

Housing Provision

The London Plan

(Spatial Development Strategy for Greater London)

Draft Supplementary Planning Guidance

December 2004



Housing Provision

The London Plan

(Spatial Development Strategy for Greater London)

Draft Supplementary Planning Guidance

December 2004

copyright

Greater London Authority December 2004

Published by Greater London Authority City Hall The Queen's Walk London SE1 2AA
www.london.gov.uk

enquiries: 020 7983 4100

minicom: 020 7983 4458

ISBN 1 85261 685 7

Cover photograph credit Adam Hinton

This publication is printed on recycled paper

Further copies of this draft Supplementary Planning Guidance are available from
www.london.gov.uk or by calling 020 7983 4100.

How to give your views

The Mayor's draft Supplementary Planning Guidance Housing Provision is published for consultation and your comments are invited. Please reference your comments to the relevant paragraphs in the draft SPG. Responses must be received by 5pm Friday, 18

March 2005. They should be sent to:

Ken Livingstone Mayor of London (Supplementary Planning Guidance Housing Provision) Greater London Authority FREEPOST 15799 London SE1 2BR

Or by email to mayor@london.gov.uk with 'SPG Housing Provision' as the subject.

CONTENTS

1 PURPOSE OF THIS DRAFT SUPPLEMENTARY GUIDANCE 5

2 INTRODUCTION 6

London's need for new housing 6

Government planning policy 6

Regional context 6

The new planning system 7

Affordable housing 7

3 THE LONDON PLAN 8

Current housing provision targets 8

New housing provision targets 9

The 2004 London housing capacity study 9

4 MAXIMISING HOUSING CAPACITY 10

Introduction 10

Housing density 10

5 SUSTAINABLE RESIDENTIAL QUALITY 12

The London Plan density location matrix 12

Public transport accessibility 13

Setting 14

Predominant housing type 14

Character map 14

Levels of car parking 14

6 EFFICIENT USE OF STOCK 16

Vacant dwellings 16

Second homes and non-permanent residential accommodation 16

Unfit homes/decent homes 17

Homes in multiple occupation (HMOs) 18

Loss of housing 18

7 SOURCES OF SUPPLY - LARGE SITES 19

Introduction	19
Large development sites	19
Opportunity Areas and Areas for Intensification	19
Estate renewal	20
Airspace development above existing premises	20

8 SOURCES OF SUPPLY – SMALL SITES 22

Introduction	22
Residential conversions	22
Small infill developments	22
Non self-contained accommodation	23
Flats above shops	23
Live-work units	23

9 PROMOTING MIXED USE DEVELOPMENT 25

Introduction	25
Plot ratio	25

Office and residential development – general issues 26

Town centre related housing 26

Retail and residential mixed use development 27

Recycling industrial land 27

10 HOUSING CHOICE AND THE NEEDS OF LONDON'S DIVERSE POPULATION 29

Housing choice and mix 29

The housing needs of London's diverse populations 30

APPENDICES AND MAPS

Appendix 1 : Application of mixed use policies in different locations

Appendix 2 : Further Sources of Information

Notes

Map 1 : Current Public Transport Accessibility

Map 2 : SRQ Matrix - Setting

1. PURPOSE OF THIS DRAFT SUPPLEMENTARY PLANNING GUIDANCE

- 1.1 The London Plan was published in February 2004 and commits the Mayor to produce more detailed strategic guidance to elaborate the policies in the plan¹. The purpose of this draft Supplementary Planning Guidance (SPG) is to give guidance on the application and implementation of the policies on housing provision in the London Plan. These are the key policies:²

3A.1 Increasing London's supply of housing

3A.2 Borough housing targets

- 3A.3 Efficient use of stock
- 3A.4 Housing choice
- 3A.5 Large residential developments
- 3A.10 Special needs and specialist housing
- 3A.11 London's travellers and gypsies
- 3A.12 Loss of housing and affordable housing
- 3A.13 Loss of hostels, staff accommodation and shared accommodation
- 3B.4 Mixed use development
- 4B.1 Design principles for a compact city
- 4B.3 Maximising the potential of sites

1. 1.2 This draft SPG does not set out any new policies but provides guidance on policies established by the London Plan. It will assist boroughs when reviewing their Unitary Development Plans, preparing Local Development Documents, and when assessing planning applications. It will also be a material planning consideration when determining planning applications. It will also be useful to developers, landowners and others when considering or preparing residential schemes.

2. 1.3 This draft is for consultation. Following consultation, it will be revised to take account of comments received and be formally published early in 2005.

3. 1.4 The Mayor is preparing a number of separate, but related Supplementary Planning Guidance notes. These are:

- x_ Affordable Housing
- x_ Industrial Capacity
- x_ Urban Design Principles
- x_ Accessible London
- x_ Renewable Energy
- x_ Sustainable Design & Construction
- x_ Meeting the Spatial Needs of

London's Diverse Communities Draft published in July 2004³ Draft published in September 2003 Draft to be published in 2005 SPG published in April 2004 Draft to be published winter 2004 Draft to be published winter 2004

Draft to be published early 2005

1.5 The Mayor's Sustainable Development Commission have also produced a number of useful documents which provide additional guidance on how to ensure new development proposals and plans can help increase and promote London's sustainability⁴.

2. INTRODUCTION

London's need for new housing

1. 2.1 London is currently experiencing rapid population growth. The London Plan sets out strategic policies to accommodate and support this growth in a sustainable way - within London's own boundaries, and without encroaching on protected green spaces.
2. 2.2 To achieve these goals, all boroughs will have to identify new housing opportunities and sources of supply. Substantial new housing will need to be built on brownfield sites across London, in the areas the London Plan identifies for growth and mixed-use development⁵, and on sites within and around suburban town centres.
3. 2.3 Much new housing will be built in London, at high densities, in areas with public transport accessibility, especially in east and central London. Significant new housing will also come from sites less well served by public transport at lower densities than in the centre, but perhaps at higher than traditional development patterns. A great deal of London's new housing will continue to come from small sites, and from conversions and changes of use.
4. 2.4 This draft Supplementary Planning Guidance (SPG) explains how the Mayor will work with local authorities and other partners to maximise housing supply. It gives guidance on how supply from a range of sources can be maximised.
5. 2.5 The SPG also sets out how the Mayor is taking forward policies on efficient use of existing housing stock and improving housing choice.

Government planning policy

1. 2.6 Planning Policy Guidance Note 3 on Housing (PPG3)⁶ states that one of the roles of the planning system is to ensure that new homes are provided in the right place and at the right time. Planning Policy Statement 11 (PPS11) states that Regional Spatial Strategies should provide the broad development strategy for a fifteen to twenty year period, taking account of the scale and distribution of new housing provision⁷. PPS12 states that local planning authorities Development Frameworks must include a core strategy that incorporates the housing requirements derived from the Regional Spatial Strategy⁸.
2. 2.7 PPG3 also requires local authorities to undertake urban housing capacity studies in order to "establish how much additional housing can be accommodated within urban areas and therefore how much greenfield land may be needed for development"⁹. The fundamental policy aims of PPG3 are therefore to meet forecast housing requirements while minimising the need to release greenfield land, and to provide a valid basis to derive housing supply targets. More recent Government guidance proposes that boroughs should assess all designated employment sites against demand, and take a reasonable view of the desirability and practicality of continued protection¹⁰.

Regional context

1. 2.8 At a regional authority¹¹, the Mayor is required to calculate and identify sufficient capacity to meet London targets. The current London Plan target of 23,000 per annum was set by RPG9¹². GOL Circular 1/2000 provides that the Mayor should review the level of housing provision in London, having regard to the housing need for London over the plan period, the Government's wish to see the maximum use of previously developed land, the need to encourage more sustainable patterns of housing

development, and the results of a study of London's potential capacity to accommodate additional housing provision¹³.

2. 2.9 The London Plan takes forward the 23,000 target as a minimum figure, but seeks to achieve a higher output of 30,000 homes a year during the plan period. It also:

- x_ Sets out a distribution of the overall rate between boroughs;
- x_ Sets out policies for achieving the overall rate of provision and the distribution and targets and indicators for monitoring their achievement;
- x_ Includes policies for making the best use of previously-developed land, having regard to the good public transport accessibility found in many areas of London and the need for well-designed housing; and
- x_ Sets out, priorities and strategic objectives for meeting particular types of housing provision need across the capital as a whole¹⁴.

1. 2.10 Within London, the Mayor will continue to seek the highest reasonable delivery of housing provision within sustainable development constraints. Beyond London, it is imperative that the most effective use is made of the capacity available in the growth areas adjoining London¹⁵, which if realised will help meet housing shortages in the wider region and allow increased housing choice¹⁶. The need for increased housing output in London was recognised in the report of the Barker Review of housing supply and in the London Housing Board's Housing Delivery Action Plan¹⁷.

2. 2.11 The Mayor is very aware that the London housing market does not operate in isolation. He contributes to the pan regional planning process where strategic planning for London is coordinated with that of the adjacent regions, and is working closely with SEERA¹⁸ and EERA¹⁹ through the Advisory Inter-Regional Forum. He is supportive of other housing capacity studies (such as South Essex and North Kent), which are contributing to the Government's assessment of the capacity and infrastructure requirements for the Thames Gateway as a whole, and their Sustainable Communities objectives generally.

The new planning system

2.12 The new planning system established by the Planning and Compulsory Purchase Act 2004 requires each London borough to replace its Unitary Development Plan with a Local Development Framework (LDF). The LDF must include a Core Strategy, which as outlined above, must incorporate a requirement for new housing derived from the regional spatial strategy (the London Plan)²⁰. Regulations under the Act also require local planning authorities to report annual net additions to housing stock.

Affordable housing

2.13 In response to London's need for low cost and intermediate housing, the Mayor has adopted a strategic target that 50% of all additional housing should be affordable. The London Plan requires boroughs to set an overall affordable

housing target for their area based on a robust assessment of housing needs, (both local and regional), and a realistic assessment of supply²¹. These targets must also take account of the Mayor's overall strategic 50% affordable housing target. The Mayor has published a draft SPG on Affordable Housing which provides guidance on the application of the relevant London Plan policies²².

3. THE LONDON PLAN

Current housing provision targets

- 3.1 The London Plan contains a number of policies to increase housing supply, and policy 3A.1 specifically commits the Mayor to raise housing output and review current borough UDP targets by 2006²³.

Policy 3A.1 - Increasing London's supply of housing

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

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

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

1. 3.2 Current borough housing targets are set out in table 3A.1 of the London Plan.
2. 3.3 This table establishes total and annual targets for each borough and London as a whole, which are based on a Londonwide housing capacity study carried out in 1999 and published by the GLA in 2000²⁴. These targets set down a London-wide target of 457,950 new homes between 1997 and 2016 (23,000 new homes a year) and will continue to be used as a basis for annual monitoring by the GLA and GOL until 2007. The GLA and GOL will continue to monitor these targets annually through the GLA Housing Provision Survey, the London Development Monitoring System (LDMS), and the London Development Database (LDD).

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

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

source London's Housing Capacity, GLA, 2000

New housing provision targets

- 3.4 As outlined above, the GLA is required to calculate and identify sufficient capacity to meet regional targets, and GOL Circular 1/2000 specifically provides that the Mayor should update the London Plan target of 23,000 homes a year, establish new annual targets, and set down how that rate will be distributed amongst boroughs²⁵. Policy 3A.2 of the London Plan specifically requires UDP policies to seek to exceed these targets and identify new sources of supply. Identified housing sites should also be shown on UDP proposal maps in order to promote and publicise their redevelopment, and to demonstrate their contribution to overall housing targets.

Policy 3A.2 - Borough housing targets

UDP policies should:

Seek to exceed the figures in Table 3A.1 and to address the suitability of housing development in terms of location, type of development and impact on the locality (see policies, 3D.8, 3D.9, 3D.13, 4B.11 and 4B.12).

Identify new sources of supply having regard to:

Major development in Opportunity Areas and in the London parts of the Thames Gateway and London-Stansed-Cambridge growth areas and redevelopment of low density commercial sites to secure mixed use residential development.
Change of use of unneeded industrial/employment land to residential or mixed use development.
Redevelopment in town centres, suburban heartlands and small scale residential infill.
Intensification of housing provision through development at higher densities particularly where there is good access to public transport.

Review existing identified housing sites and include existing and proposed housing sites on Proposals Maps.

The capacity of housing sites should be determined in accordance with the urban design and density policies of this plan (see policies 4B.1, 4B.2 and 4B.3 as well as affordable housing policies 3A.7 and 3A.8).

Monitor housing approvals and completions against the annual monitoring targets in Table 3A.1 and against any higher targets adopted in their UDPs.

The 2004 London housing capacity study

- 3.5 The Mayor is currently carrying out a new Housing Capacity Study, which will provide up to date information for revising current housing targets. The study will produce initial capacity estimates in the spring of 2005, and once the Mayor and the study steering group are satisfied that its outputs are valid and the policy assumptions used are appropriate, the Mayor will propose provisional borough, sub-regional and London wide housing targets for consultation. These will be accompanied by information on why the Mayor believes them to be reasonable and valid and the policy assumptions under which they were generated. The Mayor will then carefully consider any responses he receives before putting forward formal alterations to the London Plan for the 2006 review.

4. MAXIMISING HOUSING CAPACITY

Introduction

1. 4.1 London has a finite supply of land and for it to successfully absorb the anticipated growth in population and jobs it will be vital to make the best use of available sites and development opportunities. Growth should be focused on areas with good public transport and all new schemes should adopt high standards of design and construction. There should be more mixed use developments which successfully combine housing, employment, commercial and community facilities, to help reduce the need to travel and to assist vitality and safety by preventing areas becoming deserted and hostile at different times of the day²⁶.
2. 4.2 The London Plan therefore promotes the concept of a Compact City and policy 4B.1 sets out a series of design principles that should be used in assessing planning applications and drawing up area planning frameworks and borough planning policies²⁷.
3. 4.3 These principles should be used in assessing planning applications and in drawing up area planning frameworks and UDP policies. Urban design statements showing how these principles have been incorporated should be submitted with all major proposals to illustrate their impacts. The first principle is that boroughs should maximise site potential and there are a number of ways in which development opportunities and schemes can be designed to achieve this.

Housing density

1. 4.4 Density describes how many homes occupy a particular area of land and can be measured by calculating the number of homes (or dwellings) per hectare, or by counting the number of habitable rooms²⁸ in a particular scheme. It can be calculated on gross site area (which includes public spaces, non-residential land uses and a proportion of any roads bounding the site), or on net site area (which only includes gardens and internal access roads). The London Plan uses net residential site areas to calculate appropriate density ranges.
2. 4.5 Different forms of development can have similar densities. High density does not automatically mean high rise, and there are many studies that explore how high density schemes can provide good quality attractive housing and maximise the use of land.
3. 4.6 Furthermore, although high density housing is often seen as a recent policy, London has historically been developed at a wide range of different densities, with many of London's most successful residential neighbourhoods being built at relatively high density more than a century ago²⁹. Much of this higher density housing stock (often built at five or six storeys with communal gardens and shared open spaces) has increased in value over time reflecting its continuing attractiveness to a wide range of urban dwellers.
4. 4.7 The London Plan uses net residential density and establishes a guide to density ranges based on public transport accessibility, access to town centre facilities, and setting (or character). Density decisions on individual schemes should take account of the different housing needs of the households who will live in the completed scheme, and the determination of which housing needs a scheme will meet should be informed by local authority and regional housing priorities.
5. 4.8 This diversity of housing needs is underscored by affordable housing

policies and by the recent GLA housing requirements study³⁰. These in particular highlight the importance of provision for families.

6. 4.9 The density of schemes should be considered in terms of habitable rooms per hectare (as well as dwellings per hectare) because consideration of housing mix in terms of the number of bedrooms in dwellings is necessary to reflect the needs of different types of households.

7. 5. Different types of housing can be most suitable for different groups of people, and can also have different service charge implications. In broad terms densities at the top of the London Plan matrix (see next section) can be most suitable for households without children, where less open space and play provision would be required. Higher density housing can also be suitable for town centres and as an element of mixed-use developments, where open space and car parking facilities may be limited.

1. 4.10 Lower density developments lend themselves more, though not exclusively, to family housing. This may tend to make them more appropriate for higher proportions of social rented affordable housing, which in turn will increase the requirement for open areas and play space. Recent housing association experience also suggests a need for vertical separation of tenures to assist management and maintenance³¹. However, schemes should be designed to maximise tenure integration and all affordable housing units should have the same external appearance and entrance arrangements as the private housing³². Developers and housing associations should have regard to the policies on design set out in section 4B of the London Plan and design should be appropriate to the needs of the households for whom housing is to be provided.

2. 4.11 Where family housing is provided accessible play spaces designed to meet the needs of younger and older children should be provided, and the likely child yield from all large schemes should be considered.

3. 4.12 The Mayor's affordable housing requirements apply equally to higher and lower density developments. Further guidance on the application of these requirements is set out in the draft Affordable Housing SPG.

5. SUSTAINABLE RESIDENTIAL QUALITY

The London Plan density location matrix

1. 5.1 If London is to grow without unacceptable increases in congestion and pollution then new growth must happen where it can best be served by existing or planned public transport and access to shops and services.

2. 5.2 By directly linking the level of density to the proximity and frequency of public transport it is possible to make the most of sites within walking distance of public transport whilst allowing lower densities where public transport accessibility and capacity is less. In practice this can mean building on London's existing pattern of urban development, and consolidating its network of town centres. In parts of outer London (with existing or planned public transport improvements), this may lead to different patterns of development from the recent past.

3. 5.3 Sustainable and successful higher density housing depends on a complex range of factors including the location, management, occupancy and tenure of a development, and all should be taken into account when schemes are designed. Research into peoples' neighbourhood preferences suggests that housing density may not be a significant factor in resident satisfaction and that dwelling type and the neighbourhood characteristics are much more important³³.
4. 5.4 Table 4B.1 of the London Plan is a density location matrix that allows sites to be assessed against these key criteria in order to generate broad guidelines on density for different types of residential development, and is a key element of the London Plan. This matrix is intended as a guide, rather than as an absolute rule and will be refined as new research and information becomes available.
5. 5.5 Research into implementation of SRQ principles has also pointed to the need to ensure that housing developments should be designed to encourage pedestrian movement to and from surrounding communities. This permeability should reflect desire lines, especially those associated with efficient access to public transport, retail, community and other facilities³⁴.
6. 5.6 London Plan policy 4B.3 requires UDPs to develop policies in line with the SRQ approach and adopt the residential density ranges set out in Table 4B.1 below. The plan also confirms that UDPs and planning applications referred to the Mayor will be assessed against the density matrix that in order to maximise housing provision. In accordance with PPG3 and the Secretary of State's density direction, schemes should not be developed at densities of below 30 dwellings per hectare³⁵. In London, very few schemes would be appropriate at this base level.
7. 5.7 In order to allow the matrix to be used to assess broad development potential in different locations, it is necessary to establish existing and potential public transport accessibility (PTAL), the existing characteristics (or setting) of the area, and the form of development that would be most appropriate. The table should not be seen as prescriptive, and should be applied flexibly in light of local circumstances, but is a valuable tool to help arrive at initial appropriate density ranges for particular sites. Higher densities may be possible where this can be justified by local circumstances.

Table 4B.1

Density location and parking matrix (habitable rooms and dwellings per hectare)

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

source GLA

Public transport accessibility (PTAL)

1. 5.8 To help direct new development to areas with the highest levels of public transport, the London Plan uses Public Transport Accessibility Level (PTAL) data supplied by Transport for London to measure the extent and ease of access to the public transport network. Low (or zero) PTAL scores do not by themselves preclude development, but are one factor that should be used in assessing development proposals and site potential.

2. 5.9 Where the table does not indicate an appropriate density range for a particular site, densities should be in the range given in the nearest completed horizontal cell in the matrix – i.e. for locations with PTAL 6-4 and central setting, density should generally be in the range of 240-435 units per hectare irrespective of car parking provision and predominant housing type. For currently remote sites, density should be

in the range of 30-50 units per hectare irrespective of the level of car parking provision and predominant housing type. The public transport assumptions used to generate these PTAL layers are listed in Table 3C.1 of the London Plan.

5.10 Transport for London (TfL) have also prepared indicative future PTAL maps which the GLA will make available to be used to assign appropriate PTAL levels for sites that may come forward in the next 5-15 years to ensure that longer term development proposals reflect planned public transport improvements. TfL are also preparing capacity and congestion maps that will allow these matters to be taken into account when taking planning decisions on major sites.

Setting

5.11 The matrix also uses three broad forms of development to depict appropriate density ranges³⁶. These are:

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

Predominant housing type

5.12 The London Plan SRQ matrix uses three housing types to derive appropriate density ranges. These are a) detached and linked houses, b) terraced houses and flats, and c) mostly flats. When using the matrix the built form that best describes the new development should be used. Alternatively, the matrix can be used to suggest an appropriate form of development based on accessibility and setting.

Character map

5.13 The GLA has also produced an indicative character map based on ward level analysis of 2001 census returns (see Map 2 of this draft SPG). This map was prepared for the 2004 London Housing Capacity Study and combines setting, location and predominant housing type, and can be used as a starting point to derive appropriate density ranges from the matrix³⁷. This map does not indicate a desirable character for different parts of London, but depicts existing characteristics that may change over time (for example as a result of new or committed public transport improvements).

Levels of car parking

1. 5.14 Space for motor vehicles can account for a considerable amount of the capacity nominally available for housing. Some of this provision may be essential (e.g. for servicing and disabled parking facilities), but the amount of space set aside for cars can often be consolidated or minimised through good design. These issues are addressed in London Plan policy 3C.22 and Annex 4 of the plan.
2. 5.15 Research suggests that conventional designs for residential development on small sites can lead to 25% to 40% of the area being effectively lost to motor vehicle related uses³⁸. The amount of land required for carparking can be reduced substantially by a more integrated approach, which takes into account location, access to public transport and the scope for higher density development. This in turn can raise site values, allow higher levels of affordable housing to be funded, and provide scope to enhance both the quality of the residential environment and of housing itself³⁹.
3. 5.16 Decisions on the amount and location of car parking spaces should take into account not just traditional factors like site characteristics, but also planned social composition and changing attitudes towards car use and ownership. It should also be based on the availability of public transport.
4. 5.17 Car-capped and car-free housing in particular allow higher densities to be realised without compromising design, and are increasingly proving viable and attractive⁴⁰ in areas well served by public transport and with effective on-street parking controls, though appropriate provision always needs to be made for disabled parking spaces.
5. 5.18 Local traffic management schemes are the most appropriate level at which to resolve differences between CPZ requirements and the stance to be taken towards on and off-street parking. As a general strategic principle, local off-street parking requirements and local policies to protect front gardens should not compromise the potential to increase overall housing provision. In suburban areas off-street rather than on street parking may be desirable (e.g. on bus routes or along narrow roads).
6. 5.19 Research also shows that with good design, the use of front garden space⁴¹ for parking need not compromise the quality of the residential environment. This principle also applies to those areas, especially parts of central London, which have good public transport accessibility and little or no scope for garden parking, but where boroughs still have minimum parking requirements. The GLA's Sustainable Suburbs toolkit will provide good examples of car clubs may reduce car parking requirements while still providing scope for occasional car use. Boroughs should also explore the scope to link planning conditions, planning obligations and covenants on individual dwellings to reduce parking demand.

6. EFFICIENT USE OF STOCK

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

Policy 3A.3 - Efficient Use of Stock

Boroughs should promote the efficient use of the existing stock by reducing the number of vacant, unfit and unsatisfactory dwellings. They should produce and implement comprehensive empty property strategies including targets for bringing properties back into use. These strategies should be

monitored on an annual basis and be subject to regular review.

Vacant dwellings

1. 6.2 The number of vacant dwellings in London needs to be reduced given the acute shortage of housing. There are estimated to be nearly 100,000 vacant dwellings in London, 83 per cent of which are in the private sector⁴². 43,000 dwellings in London have been also been empty for more than six months⁴³, though there will inevitably be a percentage of private dwellings vacant at any point in time as properties are brought and sold in the market.

2. 6.3 Two per cent of local authority dwellings are vacant in London, varying from 0.5 per cent in one borough to 3.3 per cent in the highest. Only 1.8 per cent of housing association stock in London is empty, compared to 3.6 per cent of stock in the private sector. The overall vacancy rate has fallen from 4.6% in 1991 to 3.2% in 2003⁴⁴. However, borough figures do not reflect that an element of the reduction in vacancies will be due to demolitions rather than properties returning to effective use.

3. 6.4 Empty property strategies set targets for reducing the number of vacant dwellings and set out the steps that will be taken and methods that will be used to achieve these targets. All boroughs should produce and implement comprehensive empty property strategies that are monitored and subject to annual review. Strategies should include targets for bringing properties back into use and most boroughs now employ at least one officer with responsibility for taking action to return vacant private dwellings to use⁴⁵.

4. 6.5 Local authorities are required to report to the Government on the number of empty private dwellings returned to use as a result of actions they have taken⁴⁶ and these figures are used by the Mayor to set an annual London-wide target for returning empty private homes to use. Performance against this target is monitored by the GLA and the results published. The 2004/5 London target is 3,500 homes based on an achievement of 3,585 units brought back into use in 2003/4⁴⁷. This is a gross target and does not take into account loss of effective stock through properties becoming vacant.

Second homes and non-permanent residential accommodation

1. 6.6 Policy 3A.3 requires boroughs to promote the efficient use of housing stock. Use of homes as second homes does not contribute to meeting housing requirements as set out in the London Plan and the GLA Housing requirements Study and does not support the objective of sustainable communities. Non- permanent residential housing accommodation is not considered for the purposes of targets in the plan to be equivalent to permanent residential accommodation and policy 3A.13 in the plan requires boroughs to resist the loss of permanent housing provision to short term

lettings.

2. 6.7 As one of the hubs of the global economy, there are strong pressures in parts of London, (especially areas within or close to central London), for second homes and non-permanent visitor accommodation. However, against this must be set the acute housing needs of full time London residents. Demand for second homes and non-permanent accommodation not only denies full time London residents access to this element of the stock but also fuels local house price inflation. The 2001 census and more recent surveys show that the highest concentrations of second homes are found in Westminster, Kensington and Chelsea and the City of London, though some wards in other central boroughs have significant numbers. Recent reports also indicate large increases in other boroughs, for example Tower Hamlets, which covers the Docklands north of the Thames⁴⁸.

3. 6.8 These types of provision are important to London's economy, however, the thrust of national and London policy to increase housing provision for residents means that such uses of the housing stock and potential housing capacity should be resisted. London Plan Policy 3A.12 makes clear the need to resist loss of housing and Policy 3A.13 explicitly resists loss of housing to "short term provision (lettings less than 90 days)"

4. 6.9 In addressing second homes, boroughs should also draw on the Local Government Act 2003, which grants local authorities a discretion to reduce the council tax discount on second homes to 10 per cent⁴⁹. Boroughs are encouraged to exercise this discretionary power and should refer to guidance on empty homes strategies set out in the 2003 London Housing Strategy⁵⁰.

6.10 For non-permanent accommodation boroughs should use the provisions of the Greater London Council (General Powers) Acts 1973 and 1983. Under these powers there is a material change of use requiring planning permission if residential accommodation is used for temporary sleeping accommodation occupied by the same person for less than 90 consecutive nights, or for time-sharing schemes where a number of people have the right to occupy a property for a set period each year. Such changes of use should be resisted together with any proposals for similar types of development if they would result in the loss of development capacity, which would be viable in housing use (e.g. surplus office space). The need for non-permanent accommodation is more properly addressed through hotels policies and provision.

Unfit homes/decent homes

1. 6.11 Too many households live in homes that are in a poor condition. Poor conditions also contribute to the problem of dwellings being left vacant for long periods. There are 226,000 unfit dwellings in London (below the minimum standard for housing), which equates to seven per cent of the housing stock (April 2003)⁵¹. This compares to fewer than six per cent unfit in England as a whole. Nine London boroughs have greater than ten per cent properties that are unfit.

2. 6.12 The highest proportion of unfit properties in London is in the private rented

sector. All local authorities have to report on the proportion of unfit private sector dwellings made fit or demolished as a direct result of action by the local authority⁵².

3. 6.13 Data from the 2001 English House Condition Survey showed that the proportion of non-decent dwellings in London was 36 per cent of the housing stock, compared to 33 per cent for England as a whole. Within London's private sector stock, 35 per cent of dwellings failed to meet the decent homes standard and, for social housing dwellings, the proportion was 41 per cent⁵³.

4. 6.14 The government has set a target for all tenants of local authorities and housing associations to have a decent home by 2010 and a further target to progressively reduce the proportion of vulnerable households in the private sector living in non-decent homes. The shorter-term targets in the London Housing Strategy 2003⁵⁴ are for:

- x_ Achieving a reduction of 45 per cent in non-decent social rented homes by 2005/06, and,
- x_ Achieving a decrease of six per cent in non-decent private homes containing vulnerable households by 2005/06.

6.15 All local authorities should carry out regular stock condition assessments to monitor the percentage of homes meeting the decent homes standard and should seek to achieve the targets set out above by means of stock improvement.

Houses in multiple occupancy (HMOs)

1. 6.16 Traditionally HMO's have been an important source of relatively cheap housing for those who cannot gain access to public affordable housing. Together with other forms of private renting they also provide more flexibility and accessibility than owner occupation and conventional affordable housing. This can give them an important role in sustaining the flexibility of the labour market. However, historically some HMO provision has raised amenity, quality and safety concerns. This has led to some boroughs resisting their development, formalising their operation which can affect their viability as a cheap form of housing and/or encouraging more formal self containment. Boroughs should also have regard to the provisions of the Housing act 2004.

2. 6.17 To foster housing choice and meet a range of needs boroughs should, as a general principle, seek to maintain and improve their stock of HMOs. This will require striking a careful balance between licensing them to ensure maintenance of statutory standards, and maintaining their viability as a relatively cheap form of housing for smaller households.

Loss of housing

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

Policy 3A.12 Loss of housing and affordable housing

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

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

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

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

7. SOURCES OF SUPPLY - LARGE SITES

Introduction

7.1 The London Plan promotes and requires sustainable new development. This involves taking account of the suitability of sites for mixed use development, maximising the use of previously developed land, and promoting development in locations accessible by public transport, walking and cycling⁵⁵. The London Plan establishes a series of overarching spatial policies that focus new development in those areas where growth can be best accommodated, and where it can help alleviate social exclusion and deprivation. This section of the SPG clarifies how the successful reuse and redevelopment of large sites can contribute to these objectives and provide a significant proportion of London's new housing.

Large development sites

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

Policy 3A.5 - Large residential developments

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

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

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

1. 7.3 This policy was informed by a GLA technical report commissioned by the GLA to inform the draft London Plan, which explains how successful mixed used developments can be achieved⁵⁶.

2. 7.4 All residential developments have implications for social, environmental and other forms of infrastructure provision. However, larger developments (and not just those of over 500 dwellings), can have an immediate impact on infrastructure capacity and requirements, especially educational, health and amenity provision. These requirements should be taken into account in considering such proposals and in drawing up planning frameworks for them, and where possible development partners including the housing associations or other organisations that will manage the affordable housing elements should be identified and involved at an early stage.

3. 7.5 Large developments can also offer the most opportunity to incorporate neighbourhood trigeneration facilities that combine electricity generation, cooling and heating.

4. 7.6 The 2004 LHCS looks at the housing potential of every site in London over 0.5 hectares. This should be complemented by a much more rigorous and comprehensive identification of large housing sites within LDFs, and phasing of development must take into account the phasing of physical, transport and social infrastructure.

Opportunity Areas and Areas for Intensification

1. 7.7 The London Plan identifies twenty-eight Opportunity Areas and fourteen Areas for Intensification⁵⁷.

2. 7.8 Chapter 5 of the London Plan describes each Opportunity Area and includes tables that indicate their potential for new jobs and homes. Policy 2A.2 of the London Plan anticipates planning frameworks being prepared for each Opportunity Area that should seek to exceed the minimum housing guidelines contained in these tables. Areas for intensification have significant potential for increased residential accommodation by building at higher densities and incorporating a mix of uses.

3. 7.9 Both types of area are characterised by good public transport (or subject to planned public transport improvements) and contain a range of large buildings, sites and potential development opportunities. They provide opportunities for intensive development and will deliver substantial new housing. Boroughs and developers should therefore work closely with landowners, local communities and the GLA Group to plan and bring forward their successful regeneration.

Estate renewal

1. 7.10 The London Housing Strategy and London Plan support neighbourhood

renewal and regeneration. However, historically this process has often been associated with a reduction in housing capacity. In some circumstances, the loss of affordable housing has been exacerbated by estate renewal being associated with moves to introduce a wider tenure/social mix. While in itself this supports strategic policy of achieving mixed and balanced communities, the reduction in affordable housing provision (especially social rented provision) sometimes associated with these initiatives has undermined the Mayor's overall objective to increase affordable housing.

2. 7.11 In implementing strategic policy in respect of estate renewals, boroughs, social housing and other relevant agencies should apply SRQ principles to maintain or enhance overall housing capacity. To meet the requirement of London Plan policy 3A.12, proposals should be predicated on the prevention of any net loss of affordable housing provision. Redevelopment to achieve a more appropriate housing mix may lead to a loss of dwellings, where redevelopment provides larger dwellings. This is acceptable where this is justified by housing requirements and where there is no net loss of total habitable rooms. Further guidance is given in section 9 of the draft Affordable Housing SPG.

Airspace developments over existing and new non-residential premises

1. 7.12 In addition to smaller scale sources of capacity associated with high street frontages and shops is the potential capacity associated with the airspace above relatively low density commercial uses, especially in locations in town centres and with good public transport access. A government sponsored study⁵⁸ indicated that these could include car parks, filling stations, showrooms, repair depots, self-storage uses, schools, public sector depots, leisure facilities, fire stations and a range of retail outlets. It also suggested that partial re-development of them could generate 25,000 more dwellings in London and the Southeast over 15 years.

2. 7.13 Subsequent, more detailed work indicates that this could be a considerable underestimate. Developers have already highlighted the particular potential of local authority leisure facilities and hospital car parks and a study for Tesco and the Housing Corporation⁵⁹ cited in the Mayor's draft Best Practice Guidance (BPG) on making better use of supermarket sites⁶⁰ suggests that housing could be a commercial proposition on 75% of London's 115 freestanding superstore sites, yielding 10,000 more dwellings.

3. 7.14 Not all such sites will be suitable for such a form of development, but when proposals are received for new schemes or existing sites are redeveloped, the possibility of incorporating new housing should be explored.

4. 7.15 Town centre regeneration initiatives can also identify and bring forward substantial new housing opportunities. Developers and retailers are gaining expertise in this field and as a general principle, the Mayor supports the principle of airspace development and town centre housing. Consultation on his draft best practice for airspace development on supermarket sites confirmed the need for positive partnership working to bring forward these proposals. It indicated that this should not compromise parking, town centre and affordable housing policy and underscored the importance of setting up, from the outset, an effective management framework to resolve tensions between uses on the sites.

8. SOURCES OF SUPPLY – SMALL SITES

Introduction

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

Residential conversions

1. 8.2 As recently as the early 1990s, conversion of houses to smaller flats represented nearly a third of London's housing capacity and was especially important in inner London⁶¹. Since then its contribution to new capacity has diminished, though conversions should continue to make net contribution to housing output. Historically, planning policy was thought to be especially important in constraining residential conversion activity⁶², especially in the ways it sought to secure family sized homes, protect amenity, raise housing standards, reduce car parking pressures and sustain a desired social mix.
2. 8.3 More recently, market forces have been highlighted as being a significant constraint⁶³. These include a reduction in the supply of houses suitable for conversion, (including HMOs); an increase in those willing to bid for more spacious accommodation, further reducing the stock with conversion potential and leading to some re-conversion of smaller units; and the economics of affordable housing provision and management which have made 'street properties', including potential conversions, more marginal for affordable housing agencies.
3. 8.4 Locally restrictive policies, including those based on 'conversion quotas', should not be applied along transport corridors or within reasonable walking distance of a town centre. Maximum parking provision should not exceed 1 space/unit and where appropriate, boroughs should seek to minimise this. Controlled Parking (CPZ) arrangements and restraints on cross-overs and the use of gardens for parking should not be used to restrain conversion activity that conforms to strategic parking policy. Local guidance should be produced to ensure that garden parking does not detract from the streetscape.
4. 8.5 Estimating supply from net conversions needs to take into account loss of dwellings from deconversions. The conversion of two small dwellings in the social housing sector into a larger dwelling may be necessary to respond to overcrowding and to deal with an under supply of larger dwellings.
5. 8.6 In some cases, property built for residential purposes may have been converted for nonresidential use. Given changes in relative demand for residential and non residential provision in some locations, consideration could be given to reconversion for residential use.

Small infill developments

1. 8.7 Infill opportunities must be approached with sensitivity. Sites may be in fragmented ownership and site assembly can be challenging. Potential infill sites should be distinguished between those, which might be developed in the short term, and those which require a longer time scale to bring forward. Those which are not well used and where environmental quality has been eroded (especially where this has become a nuisance to local residents) should be considered for early action or initiative. Assessment of infill capacity should be based on SRQ principles, and unnecessary restrictive policies should be removed.
2. 8.8 The Mayor will work with government, the LDA, boroughs and other relevant agencies to identify and establish any distinct mechanisms and incentives, which may be required to realise the potential of these sites (e.g. problems of multiple ownership).

Non self-contained accommodation

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

Flats above shops

1. 8.11 The upper storeys of town centre retail buildings accommodate a variety of uses, including storage, offices and flats. Many of these are viable and continue to make important contributions towards meeting local needs. However, a significant number, especially those associated with older buildings, are under-occupied and vacant. This can be because of tenure, management, access and other factors including long term structural change in the retail accommodation market. Though there is expected to be an overall increase in demand for new retail space, there is also likely to be a contraction in demand for older space and smaller units, especially in marginal locations such as smaller centres. This provides an opportunity for conversion and re-conversion of spaces above shops into viable flats and of selective changes of use of surplus ground floor uses to housing.
2. 8.12 The conversion process should be coordinated through wider town centre rejuvenation frameworks to ensure that, as far as possible, the different uses complement each other and enough secondary and tertiary frontage capacity is retained for essential community, workshop and service uses. This will include making provision

for A3 uses and addressing local sensitivities associated with them. In-situ re-conversion of spaces above shops to flats presents particular challenges in terms of economic viability, tenure mix, management, access and amenity requirements. Though such provision is generally unsuitable for families, it can meet the needs of smaller, and in particular, younger households.

3. 8.13 The Empty Homes Agency can also provide advice on good practice in bringing underused and vacant upper storeys back into active residential use. Town centre healthchecks should be used to identify potential housing capacity above shops. Working with the boroughs and other relevant agencies (including small property owners), the Mayor will investigate more effective mechanisms and funding arrangements to bring this capacity forward.

Live-work units

1. 8.14 In principle, live-work units represent a sustainable form of urban living, providing the closest integration of home and work places. With this in mind, boroughs have in the past treated them as a special case and released to live/work development business space, which, in some cases, would otherwise have been protected. Some of these releases have been relatively tightly clustered in the CAZ fringe and have had a locally significant impact on business space provision.

2. 8.15 This has raised tensions not just with business space policy but also with business/residential tax rating, car parking standards and, for the occupiers, with perceived constraints on re-sale values and opportunities.

3. 8.16 The London Plan seeks to provide a variety of dwellings and opportunities for more sustainable forms of urban living. This includes live-work accommodation. However, in view of the realities of the use of live work units, proposals for future development should be considered carefully in the context of strategic and local business/industrial space policy, especially the criteria which guide the release of small industrial sites. A degree of flexibility will be required depending on local circumstances. In some circumstances, the provision of homes will be the paramount concern and in others, the need to retain business capacity will be more important. Conditions and planning agreements to secure live-work (including those affecting parking) should provide a disincentive towards 'pure' residential occupation.

9. PROMOTING MIXED USE DEVELOPMENT

Introduction

1. 9.1 The London Plan seeks to establish a mix of land uses that will best meet London's competing demand for land and premises. Mixed use developments provide a way which different land uses can be accommodated on the same site or in the same neighbourhood, and hence can reduce the need to travel between different activities (such as living and working or shopping and healthcare), and can make the best use of scarce land.

2. 9.2 Promoting and requiring mixed-use developments that include housing is a key theme of the London Plan which contains a number of policies to this effect.

Policy 2A.1 Sustainability criteria

The Mayor will ...take into account the suitability of sites for mixed- use development.

Policy 2A.3 Area for intensification

UDP policies should identify Areas for Intensification including those shown on Map 2A.1. Policies for development should exploit their public transport accessibility and potential for increases in residential, employments and other uses, through higher densities and more mixed and intensive use.

Policy 2A.5 Town centres

UDP policies should... seek to sustain and enhance the vitality and viability of town centres including maximising housing provision through high density, mixed-use development and environmental improvement.

Policy 2A.6 Spatial strategy for suburbs

UDP policies should contain spatial policies that should...promote areas around suburban town centres that have good access by public transport and on foot to the town centre as appropriate for higher-density and mixed- use development including housing.

Policy 3B.4 Mixed use development

Within the Central Activities Zone and the Opportunity Areas, wherever increases in office floorspace are proposed, they should provide for a mix of uses including houses, unless such a mix would demonstrably conflict with other policies in this plan. Sub Regional Development Frameworks will give further guidance on the relevant proportions of housing and other uses to be sought.

Policy 4B.1 Design principles for a compact city

The Mayor will, and boroughs should, seek to ensure that developments: provide or enhance a mix of uses.

Plot ratio

1. 9.3 One way of measuring and comparing the amount of development provided on an individual site is to calculate its plot ratio. This measure compares the amount of floorspace that will be created against the sites area, and expresses it as a ratio⁶⁴.
2. 9.4 This measure is usually used when assessing commercial or mixed use schemes, and the London Plan suggests that average strategic plot ratios of at least 3:1 should be achieved wherever there is (or will be), good public transport accessibility and capacity. In more highly accessible areas within central London and some Opportunity Areas, plot ratios nearer to 5:1 should be considered.

Office and residential development - general issues

1. 9.5 Conversion of surplus office buildings to residential can pose particular challenges. As schemes can vary significantly, it may not be appropriate to make a

conventional application of internal space, sound insulation and energy efficiency standards. However, the intent of these standards should not be compromised. Office conversions and surplus office site re-development must also be set in the context of the supply of local amenities, services and social and environmental infrastructure. In areas deficient in these, Development Frameworks should ensure that some of the development capacity represented by surplus offices addresses such needs. This may require sensitive planning and entail partnership action to facilitate comprehensive, or at least partial area renewal.

2. 9.6 The physical configuration of surplus office buildings may constrain their conversion to affordable housing, especially for families, though this should not exclude them from affordable housing policy requirements (including off site or cash in lieu contributions).

3. 9.7 More detailed proposals for the application of mixed-use policy in terms of the balance between employment and housing uses in different areas are set out in an annex to this SPG. Because of the nature of the London office market, there are two distinct approaches, one dealing with the CAZ office market area⁶⁵, (the Central Activities Zone plus the Opportunity Areas of the City Fringe and Canary Wharf referred to in policy 3B.4 and para 3.125 of the London Plan), and one dealing with the suburban office market (all other areas). These will be refined as part of the Sub Regional Development Framework process to inform both the finalisation of this SPG and the next review of the London Plan.

4. 9.8 In a high public transport accessibility area like much of Central London there is particular scope to move towards 'zero' parking provision, not least because on-street parking is now constrained. Parking provision for disabled people should always be made available.

Town centre related housing

9.9 As the most accessible locations outside the CAZ, town centres have unique capacity for high density development, including housing. Housing can complement other town centre activities - physically in terms of utilising 'premium' air space above commercial uses, and functionally in terms of adding to vitality and viability. Intermediate housing may be particularly appropriate in these circumstances.

1. 9.10 Generally, the implementation of mixed residential and office policy in town centres will differ from the way in which it is implemented in the CAZ related office market, as the ability of commercial development to support affordable housing provision may be limited. Proposals will need to be considered in the context of the viability of both office and residential elements.

2. 9.11 In some circumstances, this will require flexible application of affordable housing targets providing this flexibility does not compromise achievement of the broad strategic 50% affordability target across London. The affordable housing SPG gives guidance on the flexibility relating to the balance between social housing and intermediate housing in different locations.

3. 9.12 This flexible approach is especially applicable to the town centre based types of office location set out in London Plan para 3.123. In these locations, increased

housing may make a particular contribution to securing the wider range of town centre uses anticipated by London Plan policy 3D.1. Housing development may also be less applicable where it might displace important specialist office clusters.

Retail and residential mixed-use development

1. 9.13 Consumer expenditure growth as a whole is expected to be a major agent of town centre rejuvenation. Whilst a substantial amount of the growth will be absorbed by greater productivity in the use of existing floorspace, there will still be a considerable need for new retail floorspace. Properly harnessed through the planning process, this opens up potential for extensive upper storey mixed-use development. Housing will be a key component of such development and boroughs should make provision to accommodate it and draw on mixed use and SRQ policy to integrate leisure and retail provision with new, higher density housing.
2. 9.14 This will require pro-active, partnership based planning. It may well entail use of the Compulsory Purchase Order process and, in some circumstances, recognition that a significant, net increment to housing stock more than offsets some initial loss in existing dwellings.

Recycling industrial land

1. 9.15 Though the manufacturing sector continues to decline in London, there are a wide range of other users of industrial land that make important direct and indirect contributions to the London economy.
2. 9.16 Consultants suggest that the historic scale of industrial land loss, once one of the biggest sources of housing capacity, is unlikely to be sustained at current rates⁶⁶. However, a combination of structural trends and more efficient use of land justifies continued release of some 50 ha pa, mainly but not exclusively to housing. This should be undertaken on a selective and carefully managed and monitored basis to address bona fide demand from other suitable occupiers⁶⁷. Policies and decisions to retain (rather than release) industrial land must be justified by realistic demand assessments.
3. 9.17 The overall distribution of change from industry to other uses will be tested through the SRDF process. It is likely to be strongly oriented towards east London, with, in net terms little or no release in west and central London and only slightly more in south and north London. For the interim, the consultants suggest the following annual benchmarks to monitor the scale of release:
4. 9.18 Supplementary Planning Guidance on industrial capacity⁶⁸ anticipates that, subject to demand and other assessment criteria, most industrial land releases will continue to come from smaller industrial sites. The main reservoir of industrial capacity will continue to be protected through Strategic Employment Locations (SELs) and where properly designated, Locally Significant Industrial Sites. Among SELs there will still be some scope for strategically coordinated intensification, consolidation, locational substitution and/or mixed use development which will yield capacity for other uses, especially housing.
5. 9.19 The main components of industrial land use change to other uses are therefore expected to be:

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

- x_ Releases of smaller industrial sites either planned through LDF's that take account of SPG criteria⁶⁹ or in response to development proposals which are tested against these criteria. These are likely to continue to be the main long- term source of release to other uses, including housing.
- x_ Selective mixed use re-development and intensification of parts of SELs in appropriate locations. This should not incur a significant net loss of industrial employment capacity or compromise the offer of wider areas as competitive industrial locations⁷⁰. It should preferably be undertaken as part of the SRDF/LDF/Opportunity Area Framework process but may also result from individual development proposals, which conform to up-to-date strategic and local policy.
- x_ Consolidation and re-configuration of parts of SELs through the SRDF process. These should be subject to effective industrial re-location arrangements⁷¹.
- x_ Wider scale review of and revision to the SEL framework leading to de-designation of SELs. This should be subject to effective industrial relocation arrangements. It should be undertaken as part of the London Plan review process so that such releases can be coordinated strategically.
- x_ Exceptional, strategically important releases for strategic infrastructure projects (such as the 2012 Olympics)⁷², which may have a residential component.

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

10 HOUSING CHOICE AND THE NEEDS OF LONDON'S DIVERSE POPULATION

Housing choice and mix

10.1 Policy 3A.4 of the London Plan states that UDP policies should seek to ensure that new developments offer a range of housing choices in terms of the mix of housing sizes and types and take account of the housing requirements of different groups,

such as students, older people, families with children and people willing to share accommodation.

Policy 3A.4 - Housing Choice

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

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

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

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

1. 10.2 Housing needs assessment should be set within a regional and sub-regional framework. They should have regard to the London-wide housing needs assessment set out in the London Plan⁷³, the GLA Housing Requirements Study⁷⁴, and the context and priorities set out in the London Housing Strategy published by the London Housing Board⁷⁵, and guidance set within subregional housing strategies. Boroughs should therefore identify the mix of unit sizes they will seek (measured by number of bedrooms) for different types of housing.

2. 10.3 The GLA housing requirements study has estimated that the Londonwide net housing requirement over the next 15 years to meet both current unmet demand and projected household growth, incorporating assumptions about the extent of voluntary sharing by single person households, is divided between household sizes as follows:

3. 10.4 These proportions relate to an assessment of London-wide requirements for housing relative to supply, including projected future supply from the relet and resale of existing stock, and will vary widely between local areas. The proportions however set

a useful regional background to local housing needs requirement and housing market studies.

4. 10.5 Local housing needs requirements should not be the single determinant of housing mix sought on individual developments. Sub regional nomination arrangements (and pan-London arrangements that may succeed them) place an expectation on local authorities to have regard to housing needs beyond their individual municipal boundaries, which may as a consequence require the development of housing types that differ from those identified from local housing needs assessments.

5. 10.6 The market analysis is based on assessment of household requirements and affordability and does not reflect the fact that higher earning households may be able to afford and wish to buy housing with more bedrooms than their actual household requirements.

6. 10.7 In relation to intermediate housing, the study does not distinguish between types of intermediate provision. Consequently, although there may not be an overall shortage of 2 and 3 bedroom intermediate provision, there may be an unmet demand for certain forms of intermediate provision such as shared ownership, for this size of household. It is therefore inappropriate to apply the above proportions crudely at local authority level or site level as a housing mix requirement. This applies especially in relation to market housing, where, unlike for social housing and most intermediate provision, access to housing in terms of size of accommodation is in relation to ability to pay rather than housing requirements. The proportions above are meant to inform more detailed local housing requirement studies.

7. 10.8 While borough level guidance on housing mix, whether included in a UDPs, SPGs or LDDs, or in housing strategy guidance, should be based on a comprehensive housing needs assessment, where capacity is insufficient to meet all identified and projected housing demand, it will need to take into account judgements as to the priority to be given to different forms of provision. This applies both to a borough's statutory homelessness duties and the objective of seeking to promote mixed and balanced communities.

Overall housing mix	1 bedroom household 32% 2/3 bedroom household 38% 4 bedroom or larger household 30%
Social housing mix	1 bedroom household 19% 2/3 bedroom household 38% 4 bedroom or larger household 41%
Market housing mix	1 bedroom household 25% 2/3 bedroom household 75% 4 bedroom or larger (note paras below)
Intermediate housing mix	1 bedroom household 66% 2/3 bedroom household (note paras below) 4 bedroom or larger household 34%

The housing needs of London's diverse populations

10.9 Policy 3A.4 of the London Plan also requires boroughs to identify the full range of

housing needs within their area. They should consult fully when carrying out this exercise and ensure the assessment includes the full range of different communities, such as children and young people, black and minority ethnic communities, faith communities, disabled people and older people and households with specialist or different housing requirements.

1. 10.10 When assessing housing need, boroughs should assess the need for provision of sites for travellers and gypsies (in accordance with London Plan policy 3A.11) and the distinct needs of diverse communities (in accordance with London Plan policy 3A.14). This would include the needs of groups such as homeless households, rough sleepers, young single people, occupiers of temporary accommodation, key workers, disabled or elderly people, students, travellers and occupiers of mobile homes and houseboats.

2. 10.11 Planning for development then needs to take account of the different housing requirements of households in planning need, and have regard to the different design requirements and the need for community support networks appropriate to the needs of the households concerned. This includes provision for religious facilities for different faith groups. This is especially important in relation to developments for diverse communities in areas that do not currently provide for a range of communities in terms of race or religion and where the required facilities are lacking.

3. 10.12 Boroughs should also recognise that some ethnic and faith groups (e.g. the Hasidic Jewish and Bangladeshi communities) have distinct housing needs, and seek to facilitate housing that addresses these needs in order to help preserve the unique character of different parts of London.

Policy 3A.10 Special needs and specialist housing

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

Policy 3A.11 London's travellers and gypsies

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

UDP policies should

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

1. 10.13 Provision should also reflect the need for specialist and special needs as well as provision to meet general needs and demand, as required by policy 3A.10. This should be based on an assessment of the need for different types of provision for the full range of potential client group. Some specialist accommodation will require care support. The provision of shared housing may be appropriate for some individuals, but this assessment must relate to the choice of the individuals concerned. An assessment

of the need for supported housing should be related to borough, subregional and regional Supporting People strategies.

2. 10.14 Boroughs should also liaise with higher educational institutions in relation to the need for student accommodation, both self-contained and hostel provision, and should also liaise with key public sector employers such as health authorities to plan the provision of hostel accommodation for key workers, which is required.

3. 10.15 Boroughs should also assess the demand for non-traditional forms of provision. A range of new housing products are becoming available in the intermediate sector, some arising from Government initiatives such as Key Worker Living, and in London English Partnerships initiatives for key workers. Some public and semi-public sector employers such as health authorities have developed other initiatives for funding housing provision for employees. In addition, new financial mechanisms for private financing of new housing provision are under development, for example the introduction of Property Investment Trusts.

4. 10.16 Boroughs should encourage the use of new funding mechanisms where provision will meet identified housing needs, and support initiatives which meet either market demand, intermediate demand or social housing demand. Mechanisms which ensure privately financed provision can meet either social housing or intermediate housing criteria as set out in the draft Affordable Housing SPG should be promoted and supported.

5. 10.17 Boroughs should also support, where demand and viability is demonstrated, and where proposals are consistent with planning policy, initiatives for new forms of housing provision, such as self-build housing, and cohousing schemes as promoted by the Joseph Rowntree Trust⁷⁶. Forms of provision, which support voluntary sharing by single person households should be encouraged.

6. 10.18 The Mayor will carry out research into the regional housing needs of travellers and gypsies, and to support appropriate site management structures which ensure effective operation. The Mayor is supporting the establishment of a pan-London Forum led by representatives of the gypsy and traveller community. The Mayor proposes to work with boroughs to review recording and monitoring of provision for gypsies and travellers and to ensure appropriate planning decisions in relation to applications for planning permissions for sites.

APPENDIX 1 – Application of mixed use policies in different policies

A1. Introduction

A1.1 This Annex sets out initial proposals for the application of the London Plan policy 3B.4 on mixed use development. These will be tested through the Sub Regional Development Frameworks and considered for inclusion in the London Plan at first review. They are set out here to indicate how policy is emerging.

A2. Office and residential changes of use in the CAZ office market area

- A2.1 The headline London Plan performance measure for offices is to “ensure that there is sufficient development capacity in the office market”. This is crucial not just for London but, increasingly, for the country as a whole. Together with housing provision, that for offices is one of the most closely monitored land uses.
- A2.2 A key element of the monitoring process, the London Office Policy Review 2004 (LOPR 2004)⁷⁷ shows that over the last development cycle as a whole, the market and the planning system together ensured that sufficient, indeed more than sufficient, development capacity was always available to meet demand.
- A2.3 Though LOPR 2004 shows that the development pipeline appears to be more than adequate to meet short to medium term needs this does not mean that further approval of office development is unnecessary, if only because the current bank of planning approvals has at most a five year ‘life’. However, in line with the flexibility indicated in the London Plan, it does suggest that, particularly at this stage of the development cycle, there is scope to encourage changes from offices to other uses in some locations where they will contribute to achievement of wider strategic and local objectives. This has particular bearing on housing provision.
- A2.4 The potential to selectively encourage conversion of surplus office capacity to housing applies to both office buildings and office development sites. On past trends, the latter are likely to be especially important sources of re-development capacity. The priority for such changes should be to housing. Depending on local and strategic needs and circumstances, other uses can also be appropriate, especially social, education and health provision, and in designated locations, hotels, leisure and retail facilities. Central London has distinct needs for such facilities. Indirectly they will help sustain its growth as a global office centre.
- A2.5 There is scope to encourage changes from offices to other uses, including residential uses, where:
- x_ Authoritative evidence shows that office demand is not viable locally – normally a broader market appraisal and specific evidence that the site or building has been marketed for offices for at least 2 years at a price which is competitive with that prevailing in the local office market.
 - x_ The existing office compromises amenities for the prevailing mix of uses e.g. in largely residential areas.
 - x_ Redevelopment as part of a mixed use scheme would result in wider planning benefits
e.g. uplift in the quality or quantity of office space as well as the provision of other strategically and locally desirable uses including housing.
- A2.6 Conversely, changes from offices to other uses should generally be resisted where:
- x_ Locational factors (e.g. good access to public transport) make the site

- particularly suitable for high employment density uses like offices.
- x_ Clustering benefits arising from concentrations of office occupiers would be compromised by loss of office capacity (e.g. in much of the City).
- x_ Office development is planned to make an important contribution to the development of strategically designated areas (e.g. Intensification and Opportunity Areas).
- A2.7 In general, and in line with London Plan policies 3B.2 – 4, 5B.2 – 5 and 5C.2, within the CAZ and its Opportunity Areas and those of the City Fringe and Canary Wharf, changes from offices to other uses should generally be resisted. This is especially likely to be the case in the City unless it can be demonstrated that changes of use do not compromise business clusters and do contribute to achievement of wider objectives e.g. for housing, especially affordable housing.
- A2.8 Elsewhere in the CAZ there may be more scope for selective and sensitive encouragement of changes to other uses providing there is strong evidence to demonstrate that this will not compromise capacity to sustain the strategic office role and offer of the CAZ.

Mixed office and residential developments in the CAZ office market area

- A3.**
- A3.1 Providing planning policy is sensitive to cyclical and local variations in land values, the office market in this area is generally robust enough to support mixed office and residential development including affordable housing provision. Research and development appraisals were commissioned to provide examples of the viability of mixed-use development in different circumstances at a particular point in the development cycle⁷⁸. Mixed-use development is becoming increasingly attractive to investors in many but not all locations within the CAZ office market area.
- A3.2 In implementing strategic policy for mixed office and residential development in the CAZ office market area, boroughs will need to apply mixed use policies flexibility to address local circumstances and variations in land values, and there is also a need to ensure that

such policies do not inhibit commercial activity and growth. However, it is also important that there should be a 'level playing field' and transparency in policy implementation on broadly comparable sites. Several boroughs (e.g. Westminster, Camden and Lambeth) are already taking a broadly comparable approach that has proved robust at planning inquiries. These boroughs have adopted the 50/50 principle where 50% of the net uplift in development capacity should be used for housing; and of this 50%, half should be affordable housing, provided on site wherever possible. Where this is not possible, equivalent off-site provision (or cash in lieu held in a ring fenced, time limited funds) should be secured through planning agreements.

A3.3 Other boroughs in this area are following a 'rule of thumb' negotiation benchmark (i.e. a cash contribution related to the amount of office floorspace). If pursuing such an approach, boroughs should ensure that the outcome is equitable and transparent. Casework shows that on a like for like basis, cash in lieu equivalents of over £400per m2 (in current values) can be achieved using the "50/50" principle.

A4. Office and residential changes of use beyond the CAZ office market area

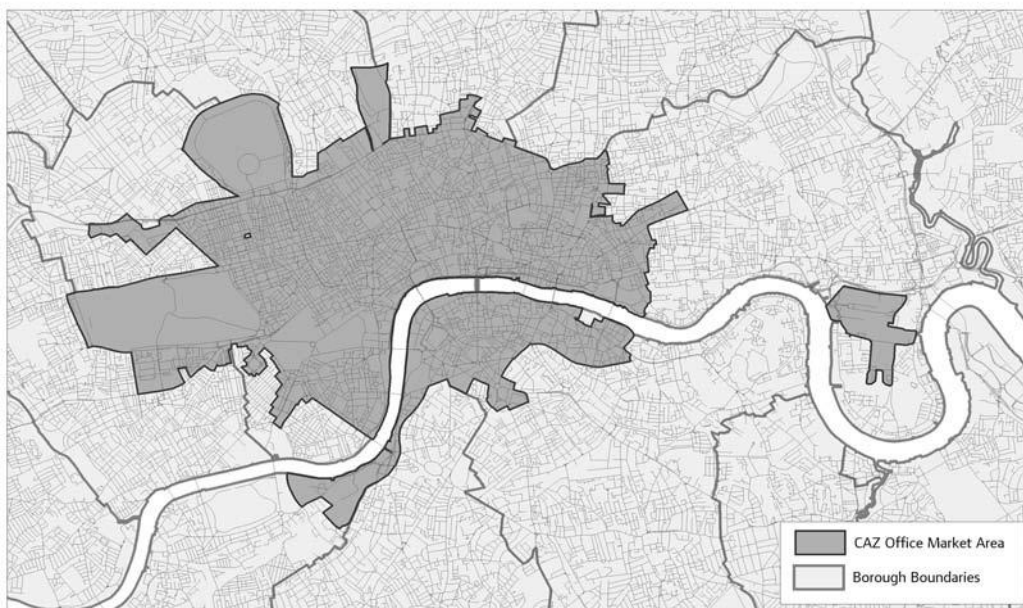
A4.1 The future of the office based economy beyond CAZ and its Opportunity Areas (including the City Fringe and Canary Wharf) is a major strategic concern. The vigour of the structural forces, which led to its growth to the 1980's is waning. The strength of the new forces which may drive the suburban market in the future seem likely to give rise to less overall demand for floorspace. This is confirmed by analysis of employment trends⁷⁹. The interaction of historic and new drivers of the suburban market is complex and varies from place to place. The outcome of this interaction is likely to be an overall reduction in gross demand. However, within this reduction there will continue to be a need for some rejuvenation and re-development of office capacity. The London Plan recognises this (paras 3.122 – 3.123) and points to the need to consolidate the strengths of the office market beyond the CAZ and, to release surplus development capacity for other activities, especially housing.

A4.2 In line with London Plan paras 3.122 – 3.124 boroughs should actively encourage conversion of surplus offices and office sites providing it can be demonstrated that they are no longer viable as offices and that their release will not compromise strategic objectives for the area. These assessments must have

both a strategic and a local dimension to pick up on broader trends and to provide the basis for consolidation of office development on the relatively few types of location identified in the London Plan (para 3.123). The assessments should be evidence based and look to the future rather than being aspirational and/or based on historic, and now greatly diminished, trends.

- A4.3 Conversely, the assessments must also recognise that, at least for the short to medium term, low cost, lower quality office space can still be both viable and meet important economic needs. This calls for a structured, realistic office stock management process to be set out in LDF's and SRDFs. It must take account of strategic as well as local objectives and complement wider initiatives, especially those for town centre renewal. While the priority for such changes from office use should be to housing, account should also be taken of other requirements, e.g. for hotel, retail and leisure provision.

CAZ Office Market Area



APPENDIX 2 - Further Sources of Information

The London Plan

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

Other London Plan Supplementary Planning Guidance

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

London Plan Best Practice Guidance

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

Housing Capacity Study Methodology Report (ERM Report)

http://www.london.gov.uk/gla/publications/planning.jsp#hc_meth

London's Housing Capacity (1999 Housing Capacity Study)

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

GLA: Housing and Homelessness

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

ODPM: Planning Policy Guidance Notes

http://www.odpm.gov.uk/stellent/groups/odpm_control/documents/contentservertemplated/o_dpm_index.hcst?n=2263&l=2

ODPM: PPG3 (Housing)

http://www.odpm.gov.uk/stellent/groups/odpm_planning/documents/pdf/odpm_plan_pdf_6_06933.pdf

ODPM: Creating Sustainable Communities

http://www.odpm.gov.uk/stellent/groups/odpm_communities/documents/sectionhomepage/odpm_communities_page.hcsp

ODPM: Sustainable Communities in London

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

NOTES

¹

See Annex 6 in London Plan. List of Supplementary Planning Guidance. GLA February 2004.

²

Other relevant policies include 2A.1 (Sustainability criteria), 2A.2 (Opportunity Areas), 2A.3 (Areas for intensification), 2A.6 (Spatial strategy for suburbs).

³

It is intended to combine the Affordable Housing and Housing Provision SPG's to form one single Housing SPG.

⁴

See – Making your plan sustainable: A London guide, London Sustainable Development

Commission (LSDC), April 2004, and A Sustainable Development Framework for London, LSDC, June 2003.

⁵ The London Plan identifies 28 Opportunity Areas and 14 Areas for Intensification. Areas of Intensification areas that have significant potential for increases in residential, employment and other uses through development of sites at higher densities with more mixed and intensive use. Opportunity Areas are locations where large-scale development can provide substantial numbers of new employment and housing (typically >5000 jobs and/or 2500 homes), with mixed and intensive use of land. Further information can be found in Chapter 5 of the London Plan.

⁶ Planning Policy Guidance Note 3 (March 2000).

⁷ Paragraph 1.3 - Planning Policy Statement 11, ODPM, 2004.

⁸ Paragraph 2.10 - Planning Policy Statement 12, ODPM, 2004.

⁹ Paragraph 24 of PPG3.

¹⁰ Supporting the Delivery of New Housing – Proposed Changes to PPG3 - Changes to planning policy for reallocating employment and other land to housing, ODPM, July 2003.

¹¹ In planning terms, the Mayor is a directly elected Regional Planning Authority (rather than a Regional Planning Body), but has many of the planning functions and responsibilities of a Regional Planning Body and is often treated in a similar way by Government.

¹² RPG9 regional Planning Guidance for the South East, GOL, GOEE, GOSE, 2001.

¹³ The 2004 London Housing Capacity Study (LHCS).

¹⁴ See - paragraph 3.15 of GOL Circular 1/2000, Strategic Planning in London, June 2000.

¹⁵ E.g. the Ashford and the North Kent areas of the Thames Gateway, and in the London-Stansted-Cambridge corridor.

¹⁶ See also - Growth in the Thames Gateway Interregional Planning Statement by the Thames Gateway Regional Planning Bodies, ODPM, August 2004.

¹⁷ Review of Housing Supply, March 2004; London Housing Board: London Housing Delivery Plan, September 2004.

¹⁸ South East England Regional Assembly.

¹⁹ East of England Regional Assembly.

²⁰ Paragraph 2.1, PPS 12, Local Development Frameworks, ODPM, 2004.

²¹ See - London Plan Policy 3A.7, Affordable Housing Targets.

²² Affordable Housing, Draft Supplementary Planning Guidance, GLA, July 2004.

²³ The need for new Housing in London was intensively scrutinised at the 2003 Examination in Public into the London Plan. The Panel concluded that London's existing target of 23,000 new homes a year was insufficient to meet current housing needs and demand, and recommended that the London Plan included a policy to seek to identify capacity towards a new output of 30,000 new homes a year, and that the potential for achieving this figure be examined by a London-wide Housing Capacity Study.

²⁴ London's Housing Capacity, GLA, September 2000.

²⁵ Paragraph 3.15, GOL Circular 1/2000, Strategic Planning in London, GOL, June 2000.

²⁶ Further information on achieving housing through mixed-use development can be obtained from the consultants' report - Mixed Use Development and Affordable Housing published by the GLA in March 2004.

²⁷ The GLA will produce a separate Urban Design Principles SPG that will address these matters in more detail.

²⁸ Habitable rooms are bedrooms, living rooms, dining rooms and large kitchens.

²⁹ The net density of speculative housing developments in Maida Vale, Notting Hill, Belgravia or Bloomsbury often reach over 200 dwellings per hectare and three-storey Victorian and Edwardian terraces around outer London's town centres can be as high as 100 dwellings per hectare.

³⁰ GLA Housing Needs Study – To be published December 2004.

³¹ Capital Gains - London Housing Federation (2002) and Higher Density Housing for Families: A Design and Specification Guide, London Housing Federation, Oct 2004.

³² See - London Plan para 3.43.

³³ E.g. Housing Density: What Do Residents Think?, East Thames Housing Group/London School of Economics, 2002; and Higher Density Housing for Families: A Design and Specification Guide, London Housing Federation, Oct 2004.

³⁴ Sustainable Residential Quality, LPAC, 2000.

³⁵ The Town and Country Planning (Residential Density) (London and South East England) Direction 2, December 2002.

³⁶ See - paragraph 4.47 of the London Plan.

³⁷ This map was developed for the 2004 London Housing Capacity Study and was constructed from 2001 Census data and London Plan town centre classifications. Parts of London with more than 75% flats or within a 10 minute walk (700m) from an International or Metropolitan Town Centre are classified as Central. Areas with more than 75% flats or terraced housing are classified as Urban, and the remainder of London is classified as Suburban. ³⁸ Llewelyn Davies, South Bank University, Environment Trust Associates. The Quality of London's Residential Environment, LPAC, 1994; Llewelyn Davies, Savills, Urban Investment. Sustainable Residential Quality, New Approaches to Urban Living, LPAC, 1998. ³⁹ E.g. in terms of internal space standards, storage, 'life time homes' requirements, and more energy efficient forms of design and construction. ⁴⁰ See - London Borough of Camden

<http://www.camden.gov.uk/ccm/content/transport-and-streets/transport-strategies/car-free-housing.en>

⁴¹ Llewelyn Davies, South Bank University, Environment Trust Associates - The Quality of London's Residential Environment, LPAC, 1994.

⁴² Local Authority returns to ODPM – April 2003.

⁴³ Local Authority returns to ODPM – April 2003.

⁴⁴ Empty Homes in London, GLA, September 2004.

⁴⁵ See – Empty Property: unlocking the potential, a case for action, ODPM, Feb 2003

http://www.odpm.gov.uk/stellent/groups/odpm_housing/documents/page/odpm_house_609775.pdf

⁴⁶ Best Value Performance Indicator (BVPI) 64.

- ⁴⁷ Empty Homes in London, GLA, September 2004.
- ⁴⁸ London Household Survey, GLA, 2003.
- ⁴⁹ Before this, a council tax discount of 50 per cent was applied on all properties registered as second homes.
- ⁵⁰ GOL for London Housing Board. London Housing Strategy 2003.
- ⁵¹ Local Authority Housing Strategy Statistical Annex (HSSA) returns to ODPM.
- ⁵² Best Value Performance Indicator (BVPI) 62.
- ⁵³ 2001 English House Condition Survey, ODPM, 2004.
- ⁵⁴ London Housing Strategy 2003, GOL (for the London Housing Board).
- ⁵⁵ See - London Plan Policy 2A.1 - Sustainability criteria.
- ⁵⁶ Investigating the Potential of Large Mixed Use Housing Developments, SDS Technical Report 18, GLA, Aug 2002
- ⁵⁷ Areas of Intensification are defined as areas that have significant potential for increases in residential, employment and other uses through development of sites at higher densities with more mixed and intensive use. Opportunity Areas are locations where large-scale development can provide substantial numbers of new employment and housing (typically more than 5000 jobs and/or 2500 new homes. They are listed and shown in Map 2A.1 of the London Plan (pages 40 & 41).
- ⁵⁸ Developing additional housing above and on non-residential sites, London Residential Research for DTLR, 2002.
- ⁵⁹ ERM. Foodstores in London: The Potential for Providing Housing, Tesco/Housing Corporation, 2002.
- ⁶⁰ Making Better Use of Supermarket Sites, Draft Best Practice Guidance, GLA, January 2004.
- ⁶¹ Strategic Planning Advice, LPAC, 1988
- ⁶² See - Houses in to Flats: A Study of private Sector Conversions, London Research Centre, Health & Housing Group & J Sizer, HMSO, 1992.
- ⁶³ Conversion and Redevelopment: Processes and Potential, Llewelyn Davies, University of Westminster & Urban Investment Partnership, Nottingham Trent University, DETR, 2000.
- ⁶⁴ E.g. a site of 1000m² that will provide 4000 m² of floorspace would have a plot ratio of 4:1.
- ⁶⁵ See Appendix 1 of this Draft SPG.
- ⁶⁶ Industrial and Warehousing Demand Land Demand in London, Roger Tym & Partners, King Sturge and C2G Consulting, GLA, August 2004.
- ⁶⁷ London Plan Policy 3B.5.
- ⁶⁸ Mayor of London, Draft Supplementary Planning Guidance (SPG): Industrial Capacity, GLA, 2004.
- ⁶⁹ Draft Industrial Capacity SPG, paras 6.7 – 6.15.
- ⁷⁰ Draft Industrial Capacity SPG, paras 7.1 – 7.7.
- ⁷¹ Draft Industrial Capacity SPG, paras 5.9 – 5.14.
- ⁷² Draft Industrial Capacity SPG, para 5.13.
- ⁷³ London Plan policy 3A.7 and para 3.39.
- ⁷⁴ GLA Housing Requirements Study (To be published in December 2004).
- ⁷⁵ London Housing Strategy, (GOL, 2003, for the London Housing Board).

⁷⁶ See - Inclusive Housing in an Ageing Society, Dr Sheila Peace and Caroline Holland (eds), Bristol Policy Press (2001).

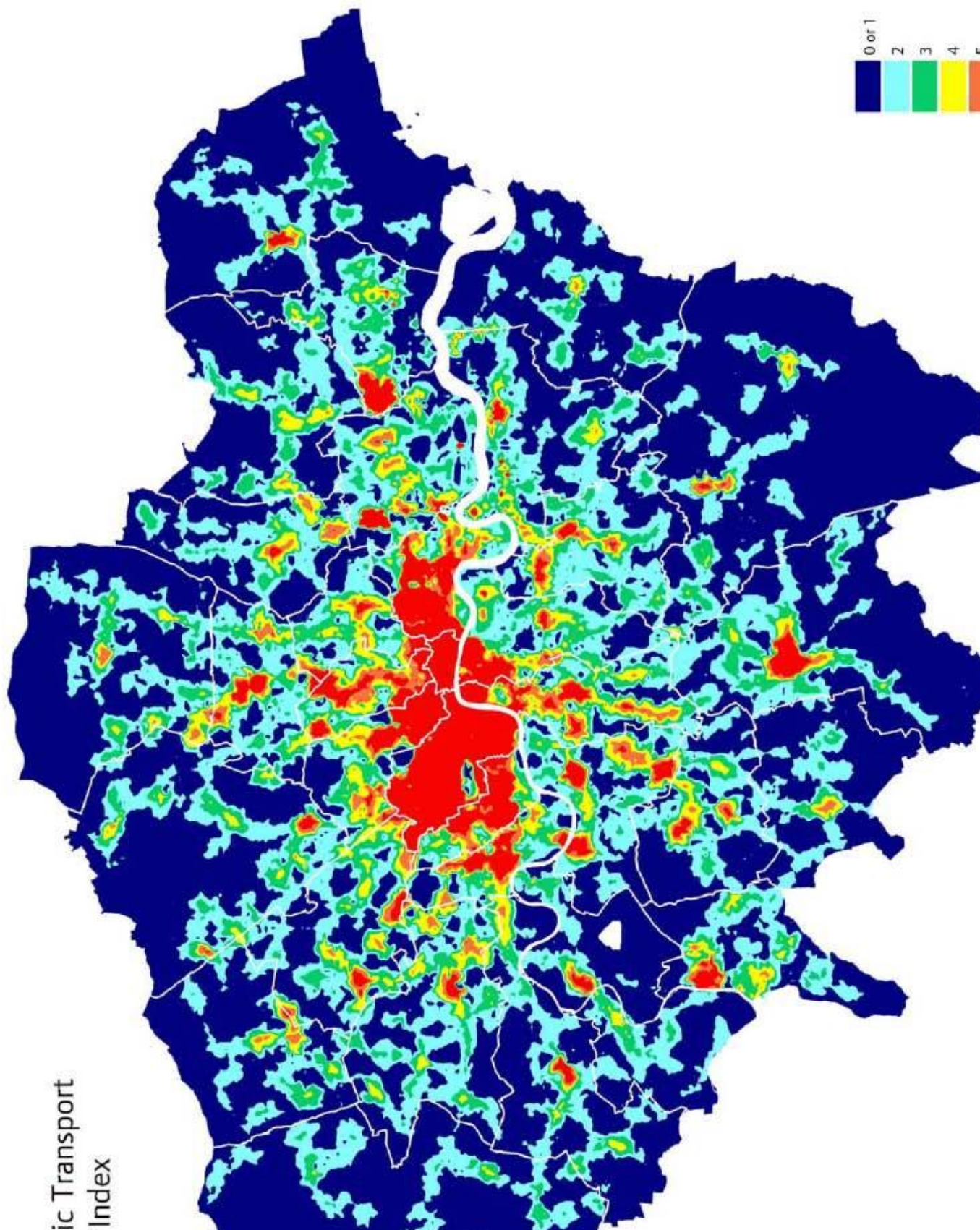
⁷⁷ London Office Policy Review 2004, London Property Research (et al), GLA, 2004

⁷⁸ GLA Mixed Use Development and Affordable Housing Study, London Residential Research and CBRE, March 2004.

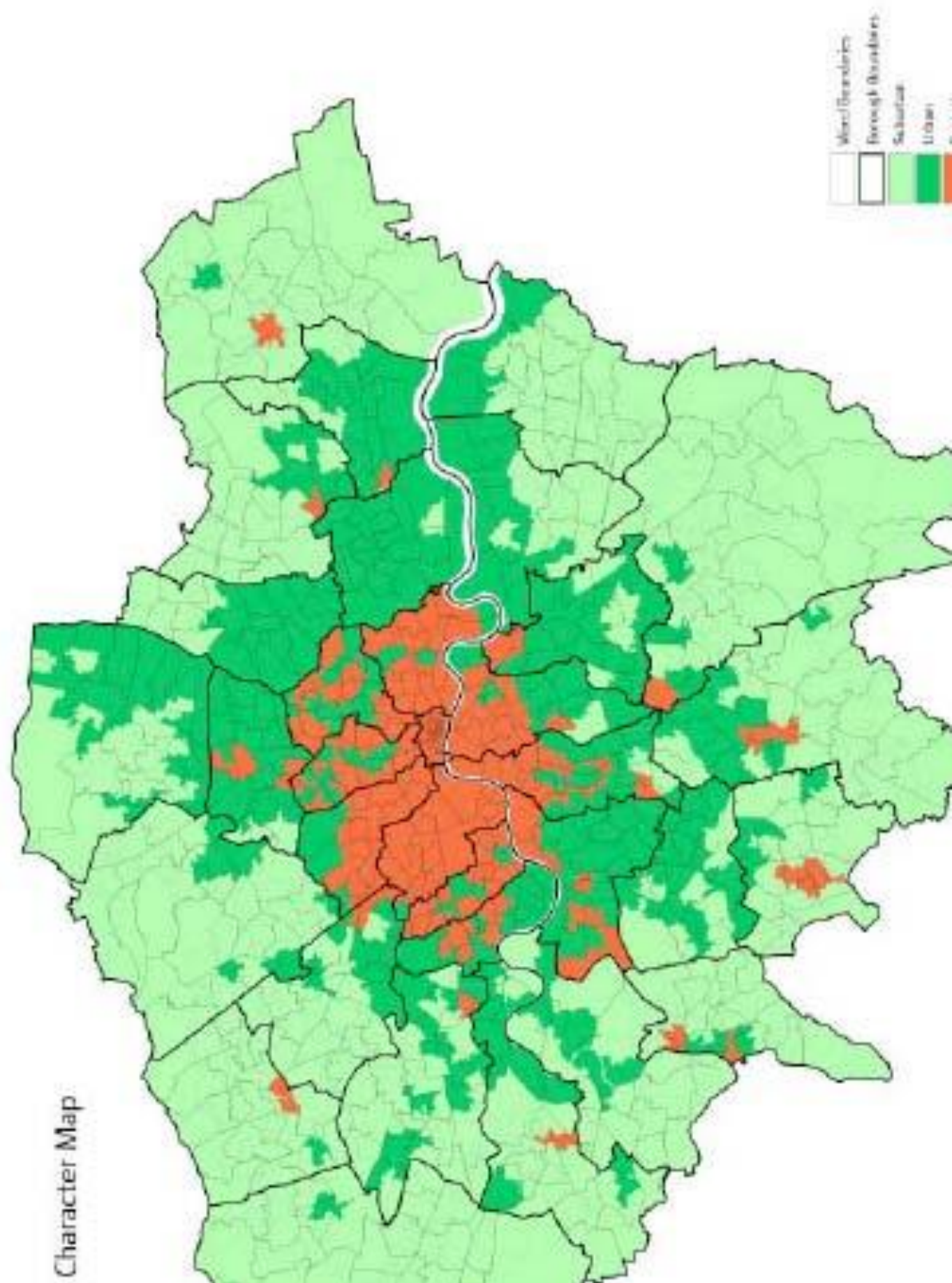
⁷⁹ Demand and Supply of Business Space in London, SDS Technical Report 21, Roger Tym & Partners and King Sturge, GLA August 2002.

⁸⁰ See - London Office Policy Review 2004, London Property Research, GLA, 2004.

ic Transport
Index



Character Map



Other formats and languages

For a large print, Braille, disc, sign language video or audio-tape version of this document, please contact us at the address below:

Public Liaison Unit

Greater London Authority
City Hall
The Queen's Walk
London SE1 2AA

Telephone **020 7983 4100**
Minicom **020 7983 4458**
www.london.gov.uk

You will need to supply your name, your postal address and state the format and title of the publication you require.

If you would like a copy of this document in your language, please phone the number or contact us at the address above.

Chinese

中文

如果需此文檔的您的母語拷貝，
請致電以下號碼或和下列地址聯係

Vietnamese

Tiếng Việt

Nếu bạn muốn bản sao của tài liệu này bằng
ngôn ngữ của bạn, hãy gọi điện theo số hoặc
liên lạc với địa chỉ dưới đây.

Greek

Αν θα θέλατε ένα αντίγραφο του
παρόντος εγγράφου στη γλώσσα
σας, παρακαλώ να τηλεφωνήσετε
στον αριθμό ή να επικοινωνήσετε
στην παρακάτω διεύθυνση.

Turkish

Bize telefon ederek ya da yukarıdaki
adrese başvurarak bu belgenin
Türkçe'sini isteyebilirsiniz.

Punjabi

ਜੇ ਤੁਹਾਨੂੰ ਇਸ ਦਸਤਾਵੇਜ਼ ਦੀ ਕਾਪੀ ਤੁਹਾਡੀ ਆਪਣੀ ਭਾਸ਼ਾ
ਵਿਚ ਚਾਹੀਦੀ ਹੈ, ਤਾਂ ਹੇਠ ਲਿਖੇ ਨੰਬਰ 'ਤੇ ਫੋਨ ਕਰੋ ਜਾਂ ਹੇਠ
ਲਿਖੇ ਪਤੇ 'ਤੇ ਰਾਬਤਾ ਕਰੋ:

Hindi

यदि आप इस दस्तावेज़ की प्रति अपनी भाषा में चाहते हैं,
तो कृपया निम्नलिखित नम्बर पर फोन करें अथवा विधि
गये पता पर सम्पर्क करें।

Bengali

আপনি যদি আপনার ভাষায় এই দলিলের প্রতিলিপি
(কপি) চান, তা হলে নীচের ফোন নম্বরে
বা ঠিকানায় অনুগ্রহ করে যোগাযোগ করুন।

Urdu

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

Arabic

إذا أردت نسخة من هذه الوثيقة بلغتك، الرجاء
الاتصال برقم الهاتف أو الكتابة الى العنوان

Gujarati

જો તમને આ દસ્તાવેજની નકલ તમારી ભાષામાં
જોઈતી હોય તો, કૃપા કરી આપેલ નંબર ઉપર
ફોન કરો અથવા નીચેના સરનામે સંપર્ક સાધો.

