



Grand Union House, London NW1
Affordable Housing Statement
December 2018

Grand Union House,

London Borough of Camden

On behalf of Camden Mixed Developments Limited

Affordable Housing Statement

Date: December 2018

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U0008162

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1 Introduction and Instructions

- 1.1 Gerald Eve LLP is instructed by Camden Mixed Developments Limited (“the Applicant”) to produce an Affordable Housing Statement (‘AHS’) in support of a planning application (“the Application”) for the redevelopment of Grand Union House, Kentish Town Road, London Borough of Camden (“the Site”).
- 1.2 This Affordable Housing Statement is submitted on behalf of the Applicant.
- 1.3 The remainder of this report is set out as follows:

2) The Proposed Scheme

3) Local Planning Context: Affordable Housing

4) Financial Viability and Overall Affordable Housing Proposal

5) Detailed Affordable Housing Proposal: Tenure and Mix of Units

6) Detailed Affordable Housing Proposal: Rental Levels and Affordability

7) Concluding Statement

2 The Proposed Development

Introduction

- 2.1 A detailed description of the Site and its surroundings is contained within the Planning Statement. A summary is therefore provided in the section below.

The Application

- 2.2 The Application, description of development proposes:
- “Partial demolition and redevelopment of the existing building, to provide a new office (Class B1) building with associated roof terraces, ground floor flexible town centre uses (Class A1 and/or A3 and/or D2), and 6 affordable housing units, along with associated landscaping works”.**
- 2.3 Full floorplans for the Scheme can be found in the Design and Access Statement which accompanies the Application.
- 2.4 The summary of proposed uses and areas is set out in Table 1 below.

Table 1: Summary of Uses

Land Use	Proposed (GIA)	Proposed (GEA)
Office (B1)	5,254sqm	5,550sqm
Residential (C3)	476sqm	548sqm
Flexible Retail and Restaurant/Café (A1/A3)	275sqm	311sqm
Flexible Retail, Restaurant/ Café and Leisure (A1, A3 and/or D2)	263sqm	289sqm
Total	6,268sqm	6,698sqm

Source: Andrew Phillips

Residential

2.5 The residential accommodation includes six intermediate rent apartments.

Table 2: Residential Summary

Unit Types	No. of Units
Studio	1
1 Bed/ 2 Person	2
2 Bed/ 4 Person	3
Total	6

Source: Andrew Phillips

Affordable Housing

2.6 Further detail is provided in section 4 of this report.

3 Planning Context

Introduction

- 3.1 In this section we provide a brief overview of relevant planning background to the Scheme. A more detailed assessment is contained within the Planning Statement, which has been submitted to the London Borough of Camden ('LBC') as part of the Application. This section also provides an overview of key planning policies associated at national, regional and local level including an overview of the planning background relating to the Application. Additional reference should be made to the National Planning Policy Framework ('NPPF'), the Planning Practice Guidance ('PPG'), the London Plan, the Mayor's Housing SPG, LBC's local policies as well as the emerging draft New London Plan.
- 3.2 The affordable housing strategy for the Application has been set in accordance with National and Regional Planning Policy guidance and has had regard for the following:
- National Planning Policy Framework (2018), ('NPPF')
 - The London Plan (2011) Consolidated with Alterations (March, 2016)
 - Draft New London Plan (December 2017) and Draft New London Plan with suggested minor changes (August 2018)
 - Mayor's Affordable Housing and Viability Supplementary Guidance (August 2017), ('SPG')
- 3.3 Locally, it has also had regard for the following LBC policies and guidance:
- Camden Local Plan (July 2017)
 - Interim Housing CPG (November 2017) ('IHCPG')
 - Camden Planning Guidance Housing (May, 2016, as amended March 2018), (CPG2)

3.4 The following evidence base, Housing Strategy and funding programme documents have also been considered:

- Camden– Intermediate Housing Strategy (Cabinet Report, April 2016) ('IHS')

National Planning Policy Framework

3.5 The National Planning Policy Framework ("NPPF") originally published in March 2012 and revised in July 2018 sets out the Government's planning policies for England and how these are expected to be applied. The NPPF has a clear presumption in favour of sustainable development and in determining planning applications local planning authorities should take account of this.

3.6 The NPPF recognises the place of viability testing, in both plan-making and decision-making.

3.7 Paragraph 57 of the NPPF states:-

"Where up-to-date policies have set out the contributions expected from development, planning applications that comply with them should be assumed to be viable. It is up to the applicant to demonstrate whether particular circumstances justify the need for a viability assessment at the application stage. The weight to be given to a viability assessment is a matter for the decision maker, having regard to all the circumstances in the case, including whether the plan and the viability evidence underpinning it is up to date, and any change in site circumstances since the plan was brought into force. All viability assessments, including any undertaken at the plan-making stage, should reflect the recommended approach in national planning guidance, including standardised inputs, and should be made publicly available."

3.8 National Planning Guidance (NPG) refers to viability under Planning Obligations (published 19 May 2016) and Viability (published 6 March 2014 and updated 24 July 2018). This report deals with each in turn.

Planning Obligations

3.9 PPG states:

“Planning obligations assist in mitigating the impact of unacceptable development to make it acceptable in planning terms. Planning obligations may only constitute a reason for granting planning permission if they meet the tests that they are necessary to make the development acceptable in planning terms, directly related to the development, and fairly and reasonably related in scale and kind.”

(Paragraph 001 Ref ID 23-b-001-20161116)

3.10 Furthermore, PPG indicates:

Planning obligations should not be sought where they are clearly not necessary to make the development acceptable in planning terms; and planning obligations must be fully justified and evidenced. Where affordable housing contributions are being sought; planning obligations should not prevent development from going forward.

(Paragraph: 001 Ref ID 23-004-20150326)

3.11 The PPG also indicates that where local planning authorities are requiring affordable housing obligations or tariff style contributions to infrastructure:

..they should be flexible in their requirements. Their policy should be clear that such planning obligations will take into account specific site circumstances.

(Paragraph: 006 Reference ID: 23b-006-20140306)

3.12 The PPG (Paragraph: 007 Reference ID: 23b-007-20150326) recommends that on individual schemes, applicants should submit evidence on scheme viability where obligations are under consideration.

Regional Planning Policy

The London Plan (2011)

3.13 The London Plan, July 2011 consolidated with alterations (March 2016) is the Regional Spatial Strategy for Greater London defined to include the 32 Boroughs and the City of London. The aim of the London Plan is to set out a framework to co-ordinate and integrate economic, environmental, transport and social considerations over the next

20 to 25 years. The London Plan forms the London-wide policy context within which the Boroughs set their local planning agendas, and forms part of the statutory Development Plan.

- 3.14 The London Plan builds upon many of the policies set out at the national level with a significant emphasis upon achieving development in the most suitable and sustainable of locations, prioritising the use of previously developed land and making the most efficient use of available land.
- 3.15 The growth and management of the city form the major challenge and overarching concern of the London Plan, and are prioritised in order to allow London to excel among global cities within the context of significant rates of development and population increases. The detailed objectives of the Plan seek to ensure that London are set out below:
- A city that meets the challenges of economic and population growth;
 - An internationally competitive and successful city;
 - A city of diverse, strong, secure and accessible neighbourhoods;
 - A city that delights the senses;
 - A city that becomes a world leader in improving the environment; and
 - A city where it is easy, safe and convenient for everyone to access jobs, opportunities and facilities.
- 3.16 The London Plan seeks that development should maximise the potential of sites, create or enhance the public realm, provide or enhance a mix of uses, respect local context, character and communities and be sustainable.
- 3.17 Policy 3.8 states, that whilst boroughs should seek the maximum reasonable amount of Affordable Housing, regard should be had to the need to encourage rather than restrain residential development. Negotiations on sites should take account of their individual circumstances, including development viability.
- 3.18 Policy 3.10 goes on to state that affordable housing including affordable rented and intermediate housing, should be provided to meet the needs of specific households

whose needs are not met by the market.

- 3.19 Policy 3.12 states that the maximum reasonable amount of affordable housing should be sought when negotiating on mixed use schemes. In particular the policy sets out that regard should be had to the current and future requirements for affordable housing at local and regional levels. Going on to state that there is a need to encourage rather than restrain residential development and promote mixed and balanced communities. The size and type of affordable housing delivered should reflect the size and type of affordable housing currently in need. Part B of Policy 3.12 states that negotiations on sites should take account of their individual circumstances including the viability of schemes and the availability of public subsidy.
- 3.20 The Affordable Housing thresholds are set out in Policy 3.13 which states that Boroughs should normally require affordable housing provision on a site which has capacity to provide 10 or more homes.
- 3.21 Paragraph 3.37 of the London Plan reiterates that the Mayor wishes to encourage, not restrain, overall residential development and that Boroughs should take a reasonable and flexible approach to securing affordable housing on a site by site basis.

Draft New London Plan (December 2017)

Draft New London Plan with Suggested Minor Changes (August 2018)

- 3.22 The Draft London Plan is the Regional Spatial Strategy for Greater London defined to include the 32 Boroughs and the City of London. There was a consultation period for the draft document between December 2017 – February 2018, with an amended version issued in August 2018, in response to these changes. The final London Plan is scheduled to be adopted (to replace the 2016 version) in Autumn 2019.
- 3.23 The Draft London Plan promises to change one of the key foundations of planning policy for development in Greater London. A principal concept in the London Plan is “Good Growth,” which is defined as “sustainable growth that works for everyone” to improve the health and quality of life for all Londoners, and in particular by rebalancing housing development towards more genuinely affordable homes for Londoners to buy and rent.
- 3.24 The Draft London Plan with suggested minor changes sets out the emerging policy in relation to the required tenure split under Policy H7. This includes the following:

- Minimum of 30 per cent low cost rented homes, as either London Affordable Rent or Social Rent, allocated according to need and for Londoners on low incomes;
 - a minimum of 30 per cent intermediate products which meet the definition of genuinely affordable housing, including London Living Rent and London Shared Ownership;
 - The remaining 40 per cent to be determined by the borough as low cost rented homes or intermediate products based on identified need.
- 3.25 The emerging policy also emphasises the Mayors priority to deliver “*genuinely affordable housing*” including all of the affordable housing products listed in the above section.
- 3.26 The emerging policy also sets out the annual household income requirements and affordability levels.
- 3.27 For dwellings to be considered affordable, annual housing costs, including mortgage (assuming reasonable interest rates and deposit requirements), rent and service charge, should be no greater than 40 per cent of new household income.
- 3.28 The emerging Draft New London Plan is aligned to the GLA’s SPG for Affordable Housing and Viability which is discussed in the following section.

Mayor’s Affordable Housing and Viability Supplementary Guidance (August 2017)

- 3.29 The Mayor’s Housing SPG (March 2016) has been updated to reflect the London Plan consolidated with alterations (2016). It provides updated guidance on a range of strategic policies including housing supply, residential density, housing standards; build to rent developments, student accommodation and viability appraisals. This SPG replaces the Mayor’s Housing SPG 2012 and the Mayor’s Housing Standards Policy Transition Statement.
- 3.30 In August 2017 the Mayor published the final SPG. We have therefore had regard to the SPG in this statement.

3.31 The key theme from the SPG is the GLA's flexibility with regards to tenure mix on new developments. Point 2.40 of the document refers to the following flexibility allowed in regards to tenure mix is applied to the scheme.

- 30% low cost rent (social rent or affordable rent) with rent set at levels that the LPA considers genuinely affordable;
- 30% as Intermediate products, with London Living Rent and/ or shared ownership being the default tenures assumed in this category;
- The remaining 40% to be determined by the relevant LPA.

3.32 Further guidance on the above tenures as rental levels is discussed in Section 6 of this statement.

Local Planning Policy

Local Plan (July 2017)

3.33 At the local level, the Camden Local Plan (July 2017) sets out the strategic policies for the borough. It replaces the former Core Strategy and Development Policies Document as the basis for planning decisions and future development in the borough.

3.34 Policy H1 (*Maximising Housing Supply*), of Camden's Local Plan (July 2017), sets out the Council's overall borough-wide strategic target to meet or exceed a total of 16,800 additional homes from 2016/17-2030/31, including 11,130 additional self-contained homes. Within this, the policy indicates that where sites are underused or vacant, the council will expect the maximum reasonable provision of housing that is compatible with other uses on the site.

3.35 Policy H2 (*Maximising the supply of self-contained housing from mixed-use schemes*), supports the policy aims of Policy H1. Where housing is required as part of a mix of uses, if 1,000 sqm (GIA) of additional floor space or more is proposed, self-contained housing is required to be provided on site.

3.36 Within this policy, in the Central London Area and the town centres of Camden Town, Finchley Road/ Swiss Cottage and Kilburn High Road, where development involves additional floor space of more than 200 sqm (GIA), the council will require 50% of all additional floor space to be self-contained housing, subject to site specific conditions.

However, the proposed Site is not located within any of these zones.

- 3.37 Policy H3 (*Protecting Existing Homes*), focuses on protecting all housing floorspace where people live long term. It also seeks to protect individual self-contained houses and flats (Use Class C3) and individual houses and flats shared by 3-6 occupiers who share facilities (houses in multiple occupation or HMOs, Use Class C4).
- 3.38 Policy H4 (*Maximising the supply of affordable housing*), sets out the council's objective to achieve a contribution to affordable housing from all developments that provide one or more additional home and include a total addition to residential floor space of 100 sqm GIA or more. In these instances, the Council will seek to negotiate the maximum reasonable amount of affordable housing on the following basis:
- *Guideline mix of affordable housing types is 60% social-affordable rented housing and 40% Intermediate;*
 - *Targets are based on an assessment of development capacity whereby 100 sqm (GIA) of housing floorspace is generally considered to create capacity for one home;*
 - *Targets are applied to additional floorspace proposed, not existing or replacement;*
 - *Sliding scale target applies to developments that provide one or more additional homes and have capacity for fewer than 25 additional home;*
 - *An affordable housing target of 50% applies to developments with capacity for 25 or more additional dwellings;*
 - *For developments with capacity for 25 or more additional homes, the Council may seek affordable housing for older people or vulnerable people as part or all of the affordable housing contribution;*
 - *Where developments have capacity for fewer than 10 additional dwellings, the Council will accept a payment-in-lieu of affordable housing;*
 - *For developments with capacity for 10 or more additional dwellings, the affordable housing should be provided on site*
 - *Where affordable housing cannot practically be provided on site, or off site provision would create a better contribution (in terms of quantity or quality), the Council may accept provision of affordable housing off site in the same area, or exceptionally a*

payment in lieu.

All of the above requirements are subject to assessment on a site by site basis.

- 3.39 Policy H7 (*Large and Small Homes*), seeks to secure a range of homes of different sizes that will contribute to the creation of mixed, inclusive and sustainable communities and reduce mismatches between housing needs and existing supply.
- 3.40 The Council's overall preference is set out in the Dwelling Size Priorities table at point 3.189. The table is based on the outputs of the Camden Strategic Housing Market Assessment. An extract from this table, focusing specifically on affordable housing is set out below.

Table 3: Local Plan – Policy H7, Dwelling Size Priorities

Tenure	1 Bed (or Studio)	2 Bedroom	3 Bedroom	4 Bedroom (or more)
Social-Affordable	lower	high	high	medium
Intermediate	high	medium	lower	lower
Market	medium	high	high	lower

Source: LB Camden Local Plan (2017)

- 3.41 The above table indicates that the greatest requirement in the market sector is likely to be for two or three bedroom homes, followed by one-bedroom homes/studios. The greatest requirement in the social-affordable (social) sector is likely to be for two and three bedroom homes followed by homes with four bedrooms or more albeit that in respect of intermediate homes, there is a greater requirement for 1 bedroom and 2 bedroom homes.
- 3.42 The Council has also produced a Planning Guidance for Housing, known as CPG2 – Housing. Full regard has been given to this document in the affordable housing offer and it has been referenced throughout this statement.

Summary

- 3.43 A review of national, regional and local policies demonstrates that the LBC is generally aligned with national and GLA policies.
- 3.44 The affordable housing policy agenda has undergone important change at the London level, with the emergence of GLA policy through the SPG. The SPG supports flexibility

within affordable housing offers and encourages LPAs to adopt this strategy.

- 3.45 The Draft New London Plan reflects this approach also.
- 3.46 Under the local policies the LBC policies seeks the maximum provision of affordable housing on all mixed use developments with a capacity for more than 10 dwellings or 1,000 sqm (gross) of additional floor space.
- 3.47 LBC seeks Schemes containing 60% Social-Affordable and 40% Intermediate.
- 3.48 The Unit mix specified places an emphasis on larger family sized accommodation for the Social-Affordable units, with a more flexible, site specific approach for the Intermediate units.

4 Financial Viability and overall Affordable Housing Proposal

Introduction

- 4.1 In this section of the report the proposed affordable housing offer is set out.
- 4.2 In accordance with planning policy, the level of affordable housing that can be supported by the proposal is determined by scheme viability.
- 4.3 On behalf of the Applicant, Savills tested the provision of a policy compliant level of affordable housing on this Site, in line with the aspirations of Policies H1, H2, H4 and H7 regarding the overall percentage and a tenure split of 60% Social- Affordable Rented, (in the form of London Affordable Rent) and 40% Intermediate within this.
- 4.4 It was concluded that given the Residual Land Value generates a deficit against the Site Value Benchmark, the scheme is not considered financially viable.
- 4.5 BPS Chartered Surveyors ('BPS') were appointed to review the Viability Assessment on behalf of the LBC and provided their report on the 28th November 2018. BPS agreed with the main conclusions of the Savills report.
- 4.6 However, notwithstanding the financial deficit, the Applicant is committed to providing affordable housing in the borough and will deliver the policy compliant quantum of affordable housing floorspace as Intermediate Rent (the most valuable tenure acceptable to LB Camden).
- 4.7 On this basis, it is proposed that all of the residential will be offered as intermediate floorspace, equating to 6 units.

Table 4: Summary of Affordable Housing Offer

Tenure	No. of Units
Intermediate	6
Total	6

Source: Bennetts Associates

- 4.8 It has been agreed between Savills and BPS that a 100% intermediate rented scheme of six units is the maximum reasonable amount of affordable housing that the scheme can deliver.

Summary

- 4.9 The affordable housing proposal represents a provision of 30% of all the scheme floor space in accordance with Policy H4 of Camden's Local Plan. This equates to 6 units that will all be delivered as Intermediate Rent on-site.
- 4.10 The affordable housing offer represents an over provision, in terms of the financial viability of the scheme.

5 Detailed Affordable Housing Proposal: Tenure and Mix of Units

Introduction

- 5.1 This section provides further detail on affordable housing in the LBC. The Applicant's affordable housing proposal is then discussed. The proposal is subject to further discussions with Council Officers.

Affordable Housing Definition

- 5.2 The NPPF (2018) defines affordable housing as follows:

"Affordable housing: housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers)". (NPPF, 2018).

Affordable Housing Tenure and Types

- 5.3 There are a wide range of affordable housing products that can be delivered to accommodate households with different needs and income levels. All affordable housing products fall into two broad categories; social housing and intermediate housing.
- 5.4 Intermediate Rent is the housing product proposed in this Scheme in line with Camden's policy requirements.

Intermediate Housing

- 5.5 Intermediate Housing includes:

"Intermediate housing includes 'low cost home ownership' products and 'discount market rent' products" (pp.24).

- 5.6 A breakdown of the proposed intermediate rented units is set out in Table Five.

Table 5: Intermediate Unit Breakdown

Unit Type	No. Units	Average Unit Size (sqm)
Studio/ 1 Person	1	38
1 Bed/ 2 Person	2	51
2 Bed/4 Person	3	71
Totals	6	

Source: Andrew Phillips

Location of Units

- 5.7 The affordable housing will be located in a separate core to the commercial accommodation and accessed directly from its own dedicated entrance on Kentish Town Road.
- 5.8 All of the units will use the same core and stair well and share the bicycle storage at ground floor level.

Table 6: Intermediate Unit Location Breakdown

Floor	Unit Type
Ground Mezz	1 Bed
	2 Bed
First Floor	1 Bed
	2 Bed
Second Floor	Studio
	2 Bed

Source: Andrew Phillips

Mix of Units

- 5.9 As this scheme is set to provide 100% Intermediate Rented accommodation, it is useful to analyse the proposed mix in relation to the requirements for this tenures set out in Table 6.
- 5.10 The Council seeks the provision of a mix housing sizes, both large and small units, as set out in Policy H7
- 5.11 For Intermediate units, the required mix is preferred:
- *Studios: Acceptable but will be resisted if all of the units provided comprise of this unit*

size

- *1 Bed and 2 beds: Proportions required are flexible as long as key affordability and income criteria are met.*

- 5.12 It is stated in CPG2 that the exact mix of dwellings will be negotiated with developer's and providers of affordable housing taking into account the character of the development, the site and the area, and other criteria included in H7.
- 5.13 In general terms, it is intended to deliver a range of unit sizes across the development. The design mediates between the Local Plan and need to deliver a high proportion of affordable housing and maximum number of units overall, as well as the wish to maximise the number of units delivered in an acceptable planning volume.
- 5.14 Due to the town centre location of this site, careful consideration has been given to the affordable housing offer. The high street location and limited external amenity space for the individual units makes it more appropriate for smaller sized units, accommodating single to small families.
- 5.15 The scheme proposes a good mix of units, in line with the planning policy requirements.

Summary

- 5.16 The scheme delivers a range of different sized accommodation, including a number of 2 bedroom units. Unit sizes are in line with Camden Local Plan requirements and have been designed to comply with Lifetime Homes and the relevant accessible housing standards set out within the Camden Local Plan.
- 5.17 The accommodation will meet the needs of a wide range of households, ranging from single person to smaller families and potentially sharers living in the 2 bed (4p) units.

6 Detailed Affordable Housing Offer: Income Levels & Affordability

Introduction

6.1 In this section the Council's Intermediate Rented housing policy is considered.

Intermediate Rent

6.2 It is noted that Camden has a comprehensive policy regarding the required rental levels and subsequent affordability and income thresholds that would be required to afford this. This is summarised as follows:

- The IHCPG specifies that the Council will seek to achieve a proportion of the following:
- Intermediate rented homes that households can afford with an income of £30,000 or less per year (gross), (Par 2.50).

6.3 The requirements are set out further in the HIS (2016) and specify that all providers should adopt an approach to intermediate rent with a range of rent levels from 40% to 80% of market rent to secure scheme viability, whilst ensuring that a majority of provision is affordable to households with incomes between £30,000 and £40,000 (as adjusted by wage inflation) (Par 6.15).

6.4 The weekly rental levels, inclusive of service charges, were calculated in line with GLA requirement that:

- *No more than 3.5 times the household income threshold to buy;*
- *No more than 40% of net household income including rent and service charges (with net income assumed to be 70% of gross income).*

6.5 These income levels remain broadly in line with Camden's Intermediate Housing policy that requires the '*majority of provision*' is affordable to households with income between £30,000 and £60,000, as per point 6.6 and the IHCPG point IH2.17.

6.6 The Studio and 1 bed units will be affordable to households earning £30,000 per annum and the 2 beds, to those on incomes of up to £60,000 per annum.

6.7 The above affordability assumptions are estimated at this stage and are subject to change. They are considered reasonable based on the current GLA and LBC income

and affordability requirements.

Summary

- 6.8 The affordability of the Intermediate units has been set in line with the Camden HIS (2016) and the wider GLA affordability criteria. The units will be accessible to households earning £30,000 up to £60,000 per annum, assuming that they do not spend more than 40% of their net income on housing costs.

7 Conclusion

- 7.1 Affordable housing is an important element in the proposed delivery of the scheme.
- 7.2 The financial viability assessment for the scheme demonstrates that a total of 30% affordable housing can be delivered within this scheme in line with Camden's Local Plan Policy H4. This represents an overprovision of affordable housing.
- 7.3 To confirm, 100% of the residential accommodation will be delivered as affordable housing. However, due to the financial viability of the scheme, this will be provided as 100% intermediate rented accommodation, equating to 6 units on-site.
- 7.4 The unit mix proposed meets policy requirements and the key priority in terms two bed accommodation. The smaller units proposed also align with the highly accessible location of the site.
- 7.5 The Intermediate housing will be provided as Camden Intermediate Rent. The proposed household income requirements for this product are within the Council and GLA requirements and will be accessible to households on income of between £30,000-£60,000 per annum.