starting point for the 5-year housing supply? Paragraph: 030 Reference ID: 3-030-20140306 Revision date: 06 03 2014	The National Planning Policy Framework sets out that local planning authorities should identify and update annually a supply of specific deliverable sites sufficient to provide 5 years' worth of housing against their housing requirements. Therefore local planning authorities should have an identified 5-year housing supply at all points during the plan period. Housing requirement figures in up-to-date adopted Local Plans should be used as the starting point for calculating the 5 year supply. Considerable weight should be given to the housing requirement figures in adopted Local Plans, which have successfully passed through the examination process, unless significant new evidence comes to light. It should be borne in mind that evidence which dates back several years, such as that drawn from revoked regional strategies, may not adequately reflect current needs.
Title: What constitutes a 'deliverable site' in the context of housing policy? Paragraph: 031 Reference ID: 3-031-20140306 Revision date: 06 03 2014	Deliverable sites for housing could include those that are allocated for housing in the development plan and sites with planning permission (outline or full that have not been implemented) unless there is clear evidence that schemes will not be implemented within 5 years. However, planning permission or allocation in a development plan is not a prerequisite for a site being deliverable in terms of the 5-year supply. Local planning authorities will need to provide robust, up to date evidence to support the deliverability of sites, ensuring that their judgements on deliverability are clearly and transparently set out. If there are no significant constraints (e.g. infrastructure) to overcome such as infrastructure sites not allocated within a development plan or without planning permission can be considered capable of being delivered within a 5-year timeframe. The size of sites will also be an important factor in identifying whether a housing site is deliverable within the first 5 years. Plan makers will need to consider the time it will take to commence development on site and build out rates to ensure a robust 5-year housing supply.
Title: What constitutes a 'developable site' in the context of housing policy? Paragraph: 032 Reference ID: 3-032-20140306 Revision date: 06 03 2014	The National Planning Policy Framework asks local planning authorities to identify a supply of specific developable sites or broad locations for growth in years 6-10 and where possible for years 11-15. Developable sites or broad locations are areas that are in a suitable location for housing development and have a reasonable prospect that the site or broad location is available and could be viably developed at the point envisaged. Local planning authorities will need to consider when in the plan period such sites or broad locations will come forward so that they can be identified on the development trajectory. These sites or broad locations may include large development opportunities such as

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	urban extension or new settlements.
Updating evidence on the supply of specific deliverable sites sufficient to provide 5 years worth of housing against housing requirements Paragraph: 033 Reference ID: 3-033-20150327 Revision date: 27 03 2015	The National Planning Policy Framework requires local planning authorities to identify and update annually a supply of specific deliverable sites sufficient to provide 5 years' worth of housing. As part of this, local planning authorities should consider both the delivery of sites against the forecast trajectory and also the deliverability of all the sites in the 5 year supply. Local planning authorities should ensure that they carry out their annual assessment in a robust and timely fashion, based on up-to-date and sound evidence, taking into account the anticipated trajectory of housing delivery, and consideration of associated risks, and an assessment of the local delivery record. Such assessment, including the evidence used, should be realistic and made publicly available in an accessible format. Once published, such assessments should normally not need to be updated for a full 12 months unless significant new evidence comes to light or the local authority wishes to update its assessment earlier. By taking a thorough approach on an annual basis, local planning authorities will be in a strong position to demonstrate a robust 5 year supply of sites. Demonstration of a 5 year supply is a key material consideration when determining housing applications and appeals. As set out in the National Planning Policy Framework, a 5 year supply is also central to demonstrating that relevant policies for the supply of housing are up-to-date in applying the presumption in favour of sustainable development.
Title: How should local planning authorities deal with empty housing and buildings? Paragraph: 039 Reference ID: 3-039-20140306 Revision date: 06 03 2014	The National Planning Policy Framework encourages local authorities to bring empty housing and buildings back into residential use. Empty homes can help to contribute towards meeting housing need but it would be for individual local authorities to identify and implement an empty homes strategy. Any approach to bringing empty homes back into use and counting these against housing need would have to be robustly evidenced by the local planning authority at the independent examination of the draft Local Plan, for example to test the deliverability of the strategy and to avoid double counting (local planning authorities would need to demonstrate that empty homes had not been counted within their existing stock of dwellings when calculating their overall need for additional dwellings in their local plans).
Title: How often should an assessment be updated? Paragraph: 041 Reference ID: 3-041-20140306	The assessment of sites should be kept up-to-date as part of local authorities' monitoring report and should be updated yearly. It should only be necessary to carry out a full re-survey of the sites/broad locations when development plans have to be reviewed or other significant changes make this necessary (e.g. if a local planning authority is no longer able to demonstrate a 5 year supply of specific deliverable sites for housing).

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Revision date: 06 03 2014	
SELF-BUILD AND CUSTOM HOUSEBUILDING REGISTERS	
Title: Who does the requirement to keep a self-build and custom housebuilding register and the duty to have regard to the register fall to? Paragraph: 001 Reference ID: 57-001-20170728 Revision date: 28 07 2017	Responsibility for keeping a self-build and custom housebuilding register falls to "relevant authorities" as set out in section 1 of the Self-build and Custom Housebuilding Act 2015 (as amended by the Housing and Planning Act 2016. The requirement to keep a register does not fall to Urban Development Corporations and Mayoral Development Corporations. The duty to have regard to the register is not limited to the relevant authorities that must keep a register. This is because other public bodies may have responsibility for housing and redevelopment functions in an area.
Title: What is the relationship between the register and the Strategic Housing Market Assessment? Paragraph: 011 Reference ID: 57-011-20160401 Revision date: 01 04 2016	Local planning authorities should use the demand data from the registers in their area, supported as necessary by additional data from secondary sources when preparing their Strategic Housing Market Assessment to understand and consider future need for this type of housing in their area.
Title: What does having 'a duty as regards registers' mean? Paragraph: 014 Reference ID: 57-014-20170728 Revision date: 28 07 2017	The planning functions of an authority may include both plan-making and decision-taking functions. The registers that relate to their area may be a material consideration in decision-taking. Relevant authorities with plan-making functions should use their evidence on demand for this form of housing from the registers that relate to their area in developing their Local Plan and associated documents. When developing plans to regenerate their area, local authorities who are under the duty to have regard to registers that relate to their areas should consider the demand for self-build and custom housebuilding.
Can local planning authorities	NPPF is clear that local planning authorities should plan to create safe, accessible environments and promote inclusion and community cohesion. This includes buildings and their surrounding spaces. Local planning

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require accessibility, adaptability and wheelchair standards in new dwellings? Paragraph: 005 Reference ID: 56-005-20150327 Revision date: 27 03 2015	authorities should take account of evidence that demonstrates a clear need for housing for people with specific housing needs and plan to meet this need.

London Plan (2016) Policies

Policy/ paragraph reference	Policy and paragraph text
3.3 Increasing housing supply	The Mayor recognises the pressing need for more homes in London to promote opportunity and provide a real choice for all Londoners in ways that meet their needs at a price they can afford. Working with relevant partners, the Mayor will also seek to provide an annual average of at least 42,000 net additional homes across which will enhance the environment, improve housing choice and affordability and provide better quality accommodation for Londoners. Boroughs should: • seek to achieve and exceed the relevant minimum annual average housing targets; • draw on housing benchmarks to close the gap between identified housing need and supply; • seek and enable additional capacity to be brought forward and in particular; the potential to realise brownfield housing capacity through structures such as opportunity areas; Boroughs must identify new and review existing housing sites for inclusion in LDFs. Boroughs should monitor housing capacity, local housing needs assessment and the sensitivity ranges set out in the SHLAA report.
3.4 Optimising housing potential	Taking into account local context and character, the design principles in Chapter 7 and public transport capacity, development should optimise housing output for different types of location within the relevant density range. Development proposals which compromise this policy should be resisted.
3.7 Large residential developments	Proposals for large residential developments including complementary non- residential uses are encouraged in residential uses are encouraged in areas of high public transport accessibility. Those on sites of over five hectares or capable of accommodating more than 500 dwellings should be progressed through an appropriately plan-led process to encourage higher densities and coordinate where necessary provision of social, environmental and other infrastructure and create neighbourhoods with a distinctive character, sense of local pride and civic identity in line with

	Chapter 7. The planning of these areas should take place with the engagement of local communities and other stakeholders.
3.8 Housing choice	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. Boroughs should work with the Mayor and local communities to identify the range of needs likely to arise within their areas and ensure that: all 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 in meeting these.

Draft New London Plan (2017) Policies

Policy/ paragraph reference	**Policy and paragraph text**
H1A	Table 4.1 sets the ten-year targets for net housing completions which each local planning authority should plan for. Boroughs must include these targets in their Development Plan documents (OPDC= 13670)
H1B	To ensure that ten-year housing targets are achieved: 1. boroughs should prepare delivery-focused Development Plans which: a. allocate an appropriate range and number of sites that are suitable for residential and mixed-use development and intensification b. encourage development on other appropriate windfall sites not identified in Development Plans through the Plan period, especially from the sources of supply listed in B2 c. enable the delivery of housing capacity identified in Opportunity Areas, working closely with the GLA 2. boroughs should optimise the potential for housing delivery on all suitable and available brownfield sites through their Development Plans and planning decisions, especially the following sources of capacity: a. sites with existing or planned public transport access levels (PTALs) 3-6 or which are located within 800m of a Tube station, rail station or town centre boundary[35] b. mixed-use redevelopment of car parks and low-density retail parks c. housing intensification on other appropriate low-density sites in commercial, leisure and infrastructure uses d. the redevelopment of surplus utilities and public sector owned sites e. small housing sites (see Policy H2 Small sites) f. industrial sites that have been identified through the processes set out in Policy E4 Land for industry, logistics and services to support London's economic function, Policy E5 Strategic Industrial Locations (SIL), Policy E6 Locally Significant Industrial Sites

	and Policy E7 Intensification, co-location and substitution of land for industry, logistics and services to support London's economic function
H1C	Boroughs should proactively use brownfield registers and permission in principle to increase planning certainty for those wishing to build new homes.
H1D	Boroughs should publish and annually update housing trajectories based on the targets in Table 4.1 which identify the sources of housing capacity (including windfall) expected to contribute towards achieving housing targets and should work with the Mayor to resolve any anticipated shortfalls.
H1E	Where new sustainable transport infrastructure is planned, boroughs should re-evaluate the appropriateness of land use designations and the potential to accommodate higher-density residential and mixed-use development, taking into account future public transport capacity and connectivity levels.
H1F	On sites that are allocated for residential and mixed-use development there is a general presumption against single use low-density retail and leisure parks. These developments should be designed to provide a mix of uses including housing on the same site in order to make the best use of land available for development.
H3A Monitoring housing targets	The ten-year housing targets set out in Table 4.1 should be monitored in net terms taking into account homes lost through demolition or change of use.
H3B	Net housing delivery on sites of less than 0.25 hectares should contribute towards achieving the small sites targets in Table 4.2.
H3C	Net non-self-contained accommodation for students and shared living schemes should count towards meeting housing targets on the basis of a 3:1 ratio, with three bedrooms being counted as a single home.
H3D	Net non-self-contained accommodation for older people (C2 use class) should count towards meeting housing targets on the basis of a 1:1 ratio, with each bedroom being counted as a single home.

Housing Supplementary Planning Guidance (SPG) 2016

Policy/ Paragraph reference	**Policy and paragraph text**
1.1.1	To help address London's objectively assessed need for 48,840 new homes a year, the Mayor has published minimum housing provision targets. These are soundly based on the principles of sustainable development, realistic and developed in partnership with boroughs through the London Strategic Housing Land Availability Assessment4. Minimum targets provide a robust starting point for the development of local policies and for taking forward the intent of the NPPF.
1.1.6	To address London's strategic housing requirement and reconcile any local disparities between housing need and supply, boroughs should identify and proactively seek to enable extra housing capacity through the preparation of their Local Plans (Policy 3.3D).
1.1.11	To ensure general conformity with Policy 3.3, all boroughs will need to

	show in their Local Plans, housing trajectories and/or supporting evidence that they have sought to identify and bring forward extra housing capacity, above minimum housing targets.
1.1.32	When preparing trajectories, boroughs should note that national guidance states windfall allowance may be justified in five year supply estimates, when based on 'compelling evidence'. It also suggests windfall allowance can be included in capacity assumptions for geographically defined 'broad locations' on the same evidential basis.
1.2.11	In light of London's housing need and in order to fully realise the relationship between transport investment and new housing, boroughs should take a positive and proactive approach to identifying, reviewing and enabling further development opportunities where these arise as a result of planned strategic transport investment.
1.2.13	Residential densities should be optimised in appropriate locations in light of future PTALs, subject to committed funding and/or robust delivery mechanisms being in place to secure improvements. Depending on local circumstances and other London Plan objectives, anticipated uplifts in PTALs may inform the consideration of a wider mix of land uses in an area, including scope for higher density residential led mixed use redevelopment. Given long lead in times and potential delivery constraints affecting large-scale brownfield redevelopment opportunities, it is important boroughs explore and progress the potential for regeneration or intensification in a focused, coordinated and plan-led manner.
1.2.15	Development in Opportunity Areas is expected to be a significant driver of overall housing delivery in London. Current estimates indicate that the 38 Opportunity Areas identified in the London Plan have the potential to provide 303,000 new homes. Between 2015 and 2025, approximately 57% of London's housing capacity on large sites is expected to come from Opportunity Areas, demonstrating the crucial role they play in housing delivery in London Realising the capacity of some of these sites will pose particular challenges in terms of contamination, public transport accessibility, social infrastructure provision, environmental quality and financial viability. Focused partnership working will be required to bring forward their full potential.
1.2.47	Household spaces in non self-contained (NSC) accommodation count towards the London Plan's overall housing provision targets. NSC can include student accommodation, specialist accommodation for older people, nurses' hostels and shared housing for other groups (including vulnerable or disabled people), and houses in multiple occupation.

Local Plan Regulation 18 Draft Policy Options

Policy/ Paragraph reference	**Alternative Policy Options**
7.20	Seek to deliver a higher number of new homes within the local plan period. This option is unlikely to be achievable as there are significant infrastructure and delivery issues that would need to be overcome to free up all sites for development within the plan period. The Development Capacity Study provides details of the developable and deliverable sites with the plan period

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Consultation issues

Regulation 18 consultation

What the issue is	Who raised the issue	What we're doing to address the issue
Housing supply: Some stakeholders wanted the Local Plan to be clearer that new housing would be to serve the needs of local residents whereas other stakeholders asserted that the Old Oak would be meeting a wider London-wide strategic need for housing and that the Local Plan should state this more clearly.	Brent Council; Home Builders Federation; GLA, Grand Union Alliance; Midland Terrace Residents Group; 5 local residents	Noted. OPDC recognises its dual role in meeting locally arising housing need and providing additional supply to meet Londonwide needs. The supporting text to Policy H1 identifies that the scale of regeneration in the OPDC area means that OPDC can meet its objectively assessed need (OAN) for the OPDC area and can also make a significant contribution to the OAN for the three host boroughs and wider London sub-region.

Regulation 19(1) consultation

What is the issue?	Who raised the issue?	What are we doing to address the issue?
To be included. Please refer to the Statement of Consultation in the meantime.		

Summary of Relevant Evidence Base

OPDC evidence base

Supporting study	Recommendations
Development Capacity Study	• Approximately 22,000 new homes can be delivered during the 20 year plan period.
Absorption Rate Study	• Given the scale of the site, the research concludes that there are multiple markets within Old Oak and Park Royal and therefore promotes an average delivery rate of up to 700 private homes a year. • Homes for rent (affordable and market) do not compete with private homes for sale as they are targeted at a different market and can increase the overall number of homes delivered on the site.

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	• Shared ownership homes compete for purchasers with entry level market homes for sale.
Housing Evidence Statement	• There is significant opportunity at Old Oak and Park Royal to provide a significant number of new homes to meet local and London housing needs. • Setting an artificially high family housing target would mean that many units delivered would not have access to acceptable private or communal amenity space or other amenities. These units would unlikely be attractive to families with children.
Strategic Housing Market Assessment (SHMA)	• The SHMA has recommended a housing market area comprising the London Boroughs of Brent, Ealing and Hammersmith and Fulham as being an appropriate area from which to establish housing needs. • Between 2018 and 2038 there is a need for 1,200 homes within the OPDC redline boundary and 99,000 homes within the housing market area defined above.

Other evidence base

Supporting study	**Recommendations**
GLA 2013 Strategic Housing Market Assessment (SHMA)	Between 2016 and 2036 there is a need for 976,000 additional homes across London.
GLA 2017 Strategic Housing Market Assessment (SHMA)	The London SHMA has identified a need for 66,000 additional homes per year across London.

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H2: Affordable Housing

Legislation, Policy and Guidance Context

National Planning Policy Framework 2012 (NPPF)

Policy/ paragraph reference	Policy and paragraph text
47	To boost significantly the supply of housing, local planning authorities should: • Use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area; • For market and affordable housing, illustrate the expected rate of housing delivery through a housing trajectory for the plan period and set out a housing implementation strategy for the full range of housing describing how they will maintain delivery of a five-year supply of housing land to meet their housing target.
50	To deliver a wide choice of high quality homes, wider opportunities for home ownership and create sustainable, inclusive and mixed communities, local planning authorities should: • plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community; • identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand; and Where affordable housing has been identified to be needed, set policies for meeting this need unless off-site provision or a financial contribution can be robustly justified and the agreed approach contributes to the objective of creating mixed and balanced communities. Such policies should be sufficiently flexible to take account of changing market conditions over time.
159	Local planning authorities should have a clear understanding of housing needs in their area. They should: • prepare a Strategic Housing Market Assessment to assess their full housing needs, working with neighbouring authorities where housing market areas cross administrative boundaries. The Strategic Housing Market Assessment • should identify the scale and mix of housing and the range of tenures that the local population is likely to need over the plan period which: o meets household and population projections, taking account of migration and demographic change; o addresses the need for all types of housing, including affordable housing and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes) and o caters for housing demand and the scale of housing supply

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	necessary to meet this demand.
173	Pursuing sustainable development requires careful attention to viability and costs in plan-making and decision-taking. Plans should be deliverable. Therefore, the sites and the scale of development identified in the plan should not be subject to such a scale of obligations and policy burdens that their ability to be developed viably is threatened. To ensure viability, the costs of any requirements likely to be applied to development, such as requirements for affordable housing, standards, infrastructure contributions or other requirements should, when taking account of the normal cost of development and mitigation, provide competitive returns to a willing land owner and willing developer to enable the development to be deliverable.
174	Local planning authorities should set out their policy on local standards in the local Plan, including requirements for affordable housing. They should assess the likely cumulative impacts on development in their area of all existing and proposed local standards, supplementary planning documents and policies that support the development plan, when added to nationally required standards. In order to be appropriate, the cumulative impact of these standards and policies should not put implementation of the plan at serious risk, and should facilitate development throughout the economic cycle. Evidence supporting the assessment should be proportionate, using only appropriate available evidence.
Annex 2 Glossary- definition of affordable housing	Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision. Social rented housing is owned by local authorities and private registered providers (as defined in section 80 of the Housing and Regeneration Act 2008), for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency. Affordable rented housing is let by local authorities or private 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). Intermediate housing is homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low-cost homes for sale and intermediate rent, but not affordable rented housing. Homes that do not meet the above definition of affordable housing, such as “low cost market” housing, may not be considered as affordable housing for planning purposes.

National Planning Practice Guidance

Policy/	Policy and paragraph text

paragraph reference	
HOUSING AND ECONOMIC NEEDS ASSESSMENTS	
Title: How should market signals be taken into account? Paragraph: 019 Reference ID: 2a-019-20140306 Revision date: 06 03 2014	The housing need number suggested by household projections should be adjusted to reflect appropriate market signals, as well as other market indicators of the balance between the demand for and supply of dwellings. Relevant signals may include the following: • *House Prices***:** Mix adjusted house prices (adjusted to allow for the different types of houses sold in each period) measure inflation in house prices. Longer term changes may indicate an imbalance between the demand for and the supply of housing. The Office for National Statistics publishes a monthly House Price Index at regional level. The Land Registry also publishes a House Price Index and Price Paid data at local authority level. • *Rents***:** Rents provide an indication of the cost of consuming housing in a market area. Mixed adjusted rent information (adjusted to allow for the different types of properties rented in each period) shows changes in housing costs over time. Longer term changes may indicate an imbalance between demand for and supply of housing. The Office for National Statistics publishes a monthly Private Rental Index. • *Affordability***:** Assessing affordability involves comparing house costs against the ability to pay. The ratio between lower quartile house prices and the lower quartile income or earnings can be used to assess the relative affordability of housing. The Department for Communities and Local Government publishes quarterly the ratio of lower quartile house price to lower quartile earnings by local authority district.
Title: How should affordable housing need be calculated? Paragraph: 022 Reference ID: 2a-022-20140306 Revision date: 06 03 2014	Plan makers working with relevant colleagues within their local authority (e.g. housing, health and social care departments) will need to estimate the number of households and projected households who lack their own housing or live in unsuitable housing and who cannot afford to meet their housing needs in the market. This calculation involves adding together the current unmet housing need and the projected future housing need and then subtracting this from the current supply of affordable housing stock.

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Title: What types of households are considered in affordable housing need? Paragraph: 023 Reference ID: 2a-023-20140306 Revision date: 06 03 2014	The types of households to be considered in housing need are: • homeless households or insecure tenure (e.g. housing that is too expensive compared to disposable income); • households where there is a mismatch between the housing needed and the actual dwelling (e.g. overcrowded households); • households containing people with social or physical impairment or other specific needs living in unsuitable dwellings (e.g. accessed via steps) which cannot be made suitable in-situ • households that lack basic facilities (e.g. a bathroom or kitchen) and those subject to major disrepair or that are unfit for habitation; • households containing people with particular social needs (e.g. escaping harassment) which cannot be resolved except through a move.
Title: How should the current unmet gross need for affordable housing be calculated Paragraph: 024 Reference ID: 2a-024-20140306 Revision date: 06 03 2014	Plan makers should establish unmet (gross) need for affordable housing by assessing past trends and recording current estimates of: • the number of homeless households; • the number of those in priority need who are currently housed in temporary accommodation; • the number of households in over-crowded housing; • the number of concealed households; • the number of existing affordable housing tenants in need (i.e. householders currently housed in unsuitable dwellings); • the number of households from other tenures in need and those that cannot afford their own homes. Care should be taken to avoid double-counting, which may be brought about with the same households being identified on more than one transfer list, and to include only those households who cannot afford to access suitable housing in the market.
Title: How should the number of newly arising households likely to be in affordable housing need be calculated (gross annual estimate)? Paragraph: 025 Reference ID: 2a-025-20140306 Revision date: 06 03 2014	Projections of affordable housing need will need to take into account new household formation, the proportion of newly forming households unable to buy or rent in the market area, and an estimation of the number of existing households falling into need. This process should identify the minimum household income required to access lower quartile (entry level) market housing (plan makers should use current cost in this process, but may wish to factor in changes in house prices and wages). It should then assess what proportion of newly-forming households will be unable to access market housing.
Title: How should the current total	There will be a current supply of housing stock that can be used to accommodate households in affordable housing need as well as future supply. To identify the total affordable housing supply requires identifying

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affordable housing supply available be calculated? Paragraph: 026 Reference ID: 2a-026-20140306 Revision date: 06 03 2014	the current housing stock by: • identifying the number of affordable dwellings that are going to be vacated by current occupiers that are fit for use by other households in need; • identifying surplus stock (vacant properties); • identifying the committed supply of new affordable units (social rented and intermediate housing) at the point of the assessment (number and size); • identifying units to be taken out of management (demolition or replacement schemes that lead to net losses of stock).
Title: What is the total need for affordable housing? Paragraph 029 Reference ID: 2a-029-20140306 Revision date: 06 03 2014	The total affordable housing need should be considered in the context of its likely delivery as a proportion of mixed market and affordable housing developments, given the probable percentage of affordable housing to be delivered by market housing led developments. An increase in the total housing figures included in the local plan should be considered where it could help deliver the required number of affordable homes
Title: How should viability be assessed in plan-making? Paragraph: 005 Reference ID: 10-005-20140306 Revision date: 06 03 2014	Local Plans and neighbourhood plans should be based on a clear and deliverable vision of the area. Viability assessment should be considered as a tool that can assist with the development of plans and plan policies. It should not compromise the quality of development but should ensure that the Local Plan vision and policies are realistic and provide high level assurance that plan policies are viable. Development of plan policies should be iterative – with draft policies tested against evidence of the likely ability of the market to deliver the plan's policies, and revised as part of a dynamic process. Evidence should be proportionate to ensure plans are underpinned by a broad understanding of viability. Greater detail may be necessary in areas of known marginal viability or where the evidence suggests that viability might be an issue – for example in relation to policies for strategic sites which require high infrastructure investment.
Title: Should every site be tested? Paragraph: 006 Reference ID: 10-006-20140306 Revision date: 06 03 2014	Assessing the viability of plans does not require individual testing of every site or assurance that individual sites are viable; site typologies may be used to determine viability at policy level. Assessment of samples of sites may be helpful to support evidence and more detailed assessment may be necessary for particular areas or key sites on which the delivery of the plan relies.
Title: What are the key factors to be taken into	Gross Development Value: For the purposes of plan-making, Gross Development Value is the assessment of the potential value generated by development in the area. On housing schemes, this may be total sales

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account in assessing viability in plan-making? Paragraph: 011 Reference ID: 10-011-20140306 Revision date: 06 03 2014 Paragraph: 012 Reference ID: 10-012-20140306 Revision date: 06 03 2014 Paragraph: 013 Reference ID: 10-013-20140306 Revision date: 06 03 2014 Paragraph: 014 Reference ID: 10-014-20140306 Revision date: 06 03 2014 Paragraph: 015 Reference ID: 10-015-20140306 Revision date: 06 03 2014	and/or capitalised rental income from developments. Grant and other external sources of funding should be considered. On retail and commercial development, broad assessment of value in line with industry practice may be necessary. Values should be based on comparable, market information. Average figures may need to be used, based on the types of development that the plan is seeking to bring forward. Wherever possible, specific evidence from existing developments should be used after adjustment to take into account types of land use, form of property, scale, location, rents and yields. For housing, historic information about delivery rates can be informative. Costs: For an area wide viability assessment, a broad assessment of costs is required. This should be based on robust evidence which is reflective of local market conditions. All development costs should be taken into account including: • build costs based on appropriate data, for example that of the Building Cost Information Service; • known abnormal costs, including those associated with treatment for contaminated sites or listed buildings, or historic costs associated with brownfield, phased or complex sites; • infrastructure costs, which might include roads, sustainable drainage systems, and other green infrastructure, connection to utilities and decentralised energy, and provision of social and cultural infrastructure; • the potential cumulative costs of emerging policy requirements and standards, emerging planning obligations policy and Community Infrastructure Levy charges; • general finance costs including those incurred through loans; and • professional, project management, sales and legal costs. Land value: Central to the consideration of viability is the assessment of land or site value. The most appropriate way to assess land or site value will vary but there are common principles which should be reflected. In all cases, estimated land or site value should: • reflect emerging policy requirements and planning obligations and, where applicable, any Community Infrastructure Levy charge; • provide a competitive return to willing developers and land owners (including equity resulting from those building their own homes); and • be informed by comparable, market-based evidence wherever possible. Where transacted bids are significantly above the market norm, they should not be used as part of this exercise. Competitive return to developers and land owners: The National Planning Policy Framework states that viability should consider “competitive returns to a willing landowner and willing developer to enable the development to be deliverable.” This return will vary significantly between projects to reflect the size and risk profile of the development and the risks to the project. A rigid approach to assumed profit levels should be avoided and comparable schemes or data sources reflected wherever possible.

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	A competitive return for the land owner is the price at which a reasonable land owner would be willing to sell their land for the development. The price will need to provide an incentive for the land owner to sell in comparison with the other options available. Those options may include the current use value of the land or its value for a realistic alternative use that complies with planning policy.

Fixing our broken housing market: Housing White Paper 2017

Policy / paragraph reference	Policy and paragraph text
4.16	We have listened to concerns that our original plans for a mandatory requirement of 20% starter homes on all developments over a certain size will impact on other affordable homes. We want local authorities to deliver starter homes as part of a mixed package of affordable housing that can respond to local needs and local markets. We will commence the general duty on councils to promote the supply of starter homes.
4.17	However, in keeping with our approach to deliver a range of affordable homes to buy, rather than a mandatory requirement for starter homes, we intend to amend the NPPF to introduce a clear policy expectation that housing sites deliver a minimum of 10% affordable home ownership units. It will be for local areas to work with developers to agree an appropriate level of delivery of starter homes, alongside other affordable home ownership and rented tenures.

London Plan (2016) Policies

Policy/ paragraph reference	Policy and paragraph text
3.10 Definition of affordable housing	Affordable housing is social rented, affordable rented and intermediate housing (see para 3.61), provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision
3.11 Affordable housing targets	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 17,000 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. 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 and to making the best use of available resources to maximise

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	affordable housing output. C. LDF affordable housing targets should take account of: • current and future housing requirements identified in line with Policies 3.8, 310 and 3.11; • the strategic targets and priority accorded to affordable family housing set out in section A above • 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 and Supplementary Planning Guidance and the Mayor's London Housing Strategy • the need to promote mixed and balanced communities • capacity to accommodate development including potential sources of supply outlined in para 3.67 • 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 priorities in 3.11 A-C above, 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 management process.
3.12 Negotiating affordable housing	A The maximum reasonable amount of affordable housing should be sought when negotiating on individual private residential and mixed use schemes, having regard to: • current and future requirements for affordable housing at local and regional levels identified in line with Policies 3.8. 3.10 and 3.11; • affordable housing targets adopted inline with Policy 3.11; • the need to encourage rather than restrain residential development; • the need to promote mixed and balanced communities; • the size and type of affordable housing needed; • the specific circumstances of the site; • resources available to fund affordable housing; • the priority to be accorded to provision of affordable family housing. B Negotiations on sites should take account of their individual circumstances including development viability, the availability of 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 robustly 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.
Policy 3,13 Affordable housing	Boroughs should normally require affordable housing provision on a site which has capacity to provide 10 or more homes, applying the density guidance.

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thresholds	

Draft New London Plan (2017) Policies

Policy / paragraph reference	Policy and paragraph text
H5A Delivering affordable housing	The strategic target is for 50 per cent of all new homes delivered across London to be affordable. Specific measures to achieve this aim include: 1. requiring residential and mixed-use developments to provide affordable housing through the threshold approach (see H6) 2. using grant to increase affordable housing delivery beyond the level that would otherwise be provided 3. affordable housing providers with agreements with the Mayor delivering at least 50 per cent affordable housing across their portfolio 4. public sector land delivering at least 50 per cent affordable housing across its portfolio
H5A	Affordable housing should be provided on site in order to deliver communities which are inclusive and mixed by tenure and household income, providing choice to a range of Londoners. Affordable housing must only be provided off-site or as a cash in lieu contribution in exceptional circumstances.
H6A Threshold approach to applications	The threshold approach applies to development proposals which are capable of delivering more than ten units or which have a combined floor space greater than 1,000 sqm
H6B	The threshold level of affordable housing is initially set at: 1. a minimum of 35 per cent 2. 50 per cent for public sector land 3. 50 per cent for Strategic Industrial Locations, Locally Significant Industrial Sites and other industrial sites deemed appropriate to release for other uses
H6C	To follow the Fast Track Route of the threshold approach, applications must meet all the following criteria: 1. meet or exceed the relevant threshold level of affordable housing on site without public subsidy 2. be consistent with the relevant tenure split (Policy H7 Affordable housing tenure) 3. meet other relevant policy requirements and obligations to the satisfaction of the borough and the Mayor where relevant 4. demonstrate that they have taken account of the strategic 50 per cent target and have sought grant where required to increase the level of affordable housing beyond 35 per cent
H6D	Fast tracked applications are not required to provide a viability assessment at application stage. To ensure an applicant fully intends to build out the permission, the requirement for an Early Stage Viability Review will be triggered if an agreed level of progress on implementation is not made within two years of the permission being granted

H6E	Where an application does not meet the requirements set out in part C it must follow the **Viability Tested Route**. This requires detailed supporting viability evidence to be submitted in a standardised and accessible format as part of the application: 1. the borough, and where relevant the Mayor, should scrutinise the viability information to ascertain the maximum level of affordable housing using the methodology and assumptions set out in this Plan and the Affordable Housing and Viability SPG 2. viability tested schemes will be subject to: a. an Early Stage Viability Review if an agreed level of progress on implementation is not made within two years of the permission being granted (or a period agreed by the borough) b. a Late Stage Viability Review which is triggered when 75 per cent of the units in a scheme are sold or let (or a period agreed by the borough) c. Mid Term Reviews prior to implementation of phases for larger phased schemes.
H6E	Where a viability assessment is required to ascertain the maximum level of affordable housing deliverable on a scheme, the assessment should be treated transparently and undertaken in line with the Mayor's Affordable Housing and Viability SPG.
H7A Affordable housing tenure	The Mayor is committed to delivering genuinely affordable housing. The following split of affordable products should be applied to development: 1. a minimum of 30 per cent low cost rented homes, allocated according to need and for Londoners on low incomes (Social Rent/ London Affordable Rent) 2. a minimum of 30 per cent intermediate products which meet the definition of affordable housing, including London Living Rent and London Shared ownership 3. 40 per cent to be determined by the relevant borough based on identified need, provided they are consistent with the definition of affordable housing.
H7B	Only schemes delivering the threshold level of affordable housing with a tenure split that meets the requirements set out in part A can follow the Fast Track Route for viability.
H8A Monitoring affordable housing	Boroughs are required to have clear monitoring processes to ensure that the affordable housing secured on or off site is delivered in line with the Section 106 agreement.
H8B	Monitoring processes should ensure that any cash in lieu payments are used to deliver additional affordable housing.
H8C	Boroughs should ensure that where a review mechanism is triggered, it is implemented and the number of extra homes delivered, or cash in lieu secured is recorded
H8D	Boroughs must publish monitoring information on A-C annually to ensure transparency in the planning process and so the public know how funds are being spent. This information should be shared with the GLA so it can be part

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	of the annual monitoring process
H9A Vacant Building Credit	The Vacant Building Credit is unlikely to bring forward additional development in London, therefore in most circumstances, its application will not be appropriate in London. However, there may be some limited circumstances where the credit would, in line with the intention of the credit, provide an incentive for development on sites containing vacant buildings that would not otherwise come forward for development. As part of assessing whether this is the case, decision-makers are advised to take account of the criteria below as well as locally-specific factors influencing the site.
H9B	In the limited circumstance where a borough feels the credit should be applied, boroughs are advised to consider applying the credit only where all of the following criteria are met: 1. the building is not in use at the time the application is submitted 2. the building is not covered by an extant or recently expired permission 3. the site is not protected for alternative land use 4. the building has not been made vacant for the sole purpose of redevelopment,
H9C	To demonstrate that a building has not been made vacant for the sole purpose of redevelopment, an applicant will be required to demonstrate that it has been vacant for a continuous period of at least five years before the application was submitted and will also be required to provide evidence that the site has been actively marketed for at least two of those five years at realistic prices.

Affordable Housing & Viability Supplementary Planning Guidance (SPG) 2017

Policy/ paragraph reference	Policy and paragraph text
1.1	The Mayor is committed to a long-term strategic aim of half of all new homes in London being affordable. The Mayor intends to move towards this goal by investing more in affordable housing, bringing forward more public land for affordable homes, and by increasing the amount of affordable housing delivered through the planning system.
2.3	This SPG introduces a 'threshold approach', whereby schemes meeting or exceeding 35 percent affordable housing without public subsidy[1] (or 50% where on public land, without grant) are not required to submit viability information. Schemes that do not meet this threshold are required to submit detailed viability information which will be scrutinised and treated transparently. In addition, comprehensive review mechanisms will be applied to schemes that do not meet the threshold or require public subsidy to do so, in order to ensure that affordable housing contributions are increased if viability improves over time.
2.5	Where the level of affordable housing offered meets the threshold, this

[1] Public subsidy includes grant, public loans (including the Mayor's London Housing Bank) and public land.

	should normally be considered the maximum reasonable amount of affordable housing which can be delivered through the planning system (subject to an early review mechanism to help ensure delivery). However, this will only apply where the affordable housing threshold, relevant tenure split and other requirements are met without public subsidy. All schemes are expected to determine whether grant and other forms of subsidy are available and to make the most efficient use of this to increase the level of affordable housing delivered. All applicants are expected to work with the LPA, the Mayor and RPs to ensure affordable homes from all sources is maximised.
2.6	The Mayor strongly encourages boroughs to apply the affordable housing threshold approach to applications for sites which are capable of delivering ten or more homes. In addition, when developing future affordable housing policy (and other policies on planning obligations and CIL rates), LPAs are strongly encouraged to take account of this SPG and the importance the Mayor places on increasing the numbers of affordable homes.
2.8	The percentage of affordable housing on a scheme should be measured in habitable rooms to ensure that a range of sizes of affordable homes can be delivered, including family sized homes, taking account of local mix policies and having regard to site specific circumstances. Habitable rooms in affordable and market elements of the scheme should be of comparable size when averaged across the whole development. If this is not the case it may be more appropriate to measure the provision of affordable housing using habitable floorspace. Applicants should present affordable housing figures as a percentage of total residential provision in habitable rooms, units and floorspace to enable comparison.
2.11	In order to follow the Fast-Track Route the application must meet all other relevant obligations and requirements to the satisfaction of the LPA taking into account the priority given to affordable housing and strategic transport infrastructure in Policy 8.2 of the London Plan. If the LPA or Mayor is not satisfied that the scheme meets the other policy requirements, then the scheme would need to follow the Viability Tested Route.
2.12	It is understood that applications on particular sites may not be able to meet affordable housing requirements due to the requirements for significant investment in other contributions (such as major transport projects, schools and hospitals, cultural venues, affordable work space etc.). Where this is the case the applicant is required to provide viability information as per the Viability Tested Route.
2.17	This SPG sets the threshold at 35% of habitable rooms as affordable provision, the development of which was informed by analysis of past completions and approvals. The approach will start to embed affordable housing requirements into land values across London.
2.22	All schemes are expected to maximise the delivery of affordable housing and make the most efficient use of available resources to achieve this objective in accordance with the London Plan. All applicants are expected to work with the LPA, the Mayor, and Registered Providers to determine whether subsidy is available and ensure affordable housing delivery is

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	maximised. Where grant or other public subsidy is available and would increase the proportion of affordable housing over that which could otherwise have been provided, this should be utilised. The higher proportion should be set out in the Section 106 agreement as being subject to grant availability, alongside the proportion viable without grant.
2.29	As set out in para 3.71 of the London Plan, to expedite the planning process, and improve design and integration of different tenures, developers should engage with a registered provider prior to progressing the scheme and secure from them a commitment to affordable housing provision at an agreed purchase price. At the very least applicants are strongly encouraged to have a Registered Provider (RP) on board when engaging in pre-application discussions with the LPA and the Mayor (
2.33	It is widely recognised that land in public ownership should make a significant contribution towards the supply of new affordable housing. Land that is surplus to public sector requirements typically has a low value in its current use, allowing higher levels of affordable housing to be delivered. For these reasons the Mayor has an expectation that residential proposals on public land should deliver at least 50 per cent affordable housing to benefit from the Fast Track Route.
2.34	Where a public landowner has an agreement in place with the Mayor to provide 50 per cent affordable homes across a portfolio of sites, individual sites which meet or exceed the 35 per cent affordable housing threshold and required tenure split may be considered under the Fast Track Route. Where such an agreement is not in place, schemes that do not provide 50 per cent affordable housing will be considered under the Viability Tested Route.
2.35	Where 50 per cent affordable housing is delivered on public land, the tenure of additional affordable homes above the 35 per cent is flexible and should take in to account the need to maximise affordable housing provision.
2.36	This will apply to land that is owned or in use by a public sector organisation, or a company or organisation in public ownership, or land that has been released from public ownership and on which housing development is proposed.
2.38	The London Plan sets out the definition of affordable housing in Policy 3.10 and the Mayor has made clear his commitment to delivering genuinely affordable homes. This means homes that are affordable to the types of households that they are aimed at and are below market prices.
2.39	Policy 3.11 sets the current strategic affordable housing target for London as at least an average of 17,000 additional affordable homes a year. It states that, in order to give “impetus to a strong and diverse intermediate sector, 60% of the affordable housing provision should be for social and affordable rent and 40% for intermediate rent or sale.” However, the policy provides flexibility and LPAs are asked to set separate targets for social/affordable rent and intermediate housing in their local plans, taking account of all of the factors set out in Policy 3.11 C.

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2.40	The Mayor is keen to maintain this flexibility to meet local needs while ensuring the delivery of his preferred affordable products. The preferred tenure split is for schemes to deliver: • at least 30% low cost rent (social rent or affordable rent) with affordable rent set at levels that the LPA considers 'genuinely affordable' (this will generally be significantly less than 80% market rent). London Affordable Rent[2] should be the default level of rent, and should be assumed by applicants in the absence of alternative guidance from LPAs on the rent levels that they consider to be genuinely affordable. These homes are to be made available as general needs or supported housing and allocated in accordance with the statutory allocations framework and established nominations agreements; • at least 30% as intermediate products, with London Living Rent (see definition below) and/ or shared ownership being the default tenures assumed in this category. For viability purposes, London Living Rent homes in mixed-tenure schemes can be treated similarly to shared ownership, as it can be assumed that they will be sold on a shared ownership basis after a period of ten years; and • the remaining 40% to be determined by the relevant LPA.
2.53	In line with the NPPF, for all affordable housing types, LPAs should ensure that affordable housing provision is secured for future eligible households through a legal agreement. Provision of social/affordable rented housing through a housing association or cooperative registered with the Mayor, with rent levels consistent with the appropriate rent regime, will normally achieve this objective. Schemes funded by the Mayor will also need to meet his investment criteria.
2.54	Intermediate products must be secured as such through a Section 106 agreement. The Section 106 should provide for the recycling of any subsidy for alternative affordable provision in the event of the affordable unit being lost (such as when shared ownership homes are staircased out of shared ownership by an occupier purchasing 100% of the shares). For the avoidance of doubt, subsidy includes all forms of subsidy that are required to enable the sale or letting of the property at sub-market value, this includes, among others, subsidy from reduced land costs and the developer contribution gained through a Section 106 as well as grant funding.
2.74	The Mayor's view is that in most circumstances it will not be appropriate to apply the VBC in London. However, there may be some limited circumstances where the credit should be applied and would, in line with the intention of the policy, provide an incentive for brownfield development on sites containing vacant buildings that would not otherwise come forward for development. As part of assessing whether this is the case, decision makers are advised to take account of the criteria below as well as locally specific factors influencing the site.

[2] See definition in Homes for Londoners: Affordable Homes Programme 2016-21

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2.75	In addition to the above, when assessing the applicability of the VBC, boroughs are advised to consider applying the credit only where all of the following criteria are met: • the building is not in use at the time the application is submitted; • the building is not covered by an extant or recently expired permission; the site is not protected for alternative land use; and • the building has not been made vacant for the sole purpose of redevelopment.
2.76	To demonstrate that a building has not been made vacant for the sole purpose of redevelopment, an applicant will be required to demonstrate that the relevant buildings (i.e. those for which they are claiming the credit) have been vacant for a continuous period of at least five years before the application was submitted and will also be required to provide evidence that the site has been actively marketed for at least two of those five years at realistic prices.
2.84	When considering Opportunity Areas, Housing Zones and industrial land, LPAs may wish to apply a localised affordable housing threshold for the Fast Track Route or fixed affordable housing requirements that maximises affordable housing delivery.
4.20	Where a developer is proposing a Build to Rent development which meets the definition , the affordable housing offer can be entirely discounted market rent (DMR), managed by the Build to Rent provider and delivered without grant, i.e. entirely through planning gain.

Draft London Housing Strategy September 2017

Policy/ paragraph reference	**Policy and Paragraph Options**
3.36	The Mayor expects GLA Group functional bodies to target an average of 50 per cent affordable housing across the portfolio of new sites they bring forward. These organisations are developing responses to this target subject to service specific statutory responsibilities (see chapter 4).
Policy 4.2: Increasing delivery of affordable homes	C. The Mayor will prioritise the delivery of affordable homes on publicly-owned land. This will include: i a target for Mayoral organisations for an average of 50 per cent of homes on land brought forward under the current administration to be affordable; ii strongly encouraging other public landowners to prioritise the delivery of affordable homes on surplus or under utilised sites; and iii making the Fast Track Route to planning permission, established by the Mayor's Affordable Housing and Viability SPG, only available to public sector sites where they deliver 50 per cent affordable housing in a development or across a portfolio in an approach agreed with the Mayor.

Local Plan Regulation 18 Draft Policy Options

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Policy/ paragraph reference	Alternative Policy Options
7.38	OPDC considered the following affordable housing options: 1. Fixing the percentage: A single OPDC wide figure is fixed for the level of affordable housing. 2. Product Dependent Range: A percentage range is set for each product type, recognising that some affordable housing products are more costly to deliver than others or are more suited to different types of developments. 3. Viability Tested Percentage: This is the approach currently favoured by local planning authorities. 4. Negotiate targets on a site by site basis in accordance with the site specifics. A fixed approach on an area-wide basis would have had to have been aligned to the least viable sites, meaning this would not have been an effective policy approach to maximise overall affordable housing provision or meet the Mayor's housing ambition that 50% of new homes are affordable. Product dependent targets could be overly complicated and again not help to maximise affordable housing delivery. The adopted approach which uses the Mayor's threshold approach is effectively an amalgamation of options 1,3 and 4. The affordable housing targets have been fixed in accordance with the SPG, are subject to viability in accordance with site-by-site specifics.

Key Consultation Issues

Regulation 18 consultation

What the issue is	Who raised the issue	What we're doing to address the issue
Affordable housing (target): The Local Plan included 4 options for setting a target for affordable housing. Having a viability tested percentage was the most preferred option with 9 respondents in support, followed by fixing the percentage (7 respondents), and negotiating on a site specific basis (3 respondents). No respondent agreed with the option to set a target based on different products. If OPDC proposes to fix the affordable housing target, respondents said that	Brent Council; Boropex Holdings Limited (Montagu Evans); Citrus Group & Greystar; City and Docklands Property Group; Diageo Plc; Essential Living; Fizzy Living; Fruition Properties (DP9); Grand Union Alliance; Harlesden Neighbourhood Forum; QPR (NQP Development Services); Raban Management Ltd and Raban Goodhall Ltd; The Hammersmith Society; Hammersmith & Fulham Council; Old Oak Interim Forum; Old Oak Park (D9); 1 local resident	Change proposed. The revised Local Plan includes a 50% affordable housing target subject to viability. This is because as opportunity areas Old Oak and Park Royal can make a significant contribution towards London's affordable housing need. OPDC will follow the threshold approach set out in the Draft Affordable Housing & Viability SPG and work with the GLA and Approved Providers to use affordable housing grant to increase the level of affordable housing towards

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this would need to be reviewed to keep pace with supply and demand. There was also recognition that options could be amalgamated - i.e. OPDC could fix a percentage subject to viability. It is recognised in the responses that clarity, deliverability and viability are key considerations in maximising the supply of Affordable Housing.		the 50% target. OPDC's Affordable Housing Viability Assessment shows a wide range of viability across the OPDC area. A fixed approach would have had to have been aligned to the least viable sites, meaning a fixed percentage approach would not have been an effective policy approach to maximise affordable housing provision or meet the Mayor's Housing and Viability SPG requirements.
Rented affordable housing - London Living Rent: There are different types of housing product, both to rent and to buy, aimed at different types of household. It is recognised in the responses that various needs can be met at Old Oak but there is a preference for housing that is genuinely affordable for working households on low to moderate incomes. Most of the respondents agree that OPDC should deliver as much affordable housing as possible. In addition to social and affordable rents, one of the products that will need to be delivered is the Mayor's London Living Rent which will set rent at 1/3 of gross household income.	Brent Council, Diocese of London, Grand Union Alliance, MP for Hammersmith, 5 local residents	Noted. The whole range of affordable housing products can be delivered, both for rent and for sale. The Local Plan supports the delivery of a range of housing types, sizes, tenures and affordabilities (SP4). Policy SP4 (thriving communities) requires schemes to support the attainment of an overarching 50% affordable housing target, measured in habitable rooms. Policy H2 sets out detailed criteria for affordable housing. This includes delivering 30% of affordable housing as London Affordable Rent and 70% as a range of Intermediate housing, including London Living Rent and London Shared Ownership. Policy H2 also requires that residential developments with the capacity to provide 10 or more self-contained units, should maximise affordable housing by applying the threshold and viability approach as set out in Mayoral guidance.
Starter Homes: These are homes that are offered for sale at a minimum of 20% below the open market with a maximum cap of £450,000 in London. They are intended for first-time buyers under the	Diocese of London, Grand Union Alliance	Noted. The government published the Housing and Planning Act between the publication of the Regulation 18 and Regulation 19 Local Plans. The Housing and Planning Act clarifies the

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age of 40 (with some exceptions). There are restrictions to ensure that Starter Homes are not resold or let at their open market value for 5 years following the initial sale. The government has set a target that 200,000 Starter Homes will be delivered by 2020. Respondents were concerned about the impact of starter homes on the delivery of rented and shared ownership homes.		position regarding starter homes. The explanatory text in policy H2 makes reference to starter homes as a form of affordable home ownership housing. However, the Government has abandoned mandatory requirements to deliver 20% starter homes on every site. Rather, the Government intends to amend the NPPF to introduce a policy expectation that housing sites deliver a minimum of 10% affordable home ownership units. This may include a range of affordable home ownership products, including: starter homes, shared ownership and discount market sales homes. This approach would align with the Mayor's draft Affordable Housing and Viability SPG and OPDC's affordable housing mix will exceed this. Key issues that need to be clarified in determining the final policy include how many Starter Homes OPDC will need to deliver and what impact this will have on the delivery of other types of affordable housing.
Build-to Rent (affordable housing contributions): Concerns were raised that purpose-built Build to Rent generates lower yields than standard market housing but the value of the land is the same. This may put Build to Rent schemes at a disadvantage when compared to standard market schemes in competing for land. Any requirement on Build to Rent schemes to deliver Affordable Housing will have to be subject to viability. Opinion is balanced on whether private rented housing should be provided	Citrus Group & Greystar; City and Docklands Property Group; Essential Living; Fizzy Living;	No change proposed. OPDC proposes to continue to require Build to Rent schemes to provide a contribution of Affordable Housing, subject to viability. The policy clarifies that this should be in the form of intermediate housing. The policy also requires that purpose built Private Rented Sector (PRS) accommodation is under single ownership and management, subject to a covenant for at least 15 years and has appropriate clawback mechanisms in the event that units are sold out

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in perpetuity or for fixed period of time.		of the rented sector.

Regulation 19(1) consultation

What is the issue?	Who raised the issue?	What are we doing to address the issue?
Concerns about the affordability of intermediate housing products and whether they will be affordable to local people.	London Borough of Hammersmith and Fulham, Harlesden Neighbourhood Forum; Harlesden Lets, Grand Union Alliance, Robert Cowell, Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	No change proposed. OPDC has set the policy in accordance with the Mayor of London's preferred tenures as set out in the Affordable Housing & Viability SPG and Draft London Plan 2017. London Living Rent and Shared Ownership are the Mayor of London's preferred intermediate housing products and meet the requirements in the National Planning Policy Framework and income limits in the draft London Plan. Policy H2 sets an additional safeguard that units must be provided that are affordable to households on average incomes in the local authority area.
The tenure split in Policy H2 does not reflect objectively assessed need as identified in the OPDC SHMA which forecasts a 86% need for London Affordable Rent. The proposed tenure split should be changed to 60% London Affordable Rent and 40% Intermediate housing (including London Living Rent and London Shared Ownership) to accord with current London Plan Policy 3.11.	Brent Council, Ealing Council, Harlesden Neighbourhood Forum; Harlesden Lets, Old Oak Interim Neighbourhood Forum, Grand Union Alliance, Crisis Brent, Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	No change proposed. The current London Plan contains an affordable housing target split of 60% social/ affordable rent and 40% Intermediate housing; subject to viability, local housing needs and promoting mixed and balanced communities. However, the Draft London Plan 2017 contains a target split as follows: 30% low cost rented homes (social rent); 30% intermediate products (London Living Rent and Shared Ownership); and 40% to be determined by the local planning authority (LPA) based on identified need, provided they are consistent with the definition of affordable housing in the NPPF. The proposed tenure split is considered to be positively prepared; justified;

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		effective; and consistent with London and national policy on the following grounds. The NPPF states that LPAs should set out the strategic priorities for their area which should include strategic policies to deliver (amongst others) "the homes and jobs needed in the area". In accordance with the NPPF and existing planning guidance based on a current population of 7,000 people and 2,800 households, the SHMA identifies an objectively assessed need (OAN) for 1,200 new homes over the Local Plan period (2018 to 2038). The SHMA has identified an 86% need for London Affordable Rent. Whilst the policy is not directly corresponding in percentage terms, the OAN in terms of tenure split will likely be achieved due to over delivery of housing above the OAN as demonstrated by the Development Capacity Study (2017); which demonstrates that 20,000 homes can be delivered in the local area during the Local Plan period to help meet a wider need across the London Boroughs of Brent, Ealing and Hammersmith & Fulham. The draft London Plan 2017 sets a strategic target that 50% of all new homes in London should be affordable. An Affordable Housing Viability Assessment (2017) has been undertaken which assessed the viability of delivering 35% and 50% affordable housing by habitable room in the following tenure split: 70% London Affordable Rent/30% Intermediate; 43% London Affordable Rent/57% Intermediate; 30% London Affordable Rent/70%

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		Intermediate. This concluded that: 70% of the affordable housing being London Affordable Rents is never viable on any of the sites tested at either 35% affordable housing or 50% affordable housing; 30% London Affordable Rent/70% Intermediate is viable on all the sites tested at 35% affordable housing apart from the site with the highest threshold land value, and on 3 sites at 50% affordable housing. As such, reasonable alternatives to the chosen affordable housing tenure split have been considered. The affordable housing tenure split that has been chosen has been selected because it is a viable option when compared against other reasonable alternatives which would not be viable. As such its selection ensures the Local Plan is deliverable over its period. In addition, the affordable housing tenure split that has been chosen accords with the policies of the Draft London Plan 2017 and the NPPF.
Support delivery of 50% affordable housing, subject to viability, and proposals for OPDC to function as the owner and developer of public land holdings within Old Oak, which potentially allow it a much wider range of tools to deliver new affordable housing.	Ealing Council	Noted.
Welcome the fact that the OPDC Local Plan acknowledges that lack of new housing supply at genuinely affordable levels is a driver of increased levels of homelessness. However, OPDC could do more to maximise the supply of new homes that local people can	Crisis Brent	No change proposed. The Local Plan is required to be in general conformity with the London Plan. The Draft London Plan 2017 sets a 50% affordable housing target for public sector land, Strategic industrial Location and, Locally Significant Industrial Sites deemed

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afford, in particular the homeless.		appropriate for alternative use. OPDC will deliver the Mayor's affordable housing tenures in conformity with Mayoral policy which are London Affordable Rent, London Living Rent and London Shared Ownership. These are defined in policy H2 and table 8.2.
Plan should specifically include the 35% (without public subsidy) and 50% (public land) thresholds set out in the Affordable Housing & Viability SPG.	Greater London Authority	Change proposed. Policy H2 now refers to the most up-to-date Mayoral policy and/or guidance on viability and thresholds.
The 50% housing target is very ambitious and unrealistic on private land. It would be better for the policy to express different targets for private and public land.	Old Oak Park Limited	No change proposed. The Local Plan is required to be in general conformity with the London Plan. The Draft London Plan 2017 sets an overall strategic 50% affordable housing target and a 50% target specifically for public sector land, Strategic industrial Location and, Locally Significant Industrial Sites deemed appropriate for alternative use. However, it is recognised in the supporting text that the actual level of affordable housing that is delivered through planning applications will have to be carefully balanced between infrastructure requirements, different tenure types and any public sector support that may be secured. Individual viability assessments will determine the actual amount of affordable housing that can reasonably secured.
Support for approach outlined in OPDC's Strategic Housing Market Assessment.	Royal Borough of Kensington and Chelsea	Noted
Support for the level of housing provision planned for. It is also noted that the OAN for the OPDC redline boundary area is identified as 1,200 homes over the plan period up to 2037. Therefore, the development being	Royal Borough of Kensington and Chelsea	Noted

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planned for will be significant in meeting wider needs.		
Supports the measures proposed in Policy H2 to increase the provision of affordable housing to meet local and wider need.	Royal Borough of Kensington and Chelsea	Noted
There should be tenure mix flexibility as outlined in the SPG (30% LAR. 40% Intermediate, 40% flexible) to allow the Council to adopt the shared equity model as the alternative affordable housing product.	London Borough of Hammersmith and Fulham	No change proposed. The proposed tenure split (30% London Affordable Rent, 70% Intermediate) is compliant with the tenure requirements set out in the Mayor of London's Affordable Housing & Viability SPG. The Intermediate housing mix may include Shared Equity where it meets the requirements of the NPPF.
No clear explanation of the term "affordable homes".	Friary Park Preservation Group	No change proposed. Table 8.2 provides a definition of affordable housing which is in accordance with the definition in the glossary of the NPPF and the definitions and requirements set out in the Mayor of London's Affordable Housing and Viability SPG and Draft London Plan 2017.
Clarity required on the incomes needed to purchase affordable intermediate homes.	Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	No change proposed. Table 8.2 provides the details of the incomes required for intermediate homes. This is compliant with the income requirements set out in the Affordable Housing & Viability SPG and Draft London Plan 2017.
Policy should refer to the need for key worker accommodation and Church, community and youth workers should be considered eligible for such accommodation.	Diocese of London	No change proposed. The Mayor is introducing London Living Rent as an intermediate housing product with sub-market rents on time-limited tenancies, which will help households on average income levels to save for a deposit. Key workers would be considered eligible for this type of accommodation.
Provision of genuinely affordable homes should be prioritised as part of an uplift	David Craine	No change proposed. This is the purpose of the early and advanced stage review

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in values in the area that the transport improvements will generate.		mechanisms that will be followed in accordance with the Affordable Housing & Viability SPG. This is set out in policy H2 to maximise the delivery of affordable housing where development viability improves.
50% affordable housing target is unrealistic when the Mayor is prepared to accept 35% or lower as determined by the threshold approach to viability.	Hammersmith Society, Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	No change proposed. OPDC has to work in accordance with the requirement set out in the Mayor of London's Affordable Housing and Viability SPG. The Draft London Plan 2017 sets an overall strategic 50% affordable housing target and a 50% target specifically for public sector land, Strategic industrial Location and, Locally Significant Industrial Sites deemed appropriate for alternative use.
Need to analyse the number of affordable and family homes that can be provided.	Hammersmith Society, Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	No change proposed. In accordance with the NPPF, objectively assessed need for housing based on households within the redline boundary is set out in the SHMA. Objectively assessed need for affordable housing in terms of tenure split will likely be achieved due to over delivery of housing above the OAN as demonstrated by the Development Capacity Study (2017). An Affordable Housing Viability Assessment (2017) has been undertaken which assessed the viability of delivering 35% and 50% affordable housing by habitable room in the following tenure split: 70% London Affordable Rent/30% Intermediate ;43% London Affordable Rent/57% Intermediate; 30% London Affordable Rent/70% Intermediate. This concluded that: 70% of the affordable housing being London Affordable Rents is never viable on any of the sites

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		tested at either 35% affordable housing or 50% affordable housing.; 30% London Affordable Rent/70% Intermediate is viable on all the sites tested at 35% affordable housing apart from the site with the highest threshold land value, and on 3 sites at 50% affordable housing. As such reasonable alternatives to the chosen affordable housing tenure split have been considered. The affordable housing tenure split that has been chosen has been selected because it is a viable option when compared against other reasonable alternatives which would not be viable. As such its selection ensures the Local Plan is deliverable over its period. The SHMA identified a 50% need for family housing. However, the identified SHMA need for family housing needs to be considered against the design and nature of the proposed development at Old Oak and Park Royal and development viability and economics, which shows that SHMA level family housing has an impact on viability. These issues were not considered as part of the SHMA assessment. Given this, 25% family housing is considered an appropriate target but that London Affordable Rent housing does meet its SHMA family housing need. This ensures that the most acute housing need is met. It also helps to ensure that family units are appropriately designed and located with suitable amenity space.
Having a threshold approach means that threshold becomes the standard.	Hammersmith Society, Wells House Road Residents Association, Joanna Betts,	No change proposed. OPDC is required to be in conformity with the threshold

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Developers should be expected to provide more CIL/S106 contributions if that is the case.	Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	and viability approach outlined in the Mayor of London's Affordable Housing and Viability SPG and Draft London Plan 2017. Policy H6 in the draft London Plan 2017 states that " The 35 per cent threshold will be reviewed in 2021 and if appropriate increased through Supplementary Planning Guidance".
The text of these policies is supported by precedent illustrations which almost invariably are of buildings 6-14 storeys height. This is misleading given the density required to meet the housing targets.	Hammersmith Society, Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	No change proposed. The photographs are not intended as exact illustrations of the heights of buildings but represent good examples of particular aspects of development, for example the proportion of affordable housing in a development which has been designed to be tenure neutral.
Need a variety of tenures including genuinely affordable rented accommodation.	Hammersmith Society, Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	No change proposed. The tenure mix is in conformity with the Affordable Housing and Viability SPG and Draft London Plan 2017. This includes London Affordable Rent (equivalent to social housing at target rent levels), London Living Rent and London Shared Ownership.
The 50% affordable housing target is unjustified; it is clear that infrastructure costs of opening up sites in Old Oak will absorb large proportions of S106 and CIL resources limiting the capacity for affordable housing delivery.	Old Oak Interim Neighbourhood Forum, Harlesden Lets, Grand Union Alliance, Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	No change proposed. OPDC has undertaken a Strategic Housing Market Assessment to identify the objectively assessed housing need within the land within the Old Oak and Park Royal red line boundary in accordance with the NPPF. This has indicated a 45% need for affordable housing. The London-wide 2013 SHMA accompanying the current London Plan indicated a 52% affordable housing need city-wide. The Mayor of London has set a strategic target of 50% new homes in London should be affordable as set out in the Affordable Housing and Viability SPG and Draft

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		London Plan 2017. In addition, the Draft London Plan 2017 sets a 50% target threshold for: public sector land; Strategic Industrial Locations; and Locally-Significant Industrial Sites and other industrial sites deemed appropriate to release for other uses. The London Housing Strategy also commits mayoral organisations such as OPDC to 50%. An Affordable Housing Viability Assessment 2017 has been undertaken which assessed the viability of delivering 35% and 50% affordable housing by habitable room in the following tenure splits: 70% London Affordable Rent/30% Intermediate; 43% London Affordable Rent/57% Intermediate; 30% London Affordable Rent/70% Intermediate. This concluded that: 70% of the affordable housing being London Affordable Rents is never viable on any of the sites tested at either 35% affordable housing or 50% affordable housing; and 30% London Affordable Rent/70% Intermediate is viable on all the site tested at 35% affordable housing apart from the site with the highest threshold land value, and on 3 sites at 50% affordable housing. The Whole Plan Viability Study provides detailed modelling of all policy requirements likely to impact on viability and concludes that, in the round, the policies would be viable. None of the viability modelling tests affordable housing grant which can be used on specific schemes to increase the amount of affordable housing towards the 50% target. OPDC will

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		work with landowners, developers and Registered Providers to apply for grant from the Mayor of London's Affordable Homes Programme to increase affordable housing delivery beyond the level that would otherwise be provided without grant. Depending on the funding route, £23k or £43k per additional home beyond the threshold level can be used.
Concerned that on evidence to date of permissions granted, coupled with Policy H2a) committing to follow Mayoral guidance, suggests that developers will increasingly pursue offers of 35%, with most units at 80% market rent rather than London Affordable Rent	Old Oak Interim Neighbourhood Forum, Harlesden Lets, Grand Union Alliance, Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	No change proposed. OPDC is required to follow the viability and threshold approach as set out in Mayoral Guidance and in order to help meet the affordable housing needs identified in OPDC's SHMA. The actual affordable tenure that can be delivered on any given scheme is dependent on a number of factors including development viability but also the design of the scheme in terms of separate cores and how different affordable tenures can be managed effectively to keep service charges low, particularly for London Affordable Rent tenants.
Housing must be affordable to local residents, including those on below average incomes and who are in unsatisfactory housing.	Harlesden Lets	No change proposed. In accordance with the London Mayoral policy and/or guidance, affordable housing is required to meet a range of needs of households who cannot afford private housing. This includes London Affordable Rent for households on the lowest incomes who are on a council housing waiting list and have been awarded a reasonable preference (for example: unsatisfactory housing) but also London Living Rent for those on low to medium incomes who are renting privately and wish to save money for a deposit

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		and Shared Ownership. As an extra safeguard, this policy requires developments to include units that are "affordable to households on average incomes in the host local authorities
Given the fact that only 30% London Affordable Rent will be delivered in OPDC's area, it will put pressure on the neighbouring boroughs to help meet the OAN.	Harlesden Lets, Grand Union Alliance, Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	No change proposed. In accordance with the NPPF, the Local Plan needs to meet the full, objectively assessed needs (OAN) for market and affordable housing in the local housing market area. According to OPDC's Strategic Housing Market Assessment (SHMA) and based on the area's current population as is required in the NPPF, there is an objectively assessed need for 1,200 additional homes over the Local Plan period (2018 to 2038). The tenure requirements as set out in the SHMA (86% London Affordable Rent) can be delivered for these homes. OPDC's overall development capacity as identified in the Development Capacity Study far exceeds 1,200 new homes. As highlighted in the Housing Evidence Statement, as Opportunity Areas Old Oak and Park Royal can help meet sub-regional housing need that is required across the wider housing market area of the three neighbouring boroughs.
Local communities will not benefit from the affordable housing policy because of the proposed tenure split.	Harlesden Lets, Grand Union Alliance, Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	No change proposed. The NPPF states that local planning authorities should "use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in this Framework" (paragraph 47) and consider whether other policies [e.g.: viability of

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		development] justify constraining that full objective assessment of need. Objectively assessed housing need has been set out in the SHMA. The objectively assessed need in terms of affordable housing tenure split has been constrained by viability considerations, and this is explained in the Affordable Housing Viability Assessment. The affordable housing tenure split that has been chosen has been selected because it is a viable option when compared against other reasonable alternatives which would not be viable, given the requirement for OPDC to have a 50% affordable housing target. The tenures required by the policy are in general conformity with the draft London Plan 2017 and are in accordance with the NPPF definitions. As an extra safeguard, this policy requires developments to include units that are "affordable to households on average incomes in the host local authorities" and therefore, they are accessible to surrounding communities.
Concern about the impact of development on house prices in neighbouring areas which have already seen some of the biggest increases in London.	Harlesden Lets, Grand Union Alliance, Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	No change proposed. One of the main reasons for high house prices and high rents is the lack of supply. The regeneration of Old Oak and Park Royal will increase the supply of housing, including affordable housing and help address the in-balance between supply and demand.
Table 8.2 should also clarify that for London Living Rent, applicants must already be renting and want to build up money to buy their home.	Harlesden Lets, Grand Union Alliance, Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph	Change proposed- to clarify definition.

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	Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	
The description of London Affordable Rent in Table 8.2 should be amended to say 'capped' target rents, in accordance with government guidance. This should exclude service charges.	Harlesden Lets, Grand Union Alliance, Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	Change proposed- to clarify definition.
High rent affordable housing should not be classed as affordable.	Harlesden Lets	No change proposed. OPDC is adopting the affordable housing tenures as required in the Mayor of London's Affordable Housing and Viability SPG and this approach is consistent with the NPPF.
Less affordable housing on one site should only be permissible if an alternative site is providing a higher percentage.	Harlesden Lets	No change proposed. OPDC's overall affordable housing target is 50%. However, each planning application will be considered on its merits and in accordance with the Mayor of London's Affordable Housing & Viability SPG and Draft London Plan 2017.
Where developers do not achieve a set percentage, they should be asked to produce their detailed costings, which should be scrutinised.	Harlesden Lets	No change proposed. As set out in the policy and supporting text, OPDC will apply the threshold and viability approach as set out in Mayoral policy and/or guidance.
50% affordable housing is unachievable on sites with requirements to deliver infrastructure and other site constraints (e.g.: relocation of existing business). This should be specifically recognised in the policy text.	Castlepride Limited, Old Oak Park Limited	Change proposed. The supporting text has clarified that on some sites within OPDC, 50% affordable housing will be difficult to achieve. This will particularly be the case on sites that require significant infrastructure to unlock development, such as within Old Oak South and Old Oak North. It is clear in the AHVA and in the Local Plan itself that individual sites may require more detailed site and scheme specific viability

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		analysis when they come forward through the development management process.

Summary of Relevant Evidence Base

OPDC evidence base

Supporting study	Recommendations
Affordable Housing Viability Assessment	• 70% affordable housing being London Affordable Rents is never viable on any of the sites tested at either 35% affordable housing or 50% affordable housing • 30% London Affordable rent/70% Intermediate is viable on all the sites tested at 35% affordable housing and on 2 sites at 50% affordable housing • Market delivery mixes increase the overall viability of delivering affordable housing • The assessments take no account of infrastructure requirements which will reduce the amount of affordable housing that can be delivered on some sites. • Affordable housing grant can increase the overall level of affordable housing delivered.
Strategic Housing Market Assessment (SHMA)	• Over the Local Plan period 44,000 households cannot afford market housing. • On the assumption that a household can spend one third of their income on housing costs o 68% can afford London Affordable Rent only with housing benefit support; o 18% can afford London Affordable Rent without housing benefit support o 7% can afford London Living Rent but not 80% market rent o 7% can afford 80% market rents and Shared Ownership.
Housing Evidence Statement	• This does not necessarily mean that these households would necessarily qualify for council housing. • OPDC will have overarching 50% affordable housing target measured by habitable room with a tenure split of 30% London Affordable Rent to maximise the overall level of affordable housing delivered. • The level of London Affordable Rent housing delivered has a significant impact on financial viability.

Other evidence base

Supporting study	Recommendations
GLA Strategic Housing Market Assessment 2009	• 40% of households who need affordable housing can afford intermediate housing tenures such as Shared Ownership.

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GLA Strategic Housing Market Assessment 2017	• The SHMA shows London's significant need for low cost rental housing, however, the current national funding programme is focused on intermediate products which limits the Mayor's ability to require higher levels of low-cost rented accommodation. • London's housing requirements are: 35% market housing, 18% Intermediate housing and 47% low-cost rent housing.

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H3: Housing Mix

Legislation, Policy and Guidance Context

National Planning Policy Framework 2012 (NPPF)

Policy/ paragraph reference	Policy and paragraph text
50	To deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities, local planning authorities should: • plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes); • identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand.
159	Local planning authorities should have a clear understanding of housing needs in their area. They should prepare a Strategic Housing Market Assessment to assess their full housing needs, working with neighbouring authorities where housing market areas cross administrative boundaries. The Strategic Housing Market Assessment should identify the scale and mix of housing and the range of tenures that the local population is likely to need over the plan period which: • meets household and population projections, taking account of migration and demographic change; • addresses the need for all types of housing, including affordable • housing and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their homes) and • caters for housing demand and the scale of housing supply necessary to meet this demand.

National Planning Practice Guidance

Policy/ paragraph reference	Policy and paragraph text
HOUSING NEEDS ASSESSMENTS	
Title: How should the needs for all types of housing be addressed?	Once an overall housing figure has been identified, plan makers will need to break this down by tenure, household type (singles, couples and families) and household size. Plan makers should therefore examine current and future trends of:the proportion of the population of different age profile; • the types of household (e.g. singles, couples, families by age group,

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	numbers of children and dependents); • the current housing stock size of dwellings (e.g. one, two+ bedrooms); • the tenure composition of housing. Plan makers should look at the household types, tenure and size in the current stock and in recent supply, and assess whether continuation of these trends would meet future needs.
HOUSING: OPTIONAL TECHNICAL STANDARDS	
Title: Can local planning authorities require accessibility, adaptability and wheelchair standards in new dwellings? Paragraph: 005 Reference ID: 56-005-20150327 Revision date: 27 03 2015	The National Planning Policy Framework (NPPF) is clear that local planning authorities should plan to create safe, accessible environments and promote inclusion and community cohesion. This includes buildings and their surrounding spaces. Local planning authorities should take account of evidence that demonstrates a clear need for housing for people with specific housing needs and plan to meet this need.
Title: What issues should local planning authorities consider in determining whether dwellings should be fully wheelchair accessible or adaptable? Paragraph: 009 Reference ID: 56-009-20150327 Revision date: 27 03 2015	Part M of the Building Regulations sets a distinction between wheelchair accessible (a home readily useable by a wheelchair user at the point of completion) and wheelchair adaptable (a home that can be easily adapted to meet the needs of a household including wheelchair users) dwellings. Policies for wheelchair accessible homes should be applied only to those dwellings where the local authority is responsible for allocating or nominating a person to live in that dwelling.
Title: Where an individual has specific needs that would not be met by the wheelchair accessible optional	Where there is a very specific and clearly evidenced accessibility need, which is outside of what is provided for by the wheelchair accessible standard, a local planning authority can have different requirements in order to meet that need. This should only be required to meet the needs of a specific individual and therefore should only be required of a home where a local authority allocation policy applies. Such a requirement would also be subject to viability considerations.

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requirement can a local planning authority ask for a different standard? Paragraph: 011 Reference ID: 56-011-20150327 Revision date: 27 03 2015	
Ttile: Can local planning authorities require internal space standards in new homes? Paragraph: 018 Reference ID: 56-018-20150327 Revision date: 27 03 2015	The National Planning Policy Framework says that local planning authorities should identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand. Where a local planning authority (or qualifying body) wishes to require an internal space standard, they should only do so by reference in their Local Plan to the nationally described space standard.

London Plan (2016) Policies

Policy/ paragraph reference	**Policy and paragraph text**
3.8 Housing choice	A. Londoners should have a genuine choice of homes that the can afford and which meets their requirements for different sizes and types of dwellings in the highest quality environments. B. To inform local application of Policy 3.3 on housing supply and 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 in meeting these; b provision of affordable family housing is addressed as a strategic priority in LDF policies; c ninety percent of new housing[1] meets Building Regulation requirement M4 (2) 'accessible and adaptable dwellings'; d ten per cent of new housing meets Building Regulation requirement M4 (3) 'wheelchair user dwellings', i.e. is designed to be wheelchair accessible, or easily adaptable for residents who are

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	wheelchair users; f account is taken of the needs of particular communities with large families.

Draft New London Plan 2017

Policy/ paragraph reference	Policy and paragraph text
H12A Housing size mix	To determine the appropriate mix of unit sizes in relation to the number of bedrooms for a scheme, applicants and decision-makers should have regard to: 1. the range of housing need and demand identified by the London Strategic Housing Market Assessment and, where relevant, local assessments 2. the requirement to deliver mixed and inclusive neighbourhoods 3. the need to deliver a range of unit types at different price points across London 4. the mix of uses in the scheme 5. the range of tenures in the scheme 6. the nature and location of the site, with a higher proportion of one and two bed units generally more appropriate in more central or urban locations 7. the aim to optimise housing potential on sites 8. the ability of new development to reduce pressure on conversion and sub-division of existing stock 9. the role of one and two bed units in freeing up family housing 10. the potential for custom-build and community-led housing schemes.
H12B	Generally, schemes consisting mainly of one-person units and/or one-bedroom units should be resisted.
H12D	For low cost rent, boroughs should provide guidance on the size of units required (by number of bedrooms) to ensure affordable housing meets identified needs. This guidance should take account of: 1. the criteria set out in part A 2. the local and strategic need for affordable family accommodation 3. local issues of overcrowding 4. the impact of welfare reform 5. the cost of delivering larger units and the availability of grant.

Housing Supplementary Planning Guidance 2016 (SPG)

Policy/ paragraph reference	Policy and paragraph text
2.2.22	Development proposals should seek to ensure they meet local needs by

	providing an adequate mix of dwelling sizes (in terms of occupancy defined in terms of bedspaces), and mix of tenures to reflect local and strategic demand.
2.2.23	Lifetime neighbourhood principles set out under Policy 7.1 also encourage the provision of a broad range of adaptable homes and for new development to maximise opportunities for community diversity, inclusion and cohesion. This aims to ensure new and existing neighbourhoods meet the requirements of residents through all stages of their lives in terms of the mix of dwellings, tenures and supporting infrastructure and facilities.
2.2.25	Whilst there are inherent benefits in providing larger family housing at relatively low densities, it is possible to successfully accommodate family homes within higher density schemes, where these units are carefully located and designed. For example, ground level family maisonettes, duplex apartments or terraced houses can be provided within schemes of much higher densities, with front doors at street level, private gardens and play space provided either in communal areas or public open space, with good overlooking from family units. This also provides a number of advantages in terms of natural surveillance (see standard 10).
2.2.26	Where family units are provided on the upper floors it is important to ensure appropriate private open space is provided with adequate outlook, orientation, and privacy. Social infrastructure including child care and primary schools should be accessible and within a safe and convenient walking distance.
2.3.8	Part M of the Building Regulations (Volume 1) is divided into three categories; M4(1) 'visitable dwellings', M4(2) 'accessible and adaptable dwellings' and M4(3) 'wheelchair user dwellings'. As set out in Policy 3.8, 90 per cent of new build homes in London should meet M4(2) with the remaining 10 percent meeting M4(3). This means that 100 per cent of new build homes should be accessible. This standard only applies to new build homes because Part M of the Building Regulations generally does not apply to dwellings resulting from conversions or a change of use. The relevant category must be stipulated in a condition applied to the planning permission. Detailed guidance on how to meet these requirements is set out in Approved Document Part M131 and is not repeated in this SPG.

Local Plan Regulation 18 Draft Policy Options

Policy/ paragraph reference	**Alternative policy option**
7.30	An alternative option would be to allow a small proportion of new homes to not comply with London Plan space requirements or Building Regulations M4(2) or M4(3). In support, some respondents said that this can meet a specific housing need for students and young professionals and they can meet an affordable need for this group who would otherwise be house sharing in the PRS. Respondents who disagreed were primarily concerned about accessibility. Policy H3 now excludes shared housing and student housing from the M4 Building Regulations to support the creation of mixed and balanced communities in appropriate locations.

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Key Consultation Issues

Regulation 18 consultation

What the issue is	Who raised the issue	What we're doing to address the issue
Micro-housing: OPDC could allow some housing to not comply with London Plan space standards and Building Regulations M4 (2) and M4 (3). These would be units providing less floor space than the one person space requirements; they would be supported in addition to studios. This might include "Co- Living": small apartments with shared living, entertaining and working space (e.g.: The Collective). In support, some respondents said that this can meet a specific housing need for students and young professionals and they can meet an affordable need for this group who would otherwise be house sharing in the PRS. Respondents who disagreed were primarily concerned about accessibility. Some respondents were prepared to see divergence from the space standards if it meant that more affordable homes were built.	City and Docklands Group; Diageo Plc; Diocese of London Essential Living; Grand Union Alliance; Hammersmith & Fulham Disability Forum; Old Oak Park (DP9); 1 local resident	Change proposed. Policy H3 identifies that OPDC will expect sites to deliver 90% of units as Building Regulation M4(2) 'accessible and adaptable dwellings' and 10% of new housing as Building Regulation M4(3) 'wheelchair user dwellings' across all tenures, except where proposals are delivered in accordance with Policy H7 (Purpose built shared housing). The purpose built shared housing policy requires this form of housing, also known as 'co-living' housing to demonstrate that they contribute to the creation of mixed and balanced communities by not undermining the delivery of conventional self-contained housing supply, be located in appropriate locations that can absorb intensive usage, incorporate a high quality of design and shared space for occupants, provide a Residential Management Plan, and offer a commuted sum in lieu of the provision of on-site affordable housing.
Family-sized units: The Local Plan sets requirements for family-sized housing (classed as 3 or more bedrooms) in the Affordable Housing and private market sector based on evidence in the SHMA; that the housing mix should	Brent Council; City and Docklands Group; Diageo Plc; Essential Living; Fizzy Living; GLA, Grand Union Alliance; Hammersmith & Fulham Disability Forum; Midland Terrace Residents Group; Old Oak Interim Forum; Old Oak Park (D9); 4	Change proposed. Residential schemes will be expected to deliver 25% family units across all tenures including a SHMA compliant mix for London Affordable Rent (Policy H3). This approach is a balance between actual delivery of

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include 53% 3 and 4 beds. Although there was a general acceptance that there is a clear need for more affordable family housing, some concern was raised in the consultation about the suitability of market family housing which given house prices is unaffordable to local families and is often sold to investment buyers. Notwithstanding affordability issues there is evidence emerging from other London high density schemes that family-sized market housing ends up being occupied by PRS flat-sharers rather than families who would prefer to live in a low-density development with a private garden.	local residents	family homes in London and the high need for family housing identified in the SHMA. It also reflects the fact that Old Oak will be a high density development and large units will have to be designed appropriately so that they are suitable for families with children (Policy H4).

Regulation 19(1) consultation

What is the issue?	Who raised the issue?	What are we doing to address the issue?
OPDC should allow greater flexibility in its policies for housing mix in areas identified for early development opportunities, such as Scrubs Lane.	Remavon	No change proposed. Policy H3 provides a balance between delivering 50% affordable housing, family housing requirements as identified in the Strategic Housing Market Assessment and providing appropriate private amenity space in a high density flatted environment.
Clarification on what is meant by housing that is 'appropriately and flexibly designed for changing needs over time'. Any relevant guidance should be referenced in the supporting wording.	Ealing Council	Change proposed. The supporting wording has been amended to reference the guidance in the Mayor of London's Housing SPG 2016 on designing in flexibility. This includes, for example, designing internal walls in a way that they can be sub-divided.
The 25% family housing target is not appropriate; only 20% on average has been	Old Oak Park Limited, Fruition Properties, Hammersmith Society, Wells	No change proposed. As explained in the Housing Evidence Statement, the

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delivered London-wide and the nature and density of development at Old Oak means that units will not have appropriate amenity space.	House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	average density of the proposed development is expected to be high density and the built form is expected to be high density blocks of flats (as opposed to houses with gardens) making a 50% family housing target as is needed according to the SHMA undesirable as many units would be unable to access appropriate amenity and play space.
It is difficult to see how to build in flexibly in flats to allow for units to expand or contract. It is suggested that changes are limited to internal changes.	Old Oak Park Limited	Change proposed. The supporting wording for Policy H3d) has been amended to recognise the fact that designing flats so that they can expand or contract in size will be more feasible on long-term rented units than flats built for sale when there will not be an opportunity to change the footprint of the unit.
The priority should be for affordable family housing.	David Craine	No change proposed. Housing Mix Policy H3 specifies that developments should deliver a London Affordable Rent housing mix in accordance with OPDC's most up to date SHMA. This meets the acute need for London Affordable Rent but also provides some market family and intermediate housing to help meet needs.
Some of the supporting text in H3 should be moved to H4.	Hammersmith Society, Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	No change proposed. Policy H4 sets out how family housing should be sensitively designed and appropriately located so that it is suitable for families with children. The introductory text to H4 refers to delivering a mix in accordance with Policy H3 where the supporting text details the identified needs for family housing.
Support policy on designing in flexibility.	Hammersmith Society, Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and	Noted.

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	Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	
Internal space standards should comply with London Plan recommendations as a minimum.	Hammersmith Society, Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	No change proposed. This is as required in the supporting text.
The policy should be amended to require 51% family sized affordable housing and 64% family market housing as evidenced by the SHMA.	Old Oak Interim Neighbourhood Forum, Hammersmith Society, Harlesden Lets, Grand Union Alliance, Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	No change proposed. The Housing Evidence Statement explains that the identified SHMA need for family housing needs to be considered against the design and nature of the proposed development at Old Oak and Park Royal and development viability and economics, which are not considered as part of the SHMA assessment. Given this 25% family housing is considered an appropriate target but that London Affordable Rent housing does meet its SHMA family housing need. This ensures that the most acute housing need is met. It also helps to ensure that family units are appropriately designed and located with suitable amenity space.
Evidence of overcrowding in the SHMA is not being addressed. This could be addressed by delivering more larger family homes as evidenced in the London Assembly Crowded Homes report delivering a downchain to release smaller units for smaller households.	Harlesden Lets, Grand Union Alliance, Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	No change proposed. OPDC's SHMA identifies that overcrowding is most significant in the social housing sector and that it has become more significant in the private rented sector in recent years but that levels of overcrowding have been stabilising. By delivering family-sized London Affordable Rent homes in accordance with the SHMA requirements, OPDC can

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		help to address overcrowding in the social housing sector. Delivery of London Living Rent homes can also help address the issue of overcrowding in the private rented sector as there will be an increased supply of affordable homes available for private renters who may otherwise overcrowd. Other policies in this Local Plan, for example, H9, promotes the delivery of specialist housing which can free up existing family housing and help alleviate overcrowding.
Targets should be set for 4 and 5 bed units in accordance with the SHMA need.	Grand Union Alliance, Harlesden Lets, Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	No change proposed. For London Affordable Rent homes, Policy H3 requires the delivery of a SHMA compliant mix. This will mean that the need for four and five-bedroom London Affordable Rent homes identified in the SHMA can be met. The 25% over-arching target also allows for larger units to be provided in other tenures but in a way that is sensitive to viability and the nature of the development in the area.
Need to set out how OPDC will work with the boroughs to meet need for family housing.		
OPDC will not achieve a mix comparable with the surrounding area and may limit the ability of smaller households to grow and remain in the area in the long-term.	Harlesden Lets, Grand Union Alliance, Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	No change proposed. Old Oak and Park Royal are Opportunity Areas in the London Plan. Given the need to optimise development to meet the housing targets, the development will not be of the same built form of the existing housing in the surrounding area. However, it can be complementary and provide a housing mix to meet a range of needs both to newly forming households and established households in the surrounding area who wish to move. Smaller units

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		built can provide opportunities for under-occupying existing households in the surrounding area to down-size thereby providing opportunities for growing families to move up. In addition, the new development can provide new affordable family units.
Need to future proof dwellings so that they are easier to adapt if residents become disabled. Need to consider this in all areas of the building.	Harlesden Lets	No change proposed. Policy H3 ensures that 90% of units are delivered to Building Regulation M4(2)"accessible and adaptable dwelling" standard. Policy D3 requires proposals for buildings, open spaces, the public realm and infrastructure to adhere to the latest guidance on accessible and inclusive design.
There is an equalities impact from not delivering more family housing to ease the impact of overcrowding which is more prevalent in BME communities.	Harlesden Lets	No change proposed. The Integrated Impact Assessment has identified that the housing policies as a whole will have a positive impact on delivering a mixed and sustainable community.

Summary of Relevant Evidence Base

OPDC evidence base

Supporting study	Recommendations
OPDC Strategic Housing Market assessment	• There is a high need for family sized housing (this is units consisting of 3 or more bedrooms)- 51% of affordable housing and 64% of market housing.
Affordable Housing Viability Assessment	• Larger sized units are worth less £ per f2 than smaller units meaning that large proportions of family units impacts on development viability.

Rationale for any non-implemented recommendations

Supporting Study	Recommendations	Rationale for not including

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OPDC Strategic Housing Market Assessment	Deliver 51% of affordable housing and 64% of market housing as family housing units to meet the identified need	The identified need for family housing has to be considered against the design and nature of the proposed development at Old Oak and Park Royal and development viability and economics. • The average density is expected to be high density and the built form is expected to be high density blocks of flats rather than lower density houses with generous private gardens, making a high family housing target challenging and undesirable as many units would be unable to access appropriate amenity and play space. • A further consideration is the affordability of family housing and particularly the affordability of family intermediate housing. • The Affordable Housing Viability Assessment modelling shows that this has an impact on the viability of delivering high levels of affordable housing. A 25% family housing target (including SHMA compliant mix for London

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		Affordable Rent) is considered to be an appropriate balance. This will provide the following benefits: • It requires the housing market to deliver a minimum level of family housing provision slightly above the London average market delivery; • It meets the acute need for London Affordable Rent family housing identified in the SHMA but also provide some market family and intermediate family housing to meet needs; • It helps to ensure that all family units are appropriately designed and located to be suitable for families. Setting an artificially high family housing target would mean that many units delivered would not have access to acceptable private or communal amenity space or other amenities. These units would unlikely be attractive to families with children.

Other evidence base

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Supporting study	Recommendations
GLA Authorities Monitoring Reports (AMR)	• On average over the past 9 years, London has delivered 20% of units as family sized units.

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H4: Design of Family Housing

Legislation, Policy and Guidance Context

National Planning Policy Framework 2012 (NPPF)

Policy/ paragraph reference	Policy and paragraph text
50	To deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities, local planning authorities should: • plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes); • identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand.

National Planning Practice Guidance

Policy/ paragraph reference	Policy and paragraph text
	Not applicable

London Plan 2016 Policies

Policy/ paragraph reference	Policy and paragraph text
3.5 Quality and design of housing developments	B, The design of all new housing developments should enhance the quality of local places, taking into account physical context; local character; density; tenure and land use mix; and relationships with, and provision of public, communal and open spaces, taking particular account of the needs of children, disabled and older people. C. LDF's should incorporate requirements for accessibility and adaptability, minimum space standards. New homes should have adequately sized rooms and efficient room layouts that are functional, fit for purpose, and meet the changing needs of Londoners over their lifetimes.
3.6 Children and young people's	B Development proposals that include housing should make provision for play and informal recreation, based on the expected child population generated by the scheme and an assessment of future needs.

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play	
3.8 Housing choice	B. To inform local application of Policy 3,3 on housing supply and 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 in meeting these; b provision of affordable family housing is addressed as a strategic priority in LDF policies.

Draft New London Plan (2017) Policies

Policy / paragraph reference	**Policy and paragraph text**
D4	B. New homes should have adequately-sized rooms and convenient and efficient room layouts which are functional, fit for purpose and meet the changing needs of Londoners over their lifetimes. Particular account should be taken of the needs of children, disabled and older people.
D4	9. A minimum of 5 sqm of private outdoor space should be provided for 1-2 person dwellings and an extra 1 sqm should be provided for each additional occupant.

Housing Supplementary Planning Guidance (SPG)

Policy/ paragraph reference	**Policy and paragraph text**
1.3.21	Where a development includes family housing, accessible play spaces designed to meet the needs of younger and older children should be provided, taking account of the projected child population in line with Policy 3.6.
2.2.25	Whilst there are inherent benefits in providing larger family housing at relatively low densities, it is possible to successfully accommodate family homes within higher density schemes, where these units are carefully located and designed. For example, ground level family maisonettes, duplex apartments or terraced houses can be provided within schemes of much higher densities, with front doors at street level, private gardens and play space provided either in communal areas or public open space, with good overlooking from family units. This also provides a number of advantages in terms of natural surveillance (see standard 10).
2.2.26	Where family units are provided on the upper floors it is important to ensure appropriate private open space is provided with adequate outlook, orientation, and privacy. Social infrastructure including child care and primary schools should be accessible and within a safe and convenient walking distance

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Local Plan Regulation 18 Draft Policy Options

Policy options were not included within the Regulation 18 Local Plan.

Key Consultation Issues

Regulation 18 consultation

What the issue is	Who raised the issue	What we're doing to address the issue
Family-sized units: The Local Plan sets requirements for family-sized housing (classed as 3 or more bedrooms) in the Affordable Housing and private market sector based on evidence in the SHMA; that the housing mix should include 53% 3 and 4 beds. Although there was a general acceptance that there is a clear need for more affordable family housing, some concern was raised in the consultation about the suitability of market family housing which given house prices is unaffordable to local families and is often sold to investment buyers. Notwithstanding affordability issues there is evidence emerging from other London high density schemes that family-sized market housing ends up being occupied by PRS flat-sharers rather than families who would prefer to live in a low-density development with a private garden.	Brent Council; City and Docklands Group; Diageo Plc; Essential Living; Fizzy Living; GLA, Grand Union Alliance; Hammersmith & Fulham Disability Forum; Midland Terrace Residents Group; Old Oak Interim Forum; Old Oak Park (D9); 4 local residents	Change proposed. Residential schemes will be expected to deliver 25% family units across all tenures including a SHMA compliant mix for London Affordable Rent (Policy H3). This approach is a balance between actual delivery of family homes in London and the high need for family housing identified in the SHMA. It also reflects the fact that Old Oak will be a high density development and large units will have to be designed appropriately so that they are suitable for families with children (Policy H4).

Regulation 19 (1) consultation

What is the issue?	Who raised the issue?	What are we doing to address the issue?
It would be useful to acknowledge where	Castlepride Limited	No change proposed. The policy and supporting text

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residential sites are suited to providing commercial use and active frontages at street level, family accommodation will need to be on the upper floors.		allows for family housing to be located on other floors with access to secure private and/or communal open space.
Given the 25% family housing target, most family units delivered will be provided in accordance with Part B.	Old Oak Park Limited	Noted.
There are no details about the provision of family housing.	Friary Park Preservation Group	No change proposed. The policy provides guidance on the design of family housing to ensure that it is appropriately located to be suitable for families with children.
Concerns over lack of commitment to building affordable family homes in accordance with the need identified in the Strategic Housing Market Assessment (SHMA).	Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	No change proposed. The Affordable Housing Viability Assessment modelling shows that delivering SHMA levels of family housing has an impact on the viability of delivering 50% affordable housing overall because larger units are worth less per square foot than 1 and 2 bed units. Setting a higher family housing target would also mean that many units delivered would not have access to acceptable private or communal amenity space or other amenities. These units would unlikely be attractive to families with children.
The policy would benefit from more detailed guidance on housing design, such as the GLA's Housing Design Guide.	Hammersmith Society, Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	No change proposed. The Mayor of London's Housing SPG 2016 provides guidance on housing design. There is not a need to repeat this in OPDC's Local Plan.

Summary of Relevant Evidence Base

OPDC evidence base

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Supporting study	Recommendations
OPDC Strategic Housing Market Assessment 2017	o There is a need for family sized housing across all tenures.

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H5: Existing Housing

Legislation, Policy and Guidance Context

National Planning Policy Framework 2012 (NPPF)

Policy/ paragraph reference	Policy and paragraph text
51	Local planning authorities should identify and bring back into residential use empty housing and buildings in line with local housing and empty homes strategies and, where appropriate, acquire properties under compulsory purchase powers. They should normally approve planning applications for change to residential use and any associated development from commercial buildings (currently in the B use classes) where there is an identified need for additional housing in that area, provided that there are not strong economic reasons why such development would be inappropriate.

National Planning Practice Guidance

Policy/ paragraph reference	Policy and paragraph text
Title: How should the current total affordable housing supply available be calculated? Paragraph: 026 Reference ID: 2a-026-20140306 Revision date: 06 03 2014	There will be a current supply of housing stock that can be used to accommodate households in affordable housing need as well as future supply. To identify the total affordable housing supply requires identifying the current housing stock by: • identifying the number of affordable dwellings that are going to be vacated by current occupiers that are fit for use by other households in need; • identifying surplus stock (vacant properties).
Title: How should local planning authorities deal with empty housing and buildings? Paragraph:	The National Planning Policy Framework encourages local authorities to bring empty housing and buildings back into residential use. Empty homes can help to contribute towards meeting housing need but it would be for individual local authorities to identify and implement an empty homes strategy. Any approach to bringing empty homes back into use and counting these against housing need would have to be robustly evidenced by the local planning authority at the independent examination of the draft Local Plan, for example to test the deliverability of the strategy and to avoid double counting (local planning authorities would need to demonstrate that

039 Reference ID: 3-039-20140306 Revision date: 06 03 2014	empty homes had not been counted within their existing stock of dwellings when calculating their overall need for additional dwellings in their local plans).

London Plan 2016 Policies

Policy/ paragraph reference	Policy and paragraph text
3.14 Existing housing	A. The Mayor and boroughs should support the maintenance and enhancement of the condition and quality of London's existing homes. B. Loss of housing, including affordable housing, should be resisted unless housing is replaced at existing or higher densities with at least equivalent floor space. C. This policy includes the loss of hostels, staff accommodation and shared accommodation that meet an identified housing need, unless the exiting floorspace is satisfactorily re-provided to an equivalent or better standard. The loss of housing to short-term provision (lettings less than 90 days) should also be resisted. D. Boroughs should promote efficient use of existing stock by reducing the number of vacant, unfit and unsatisfactory dwellings by bringing properties back into use. Boroughs should prioritise long term empty homes, derelict empty homes and listed buildings to be brought back into residential use.

Draft New London Plan (2017) Policies

Policy / paragraph reference	Policy and paragraph text
H11	A. Boroughs should promote efficient use of existing stock by using all the tools available to reduce the number of vacant dwellings. B. The Mayor will support boroughs with identified issues of homes being left empty as 'buy to leave' properties to put in place mechanisms which seek to ensure stock is occupied. C. Boroughs should take account of the impact on the housing stock of applications for homes to be used as holiday rentals for more than 90 days a year.

Draft London Housing Strategy September 2017

Policy/ paragraph reference	Policy and paragraph text
POLICY 5.3: COMMUNITY SUPPORT	The Mayor will address public concerns about empty homes and the impact of housing being bought for investment, particularly by overseas buyers, on the availability of homes for Londoners. This will

FOR HOMEBUILDING	include: addressing empty homes by encouraging all councils to levy the empty homes Council Tax premium and lobbying Government for changes to make it more effective; and continuing to urge Government to set new standards of transparency in the property industry and particularly for properties owned by companies registered overseas.

Housing Supplementary Planning Guidance (SPG)

Policy/ paragraph reference	Policy and paragraph text
1.2.59	The Mayor's Housing Strategy sets out a strategic aim that no more than 1% of homes in London should remain empty for more than 6 months. The NPPF strongly supports boroughs identifying and bringing empty homes back into use.
5.1.8	London Plan Policy 3.14B-C requires boroughs to resist the net loss of housing provision, taking into account existing densities, floorspace provision and housing tenure. This recognises that there may be scope to sustain and, where necessary, increase the overall stock of homes through sensitive housing intensification and renewal (Policy 3.3Ee). Redevelopment of existing properties may be appropriate where it would provide additional housing through higher residential densities. It may also enable improvements in housing quality and help to address particular housing needs, for example, the requirements of large families or older and vulnerable people.

Local Plan Regulation 18 Draft Policy Options

Policy/ paragraph reference	Alternative policy option
7.48	Take a more flexible approach to the loss of existing stock. This allows for the loss of existing residential stock for non-residential uses and flexibility may help to bring sites forward for development. Given the high need for housing identified in the SHMA this has not been taken forward as it could undermine the overall housing supply.
7.49	Allow the conversion of smaller family sized units and not require a proportion of these to be replaced as family homes. This could increase the overall number of new housing supplied, but it would result in a loss of family sized accommodation which would undermine the delivery of 25% family homes to meet the need for family housing.

Key Consultation Issues

Regulation 18 consultation

What the issue is	Who raised the issue	What we're doing to address the issue
Existing Housing: There is a concern from some respondents that existing housing will be demolished. They make the point that existing housing in the OPDC area should be optimised and retained, including bringing empty properties back into habitable use. Existing residents should not be displaced by the redevelopment.	Ealing Council; Midland Terrance Resident Group; The Hammersmith Society; 2 local residents	Noted. Sites identified for development in the Development Capacity Study do not involve the demolition of any existing residential premises but there could be windfall sites that come forward with proposals to demolish a property. The policy requires that in this circumstance, applications should be resisted unless it is located within Strategic Industrial Location (SIL), the proposal would result in new housing being provided at an equivalent or higher density, measured by unit numbers and floorspace, or its loss is critical to unlock the comprehensive regeneration of the area.

Regulation 19 (1) consultation

What is the issue?	Who raised the issue?	What are we doing to address the issue?
Support approach to resist loss of existing residential accommodation unless it is critical to unlock comprehensive regeneration.	T.A.S.B. Investments Limited, Hammersmith Society Friary Park Preservation Group	Noted.
This policy is currently mis-phrased to mean that only the conversion as a whole would require access to private or communal open space. Suggest 'at least one family sized unit (3+ bed) with access to private or communal open space is provided through each conversion.' It should also be clarified in the supporting wording that this does not alter the London Plan	Ealing Council	Change proposed. The policy now reads " at least one family sized unit (3 bed+) with access to secure private and/or communal space is provided through each conversion". However, given the layout of the building it might not always be possible for the non-family units in a converted house to have access to secure private space although these units will be required to meet the

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requirement for 'private amenity space'.		minimum space standards.
Empty homes should be brought back to full occupancy.	Hammersmith Society, Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	No change proposed. Policy H5 and the supporting text provides for OPDC to "work with the London Boroughs of Brent, Ealing and Hammersmith & Fulham and other stakeholders to bring vacant residential properties back into use".
The policy should set a consistent and robust approach to Empty Dwelling Management Orders and Compulsory Purchase Orders and a mechanism for dealing with appeals.	Harlesden Lets	No change proposed. OPDC's powers are limited in this area. OPDC will positively work with the local authorities when they issue Empty Property Management Orders. Where necessary and appropriate, and there is a compelling case in the public interest, OPDC will use compulsory purchase powers as set out in Policy DI4.
The policy should specify how exactly it will resist loss of existing housing. The policy should support retrofitting on new homes. It should also ensure that where a proposal would result in new housing that it re-provides an equal amount of space, rooms and tenure.	Grand Union Alliance, Harlesden Lets, Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	No change proposed. OPDC's powers are limited in this area. OPDC will work positively with the local authorities and landowners to bring empty properties back into habitable use as is set out in the supporting text. Replacing existing housing on at least a like-for-like basis in terms of unit numbers and floorspace is set out in the policy and supporting text. In terms of tenure, the key concern is protecting affordable housing units from loss. This is covered through the perpetuity provisions in Policy H2.

Summary of Relevant Evidence Base

OPDC evidence base

Supporting	Recommendation

study	
OPDC Strategic Housing Market Assessment (SHMA)	• There is a need for 99,000 homes over the next 20 years across the housing market area of Brent, Ealing and Hammersmith and Fulham.

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H6: Build to Rent

Legislation, Policy and Guidance Context

National Planning Policy Framework (2012) (NPPF)

Policy/ paragraph reference	Policy and paragraph text
50	To deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities, local planning authorities should: • plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes); • identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand.

National Planning Practice Guidance

Policy/ paragraph reference	Policy and paragraph text
Paragraph: 021 Reference ID: 2a-021-20160401 Revision date: 01 04 2016	How should the needs for all types of housing be addressed? Once an overall housing figure has been identified, plan makers will need to break this down by tenure, household type (singles, couples and families) and household size. Plan makers should therefore examine current and future trends of: • the tenure composition of housing. Identifying the need for certain types of housing and the needs of different groups is discussed below in more detail. • The private rented sector: *Tenure data from the Office for National Statistics can be used to understand the future need for private rented sector housing. However, this will be based on past trends. Market signals in the demand for private rented sector housing could be indicated from a change in rents. Evidence can also be sourced from the English Housing Survey, which will provide at national level updated information on tenure trends, Office for National Statistics Private Rental Index, the Valuation Office Agency, HomeLet Rental Index and other commercial sources.*

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Fixing our broken housing market: Housing White Paper 2017

Policy / paragraph reference	Policy and paragraph text
4.31	Over 4 million households now rent their home from a private landlord – nearly twice as many as ten years ago – and there are around 4 million leasehold homes in England. Standards in the private rented sector remain below those in the social and owner occupied sectors, but are improving: just 28% of homes are now non-decent compared to 37% in 2010. An increasing number of private tenants (65%) are happy with their tenure, compared to 48% in 2004-05.
4.32	here there are concerns, these tend to focus on affordability and security. In the long term, building more homes will help with affordability, but renters often face upfront costs including fees charged by letting agents to tenants. Tenants have no control over these fees because the agent is appointed by and works for the landlord. This is wrong. The Government has already introduced transparency on fees. We will consult early this year, ahead of bringing forward legislation as soon as Parliamentary time allows, to ban letting agent fees to tenants. This will improve competition in the market and give renters greater clarity and control over what they pay.

London Plan (2016) Policies

Policy/ paragraph reference	Policy and paragraph text
Policy 3.8 Housing choice	B To inform local application of Policy 3.3 on housing supply and 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 in meeting these a1 the planning system provides positive and practical support to sustain the contribution of the Private Rented Sector (PRS) in addressing housing needs and increasing housing delivery.

Draft New London Plan (2017) Policies

Policy/ paragraph reference	Policy and paragraph text
H13A Build to Rent	To recognise that the Build to Rent development model differs from a traditional for sale scheme and the potential role it can play in accelerating

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	delivery, where a development meets the criteria set out below, the affordable housing offer can be solely Discounted Market Rent at a genuinely affordable rent, preferably London Living Rent level. Affordable housing should be secured in perpetuity.
H13B	To qualify as a Build to Rent scheme within the context of this policy, all the following criteria must be met: 1. the development, or block or phase within the development has at least 50 units 2. the homes are held as Build to Rent under a covenant for at least 15 years 3. a clawback mechanism is in place to recoup additional affordable housing contributions in the event of the covenant being broken 4. all the units are self-contained and let separately 5. there is unified ownership and unified management of the development 6. longer tenancies (three years or more) are available to all tenants. These should have break clauses for renters, which allow the tenant to end the tenancy with a month's notice any time after the first six months 7. the scheme offers rent certainty for the period of the tenancy, the basis of which should be made clear to the tenant before a tenancy agreement is signed, including any annual increases which should always be formula-linked 8. there is on-site management, this does not necessarily mean full-time dedicated on-site staff, but all schemes need to have systems for prompt resolution of issues and some daily on-site presence 9. providers have a complaints procedure in place and are a member of a recognised ombudsman scheme 10. providers do not charge up-front fees of any kind to tenants or prospective tenants, other than deposits and rent-in-advance.
H13C	For Build to Rent schemes to follow the Fast Track Route they must deliver at least 35 per cent affordable housing, of which at least 30 per cent should be at London Living Rent Level, with the remainder being at a range of discounts below market rent to be agreed with the borough and/or the Mayor where relevant. Schemes must also meet all other requirements of part C of Policy H6 Threshold approach to applications
H13D	Where the requirements of C above are not met, schemes must follow the Viability Tested Route set out in Policy H6. Viability assessments on such schemes should take account of the differences between Build to Rent and Build for Sale development and be undertaken in line with the Affordable Housing and Viability SPG

Housing Supplementary Planning Guidance (SPG) 2016

Policy/ paragraph reference	**Policy and paragraph text**

	Guidance on Build to Rent has been superseded the 2017 Affordable Housing and Viability SPG below.

Affordable Housing and Viability Supplementary Planning Guidance (SPG) 2017

Policy/ paragraph reference	Policy and paragraph text
4.1	The private rented sector (PRS) is the only housing tenure in London to have seen growth in recent years. It is now home to 28 per cent of all households in London, nearly double the 15 per cent it housed in 200432. The sector is essential in supporting labour market mobility, with four in five of those coming to London finding their first home in the private rented sector.
4.4	The Mayor believes that Build to Rent developments can make a particular contribution to increasing housing supply and are beneficial in a number of ways. They can: • attract investment into London's housing market that otherwise would • not be there, particularly since Build to Rent is attractive to institutional • investors seeking long-term, inflation-tracking returns; • accelerate delivery on individual sites as they are less prone to 'absorption constraints' that affect the build-out rates for market sale properties; • more easily deliver across the housing market cycle as they are less impacted by house price downturns; • provide a more consistent and at-scale demand for off-site manufacture; • offer longer-term tenancies and more certainty over long-term availability; • ensure a commitment to, and investment in, place making through single ownership; and • provide better management standards and higher quality homes than other parts of the private rented sector.
4.9	In the absence of a distinct planning use class, a clear definition of Build to Rent is essential to define which developments should be treated as Build to Rent for planning purposes. For the purposes of this SPG, a Build to Rent development must: • be a development, or block/phase within a development, of at least 50 units; • hold its constituent homes as Build to Rent under a covenant for at least 15 years; • provide units that are all self-contained and let separately; • operate under unified ownership and management; • offer longer tenancies (three years or more) to all tenants, with break • clauses that allow the tenant to end the tenancy with a month's notice any time after the first six months; • offer rent certainty for the period of the tenancy, the basis of which

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	should be made clear to the tenant before a tenancy agreement is signed, • including any annual increases which should always be formula-linked; • include on-site management, which does not necessarily mean full-time dedicated on-site staff, but must offer systems for prompt resolution of issues and some daily on-site presence; • be operated by providers who have a complaints procedure in place and are a member of a recognised ombudsman scheme; and • not charge up-front fees of any kind to tenants or prospective tenants, • other than deposits and rent-in-advance.
4.10	The definition requires all homes in a development to be Build to Rent, but it is recognised that this might apply, for example, to just one block on a larger mixed tenure development. The most important principle is single ownership and management of the Build to Rent homes, as this underpins the need for the distinct approach to affordable housing. On schemes which propose a proportion of homes as Build to Rent and a proportion for market sale, the Build to Rent pathway will only be suitable for the Build to Rent element. The affordable housing provisions of the Build to Rent pathway will not be available for any market sale element. The scheme should be assessed as a whole, with affordable housing calculated as a proportion of total habitable rooms across the scheme and will need to follow the Viability Tested Route.
4.11	To ensure new private rented homes are secured for the rental market for a minimum period, and to enable the distinct economics to be taken into account in planning decisions, Build to Rent homes must be secured through a covenant in a Section 106 agreement. During this period the private rented homes must be retained in single ownership and overall ownership of the scheme can only change if the entire scheme stays as Build to Rent.
4.12	Individual homes cannot be sold or the covenant would be broken. This would trigger a 'clawback' review that may result in a payment owed to relevant LPA. While the appropriate covenant length will differ, the minimum covenant length should be 15 years. Given that the market is now maturing, the Mayor expects to see all schemes having a covenant of at least 15 years.
4.13	As part of the viability testing process applicants should submit a Build to Rent viability assessment, which will be scrutinised in the usual way to determine the maximum reasonable amount of affordable housing that can be provided.
4.14	In line with the Mayor's approach to affordable housing on Build to Rent schemes, and to ensure that there is no financial incentive to break a covenant, planning permission should only be granted where the scheme is subject to a clawback agreement. The appropriate clawback amount will be the difference between the total value of the market rent units based on the viability assessment at application stage38, and those units valued on a 'for sale' basis at the point of sale. The LPA should be notified of the sale price of units that are sold and this should inform the market value of remaining units to determine the clawback39. The clawback amount must demonstrate a sufficient difference in the value of units between rented and for sale tenures, consistent with the 'distinct economics' of build to rent, for the scheme to qualify for the Build to Rent pathway.
4.15	The clawback amount will be payable to the LPA for the provision of

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	affordable housing in the event that market rented units are sold within the covenant period, which would break the covenant. For larger phased schemes the LPA should consider whether the clawback amount should be disaggregated to the relevant block in which units are sold. The clawback amount should not reduce over time to ensure that the covenant remains effective for the full period.
4.16	In the event that a share of rented units are sold, and the remaining units are retained within the rental market, an LPA may determine that the clawback is calculated based on the units sold. The other units will remain under covenant and the clawback will apply at the point of sale if disposed of within the covenant period.
4.17	The clawback does not relate to any affordable units provided as part of the scheme. Affordable units are not subject to a minimum covenant period and must always be secured in perpetuity. Additionally, overall ownership of the building(s) in which the units are located may change during the covenanted period without triggering 'clawback' if the units remain in single ownership and management as Build to Rent.
4.20	The second element of the Build to Rent pathway is the affordable housing offer, in which the aim is to maintain the integrity of the Build to Rent development, with unified ownership and management of all the homes. Where a developer is proposing a Build to Rent development which meets the definition set out above, the affordable housing offer can be entirely discounted market rent (DMR), managed by the Build to Rent provider and delivered without grant, i.e. entirely through planning gain. As it is not necessary to be a Local Authority or a Registered Provider to deliver or manage intermediate rented homes that are delivered without grant, these units can be owned and/ or managed by Build to Rent landlords themselves.
4.23	The Mayor would prefer the DMR homes to be let at London Living Rent levels, to ensure city-wide consistency in approach. Unlike other discounted market rent products London Living Rent has the advantages that it has a London-wide electoral mandate, can be consistently understood and applied across London, can earn the public's trust as being genuinely affordable, and will be backed by the GLA who will uprate it every year.
4.24	Homes may be let at the GLA's current London Living Rent levels at the start of each new tenancy. Alternatively, the discount to market should be fixed at a rate that makes the rent equivalent to London Living Rent for the initial letting, with this discount then being applied to the current market rate for the development at the start of each new letting.
4.25	Where the LPA and developer identify a specific local need, a wider mix of discounted market rent products may be provided. If not delivered as London Living Rent, then the LPA must ensure that the discounted market rent units fully meet the London Plan definition of intermediate housing and are affordable to those eligible for intermediate rented housing in London.
4.26	Rent rises should be limited to the Consumer Price Index within tenancies. For the avoidance of doubt, homes delivered in Build to Rent developments at rates equivalent to London Living Rent are not expected to be offered to the tenants to buy.
4.28	All affordable housing secured though planning, including discounted market rent, must be affordable in perpetuity, in line with the requirements of the NPPF. As such, Build to Rent schemes should be designed to enable affordable units to be retained as affordable units in perpetuity, regardless of whether the full market rent units are sold out of the rental

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	market at any point. In the event that private rent units are sold, sale of the affordable units will only be accepted if it can be fully demonstrated that the units cannot be retained as affordable housing. In such cases the equivalent level of affordable housing and discount should be provided in the vicinity of the site.
4.29	In line with London Plan policy 3.14 (existing housing stock), it would only be in exceptional cases and in the event that it can be robustly demonstrated that it is not possible to retain or re-provide the affordable housing, that an in lieu contribution for new affordable housing be acceptable. This should not be of financial benefit to the developer/ owner. The value of any such in lieu contribution should be calculated on the same principle as the clawback mechanism outlined above. The contribution will be the difference in value of the affordable units within the scheme as determined as part of the application stage viability process41, and the sale price of the units at the point of disposal. If the affordable units benefited from any form of subsidy at the point of planning permission the subsidy must be repaid in full in addition to the in-lieu contribution.
4.31	Build to Rent can be particularly suited to higher density development within or on the edge of town centres or near transport nodes. Local policies requiring a range of unit sizes should be applied flexibly to Build to Rent schemes in these locations to reflect demand for new rental stock, which is much greater for one and two beds than in owner-occupied or social/ affordable rented sector. In addition LPAs should take account of the distinct economics of Build to Rent, where potential yields and investment risk can be affected by increases in the number of large units within a scheme.
4.35	The Fast Track Route set out in Part two of this SPG is not appropriate for Build to Rent schemes, since the certainty of this route relies on two key factors: the level at which the affordable housing threshold is set; and the mix of affordable housing types within the threshold amount.
4.39	Viability assessment should recognise this different starting point and take account of it when valuing Build to Rent homes. In addition, Build to Rent viability assessments may need to take account of: • a different approach to profit (Build to Rent schemes often require a lower level of profit compared to 'for sale' schemes); • different approaches to sales and marketing; • rate of sale/ disposal – this will generally be faster for a Build to Rent scheme, as generally a Build to Rent appraisal will assume a development period and then a sale to an investor or operator; and • potentially lower development risk compared to 'for sale' schemes.
4.40	Where a level of progress on implementing the permission agreed by the applicant and the LPA, and the Mayor where relevant, on a site-by-site basis, is not reached after two years of the permission being granted, the scheme should be subject to an Early Stage Review at the point the agreed level of progress is reached. A Late Stage Review will be required for Build to Rent schemes following occupation of at least 75 per cent of the market units within the development or at a date agreed by the LPA at a point when market rents have stabilised.
4.41	Build to Rent viability reviews will normally be based on changes in the value of the development and build costs between the point of planning permission and the point of the review. It is expected that in most cases any uplift in affordable accommodation will be accommodated on-site. The Mayor's preference is for any surplus to contribute towards additional affordable homes in the development. Where this is not achieved the

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	surplus should allow for deeper discounts on the secured affordable housing provision. A cash in lieu payment will only be acceptable in exceptional circumstances.
4.42	The S106 agreement should specify the approach to the review which should be in line with the guidance set out in Parts two and three, including the timing of the review, the target profit that should be achieved prior to additional affordable housing being provided, and an affordable housing target after which all surplus value will be retained by the developer. LPAs are encouraged to use the relevant formulas in Annex A for early and late stage reviews on build to rent schemes.
4.43	Viability reviews for build to rent schemes are distinct from and serve a different purpose to the clawback amount which arises if rented units are sold out of rented tenure within the covenant period, as set out above. Separate provisions for review mechanisms and the clawback amount should be included within the S106 agreement.
4.44	The Mayor is keen to support Build to Rent through planning and investment policy and on the landholdings of the GLA group, and he wants such developments to showcase best management practice in the rented sector. In order to achieve this, the following five key management standards should be wrapped into the definition of Build to Rent: • longer tenancies (three years or more) available to all tenants, with break • clauses that allow the tenant to end the tenancy with a month's notice any time after the first six months; • any rent increases within these tenancies should be formula-linked, and made clear to the tenant before a tenancy agreement is signed; • on-site management, which does not necessarily mean full-time dedicated on-site staff, but must offer systems for prompt resolution of issues and some daily on-site presence; • providers must have a complaints procedure in place and be a member of a recognised ombudsman scheme; and • providers must not charge up-front fees of any kind to tenants or irrespective tenants, other than deposits and rent-in-advance.

Local Plan Regulation 18 Draft Policy Options

Policy/paragraph reference	Alternative policy options
7.57	Having landlords sign up to voluntary London Rental Standard (LRS) can help to ensure a high quality standard of PRS and positively impact on the amenity of neighbouring residents. Making it a mandatory requirement for all PRS proposals to either have in place arrangements/agreements to professionally manage stock will mean an increase in associated costs and could result in some smaller schemes not being delivered. This policy option has been taken up in the Affordable Housing and Viability SPG.

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Key Consultation Issues

Regulation 18 consultation

What the issue is	Who raised the issue	What we're doing to address the issue
Rented affordable housing - London Living Rent: There are different types of housing product, both to rent and to buy, aimed at different types of household. It is recognised in the responses that various needs can be met at Old Oak but there is a preference for housing that is genuinely affordable for working households on low to moderate incomes. Most of the respondents agree that OPDC should deliver as much affordable housing as possible. In addition to social and affordable rents, one of the products that will need to be delivered is the Mayor's London Living Rent which will set rent at 1/3 of gross household income	Brent Council, Diocese of London, Grand Union Alliance, MP for Hammersmith, 5 local residents	Noted. The whole range of affordable housing products can be delivered, both for rent and for sale. The Local Plan supports the delivery of a range of housing types, sizes, tenures and affordabilities (SP4). Policy SP4 (thriving communities) requires schemes to support the attainment of an overarching 50% affordable housing target, measured in habitable rooms. Policy H2 sets out detailed criteria for affordable housing. This includes delivering 30% of affordable housing as London Affordable Rent and 70% as a range of Intermediate housing, including London Living Rent and London Shared Ownership. Policy H2 also requires that residential developments with the capacity to provide 10 or more self-contained units, should maximise affordable housing by applying the threshold and viability approach as set out in Mayoral guidance.
Build-to Rent (affordable housing contributions): Concerns were raised that purpose-built Build to Rent generates lower yields than standard market housing but the value of the land is the same. This may put Build to Rent schemes at a disadvantage when compared to standard market schemes in competing for land. Any	Citrus Group & Greystar; City and Docklands Property Group; Essential Living; Fizzy Living	No change proposed. OPDC proposes to continue to require Build to Rent schemes to provide a contribution of Affordable Housing, subject to viability. The policy clarifies that this should be in the form of intermediate housing. The policy also requires that purpose built Private Rented Sector (PRS) accommodation is under

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requirement on Build to Rent schemes to deliver Affordable Housing will have to be subject to viability. Opinion is balanced on whether private rented housing should be provided in perpetuity or for fixed period of time.		single ownership and management, subject to a covenant for at least 15 years and has appropriate clawback mechanisms in the event that units are sold out of the rented sector.
Build-to Rent (deposit saving options): The proposal for deposit saving options to help tenants save a deposit would also have an impact on viability although it was supported by some respondents as a way to help people into homeownership.	Brent Council; 3 local residents	No change proposed. The policy is not proposing to require deposit saving options, but proposals which include this would be supported, subject to other planning policies being satisfied and considerations of viability.
Build-to-Rent (as part of a mixed and balanced community): Build to Rent has a part to play in a balanced community of mixed tenures. However, there are concerns around over-concentration in particular areas which can lead to a transient community.	Brent Council; Citrus Group & Greystar; Diageo Plc, Grand Union Alliance, 3 local residents	No change proposed. OPDC supports the role that build to rent housing can play in meeting housing needs and supporting early place-making. Policy SP4 requires proposals to provide a range of housing tenures, types and sizes that deliver mixed and inclusive communities. Any proposals for build to rent would also need to submit a Residential Management Plan which would as a minimum include detailed information on: • move-in/out arrangements and how units are maintained during void periods; • how individual units will be managed; • how communal facilities, including landscaping, deliveries and collections will be managed; • security and fire safety procedures; and • procedures for community liaison.

Regulation 19 (1) consultation

What is the issue?	Who raised the issue?	What are we doing to address the issue?
Concerns about the affordability of London Living	Crisis Brent, Harlesden Lets, Grand Union Alliance,	No change proposed. London Living Rent is one of

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Rent or similar and whether it will be affordable to local people.	London Borough of Hammersmith and Fulham, Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	three types of affordable homes supported by the Mayor of London, as required by the Affordable Housing & Viability SPG 2017 and Draft New London Plan Policy H7. London Living Rents are for low to middle-income households who now rent privately and want to build up a deposit to buy a home by making savings on their monthly rent. OPDC has agreed a Nominations Policy to ensure that eligible local people are prioritised for London Living Rent homes delivered in the local area.
As Build to Rent schemes are typically tenure blind, they provide an opportunity to deliver mixed income communities provided that viability considerations can be addressed.	Crisis Brent	Noted.
Include a statement in the Local Plan signalling its intention to encourage delivery of a proportion of a Built to Rent housing for those on the lowest incomes.	Crisis Brent	No change proposed. The policy has been drafted in accordance with the Mayor of London's Affordable Housing & Viability SPG and Draft New London Plan Policy H7. This specifies that Build to Rent schemes are not required to provide London Affordable Rent housing, i.e.: social rent. This is because Build to Rent providers are not required to be Registered Providers of Social Housing. London Living Rent is the Mayor of London's preferred affordable housing product for schemes under this policy.
Query how this policy will provide affordable housing on Build to Rent, as it is not clear how they will meet the 35% threshold.	London Borough of Hammersmith and Fulham	Change proposed. The policy and supporting text has been amended to be in general conformity with the Draft New London Plan 2017. In accordance with Policy H2 (of OPDC's Local Plan), Build to Rent housing will be subject to the Mayor of London's most up-to-date

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		threshold approach to viability. The threshold approach to viability is set out in Draft London Plan Policy H7.
Support policy on build to rent.	Hammersmith Society, Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	Noted.
Affordable housing should be in perpetuity. Policy should set out how loss of existing housing will be resisted and require schemes to reprovide an equal amount of space, rooms and tenure.	Harlesden Lets	No change proposed. As set out in the supporting text and in accordance with the NPPF, Build to Rent affordable units must be retained as affordable units in perpetuity, regardless of whether the separate full market rent units are sold out of the rental market at any point. If private rent units are sold, the sale of the affordable units will only be accepted if it can be fully demonstrated that the units cannot be retained as affordable housing. In such cases the equivalent level of affordable tenure housing should be provided in the vicinity of the site.
Clarify whether policy H6 is only seeking London Living Rent or if not, clarify that it is seeking some provision at higher rent levels.	Harlesden Lets, Grand Union Alliance, Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	Change proposed. The policy and supported text has been amended in accordance with Draft New London Plan 2017 Policy H13 to specify that Build to Rent will be required to provide affordable housing in the form of discount market rent, at least 30% of which at London Living Rent levels.
Deposit savings options should not be compulsory or a condition of the tenancies.	Harlesden Lets	No change proposed. This was a policy option in the Regulation 18 version of the Local Plan that has not been taken forward. Deposit saving options will not be compulsory.

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Build to Rent lets should be on assured (non-shorthold) tenancies to support the creation of lifetime neighbourhoods.	Harlesden Lets	No change proposed. The Affordable Housing & Viability SPG and Draft New London Plan 2017 Policy H13 sets out the tenancy requirements: longer tenancies (three years or more), with break clauses that allow the tenant to end the tenancy with a month's notice any time after the first six months. Providers will be required to offer rent certainty for the period of the tenancy, the basis of which should be made clear before a tenancy agreement is signed, including any annual increases which should always be formula-linked. Build to Rent will have to be operated by providers who have a complaints procedure in place and are a member of a recognised ombudsman scheme; and not charge up-front fees of any kind to tenants or prospective tenants, other than deposits and rent-in-advance.
OPDC should set an annual target to measure/monitor delivery of Build to Rent.	Harlesden Lets, Grand Union Alliance, Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	No change proposed. Build to Rent will provide units that will be measured and monitored as part of the overall housing supply targets set out in the Local Plan as well as the affordable housing targets where the units are delivered as affordable housing.

Summary of Relevant Evidence Base

OPDC Evidence Base

Supporting study	Recommendations
Strategic Housing Market Assessment 2017	From 2001 to 2011 the number of private renters increased substantially and the sector is expected to increase further.

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Other Evidence Base

Supporting study	Recommendations
Draft London Housing Strategy 2017	Private renting is London's only growing housing tenure. Improve quality, affordability and security of tenure of private renters, principally through supporting new exemplar Build to Rent schemes but also by working with councils to enhance enforcement.

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H7: Purpose-Built Shared Housing and Existing HMOs

Legislation, Policy and Guidance Context

National Planning Policy Framework 2012 (NPPF)

Policy/ paragraph reference	Policy and paragraph text
50.	To deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities, local planning authorities should: • plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes); • identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand.

National Planning Practice Guidance

Policy/ paragraph reference	Policy and paragraph text
	Not applicable

London Plan 2016 Policies

Policy/ paragraph reference	Policy and paragraph text
3.8 Housing Choice	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. B. To inform local application of Policy 3.3 on housing supply and 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:

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	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 in meeting these.
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.

Draft New London Plan (2017) Policies

Policy/ paragraph reference	Policy and paragraph text
H3C Monitoring housing targets	Net non-self-contained accommodation for students and shared living schemes should count towards meeting housing targets on the basis of a 3:1 ratio, with three bedrooms being counted as a single home.
H18A Large-scale purpose-built shared living	Large-scale purpose-built shared living Sui Generis use developments, where of good quality and design, may have a role in meeting housing need in London if, at the neighbourhood level, the development contributes to a mixed and inclusive neighbourhood, and it meets all the following criteria: 1. it meets an identified need 2. it is located in an area well-connected to local services and employment by walking, cycling and public transport, and its design does not contribute to car dependency 3. it is under single management 4. its units are all for rent with minimum tenancy lengths of no less than three months 5. communal facilities and services are provided that are sufficient to meet the requirements of the intended number of residents and include at least: a. convenient access to a communal kitchen b. outside communal amenity space (roof terrace and/or garden) c. internal communal amenity space (dining rooms, lounges) d. laundry and drying facilities e. a concierge f. community management g. bedding and linen changing and/or room cleaning services. 6. the private units provide adequate functional living space and layout, and are demonstrably not C3 Use Class accommodation 7. a management plan is provided with the application 8. it delivers a cash in lieu contribution towards conventional C3 affordable housing. Boroughs should seek this contribution for the provision of new C3 off-site affordable

	housing as either an: a. upfront cash in lieu payment to the local authority, or b. in perpetuity annual payment to the local authority
H18B	In both cases developments are expected to provide a contribution that is equivalent to 35 per cent of the residential units to be provided at a discount of 50 per cent of the market rent. If a lower contribution is proposed the scheme will be subject to the Viability Tested Route set out in part E of Policy H6 Threshold approach to applications.

Housing Supplementary Planning Guidance (SPG) 2016

Policy/ paragraph reference	Policy and paragraph text
1.2.47	Household spaces in non self-contained (NSC) accommodation count towards the London Plan's overall housing provision targets. NSC can include student accommodation, specialist accommodation for older people, nurses' hostels and shared housing for other groups (including vulnerable or disabled people), and houses in multiple occupation.
1.2.48	NSC accommodation plays a strategically important, if not always fully recognised, part in meeting the needs of different groups of L ondoners. F or monitoring purposes, NSC accommodation has not been disaggregated from the overall housing provision targets in Annex 4 of the London Plan. Nevertheless, boroughs should monitor these distinct elements of housing provision separately in order to address the L ondon Plan requirement to provide a range of housing choices suitable for different groups (Policy 3.8). Conversion of NSC accommodation into self-contained accommodation may result in a net loss of housing provision. This should be recognised when monitoring conversions.
3.4.1	HMOs are a strategically important housing resource, providing flexible and relatively affordable accommodation through the private market. In London, the occupier profile tends to be more broadly based and HMOs play a particularly important role in supporting labour market flexibility (especially for new entrants), and in reducing pressure on publicly provided affordable housing.
3.5.1	As housing need increases in London, new approaches to meeting need are emerging. Where these products are of a high quality and well-designed, they can play an important role in meeting housing need and should be encouraged. It is important Local Plans provide a robust framework for decision making for these new emerging housing types. In considering policy approaches to, and proposals for, non-conventional housing schemes (this includes, but is not limited to, shared hostel type accommodation, often referred to as large scale HMO's177), LPAs should ensure: • proposals demonstrate how they meet identified housing needs (Policy 3.8Ba); • proposals demonstrate how they contribute to the creation of mixed and balanced communities (Policy 3.9); • schemes contribute the maximum reasonable amount of affordable

	housing in line with Policy 3.12 and Policy 3.13. Neither the NPPF nor the London Plan limits the requirement of affordable housing contributions to C3 housing. Therefore affordable housing can also be sought on residential schemes that fall into other use classes (including sui-generis); • schemes are of good quality and meet all relevant Housing Act and HMO standards and requirements; • there are effective management arrangements and support services in place to reflect the needs of the schemes' intended occupiers, ensure such schemes do not have a negative impact on the surrounding community and that adequate lettings policies are in place to manage the mix of occupants; • the development is not used as a student accommodation, as a hotel, or as temporary homeless accommodation without first securing an appropriate planning permission; and • such schemes are located only in areas of high public transport accessibility.

Affordable Housing & Viability Supplementary Planning Guidance (SPG) 2017

Policy/ paragraph reference	Policy and paragraph text
2.5.1	As set out in the 2016 Housing SPG, new types of non-self-contained accommodation, such as purpose-built shared accommodation, can play a role in meeting housing need where they are of a high quality and well designed. However, non-self-contained accommodation and hostels should not be classed as affordable provision. Affordable housing contributions on these schemes will be assessed through the Viability Tested Route, and should be provided as separate or off-site self-contained provision, or cash in lieu payments.

Local Plan Regulation 18 Draft Policy Options

Policy/paragraph reference	Policy option
7.63	Encourage the conversion of or loss of shared housing without replacing it. This approach has not been taken forward as it may result in greater pressure on other forms of conventional housing supply, particularly affordable housing.

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Key Consultation Issues

Regulation 18 consultation

What the issue is	*Who raised the issue*	*What we're doing to address the issue*
Micro-housing: OPDC could allow some housing to not comply with London Plan space standards and Building Regulations M4 (2) and M4 (3). These would be units providing less floor space than the one person space requirements; they would be supported in addition to studios. This might include "Co- Living": small apartments with shared living, entertaining and working space (e.g.: The Collective). In support, some respondents said that this can meet a specific housing need for students and young professionals and they can meet an affordable need for this group who would otherwise be house sharing in the PRS. Respondents who disagreed were primarily concerned about accessibility. Some respondents were prepared to see divergence from the space standards if it meant that more affordable homes were built.	City and Docklands Group; Diageo Plc; Diocese of London Essential Living; Grand Union Alliance; Hammersmith & Fulham Disability Forum; Old Oak Park (DP9); 1 local resident	Change proposed. Policy H3 identifies that OPDC will expect sites to deliver 90% of units as Building Regulation M4(2) 'accessible and adaptable dwellings' and 10% of new housing as Building Regulation M4(3) 'wheelchair user dwellings' across all tenures, except where proposals are delivered in accordance with Policy H7 (Purpose built shared housing). The purpose built shared housing policy requires this form of housing, also known as 'co-living' housing to demonstrate that they contribute to the creation of mixed and balanced communities by not undermining the delivery of conventional self-contained housing supply, be located in appropriate locations that can absorb intensive usage, incorporate a high quality of design and shared space for occupants, provide a Residential Management Plan, and offer a commuted sum in lieu of the provision of on-site affordable housing.

Regulation 19(1) consultation

What is the issue?	**Who raised the issue?**	**What are we doing to address the issue?**
OPDC should look again at how it could encourage innovation in the area of HMOs to make on-site provision of affordable	Crisis Brent	**No** change proposed. This policy supports the retention of existing high-quality HMOs which can provide affordable accommodation for single

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housing.		households. However, as set out in the supporting text, large-scale purpose-built shared housing is unlikely to be available at a price that is affordable for a household with an affordable housing need. However, this can generate a commuted sum to fund additional supply of conventional affordable housing. This policy is in conformity with the Draft London Plan 2017 (Policy H18).
Support the role HMOs can play in meeting housing need provided they are affordable, well-managed and offer tenancy sustainment support	London Borough of Hammersmith and Fulham, Harlesden Lets	Noted.
Support policy on shared housing.	Hammersmith Society, Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	Noted.
HMOs are causing significant issues in existing residential communities and stronger policies are required to manage them.	Mark Walker, Old Oak Interim Neighbourhood Forum, Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton, Harlesden lets, Nicky Guymer, Bruce Stevenson, Dave Turner of TITRA, Mark Walker, Midland Terrace Residents, Nye Jones	No change proposed. OPDC does not have Housing Act licencing or enforcement powers for HMOs. However, OPDC will work positively with the London Boroughs of Brent, Ealing and Hammersmith & Fulham in ensuring effective management of HMOs. This is already set out in Policy H7 and in the supporting text.
Overcrowded HMOs will be the only affordable option for many residents.	Harlesden Lets	No change proposed. By increasing the housing supply OPDC can help redress the imbalance between housing need and housing supply by providing affordable housing to meet a range of needs and incomes.

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		This policy supports the retention of existing HMOs meeting the necessary standards and supports the building of new purpose-built shared housing which can generate a commuted sum to fund conventional affordable housing.

Summary of Relevant Evidence Base

OPDC Evidence Base

Evidence base	Recommendation
Strategic Housing Market Assessment (SHMA)	There is a limited role for shared housing for single 18-24 year olds .

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H8: Gypsy and Traveller Accommodation

Legislation, Policy and Guidance Context

National Planning Policy Framework (NPPF) 2012

Policy/ paragraph reference	Policy and paragraph text
4	This Framework should be read in conjunction with the Government's planning policy for traveller sites. Local planning authorities preparing plans for and taking decisions on travellers sites should also have regard to the policies in this Framework so far as relevant.
159	Local planning authorities should have a clear understanding of housing needs in their area. They should: • prepare a Strategic Housing Market Assessment to assess their full housing needs, working with neighbouring authorities where housing market areas cross administrative boundaries. The Strategic Housing Market Assessment should identify the scale and mix of housing and the range of tenures that the local population is likely to need over the plan period which: o addresses the need for all types of housing, including affordable housing and the needs of different groups in the community. The planning policy for traveller sites (see below) sets out how travellers' accommodation needs should also be assessed.

Planning Policy for Traveller Sites (PPTS) 2015

Policy/ paragraph reference	Policy and paragraph text
Policy A	Using evidence to plan positively and manage development
7	In assembling the evidence base necessary to support their planning approach, local planning authorities should: a) pay particular attention to early and effective community engagement with both settled and traveller communities (including discussing travellers' accommodation needs with travellers themselves, their representative bodies and local support groups) b) cooperate with travellers, their representative bodies and local support groups; other local authorities and relevant interest groups to prepare and maintain an upto- date understanding of the likely permanent and transit accommodation needs of their areas over the lifespan of their development plan, working collaboratively with neighbouring local planning authorities c) use a robust evidence base to establish accommodation needs to inform

	the preparation of local plans and make planning decisions.
Policy B	Planning for traveller sites
9	Local planning authorities should set pitch targets for gypsies and travellers as defined in Annex 1 and plot targets for travelling showpeople as defined in Annex 1 which address the likely permanent and transit site accommodation needs of travellers in their area, working collaboratively with neighbouring local planning authorities.
Annex 1	
1	For the purposes of this planning policy "gypsies and travellers" means: *Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.*
2	In determining whether persons are "gypsies and travellers" for the purposes of this planning policy, consideration should be given to the following issues amongst other relevant matters: a) whether they previously led a nomadic habit of life b) the reasons for ceasing their nomadic habit of life c) whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.
3	For the purposes of this planning policy, "travelling showpeople" means: *Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily, but excludes Gypsies and Travellers as defined above.*
5	For the purposes of this planning policy, "pitch" means a pitch on a "gypsy and traveller" site and "plot" means a pitch on a "travelling showpeople" site (often called a "yard"). This terminology differentiates between residential pitches for "gypsies and travellers" and mixed-use plots for "travelling showpeople", which may / will need to incorporate space or to be split to allow for the storage of equipment.

London Plan 2016 Policies

Policy/ paragraph reference	**Policy and paragraph text**
3.8B Housing Choice	To inform local application of Policy 3.3 on housing supply and 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: i the accommodation requirements of gypsies and travellers (including travelling show people) are identified and addressed, with sites identified in line with national policy, in coordination with neighbouring boroughs and districts as appropriate.

Draft London Plan 2018 Policies

Policy/ paragraph reference	Policy and paragraph text
H16 A	Boroughs should plan to meet the identified need for permanent Gypsy and Traveller pitches
B	As of the start of this Plan period, boroughs should use the following definition of 'Gypsies and Travellers' as a basis for assessing need: People with a cultural tradition of nomadism, or living in a caravan, whatever their race or origin, including: 1. those who are currently travelling or living in a caravan 2. those who currently live in bricks and mortar dwelling households whose existing accommodation is unsuitable for them by virtue of their cultural preference not to live in bricks and mortar accommodation 3. those who, on grounds of their own or their family's or dependants' educational or health needs or old age, have ceased to travel temporarily or permanently
D	Boroughs that have undertaken a needs assessment since 2008 should update this (based on the definition set out above) as part of their Development Plan review process.
E	Boroughs should undertake an audit of existing pitches and sites, identifying: 1. areas of overcrowding 2. areas of potential extra capacity within existing sites 3. pitches in need of refurbishment
F	Boroughs should plan to address issues identified in the audits.
G	Boroughs should actively plan to protect existing Gypsy and Traveller accommodation capacity, and this should be taken into account when considering new residential developments to ensure inclusive, balanced and cohesive communities are created.

Housing Supplementary Planning Guidance (SPG) 2016

Policy/ paragraph reference	Policy and paragraph text
3.8.6	The Mayor is clear that "people from different communities should be free to lead their lives in different ways subject to the need for mutual respect and responsibility … the planning system should ensure fairness between the settled and traveller communities" (LP Paragraph 3.56). He recognises that meeting the needs of gypsies and travellers including travelling show people is a strategic issue, but one that is more effectively addressed at the local level. This is because these needs are on a smaller scale relative to those of other groups with particular housing needs, and their impacts are essentially local, so they are most effectively addressed at the local level in

	light of local circumstances by the agencies best placed to do this – the boroughs. The L P (Policy 3.8B i) therefore requires boroughs to ensure these needs are identified and addressed by them in line with national policy, in coordination with neighbouring boroughs and districts as appropriate.
3.8.7	Where there are issues over cross border coordination of provision, the Mayor will provide support to address these if requested by relevant authorities in circumstances where strategic action will 'add value' to the process.

Local Plan Regulation 18 Draft Policy Options

Policy/ paragraph reference	Policy option
7.74	No alternative policy option has been considered, as national policy requires local planning authorities to meet the needs of gypsy and travellers within its area as part of its objectively assessed need and 5-year supply.

Key Consultation Issues

Regulation 18 consultation

What the issue is	Who raised the issue	What we're doing to address the issue
Gypsies and travellers: Concerns raised that the OPDC Gypsy and Traveller Accommodation Needs Assessment does not identify any additional requirement for pitches for Gypsies and Travellers and that this may not be inaccurate reflection of real need.	Grand Union Alliance; London Gypsy & Traveller Unit; Kensington & Chelsea Council	No change proposed. OPDC has followed the NPPF and NPPG in determining that there is no additional need. However, OPDC will work with Ealing Council on how the existing site can be improved. The SHMA has been updated to reference the housing needs of the households that are not travelling for work and not requiring a pitch.

Regulation 19 (1) consultation

What is the issue?	Who raised the issue?	What are we doing to address the issue?
Policy H8 supporting text states that there is no need arising in the OPDC area for Traveller pitches. The OPDC	Royal Borough of Kensington and Chelsea	No change proposed. There is one site within OPDC's boundaries at Bashley Way, Park Royal. OPDC's Gypsy

GTANA (2017), Policy H8 and supporting text does not acknowledge that LBHF and RBKC are jointly responsible for a Traveller site at Stable Way and that the two Councils have completed a Joint GTANA (Dec 2016). The study applies the PPTS definition of Travellers and concludes that the total accommodation needs across the two boroughs, LBHF and RBKC, is 9 pitches to 2030. This needs to be acknowledged and considered as part of the OPDC GTANA, Policy H8 and associated supporting text to reflect that there is need arising within LBHF, fulfil the Duty to Cooperate and satisfy the tests of soundness. The policy approach also does not reflect the work that LBHF is currently undertaking in respect of identifying sites to help meet need arising in the Joint GTANA. There are potential opportunities for additional pitch provision to be delivered as part of OPDC regeneration proposals, for land within the LBHF area, to assist LBHF to meet its joint Traveller needs.		and Traveller Accommodation Needs Assessment (GTANA) identified that there was no need for additional pitches during the Local Plan period, in accordance with guidance on completing GTANAs and the Planning Policy for Traveller Sites (PPTS). The Royal Borough of Kensington & Chelsea and London Borough of Hammersmith & Fulham are jointly responsible for one permanent site outside of OPDC's boundaries. OPDC has conducted a site assessment of land in its area to help meet needs of the Gypsy and Traveller community in these two boroughs. This has concluded that there is no land available.
Support for the policy which states that OPDC will work with the boroughs and give careful consideration to the future needs of gypsies and travellers.	London Borough of Hammersmith and Fulham	Noted
Noted potential difficulty in providing sites for gypsies and travellers.	Hammersmith Society, Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	Noted
The plan should recognise	Harlesden Lets, Grand Union	Change proposed. The

that there are current problems with the Bashley Road site that warrant addressing, including poor drainage, noise and disturbance and vehicle access.	Alliance, Ealing Council, Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	policy now specifies that OPDC will safeguard the site and work positively with London Borough of Ealing to improve the existing site so that it continues to provide suitable accommodation. The supporting wording has also been amended to clarify the planning authority's obligations in terms of safeguarding the site and the housing authority's obligations in terms of housing standards and conditions.

Summary of Relevant Evidence Base

OPDC Evidence Base

Evidence Base	Key recommendations
Gypsy and Traveller Accommodation Needs Assessment	• There is no existing household meeting the planning requirement in that the households travel to work. Therefore, there is no need for additional pitches • Twelve newly forming non- travelling households may have a housing need in the future, comprising 0.1% of the need identified in the Strategic Housing Market Assessment
Gypsy and Traveller Accommodation Needs Assessment Addendum	• OPDC consists of three distinct land-use areas: Park Royal Industrial Estate (SIL); the core development area which is being strategically de-designated from SIL; and Metropolitan Open Land. • These areas are not suitable for allocating land as Gypsy and Traveller accommodation. There is also no capacity to expand the current site.

H9: Specialist Housing

Legislation, Policy and Guidance Context

National Planning Policy Framework (2012) (NPPF)

Policy/ paragraph reference	Policy and paragraph text
50	To deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities, local planning authorities should: • plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes.
159	Local planning authorities should have a clear understanding of housing needs in their area. They should: • prepare a Strategic Housing Market Assessment to assess their full housing needs, working with neighbouring authorities where housing market areas cross administrative boundaries. The Strategic Housing Market Assessment should identify the scale and mix of housing and the range of tenures that the local population is likely to need over the plan period which: • addresses the need for all types of housing, including affordable housing and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes).

National Planning Practice Guidance

Policy/ paragraph reference	Policy and paragraph text
How should the needs of all types of housing be addressed? Paragraph: 021 Reference ID: 2a-021-20160401 Revision date:	Identifying the need for certain types of housing and the needs of different groups is discussed below in more detail. • **Housing for older people:** The need to provide housing for older people is critical given the projected increase in the number of households aged 65 and over accounts for over half of the new households (Department for Communities and Local Government Household Projections 2013). The age profile of the population can be drawn from Census data. Projection of population and households by age group should also be used. Plan makers will need to consider the size, location and quality of dwellings needed

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0104 2016	in the future for older people in order to allow them to live independently and safely in their own home for as long as possible, or to move to more suitable accommodation if they so wish. Supporting independent living can help to reduce the costs to health and social services, and providing more options for older people to move could also free up houses that are under occupied. The future need for specialist accommodation for older people broken down by tenure and type (eg sheltered, enhanced sheltered, extra care, registered care) should be assessed and can be obtained from a number of online tool kits provided by the sector. The assessment should set out the level of need for residential institutions (Use Class C2). Many older people may not want or need specialist accommodation or care and may wish to stay or move to general housing that is already suitable, such as bungalows, or homes which can be adapted to meet a change in their needs. Local authorities should therefore identify particular types of general housing as part of their assessment. • **Households with specific needs:** There is no one source of information about disabled people who require adaptations in the home, either now or in the future. The Census provides information on the number of people with long-term limiting illness and plan makers can access information from the Department of Work and Pensions on the numbers of Disability Living Allowance/Attendance Allowance benefit claimants. Whilst these data can provide a good indication of the number of disabled people, not all of the people included within these counts will require adaptations in the home. Applications for Disabled Facilities Grant will provide an indication of levels of expressed need, although this could underestimate total need. If necessary, plan makers can engage with partners to better understand their housing requirements.

London Plan (2016) Policies

Policy/ paragraph reference	**Policy and paragraph text**
3.8 Housing Choice	To inform local application of Policy 3.33. on housing supply and 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: • ninety percent of new housing meets Building Regulation requirement M4(2) 'accessible and adaptable dwellings' • ten per cent of new housing meets Building Regulation requirement M4(3) 'wheelchair user dwellings' • account is taken of the changing age structure of London's population and, in particular, the varied need of older Londoners, including for supported and affordable provision.

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Draft New London Plan (2017) Policies

Policy/ paragraph reference	Policy and paragraph text
H3D Monitoring housing targets	Net non-self-contained accommodation for older people (C2 use class) should count towards meeting housing targets on the basis of a 1:1 ratio, with each bedroom being counted as a single home.
H14A Supported and specialised accommodation	The delivery, retention and refurbishment of supported and specialised housing which meets an identified need should be supported. The form this takes will vary, and it should be designed to satisfy the requirements of the specific use or group it is intended for, whilst providing options within the accommodation offer for the diversity of London's population, including disabled Londoners
H15A Specialist older persons housing	Boroughs should work positively and collaboratively with providers to identify sites which may be suitable for specialist older persons housing taking account of: 1. local and strategic housing needs information and the indicative benchmarks set out in Table 4.4 2. the need for sites to be well-connected in terms of contributing to an inclusive neighbourhood, access to social infrastructure, health care and public transport facilities 3. the increasing need for accommodation suitable for people with dementia.
H15B	Specialist older persons housing provision should deliver: 1. affordable housing in accordance with Policy H5 Delivering affordable housing, and Policy H6 Threshold approach to applications 2. accessible housing in accordance with Policy D5 Accessible housing 3. the highest standards of accessible and inclusive design in accordance with Policy D3 Inclusive design 4. suitable levels of safe storage and charging facilities for residents' mobility scooters 5. pick up and drop off facilities close to the principal entrance suitable for taxis (with appropriate kerbs) minibuses and ambulances

Housing Supplementary Planning Guidance (SPG) 2016

Policy/ paragraph reference	Policy and paragraph text
1.2.52	Boroughs should work positively and collaboratively with providers to identify sites which may be suitable for specialist housing for older people. This should take into account London's changing age structure, the indicative requirement benchmarks in Annex 5 of the London Plan and

	further guidance provided in Part 3 of this SPG. When assessing proposals, boroughs are encouraged to consider the potential 'net gains' housing provision of this kind can have in terms of freeing up existing homes for occupation, particularly under-occupied larger family sized properties.
1.2.53	Self-contained housing for older people such as sheltered housing and extra care accommodation will have an important role to play in meeting London's need, particularly that for private and intermediate sale. Sites within and on the edge of town centres and other areas with good accessibility to public transport and facilities are likely to be suitable for this form of provision and may be attractive to downsizers.
1.2.54	In appropriate locations, the conversion or redevelopment of existing conventional homes to specialist housing for older people should be considered positively, particularly in light of the overall strategic need for this type of provision and the modest recent rate of net supply.
3.7.4	A variety of housing options are required to ensure older people's needs and aspirations are addressed, some of which will include support to enable older people to live independent lives. Research shows that the choices open to older Londoners may be constrained due to inadequate supply. This may have wider implications for the housing market, in particular for the supply of family homes.
3.7.9	LPAs should plan positively for specialist provision for older people, including though local plan allocations and ensure there is alignment between planning and investment policies. Individual proposals should be considered in light of LDF policies which are required by the NPPF and London Plan to address local, identified needs for specialist provision.
3.7.14	LPAs should work with developers and providers to bring forward suitable sites to deliver specialist older persons accommodation that meets the needs and aspirations of older Londoners. This could include identifying sites particularly suited to delivering older persons housing as part of the site allocations process and introducing policies that require specialist older persons housing as part of certain types of development to meet an identified need. Town centres and other areas with good accessibility to public transport and facilities are likely to be suitable for specialist older person accommodation and may offer an attractive option to downsizers, particularly if it enables them to stay in their local area.
3.7.14	There has been some debate over how to categorise specialist older persons accommodation in terms of the Use Class Order. While some specialised housing is clearly institutional in character and has a well defined element of care' (typically registered with the Care Quality Commission, previously the Commission for Social Care Inspection193) and can be readily categorised as falling within Use Class C2, other forms appear to be on the cusp between this and conventional C3 housing, particularly as some developments incorporate elements of both.
3.7.19	Consultants suggest that the most robust way of distinguishing between the two is the 'front door' test – if the unit of accommodation has its own front door then it is usually C3, if not it is C2. However, development management experience suggest in many cases this may require some refinement to take appropriate account of the components of care and support and level of communal facilities such as those associated with some Extra Care schemes where units may have their own front door but functionally are effectively C2. Providing the proposal is justified by identified need and addresses wider policy considerations, the planning system should not be used to restrict development of either – this is an evolving market and provision should not be constrained by what, in need

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	terms, might appear to be an arbitrary and perhaps dated planning distinction

Local Plan Regulation 18 Draft Policy Options

Policy/ paragraph reference	Policy option
7.69	No alternative policy option is considered since the proposed policy is consistent with national and regional policy to deliver a wide choice of good quality homes that meet the housing needs of older people and vulnerable people. The NPPF requires local planning authorities to plan for a mix of housing and this policy is in line with this national planning policy.

Key Consultation Issues

Regulation 18 consultation

What the issue is	Who raised the issue	What we're doing to address the issue
Older people's housing: There is a need for more housing for older people and people with support needs as part of a successful and balanced community.	Ealing Council; Hammersmith United Charities; The Hammersmith Society; 1 local resident	Change proposed. The SHMA has been updated to identify the need for older people's housing, including sheltered housing, supported housing and extra-care. OPDC will support the delivery of specialist housing and development proposals providing 1,000 or more homes will be required to provide 10% of units as specialist care and supported needs housing for older people and/or vulnerable people.
Wheelchair housing: Comments also were made about the need for wheelchair housing specifically, that this should be across tenures and that there is a risk that wheelchair users do not end up living in the wheelchair homes because the for sale units were not marketed as suitable for wheelchair users. Rented units will not be	Hammersmith & Fulham Disability Forum; 2 local residents	No change proposed. OPDC continues to follow the London Plan on the 10% wheelchair accessible target across tenures. The supporting text to Policy H3 (housing mix) identifies that wheelchair units should be marketed as suitable for wheelchair users

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occupied by wheelchair users unless suitable tenants are identified early on.		

Regulation 19 (1) consultation

What is the issue?	**Who raised the issue?**	**What are we doing to address the issue?**
The Plan does not protect against the loss of existing specialist accommodation. Recommended that the policy also include: 'Proposals for conversions or loss of existing specialist housing will be supported where they: f) no longer meet identified local need for specialist housing; g) do not comply with any relevant standards, including quality; h) give rise to unacceptable impacts on amenity, or i) are not required through their reconfiguration or redevelopment for a recognised specialist housing need.'	London Borough of Brent	Change proposed. Criteria have been added to this policy to assess the loss of this form of housing.
This policy is currently very open-ended. Suggested that is should support specialist housing that meets identified needs.	London Borough of Ealing, Harlesden Lets	Change proposed as suggested. This is to clarify that proposals for specialist housing should meet an identified need.
Policy should ensure mix of specialist housing with other types of units to support lifetime neighbourhoods and social mix.	London Borough of Ealing	No change proposed. The policy will support lifetime neighbourhoods and a social mix by requiring large residential schemes of over 1,000 units to provide 10 per cent specialist housing.
Requiring 10% homes as specialist housing will have a detrimental impact on viability. It is better to provide some flexibility such as that contained in the student housing policy	Old Oak Park Ltd	No change proposed. OPDC's SHMA identifies an 8.6% need for specialist housing. As with the level of affordable housing and family housing, the specialist housing requirements on sites will be considered as part of the planning application process and subject to development viability.

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Where wheelchair accessible housing is provided, there needs to be a consideration for parking spaces.	London Borough of Hammersmith & Fulham	No change proposed. OPDC's Local Plan requires disabled car parking to accord with mayoral policy. The new draft London Plan 2017 states that disabled residential parking should be provided in new developments (for both M4(2) and M4(3) dwellings) but that this should count towards the maximum parking provision for the development.
There are no details about the provision of specialist housing.	Friary Park Preservation Group	No change proposed. Policy H9 sets a target for the delivery of specialist housing and sets out that this should be appropriately designed for the intended occupiers and support they require. Individual planning applications will provide details of actual specialist units that are to be delivered.
There needs to be an effective provision of specialist housing, particularly for older people.	Hammersmith Society, Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	No change proposed. This is why the policy sets a specialist housing target in order that specialist housing needs can be met in the area.

Summary of Relevant Evidence Base

OPDC Evidence Base

Evidence Base	**Recommendation**	
Strategic Housing Market Assessment (SHMA)	There is a need for 8,100 new specialist older person housing units over the Local Plan period	

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H10: Student Accommodation

Legislation, Policy and Guidance Context

National Planning Policy Framework 2012 (NPPF)

Policy/ paragraph reference	Policy and paragraph text
50	To deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities, local planning authorities should: • plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes); • identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand.

National Planning Practice Guidance

Policy/ paragraph reference	Policy and paragraph text
How should the needs for all types of housing be addressed Paragraph: 021 Reference ID: 2a-021-20160401 Revision date: 01 04 16	Identifying the need for certain types of housing and the needs of different groups is discussed below in more detail. Student housing: Local planning authorities should plan for sufficient student accommodation whether it consists of communal halls of residence or self-contained dwellings, and whether or not it is on campus. Student housing provided by private landlords is often a lower-cost form of housing. Encouraging more dedicated student accommodation may provide low cost housing that takes pressure off the private rented sector and increases the overall housing stock. Plan makers are encouraged to consider options which would support both the needs of the student population as well as local residents before imposing caps or restrictions on students living outside of university-provided accommodation. Plan makers should engage with universities and other higher educational establishments to better understand their student accommodation requirements.

London Plan (2016) Policies

Policy/ paragraph	Policy and paragraph text

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reference	
Housing Choice 3.8Bh	To inform local application of Policy 3.3 on housing supply and 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: • strategic and local requirements for student housing meeting a demonstrable need are addressed by working closely stakeholders in higher and further education and without comprising capacity for conventional homes.

Draft New London Plan (2017) Policies

Policy/ paragraph reference	Policy and paragraph text
H3C Monitoring housing targets	Net non-self-contained accommodation for students and shared living schemes should count towards meeting housing targets on the basis of a 3:1 ratio, with three bedrooms being counted as a single home.
H17A Purpose-built student accommodation	Boroughs should seek to ensure that local and strategic need for purpose-built student accommodation is addressed, provided that: 1. at the neighbourhood level, the development contributes to a mixed and inclusive neighbourhood 2. the use of the accommodation is secured for students 3. the accommodation is secured for occupation by members of one or more specified higher education institutions 4. at least 35 per cent of the accommodation is secured as affordable student accommodation as defined through the London Plan and associated guidance 5. the accommodation provides adequate functional living space and layout.
H17B	Boroughs, student accommodation providers and higher education institutions are encouraged to develop student accommodation in locations well-connected to local services by walking, cycling and public transport, but away from existing concentrations in central London as part of mixed-use regeneration and redevelopment schemes.

Social Infrastructure Supplementary Planning Guidance (SPG) 2015

Policy/ paragraph reference	Policy and paragraph text
Implementation point 4	Planning for higher and further education: In implementing London Plan policies and especially Policy 3.18, the Mayor will, and boroughs and other partners are advised to: • Collaborate to identify and quantify student needs, especially housing, and provide for those needs.

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Housing Supplementary Planning Guidance (SPG) 2016

Policy/ paragraph reference	Policy and paragraph text
1.2.50	In addressing Policy 3.8Bh boroughs should consider: • the strategic requirements for student housing identified in the London Plan and any future GLA research, noting that this can change over time; • the emphasis placed in the London Plan on encouraging a more dispersed distribution of student housing away from areas of central London where student housing has historically been concentrated; • the need to secure accommodation that is more affordable for students; • the particular suitability of town centres and other accessible locations for student accommodation as part of higher density, residential led, mixed use redevelopment and regeneration; • the potential positive impacts on town centre vitality in terms of activity and footfall during the day and night to support local shops, services and the evening economy; and • London's student housing pipeline.
1.2.51	To manage potential tensions with conventional housing supply and student accommodation, boroughs should work in partnership with key stakeholders in the sector to proactively identify sites or broad locations which are appropriate for student housing and develop local policies.
3.9.1	Directly and indirectly London's higher education sector is an important part of London's offer as a world city, as well as meeting national and more local education needs and contributing to its economy. While many students live at home or find housing in the private rented sector, specialist student accommodation makes an essential contribution to the attractiveness of London as an academic centre of excellence. Though there is uncertainty over future growth in the London student population and its specialist accommodation needs, the Mayor's Academic Forum200 has produced an assessment of the future need for purpose built student accommodation places, which informed the 2015 London Plan. The London Plan 2015 shows that the requirement for purpose built student accommodation (PBSA) over the 10 years to 2025, including the unmet demand, could be for 20,000 – 31,000 places.
3.9.7	The requirement for this element of 'affordable student accommodation recommend by the Mayor's Academic Forum is set out in paragraph 3.53B of the London Plan 2015.
3.9.8	The requirement for affordable student accommodation will apply when a provider of student accommodation does not have an undertaking with a specified academic institution(s) that specifies that the accommodation will be occupied by students of that institution(s). To avoid confusion an "undertaking" is a nominations agreement between a provider of PBSA and one or more academic institutions. The affordable student accommodation is required to be maintained for as long as the development is used as student accommodation. Therefore, for a development to be exempt from the affordable student accommodation requirement Boroughs should ensure, through condition or legal agreement, that the development will continue to maintain a nominations agreement or enter new nomination agreements with one or more specified academic institutions for as long as it is used as student

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	accommodation or such time period as the Borough considers is appropriate to justify the exemption. Drawing on the recommendations of the Forum guidance is set out below on how affordable student accommodation can be defined, delivered and retained.
3.9.10	For the purposes of the London Plan the average student income is based on the maximum income that a new full-time student studying in London and living away from home could receive from the government's maintenance loan for living costs.
3.9.12	To ensure the figure is up-to-date, the Mayor will publish, in his Annual Monitoring Report for the London Plan, the annual rental cost for PBSA that is considered affordable for the coming academic year based on the following formula: Annual rental cost for affordable PBSA in London ≤ average student income* x 0.55 *****Average student income equals the maximum student maintenance loan for living costs available to a UK full-time student in London living away from home.
3.9.14	The element of affordable student accommodation provided in a development should be the maximum reasonable amount subject to viability.
3.9.21	The amount of affordable student accommodation provided in a development and its rental costs should be secured and managed through a legal agreement for as long as the development is used for student accommodation.

Local Plan Regulation 18 Draft Policy Options

Policy/paragraph reference	Policy option
7.85	Require student housing proposals to be linked to specified educational institutions. While this may provide more delivery of affordable student accommodation and the management policies of the educational institution will ensure that the development is appropriately managed, it may not enable the future flexible use of the accommodation.

Key Consultation Issues

Regulation 18 consultation

What the issue is	Who raised the issue	What we're doing to address the issue
Student housing: Student housing should not compromise the delivery of conventional housing but it may form part of the mix of housing types in a successful and balanced community.	Imperial College London; Old Oak Park (DP9); The Hammersmith Society; Home Builders Federation, 1 local resident	Noted. The Local Plan supports a mix of housing types, including student housing. Student housing meets important housing needs in London, given the areas prevalence of

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		universities and other higher education institutions. Any proposal for student housing would need to be considered against Policy H10, which seeks to ensure it contributes to the vibrancy and diversity of an area, especially in the early phases of the plan period, is located in areas with high PTAL or is easily accessible by non-motorised forms of transport, does not undermine the delivery of conventional self-contained housing supply and housing targets and does not result in overconcentration in any one specific location. All proposals would also need to be accompanied by a Residential Management Plan.

Regulation 19 (1) consultation

What is the issue?	Who raised the issue?	What are we doing to address the issue?
Support policy to meet increasing demand for student places, and the role this can play in placemaking and relieving pressure for demand for other housing types.	Imperial College, Citrus Group and Fuller Smith & Turner, Hammersmith Society, Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	Noted
This policy should also make reference to high quality design and space standards to ensure that internal spaces are liveable.	London Borough of Hammersmith & Fulham	Change proposed. A policy line on high quality design of internal space has been included.
The policy is failing to protect against a mono-type of housing form developing in the area, e.g.: North Acton. Large areas of development of student accommodation creates a transient	Old Oak Interim Neighbourhood Forum, Harlesden Lets, Grand Union Alliance, Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark	No change proposed. Policy H10 is intended to ensure that student housing is provided as part of a diverse housing mix that does not undermine delivery of conventional housing supply.

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community, consisting almost exclusively of one demographic – rather than a diverse lifetime neighbourhood.	and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	In terms of North Acton specifically, Policy P7 envisages contributing to the delivery of 4,300 new homes during the first 10 years and "appropriate levels of student accommodation". This policy also plans for improving the public realm and infrastructure in the area.
It is not clear how the OPDC will measure and monitor undermining of conventional self-contained housing supply and 'overconcentration' in any one specific location.	Harlesden Lets, Grand Union Alliance, Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	Change proposed to Policy H1 in accordance with draft London Plan 2017. Every three student bedrooms that are completed equate to meeting the same need that one conventional housing unit meets, and contribute towards meeting OPDC's housing targets. This will enable OPDC to measure and monitor student housing delivery so that it does not undermine delivery of the overall housing target. Any new student housing in locations such as North Acton will be required to meet Policy H10 requirements in delivering a sustainable and mixed community.
The policy should include a map that shows areas where this already an over-concentration of student accommodation and where it may be appropriate to deliver more, subject to need being demonstrated.	Harlesden Lets, Grand Union Alliance, Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	No change proposed. It is recognised in Policy P7 that North Acton is home to recently built and permitted high density student accommodation and that in order to deliver a sustainable and mixed community, proposals for new student accommodation will need to accord with Policy H10.
The policy should set out the need for student housing.	Harlesden Lets, Grand Union Alliance, Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	Change proposed. The Policy and supporting text has been added for proposals to have to demonstrate there is a local need for student housing.
The policy should stress the	Harlesden Lets, Grand Union	No change proposed. This is

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need for social infrastructure to support the needs of students and avoid putting stress on services.	Alliance, Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	set out in the requirements for providers to produce a Residential Management Plan to ensure that the impacts on local amenity are mitigated. The need for social infrastructure will be assessed against Policy TCC4.
OPDC is responsible for meeting the housing needs of all students within the housing market area, not students belonging to a specific organisation.	Harlesden Lets, Grand Union Alliance, Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	No change proposed. The student accommodation must either be operated directly by a higher education institution or the development must have an undertaking in place from initial occupation, to provide housing for students at one or more specified higher education institutions, in accordance with the Draft New London Plan 2017.
Student housing should ensure delivery of an appropriate quota of publicly accessible green and open spaces.	Grand Union Alliance, Wells House Road Residents Association, Joanna Betts, Nadia Samara, Nicolas Kasic, Francis, Mark and Caroline Sauzier, Patrick Munroe, Lily Gray, Ralph Scully, Catherine Sookha, Lynette Hollender, Jeremy Aspinall, Thomas Dyton	No change proposed. Student housing as well as other housing developments will be required to provide or make appropriate contributions to public open space in accordance with Policy EU1.

Summary of Relevant Evidence Base

OPDC Evidence Base

Evidence base	Recommendations
Strategic Housing Market Assessment 2017	3,200 dwellings in the overall housing need are assumed to be required to meet the needs of student households.

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