

London Borough of Waltham Forest  
**Authority Monitoring Report 2021/22**

# Housing in Waltham Forest



**November 2022**



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# 1. Executive Summary

1.1. The Town and Country Planning (Local Planning) (England) Regulations 2012 set out the requirements for the preparation of the Authority Monitoring Reports (AMR) by Local Authorities.

1.2. The Council is preparing the AMR as a series of reports based around topic areas. This AMR document covers the topic area of housing: delivery of housing and performance against the borough's housing targets.

1.3. The reporting year for this AMR is the 2021/22 financial year, and relevant information is provided for all years since the adoption of the core strategy (referred to hereafter as 'The Plan') in March 2012.

## 1.4. Key Findings

1.4.1. The overall housing completions for the financial year 2021/22 is 1,015 gross new homes. The net figure after conversions of homes, changes of use, and demolitions are factored in for the year is 987 net new homes. The proportion of affordable homes delivered in the 2021/22 financial year was 39%, bringing the overall percentage for the period since the adoption of the plan in March 2012 to the current financial year to 35%.

1.4.2. A significant proportion of development within the borough is completed on small sites which are not subject to affordable housing requirements. When this is excluded, the total affordable housing percentage in major developments is 40% since the adoption of the plan in 2012 and 43% in the 2021/22 financial year.

1.4.3. In the year 2021/22, 44% of all affordable homes delivered were low-cost affordable housing. 56% were intermediate products. Since adoption of the plan in 2012, 53% of affordable housing provision has been low-cost affordable housing, with 47% being Intermediate. Intermediate affordable tenures are homes for sale and rent provided at a cost above social rent, but below market levels, this include shared ownership, affordable home ownership and discount market rent.

1.4.4. 18% of the housing supply since the adoption of the plan has been from 3 bed homes and more, and it also constitutes 14% of the homes delivered in the 2021/22 financial year.

## 1.5. Looking Forward

1.5.1. The current pipeline of new homes to be delivered – defined as those that have either already started construction but have not yet completed, or

benefit from planning permission or resolution to grant, as of 1<sup>st</sup> November 2022, is 8,026 new homes. Of these, 40%, or 3,174 new homes, will be affordable, with a split of 42% London Affordable Rent, Affordable Rent and Social Rent and 58% Intermediate.

## 2. Introduction

- 2.1. The Authority Monitoring Report (AMR) assesses the performance and effectiveness of the policies in the Waltham Forest Local Plan.
- 2.2. The requirement for local authorities to produce an AMR is set out in Section 113 of the Localism Act 2011. The Act requires every authority to produce a series of reports containing information on the implementation of the Local Development Scheme (LDS)<sup>1</sup>, the progress and effectiveness of the Local Plan, and the extent to which the planning policies set out in the Local Plan documents are successful in achieving their aims.
- 2.3. The AMR should be prepared in a series of reports based around topic areas. In line with regulations, the relevant data will be published as soon as possible following production.
- 2.4. This AMR document covers the topic area of housing: delivery of housing and performance against the borough's housing target.
- 2.5. The Council's adopted Development Plan Documents comprises the Core Strategy (adopted 2012), Development Management Policies Document (adopted 2013), Walthamstow Town Centre Area Action Plan (adopted 2014), Blackhorse Lane Area Action Plan (adopted 2015). These, along with Supplementary Planning Documents (SPDs) on Affordable Housing & Viability, Planning Obligations, and area based SPDs relating to South Grove/ St James Street, and Norlington Road Industrial Site, seek to make full use of Waltham Forest's capacity for delivering new homes to meet a range of needs and providing high quality development in the right places.
- 2.6. The Council is working on a new two-part Local Plan with the first part, Local Plan 1, currently at the independent Examination stage. The second part, the Site Allocation Plan, is at the Regulation 19 consultation stage. Also, there has been consultation on area frameworks for Chingford Mount and Leytonstone Town Centres. The Lea Bridge Area Framework has been published and there is an ongoing consultation on the South Leytonstone Area Framework.
- 2.7. This AMR has been prepared with reference to the updated Planning Practice Guidance, and the revised National Planning Policy Framework (July 2021).

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<sup>1</sup> The local development scheme sets out the timetable for producing or revising the set of documents that to be included as part of a planning authority's Local Development Plan. DLUHC, 2019, description of LDS, Planning Practice Guidance, Paragraph: 003 Reference ID: 61-003-20190315 (Available at: <https://www.gov.uk/guidance/plan-making>)

### 3. Monitoring Indicators

3.1. The Waltham Forest Core Strategy (2012) sets out a series of monitoring indicators and specific targets in Appendix 3.<sup>2</sup>

3.2. This AMR reports on a selection of indicators outlined in the Core Strategy. This report is on Housing Delivery, there will be subsequent reports on indicators on other aspects of the plan.

Table 1: Key Targets relating to housing

Monitoring Indicators	Target
<b>Housing Delivery</b>	
<b>H1 – Plan period and housing target</b>	-
<b>H2(a) – Net additional dwellings in previous 5 years</b>	Meet the minimum target of additional homes set by the London Plan
<b>H2(b) – Net additional dwellings for the reporting year – including net gain of housing including empty properties returned to use and non-self-contained units</b>	Meet the minimum target of additional homes set by the London Plan
<b>H5: Gross affordable housing completions</b>	50% of new housing to be affordable
<b>L9 (i) and (ii) – Affordable housing by type and tenure</b>	Provide affordable housing at a split of 60% social rented/affordable rented and 40% intermediate affordable housing
<b>L10 – Housing development by unit type</b>	50% of new homes to be 3 bed or larger
<b>LP8 – Loss and gain of Houses in Multiple Occupation (HMOs)</b>	-
<b>H4 – Pitches for Gypsies and Travellers</b>	Provide a minimum of (an additional) 3 pitches for Gypsies and Travellers up to 2017

<sup>2</sup> London Borough of Waltham Forest, 2012, Core Strategy, p.197, (Available at: <http://static.walthamforest.gov.uk/sp/documents/adopted-core-strategy.pdf>)



Monitoring Indicators		Target
Housing Delivery		
Location and Management of Growth		
<b>LP5 – Number of developments on green field sites (Green Belt or MOL) and those on previously developed land</b>	No loss of Green Belt or Metropolitan Open Land	
5 Year Housing Land Supply		
5 Year Housing Land Supply	Demonstrate a 5-year supply of deliverable sites	

## 4. Housing Delivery

### 4.1. Plan Period and Housing Targets

**Table 2: Monitoring Headlines**

<b>Monitoring Indicator:</b>	<b>H1: Plan period and housing targets</b>
<b>Relevant Policies:</b>	CS2(A), DM2, WTC2, BHL2

- 4.1.1. The Core Strategy (2012) was prepared with reference to the 2011 London Plan, which set an initial ten-year housing target for Waltham Forest, of 7,600 new homes. This equates to an annual target of 760 homes between 2011 and 2021. This was extrapolated in the Core Strategy to 2026.
- 4.1.2. An increased housing target of 862 new homes per year was set for Waltham Forest in 2015 when further alterations to the London Plan were adopted. The new London Plan, adopted in 2021 sets a 10-year targets for net housing completions (2019/20 -2028/29) for Waltham Forest at 12,640 which equates to 1,264 homes per year.

**Table 3: Housing delivery target from 2012-2021**

<b>Financial Year</b>	<b>Housing Delivery Target</b>
2012-13	760
2013-14	760
2014-15	760
2015-16	862
2016-17	862
2017-18	862
2018-19	862
2019-20	1264
2020-21	1264
2021-22	1264

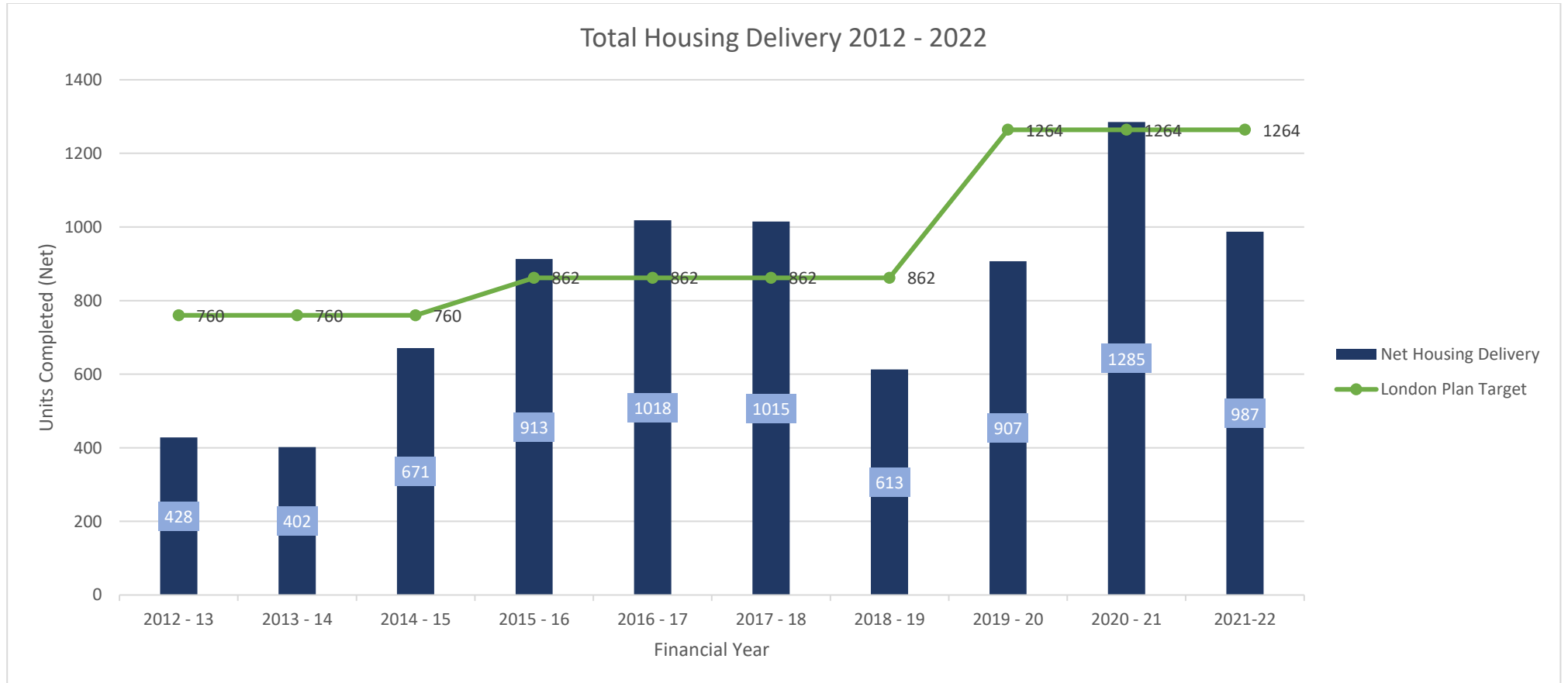
## 4.2. Total Net Housing Delivery

Table 4: Monitoring Headlines

<b>Monitoring Indicator:</b>	<b>H2(a): Net additional dwellings - in previous 5 years;</b>  <b>H2(b)* (NI154) Net additional dwellings for the reporting year - Including net gain of housing including empty properties returned to use and non self contained units.</b>
<b>Target:</b>	Meet the minimum target of additional homes set by the London Plan
<b>Target met (2021/22):</b>	No
<b>Relevant Policies:</b>	CS2(A), DM2

- 4.2.1. Waltham Forest has seen a significant increase in the level of housing delivery over the plan period, from around 500 units per year in 2012-13 and 2013-14, to approximately double that rate in the last few years.
- 4.2.2. For four out of the last seven years, Waltham Forest has achieved the target set by the Mayor of London.
- 4.2.3. In 2021/22 financial year, 1,015 new homes were delivered. In the same period, 28 homes ceased to be in residential use through conversions, demolitions, and change in use. This brings the net total for the financial year to 987.

Figure 1: Total Net Housing Delivery 2012-2022



**Table 5: Total Net Housing Delivery 2012-2022<sup>3</sup>**

<b>Financial Year</b>	<b>Net Self-Contained units</b>	<b>Net Non-Self –Contained units (adjusted)</b>	<b>Total</b>
2012-13	456	-27	429
2013-14	391	11	402
2014-15	697	-30	667
2015-16	970	-59	913
2016-17	1033	-17	1018
2017-18	716	308	1015
2018-19	613	0	613
2019-20	915	-8	907
2020-21	1285	212	1497
2021-22	987	0	987
<b>Total</b>	<b>8063</b>	<b>390</b>	<b>8453</b>

4.2.4. The total net housing delivery figure is composed of supply from ‘self-contained’ homes and ‘non-self-contained’ housing.

<sup>3</sup> The source of data for self-contained and non-self-contained housing from 2012 to 2019 is the London Development Database (LDD). The source of data for 2019-2022 is from the survey carried out by the council.

- 4.2.5. 'Self-contained' means that a home has all the necessities (bedroom, living, cooking, and washing facilities) behind its lockable front door.<sup>4</sup>
- 4.2.6. 'Non-self-contained' homes therefore are a form of housing which does not have these facilities. Common types of non-self-contained accommodation are purpose-built student accommodation, large scale purpose built shared living developments, older persons care facilities, and hostels.
- 4.2.7. Planning practice guidance (PPG) provides direction on how to count contributions to housing supply from the aforementioned sources.
- The contribution of non-self-contained accommodation is counted according to the amount of accommodation it releases in the housing market or extent to which it allows general market housing to remain in use.
  - The PPG outlines that, for student accommodation, 'to establish the amount of accommodation released in the housing market, authorities should base calculations on the average number of students living in student only households, using the published census data'.<sup>5</sup> The exception here is for studio flats, which can be counted on a one for one basis.
  - For student only households in Waltham Forest, the average number of students composing a household is 2.4.<sup>6</sup>
  - Similarly, for older people's housing, the PPG outlines that, 'for residential institutions, to establish the amount of accommodation released in the housing market, authorities should base calculations on the average number of adults living in households, using the published census data'.<sup>7</sup>

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<sup>4</sup> For definition source see: <https://www.gov.uk/guidance/definitions-of-general-housing-terms>

<sup>5</sup> DLUHC, 2019, Planning Practice Guidance, Paragraph: 034 Reference ID: 68-034-20190722 (Available at: <https://www.gov.uk/guidance/housing-supply-and-delivery>)

<sup>6</sup> ONS Statistical Release 008207. (Available at: <https://www.ons.gov.uk/peoplepopulationandcommunity/housing/adhocs/008207ct07732011censusnumberofstudentsinstudentonlyhouseholdnationaltoauthoritylevel>)

<sup>7</sup> DLUHC, 2019, Planning Practice Guidance, 016a Reference ID: 63-016a-20190626 (Available at: <https://www.gov.uk/guidance/housing-for-older-and-disabled-people#para016a> )

- For older people (aged 65+) living in Waltham Forest, the average household size is 1.0.<sup>8</sup>
- 4.2.8. The reported figures for non-self-contained accommodation have been adjusted accordingly, so that for every 2.4 units of student accommodation built; one equivalent unit of self-contained accommodation is counted.<sup>9</sup> Likewise, as housing provided for older people has a ratio of 1:1, every unit of older people’s housing provided counts as a unit of self-contained accommodation.
- 4.2.9. Previously, ‘long term vacant dwellings’ were counted as a component of supply. These are dwellings which have been unoccupied and substantially unfurnished for over 6 months.<sup>10</sup>
- 4.2.10. PPG directs that unless an authority can prove that long term vacant dwellings have not already been counted as part of the existing stock of dwellings, the net change in their number cannot be included as a contribution to supply.<sup>11</sup> As such, long term vacant dwellings are not incorporated into the supply detailed in Table 5.

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<sup>8</sup> Calculated using ONS Statistical Release 008208 and DC1109EW - Household composition by age by sex (Available at: <https://www.ons.gov.uk/peoplepopulationandcommunity/housing/adhocs/008208ct07742011censusageofhouseholdreferencepersonhrpbynumberofadultsinhouseholdnationaltoauthoritylevel> and <https://www.nomisweb.co.uk/census/2011/dc1109ew>)

<sup>9</sup> For detail on the components of non-self-contained supply, see section 3.10

<sup>10</sup>The change in long-term empty homes comes from annual statistics reported by the Department for Levelling Up, Housing and Communities (DLUHC), based on local authority Council Tax data in Live Table 615. Data for 2018/19 will be released in April 2020. For greater detail on the methodology and sources of the data in Table 615 please refer to the note accompanying the statistical release (Available at: [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/685575/LT\\_615.xls](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/685575/LT_615.xls)) Figures are rounded to the nearest integer.

<sup>11</sup> Planning Practice Guidance, 2019, Paragraph: 030 Reference ID: 68-030-20190722 (Available at: <https://www.gov.uk/guidance/housing-supply-and-delivery> )

#### 4.4. Affordable Housing

- 4.4.1. Since 1<sup>st</sup> April 2012, 3016 units of affordable housing (gross) have been delivered in Waltham Forest.
- 4.4.2. In monitoring affordable housing delivery, it is important to distinguish between net and gross figures.
- 4.4.3. Net figures illustrate the overall progress made towards providing an absolute amount of affordable housing. When reporting net figures, any homes which once stood on the site of a completed development are counted as 'losses'. This allows for tracking of the level of supply of particular tenures over time.
- 4.4.4. Gross figures are important to consider in relation to the Council's delivery targets, to achieve certain proportions of new housing to be affordable, and particular tenure splits. When reporting gross figures, only the newly created units as part of the development are counted.

#### 4.5. Net Self-Contained Delivery — Unit Tenure

Table 6: Monitoring Headlines

<b>Monitoring Indicator:</b>	<b>H2(a) – New dwellings built in previous 5 years including by dwelling size and tenure</b>
<b>Relevant Policies:</b>	CS2(B), DM3

- 4.5.1. Market housing has been the most consistent contributor to Waltham Forest's housing supply in every year except one. Since 2012, market housing has supplied the greatest proportion of units to overall supply.
- 4.5.2. 2021/22 provided a significant proportion of affordable housing delivery compared to the overall delivery. Contributing significantly to this are the developments at 97 Lea Bridge Rd and Forest Works, and Blackhorse Lane Car Park redevelopment.



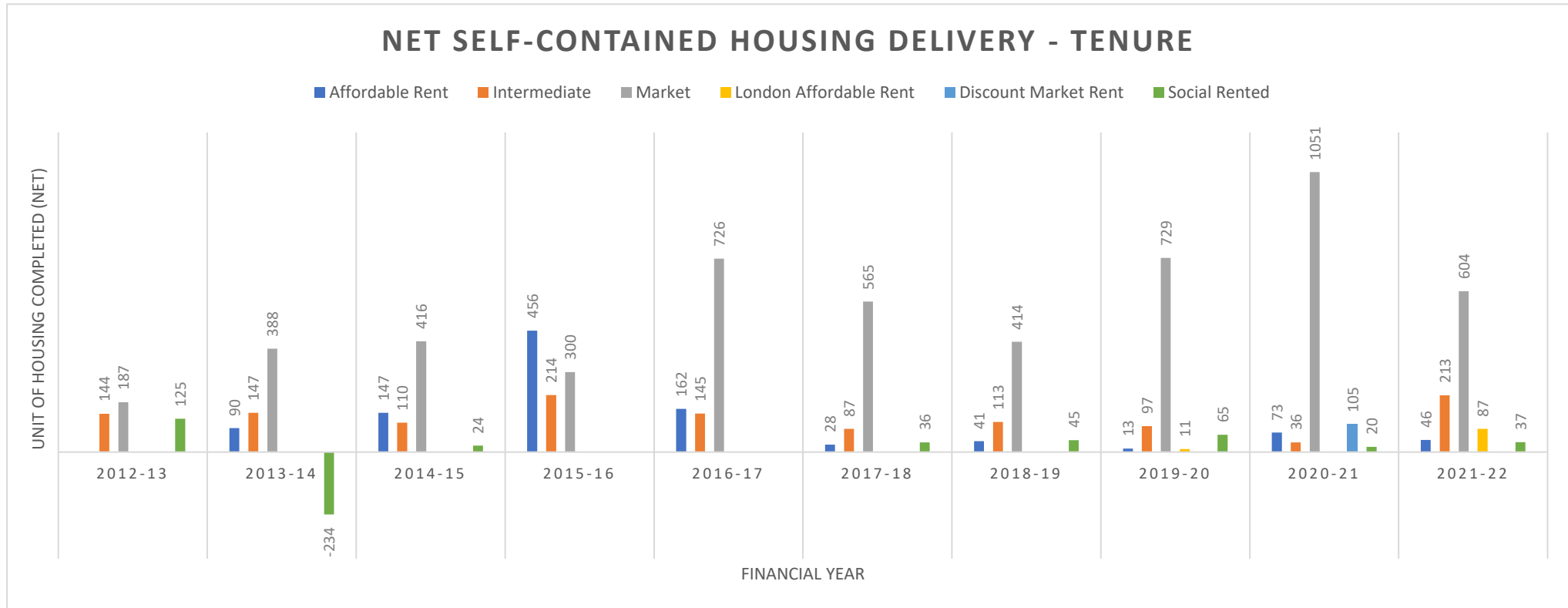
Table 7: Net Self-Contained Housing Delivery 2012-2022<sup>12</sup>

Financial Year	Affordable Rent	London Affordable Rent	Intermediate	Market	Social Rented	Total
2012-13	0		144	187	125	456
2013-14	90		147	388	-234	391
2014-15	147		110	416	24	697
2015-16	456		214	300	0	970
2016-17	162		145	726	0	1033
2017-18	28		87	565	36	716
2018-19	41		113	414	45	613
2019-20	13	11	97	729	65	915
2020-21	73		141	1051	20	1285
2021-22	46	87	213	604	37	987
<b>Total</b>	<b>1056</b>	<b>98</b>	<b>1411</b>	<b>5380</b>	<b>118</b>	<b>8063</b>

<sup>12</sup> For information on the definitions of affordable housing, please visit:

<https://www.gov.uk/guidance/definitions-of-general-housing-terms#social-and-affordable-housing>

**Figure 2: Net Self-Contained Housing Delivery – Tenure from 2012-2022**



The loss of social rented homes in 2013/14 was because of the redevelopment of 144 homes in Beaumont Road Estate to provide 117 affordable homes and the redevelopment of Whitehouse Estate on Leyton Green Rd where 66 homes were redeveloped to provide 71 affordable homes.

#### 4.6. Gross Self-Contained Delivery – Tenure

**Table 8: Monitoring Headlines**

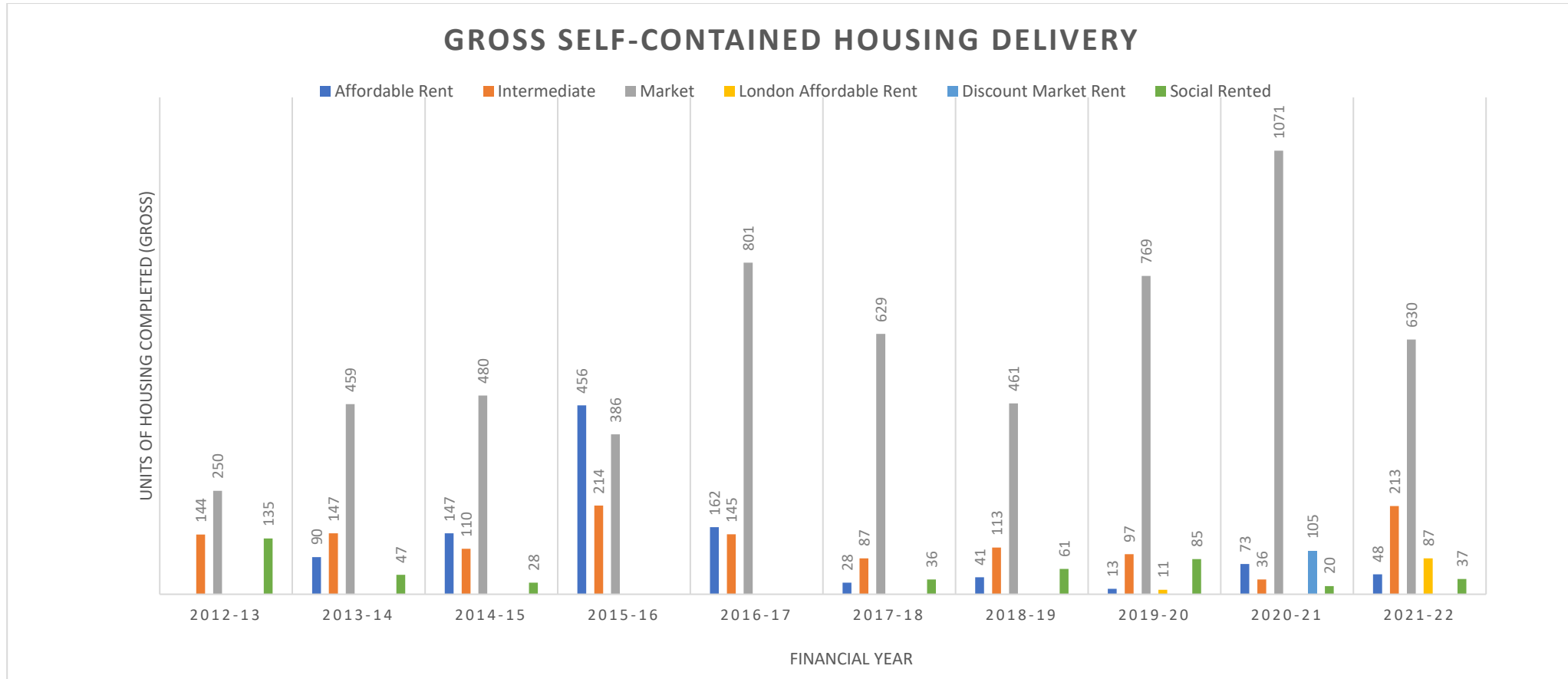
<b>Monitoring Indicator:</b>	<b>H2(a) – New dwellings built in previous 5 years including by dwelling size and tenure; H5* Gross affordable housing completions. L9 (i) &amp; (ii) – Affordable housing by type and tenure.</b>
<b>Target:</b>	Provide 50% of new housing to be affordable
<b>Target met:</b>	No
<b>Relevant Policies:</b>	CS2(B), DM3

4.6.1. Over the plan period, 34% of housing delivery has been affordable, at 3016 of a total 8953 homes.

**Table 9: Gross Self-Contained Delivery - Tenure from 2012-2022**

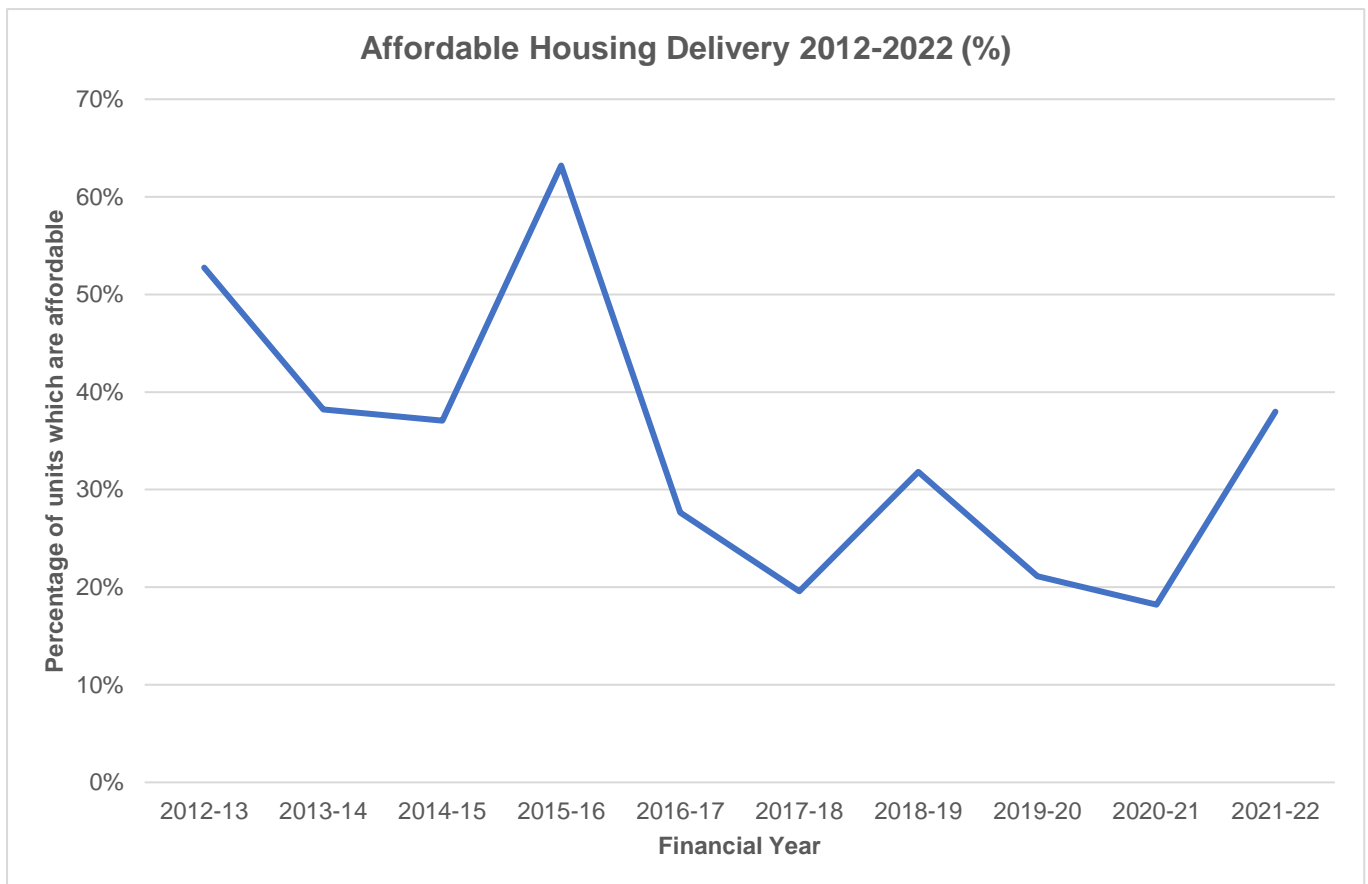
<b>Year</b>	<b>Financial Affordable Rent</b>	<b>London Affordable</b>	<b>Intermedia</b>	<b>Market</b>	<b>Social Rented</b>	<b>Total</b>	<b>Total Affordable</b>
2012-13	0		144	250	135	529	53%
2013-14	90		147	459	47	743	38%
2014-15	147		110	480	28	765	37%
2015-16	456		214	386	0	1056	63%
2016-17	162		145	801	0	1108	28%
2017-18	28		87	629	36	780	19%
2018-19	41		113	461	61	676	32%
2019-20	13	11	97	769	85	975	21%
2020-21	73		141	1071	20	1305	18%
2021-22	48	87	213	630	37	1015	38%

Figure 3: Gross Self-Contained Housing Delivery - Tenure from 2012-2022



- 4.6.2. The proportion of developments which is completed on small sites each year has an influence on the total affordable housing percentage. This figure is also potentially skewed by schemes which complete across multiple years.
- 4.6.3. The total affordable percentage on sites delivering 10 or more homes, and therefore requiring a component of affordable housing is 40% over the plan period, and 43% in 2021/22. The in-year figure is also potentially skewed by schemes which complete across multiple years, delivering more of the market or affordable units in some years and so leading to variation in the percentage affordable figure in individual years.
- 4.6.4. 2021/22 saw the delivery of the highest percentage affordable housing delivery for the past six years.

**Figure 4: Gross Self-Contained Housing Delivery - Affordable Housing Delivery 2012-2022 (%)**



#### 4.7. Gross Self-Contained Delivery – Tenure Split

**Table 10: Monitoring Headlines**

<b>Monitoring Indicator:</b>	<b>H5 Gross affordable housing completions.</b>
<b>Target:</b>	Provide affordable housing at a split of 60% social rented/affordable rented and 40% intermediate affordable housing
<b>Target met:</b>	No
<b>Relevant Policies:</b>	CS2, DM3

4.7.1. The target of a 60:40 split of social rented/affordable rent, and intermediate was designed to increase the amount of intermediate housing in the borough to provide residents on low and medium incomes with more opportunities to own their own home.

4.7.2. Since 2012, 53% of affordable housing provision has been either social rented or affordable rented, with 46% being intermediate. In the 2021/22 financial year, 44% of affordable housing units delivered are either Social Rent or Affordable Rent, 56% are Intermediate homes.

**Table 11: Gross Self-Contained Delivery - Tenure Split - 2012-2022**

<b>Financial Year</b>	<b>Social Rent/Affordable Rent</b>	<b>Intermediate</b>	<b>Total</b>
2012-13	135	144	279
2013-14	137	147	284
2014-15	175	110	285
2015-16	456	214	670
2016-17	162	145	307

<b>Financial Year</b>	<b>Social Rent/Affordable Rent</b>	<b>Intermediate</b>	<b>Total</b>
2017-18	64	87	151
2018-19	102	113	215
2019-20	109	97	206
2020-21	73	141	234
2021-22	172	213	385
<b>Overall Total</b>	<b>1585</b>	<b>1411</b>	<b>3016</b>
<b>Overall Percentage</b>	<b>53%</b>	<b>47%</b>	

#### 4.8. Gross Self-Contained Delivery – Unit Size

Table 12: Monitoring Indicators

<b>Monitoring Indicator:</b>	<b>H2(a) – New dwellings built in previous 5 years including by dwelling size and tenure;</b>  <b>L10 – Housing development by unit type</b>
<b>Target:</b>	50% of new homes to be 3 bed or larger
<b>Target met:</b>	No
<b>Relevant Policies:</b>	CS2, DM3, DM5

4.8.1. 18% of the new homes delivered over the plan period have been 3 bed or larger.

Table 13: Gross Self-Contained Delivery - Unit Size - 2012-2022

<b>Financial Year</b>	<b>1 bed</b>	<b>2 bed</b>	<b>3 bed</b>	<b>4 bed</b>	<b>5+</b>	<b>Total</b>	<b>Percentage 3 bed or larger</b>
2012-13	216	223	68	13	9	529	17%
2013-14	293	314	77	58	1	743	18%
2014-15	255	381	103	26	4	769	17%
2015-16	389	386	217	65	3	1060	27%
2016-17	377	476	186	63	8	1110	23%
2017-18	274	397	77	20	3	771	13%
2018-19	272	273	115	13	3	676	19%



<b>Financial Year</b>	<b>1 bed</b>	<b>2 bed</b>	<b>3 bed</b>	<b>4 bed</b>	<b>5+</b>	<b>Total</b>	<b>Percentage 3 bed or larger</b>
2019-20	384	391	177	19	4	975	21%
2020-21	557	568	169	11	0	1305	14%
2021-22	361	488	108	32	-1	-1	14%
<b>Grand Total</b>	<b>3378</b>	<b>3897</b>	<b>1297</b>	<b>320</b>	<b>33</b>	<b>8925</b>	<b>18%</b>

#### 4.9. Gross Self-Contained Delivery – Source of new homes

Table 14: Monitoring Headlines

<b>Monitoring Indicator:</b>	<b>L10: Housing development by type</b>
<b>Relevant Policies:</b>	DM4, DM5

- 4.9.1. The indicator measures the contribution of the different residential development types to total housing supply.
- 4.9.2. Table 15 shows new build homes have consistently been the largest contributor to overall supply, with a significant contribution from changes of use and conversions.

Table 15: Gross Self-Contained Delivery - Source of new homes - 2012-2022

<b>Financial Year</b>	<b>Change of use</b>	<b>Conversion</b>	<b>Extension</b>	<b>New Build</b>	<b>Part conversion</b>	<b>Grand Total</b>
2012-2013	36	125	15	353	0	529
2013-14	32	130	11	570	0	743
2014-15	98	90	24	557	0	769
2015-16	115	170	3	772	0	1060
2016-17	196	128	29	756	1	1110

<b>Financial Year</b>	<b>Change of use</b>	<b>Conversion</b>	<b>Extension</b>	<b>New Build</b>	<b>Part conversion</b>	<b>Grand Total</b>
2017-18	77	114	24	554	2	771
2018-19	60	76	39	499	2	676
2019-20	58	127	20	770	0	975
2020-21	69	18	14	1199	5	1305
2021-22	41	22	16	<b>930</b>	6	1015
<b>Grand Total</b>	<b>782</b>	<b>1000</b>	<b>195</b>	<b>6960</b>	<b>16</b>	<b>8953</b>

4.9.3. There are several types of development which make up the overall supply:

- New Build refers to any new building that provides one or more new residential units, whether on a vacant site or following demolition.
- Conversion refers to the conversion of existing residential dwelling(s) to create a different number of self-contained residential dwellings.
- Change of Use refers to the change of non-residential buildings or floorspace to one or more new self-contained dwellings.
- Extensions are where dwellings are being created in a new structure which does not have its own footprint, such as an extra floor at the top of an existing building.
- Part conversion, part change of use captures when an area in non-residential use is merged with an existing residential unit to create a new, larger unit.

#### 4.10. Gross Self-Contained Delivery – Type of new homes

**Table 16: Monitoring Headlines**

<b>Monitoring Indicator:</b>	<b>L10: Housing development by type</b>
<b>Relevant Policies:</b>	DM5

4.10.1. The indicator measures the unit type of the homes being delivered and the contribution of the different housing typologies to the total housing supply.

4.10.2. Most of the development delivered so far over the plan period has been flats/apartments.

**Table 17: Gross Self-Contained Delivery - Type of new homes - 2012-2022**

<b>Financial Year</b>	<b>Flat Apartment or Maisonette</b>	<b>House or Bungalow</b>	<b>Live/Work</b>	<b>Studio or S/C Bedsit</b>	<b>Grand Total</b>
2012-2013	478	40	1	10	529
2013-14	600	107	0	36	743
2014-15	619	119	0	31	769
2015-16	860	142	0	58	1060
2016-17	935	91	1	83	1110
2017-18	676	69	1	25	771
2018-19	602	45	0	29	676
2019-20	841	91	0	43	975
2020-21	1203	41	0	61	1305
2021-22	969	26	0	20	1015
<b>Grand Total</b>	<b>7783</b>	<b>771</b>	<b>3</b>	<b>396</b>	<b>8953</b>

#### 4.11. Determination of Applications proposing Houses in Multiple Occupation (HMOs)

Table 18: Monitoring Headlines

<b>Monitoring Indicator:</b>	<b>L10: Housing development by type</b>
<b>Relevant Policies:</b>	DM6

4.11.1. There were 99 applications in the 2021/22 financial year relating to HMOs, and of those applications, 25 were approved while 48 were refused. The remaining were either invalid and closed or withdrawn.

4.11.2. Three out of the 25 approved received full planning approval while the remaining applications received approval for Certificate of Lawful Use under Sections 191 and 192 of Town and Country Act 1990 (as amended).

Table 19: Determination of applications proposing Houses in Multiple Occupation in 2021/22

<b>Decision Issued</b>	<b>Approved (with Conditions &amp; Informatives)</b>	<b>Approved with informatives</b>	<b>Closed Invalid</b>	<b>Refused (with Reasons)</b>	<b>Withdrawn</b>	<b>Grand Total</b>
Cert of Lawfulness Existing Use	0	22	4	33	3	62
Cert of Lawfulness Proposed Use	0	0	0	0	1	1
Full Planning Approval	3	0	8	15	10	33
<b>Total</b>	<b>3</b>	<b>22</b>	<b>12</b>	<b>48</b>	<b>14</b>	<b>99</b>

#### 4.12. Non-Self-Contained Delivery

Table 20: Monitoring Headlines

<b>Monitoring Indicator:</b>	<b>H2(a) New dwellings built in previous 5 years;</b>  <b>H2(b) (NI154) – New dwellings built (annually) - Including net gain of housing including empty properties returned to use and non self contained units.</b>
<b>Relevant Policies:</b>	CS2(C), DM2

Table 21: Non-Self-Contained delivery (adjusted,<sup>13</sup> net) 2012-2022)

<b>Financial Year</b>	<b>Total (Net)</b>
2012-13	-27
2013-14	11
2014-15	-30
2015-16	-59
2016-17	-17
2017-18	308
2018-19	0
2019-20	-8
2020-21	212
2021-22	0
<b>Total</b>	<b>178</b>

<sup>13</sup> DLUHC, 2019, Planning Practice Guidance, Paragraph: 034 Reference ID: 68-034-20190722 and Paragraph: 035 Reference ID: 68-035-20190722 (Available at: <https://www.gov.uk/guidance/housing-supply-and-delivery>)

- 4.12.1. Over the plan period Waltham Forest has seen a net gain in non-self-contained accommodation.
- 4.12.2. Non-self-contained accommodation is defined by different units or households sharing certain communal facilities, such as kitchens and bathrooms.
- 4.12.3. Examples of non-self-contained accommodation are bedrooms in student halls of residence, shared living schemes, hostels, large houses in multiple occupation and care homes.

**Table 22: Components of Non-Self-Contained Delivery 2012-2022**

<b>Financial Year</b>	<b>Net change in Hostel bedrooms</b>	<b>Net change in C1 Halls of Residence bedrooms</b>	<b>Net change in C1 Halls of Residence (studios)</b>	<b>Net change in C2 bedrooms</b>
2012-13	-11	0	0	-16
2013-14	11	0	0	0
2014-15	17	0	0	-47
2015-16	19	0	0	-78
2016-17	-10	0	0	-7
2017-18	84	485	42	-20
2018-19	0	0	0	0
2019-20	-8	0	0	0
2020-21	10	123	59	20
2021-22	0	0	0	0
<b>Total</b>	<b>112</b>	<b>608</b>	<b>101</b>	<b>-148</b>

- 4.12.4. There was a loss of bedrooms of non-self-contained accommodation in C2 use class, which includes residential care homes, hospitals, nursing homes, boarding schools, residential colleges, and secure residential institutions (C2a).
- 4.12.5. The predominant type of C2 accommodation which has been lost over the plan period in Waltham Forest is residential care homes.

- 4.12.6. 2017-18 saw the delivery of 527 beds of student accommodation at the Mandora site in Blackhorse Lane, known as 'Mannequin House'. 42 of these units were studios.
- 4.12.7. 81 additional hostel beds were also delivered at 497-501 Lea Bridge Road in 2017/18.
- 4.12.8. There were no changes in non-self-contained accommodation in 2018-19. 2019-20 saw a loss of 8 hostel beds.
- 4.12.9. 4-10 Forest Road delivered 353 beds of student accommodation in FY 2020/21, which includes 59 studio (C1) and 294 bedrooms in halls of residence. There was no change in the non-self-contained stock in 2021/22 financial year.

#### 4.13. Gypsy and Traveller Provision

**Table 23: Monitoring Headlines**

<b>Monitoring Indicator:</b>	<b>H4 – Pitches for Gypsies and Travellers</b>
<b>Target:</b>	Provide a minimum of (an additional) 3 pitches for Gypsy and Travellers up to 2017.
<b>Target met:</b>	Yes
<b>Relevant Policies:</b>	CS2(F), DM2, DM8

4.13.1. Waltham Forest currently has provision for 20 pitches. 17 of these are on a Local Authority site at Folly Lane, while 3 are located on a private site in Woodford Green, adjacent the North Circular.

**Table 24: Traveller and Travelling Show people Caravan Sites provided by Local Authorities**

Local Authority	Site and Address	Date Site Opened	Date of Last Site Changes	Total Number of Residential Pitches	Residential	Transit Capacity	Caravan Capacity
Waltham Forest	Peacocks Close, 7 Folly Lane Chingford E4 8TX	1985	2007	17	17	0	17

**Table 25: Count of Traveller Caravans on LA sites<sup>14</sup>**

Year	Month	Socially Rented Caravans	All Private Caravans	Total All Caravans
2015	January	15	0	15
	July	0	0	0
2016	January	12	0	12

<sup>14</sup> DLUHC, 2020, Traveller caravan count: January 2020 (Available at: <https://www.gov.uk/government/collections/traveller-caravan-count> )



Year	Month	Socially Rented Caravans	All Private Caravans	Total All Caravans
	July	12	0	12
2017	January	12	0	12
	July	12	0	12
2018	January	17	0	17
	July	12	0	12
2019	January	15	0	15
	July	16	0	16
2020	January	16	0	16
2021	July	16	0	16
2022	January	16	0	16

4.13.2. The London Borough of Waltham Forest Gypsy and Traveller Accommodation Assessment (2020)<sup>15</sup> identified that there was a need for a minimum of 2 additional pitches up to 2033.

4.13.3. Waltham Forest has one Local Authority caravan site at Folly Lane. The Department of Levelling Up, Housing and Communities' (DLUHC) Caravan Count indicates that at the most recent visits the site was marginally below capacity.

<sup>15</sup> Waltham Forest Gypsy and Traveller Accommodation Assessment, 2020, available at: (<https://www.walthamforest.gov.uk/sites/default/files/2021-10/2020%2003%2030%20Waltham%20Forest%20Gypsy%20and%20Traveller%20Accommodation%20Assessment%20Final%20Report%20%281%29.pdf>)

4.14. There is also one private site, located at Hale Brinks North, Woodford Green. This site is for three static caravans and has lawful use as a gypsy and traveller site following a planning appeal decision in 2012<sup>16</sup>.

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<sup>16</sup> Appeal reference: APP/U5930/C/OO/1055308

## 5. Location and Management of Growth

### 5.1. Development on Brownfield Land

Table 26: Monitoring Indicators

<b>Monitoring Indicator:</b>	<b>LP5: Number of developments on green field sites (Green Belt or MOL) and those on previously developed land.</b>
<b>Target:</b>	No loss of Green Belt or Metropolitan Open Land (MOL)
<b>Target met:</b>	Yes
<b>Relevant Policies:</b>	CS1, DM1

Table 27: Area of Waltham Forest designated as Green Belt (hectares)<sup>17</sup>

<b>Local planning authority</b>	<b>Area as of 31 March 2016</b>	<b>Area as of 31 March 2017</b>	<b>Area as of 31 March 2018</b>	<b>Area as of 31 March 2019</b>	<b>Area as of 31 March 2020</b>	<b>Area as of 31 March 2021</b>	<b>Area as of 31 March 2022</b>	<b>Net change</b>
Waltham Forest	840	840	840	840	840	840	840	0

5.1.1. There has been no loss of Green Belt or Metropolitan Open Land.

5.1.2. The last permission granted on Green Belt or MOL was for the conversion of the existing Pumping Station at Chingford Mill to form 8 self-contained flats, with the conversion of Turbine House into 2-bed single-family dwelling. That permission was granted in 2009, and not implemented.

<sup>17</sup> Data is from Local Authority Green Belt Statistics, Annex Table 2, and London Development Database (2020). The full statistical release is available from <https://www.gov.uk/government/collections/green-belt-statistics> .

## 6. Five Year Housing Land Supply

### 6.1. Five Year Land Supply Position

6.1.1. Paragraph 73 of the revised NPPF (2019) sets out the requirement that;

*‘Local planning authorities should identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years’ worth of housing against their housing requirement set out in adopted strategic policies, or against their local housing need where the strategic policies are more than five years old.’<sup>18</sup>*

6.1.2. Waltham Forest is able to demonstrate a supply of deliverable sites amounting to 5.20 years.<sup>19</sup>

### Deliverable Supply

6.1.3. In total, the identified deliverable supply for the period 1 April 2022 – 31 March 2027 is 7407 homes, which is comprised of four sources, outlined in Table 28 below.

**Table 28: Deliverable Supply Summary**

Source	Capacity (net homes)
Large sites with detailed planning permission	5,116
Large sites deliverable with supporting evidence	66
Proposed allocation site with supporting evidence	1,075
Small sites with detailed planning permission	827
Windfall Allowance expected to contribute to the supply in year 2026/27	323
<b>TOTAL</b>	<b>7,407</b>

6.1.4. The revised NPPF (2021) sets out clearly in Annex 2 the criteria for inclusion in a Five-Year Housing Land Supply. In order to be considered deliverable;

<sup>18</sup> DLUHC, 2021, National Planning Policy Framework, p.20-21. (Available at: [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/1005759/NPPF\\_July\\_2021.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1005759/NPPF_July_2021.pdf))

<sup>19</sup> Rounded to 1 decimal place.

*To be considered deliverable, sites for housing should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years.*

*In particular:*

*a) sites which do not involve major development and have planning permission, and all sites with detailed planning permission, should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered within five years (for example because they are no longer viable, there is no longer a demand for the type of units or sites have long term phasing plans).*

*b) where a site has outline planning permission for major development, has been allocated in a development plan, has a grant of permission in principle, or is identified on a brownfield register, it should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years.<sup>20</sup>*

- 6.1.5. The majority of Waltham Forest's deliverable supply is made up by large sites (of ten units or greater), which benefit from a grant of full planning permission.
- 6.1.6. There are 15 large sites (of 10 or more homes) which are deliverable in principle. The total capacity from these sites is 5116 net homes from 1 April 2022.
- 6.1.7. There is one additional site with a capacity of 66 homes which have supporting evidence to demonstrate that it can be delivered within the next five years.
- 6.1.8. There are 9 sites which are proposed as site allocations in the draft Local Plan Part 2 – with supporting evidence. This is expected to deliver 1,075 homes.
- 6.1.9. There are 373 small sites (of 9 or fewer homes) which are deliverable in principle. The total capacity from this is 837 net homes from 1 April 2022.
- 6.1.10. An assumption on small site windfall development is taken consistent with past trends (taken over a 15-year period). This is applied to the fifth year following the end date for live permissions in the permissions component.

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<sup>20</sup> DLUHC, 2019, National Planning Policy Framework, p.66. (Available at: [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/810197/NPPF\\_Feb\\_2019\\_revised.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/810197/NPPF_Feb_2019_revised.pdf) )

- 6.1.11. This reflects the assumption that completion will occur somewhere between approximately 2 and 3 and a half years following a decision being issued (based on the average time taken for homes to complete from decision date). To avoid double counting, no assumed windfall component is added until the fifth year (2026-27). There is additional certainty that this can be achieved, as the Growth Capacity Study provides granular detail on sites which could be developed to facilitate the continuation of this trend. As noted in previous Authority Monitoring Report (AMR)<sup>21</sup>, the average number of homes given permission annually exceeds that assumed to complete, so there is a surplus presently.
- 6.1.12. Technically, the windfall allowance should include the third year of the 5 years in review based on the explanation above. However, no windfall capacity is counted until the fifth year. This is to accommodate for small sites (<0.25) included as a source of 5-year supply which have evidence of firm progress towards delivery but do not have planning permission. The 0.25 threshold is based on the London Plan definition of small sites<sup>22</sup>.
- 6.1.13. For the reference 5-year period, the trend described above is assumed for the 2026/27 financial year and will add a total of 323 net homes to the capacity.

## 6.2. **Five Year Supply Requirement**

- 6.2.1. The development plan of Waltham Forest includes the London Plan which has set housing targets for the Borough through its different revised versions. The current London Plan adopted in March 2021 sets a 10 year target of 12,640 homes over the 10 year period covering 2019 to 2029.
- 6.2.2. The annual requirement for the five-year period of the Local Plan is given overleaf in Table 29. This five-year land supply position is calculated with reference to housing requirement stemming from the London Plan. However, it should be noted that the housing requirement proposed in the Local Plan – Strategic Policies (LP1) which is currently at Examination is consistent with the below for the reference period reported on in this report, increasing from the 2027/28 Financial Year.

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<sup>21</sup> AMR <https://www.walthamforest.gov.uk/sites/default/files/2021-12/Authority%20Monitoring%20Report%20-%20Housing%202020-21.pdf>

<sup>22</sup> London Plan [https://www.london.gov.uk/sites/default/files/the\\_london\\_plan\\_2021.pdf](https://www.london.gov.uk/sites/default/files/the_london_plan_2021.pdf)

**Table 29 Housing Requirement 2022/23 – 2026/27**

Financial Year	2022/23	2023/24	2024/25	2025/26	2026/27	TOTAL
Annual Requirement	1264	1264	1264	1264	1264	<b>6320</b>

6.2.3. The reference five-year period is from 1<sup>st</sup> April 2022 to 31<sup>st</sup> March 2027. The housing requirement figure for the period is 6,320 as seen in Table 29 (before an appropriate buffer is applied).

6.2.4. In Paragraph 74<sup>23</sup> of the NPPF, the options below are given for the appropriate buffer for the different context in which the 5-year land supply is being produced.

- *5% to ensure choice and competition in the market for land; or*
- *10% where the local planning authority wishes to demonstrate a five-year supply of deliverable sites through an annual position statement or recently adopted plan, to account for any fluctuations in the market during that year; or*
- *20% where there has been significant under delivery of housing over the previous three years, to improve the prospect of achieving the planned supply*

6.2.5. In this case, as the Council intends to demonstrate a five-year supply of deliverable sites, a 5% buffer will be applied to ensure choice and competition in the market for land.

6.2.6. Table 30 below shows the shortfall arising from deliveries against housing requirements from the adoption of the New London Plan 2021 where a target of 1264 was set for the borough over 10 years.

**Table 30:** Shortfall calculation

Financial Year	Housing Delivery	Housing Requirements	Shortfall/Surplus
2019/20	<b>851</b>	1,264	-413
2020/21	<b>1498</b>	1,264	234
2021/22	<b>987</b>	1,264	-277
<b>TOTAL</b>	<b>3,336</b>	<b>3,792</b>	<b>-456</b>

<sup>23</sup> NPPF Paragraph 74

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/1005759/NPPF\\_July\\_2021.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1005759/NPPF_July_2021.pdf)

- 6.2.7. This accumulated shortfall will be addressed within the next five years (the Sedgfield approach), in line with guidance.
- 6.2.8. Table 31 (below) illustrates the calculation undertaken to provide the supply figure.

**Table 31: Worked requirement calculation**

ITEM		FORMULA	EXPLANATION		
<b>A</b>	Housing Requirement		The is calculated as 1264 multiplied by 5.		6,320
<b>B</b>	Completions required (1 <sup>st</sup> April 2019 – 31 <sup>st</sup> March 2022)				3,792
<b>C</b>	Completions (1 <sup>st</sup> April 2019 – 31 <sup>st</sup> March 2022)				3,336
<b>D</b>	Accrued Deficit	B - C			-456
<b>E</b>	Housing requirement (1 April 2022 - 31 March 2027) + Deficit	A + D			6,776
<b>F</b>	Plus 5% buffer	E*1.05			7,115
<b>G</b>	Housing supply (1 April 2022 - 31 March 2027)				7,407
<b>H</b>	Five-year Land Supply (5% buffer)	G/(F/5)			5.20 years

- 6.2.9. Waltham Forest is able to demonstrate a supply of specific deliverable sites sufficient to provide at least 5.20 years' worth of housing against its housing requirement, taking account of previous shortfall, and after applying the appropriate buffer.



**For more information, please contact**

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