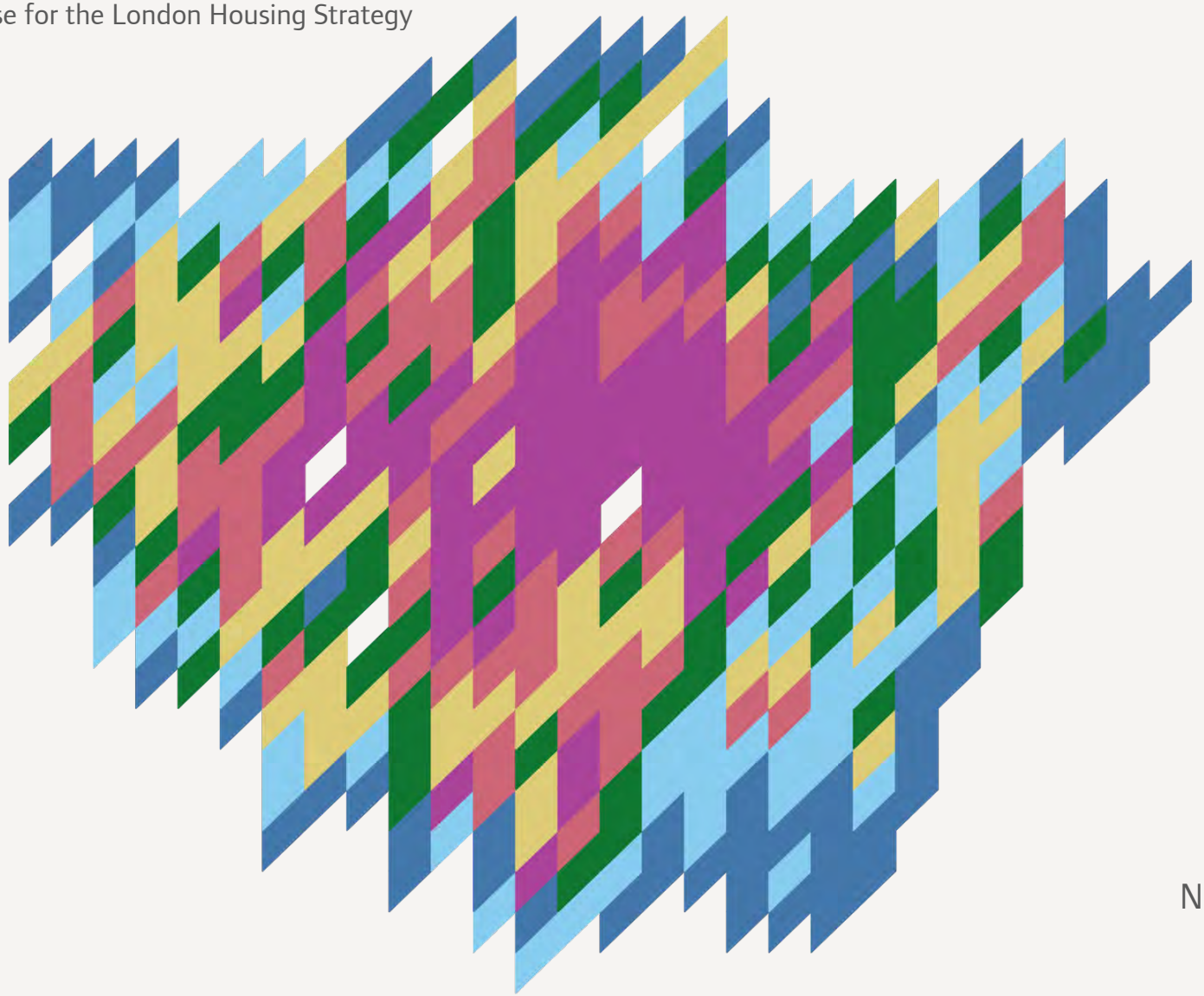
GLA Housing and Land

Housing in London 2024

The evidence base for the London Housing Strategy



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The cover image is an abstract representation of data on housing completions in London, inspired by Bridget Riley's 'Shadowplay'.

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Copies of this report are available from data.london.gov.uk/housing. Please send comments and questions to housing.analysis@london.gov.uk

Introduction

Housing in London is the evidence base for the Mayor's London Housing Strategy, and also informs housing policies in the London Plan. It summarises key patterns and trends across a range of topics relevant to housing in the capital under the following headings (click on links to go to the relevant section):

London Housing Strategy monitoring indicators

1. Demographic, economic and housing context
2. Housing stock and supply
3. Housing costs and affordability
4. Housing needs, including homelessness and overcrowding
5. Mobility and decent homes

The report sits alongside a range of other Greater London Authority (GLA) publications that provide evidence or statistics on housing, including:

- GLA Affordable Housing Programme statistics
- The London Plan Annual Monitoring Reports
- The State of London report
- The Survey of Londoners

This report and (where available to share) the data used have been uploaded to a dedicated page on the London Datastore.

Formatting

In this report, years written in the formats '2023/24' and '2023-24' refer to financial years.

London Housing Strategy monitoring indicators

The London Housing Strategy: Implementation Plan (May 2018) includes a set of headline indicators, chosen to measure the long-term impact of the London Housing Strategy and the state of the housing market in London more generally. The latest figures for each indicator are provided in this section.

- **Increasing the supply of new homes**. The London Plan Annual Monitoring Report 19 published by the GLA states that the net supply of new homes in London was 37,582 in 2021/22, comprised of 36,734 net self-contained completions and 848 net non-self-contained completions. This is the first year in which housing supply has been measured using the definition aligned with the 2021 London Plan, which does not include changes in the number of long-term vacant homes as the previous measure did. By the new measure, there was an **increase** of 17% in supply from 32,453 in 2020/21.
- **Increasing the stock of social housing**. This indicator is measured as the net change in the stock of low-cost rented affordable housing in London. Local authorities and housing associations owned a combined total of 799,880 low-cost rented homes in London in 2023, an **increase** of 0.8% from 793,250 in 2022 (chart 2.12).
- **Making housing more affordable**. The affordability of housing in London is measured using English Housing Survey data on housing costs as a percentage of household income. According to 2021/22 data, London households spent a median average of 26.9% of their income on housing costs, an **increase** from 24.2% in 2020/21. Survey fieldwork for both years was affected by the pandemic, so these figures are likely to be less reliable than usual. Chart 3.1 in this report shows more up-to-date figures on the proportion of Londoners who say they expect to struggle to meet their housing costs.
- **Improving the quality of housing**. There are a number of ways to measure the quality of housing, but progress against this indicator is monitored using the percentage of homes in London at or above the Decent Homes Standard, measured using data from the English Housing Survey. 90% of homes in London met the standard in 2022, a slight **decrease** from 91% in 2021 (chart 5.5), but up from 79% a decade before.
- **Reducing overcrowding**. This indicator is measured using the percentage of London households that are overcrowded. According to the latest figures reported in chart 4.9, 6.6% of households in London are overcrowded, a **decrease** over the last three years. However, these figures are likely to be an under-estimate as English Housing Survey estimates from during the pandemic do not take into account the significant number of people who temporarily moved in with other households during this period.

- **Improving energy efficiency of housing** is measured using the median Standard Assessment Procedure (SAP) rating of London's homes, which was estimated to be 69.5% in 2021, a small **increase** from 69% in 2020 (chart 5.10). The same caveat about pandemic-era data from the English Housing Survey set out above applies to this figure.
- **Improving the private rented sector** is measured using the percentage of private renting households satisfied with their tenure. 64% of private renting households in London said they were satisfied with the tenure of their accommodation in 2021/22, an **increase** from 50% in 2020/21 (but still below the peak of 67% in 2018/19).
- **Improving conditions in the private rented sector**. This indicator is monitored by the number of Homes in Multiple Occupation (HMOs) issued with mandatory licences by London boroughs. In 2023, there were 22,770 HMOs with mandatory licences in London, an **increase** of 5% from 2022 (chart 2.14).
- **Preventing and addressing homelessness**. This indicator is measured using the number of households who were assessed, following the end of a relief duty, as owed a main duty due to being unintentionally homeless and in priority need. There were 5,490 households in this category in the first quarter of 2024, an **increase** of 73% from 3,170 in 2023 Q1 in the number becoming homeless (chart 4.5).
- **Reducing homelessness** is monitored using the number of homeless households in temporary accommodation. In March 2024, there were 65,280 homeless households living in temporary accommodation arranged by London boroughs, an **increase** in homelessness of 9% from 60,100 in March 2023 and the highest figure on record (chart 4.7).
- **Reducing rough sleeping.** 11,993 people were seen sleeping rough in London in 2023/24, an **increase** of 19% from 2022/23 (chart 4.1).

A map of Inner and Outer London boroughs, as defined by the Office for National Statistics (ONS), is provided below:

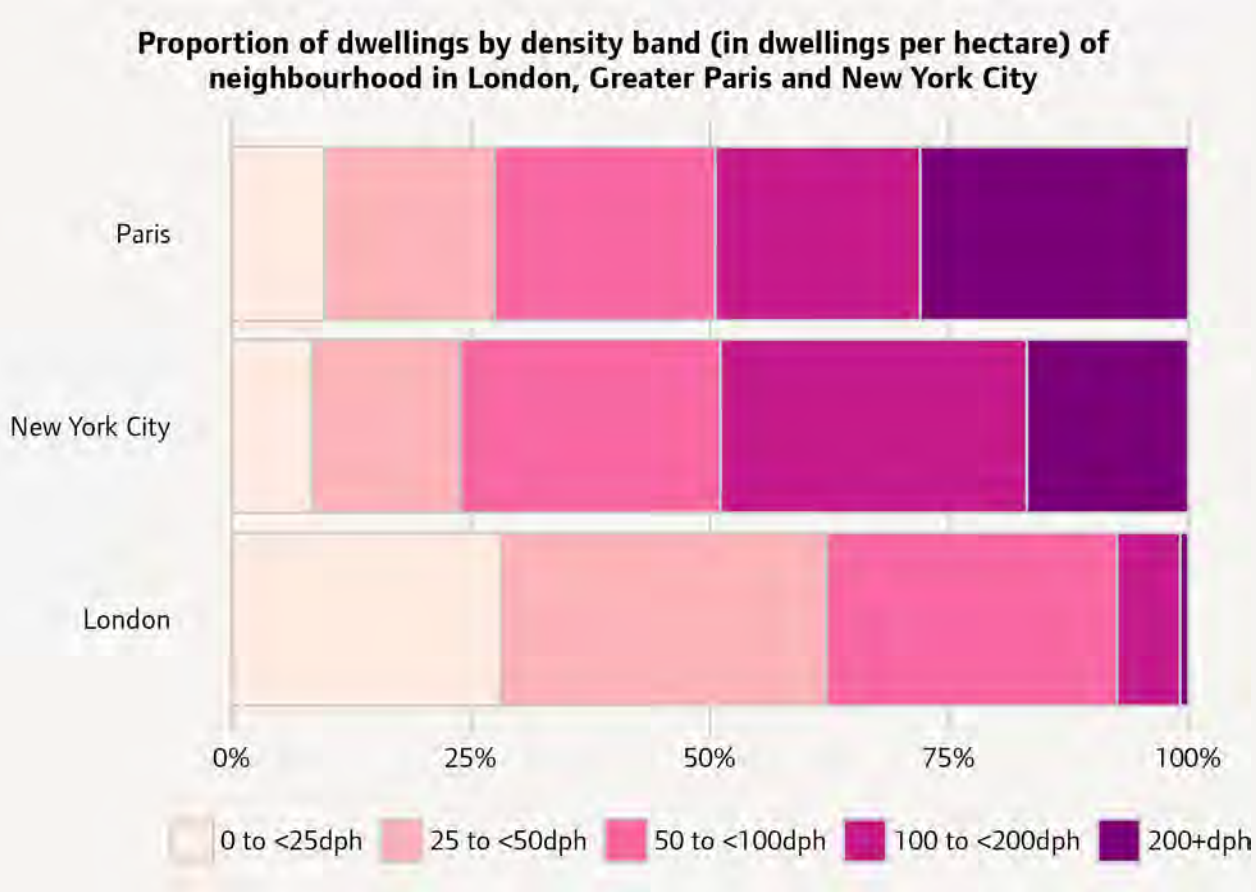
1. Demographic, economic and housing context

Compared to Paris and New York, a far larger proportion of London's homes are in low-density neighbourhoods, and overall Paris and New York are twice as densely built as London (see chart 1.1). London's population reached a new peak of 8.9 million in 2023, after recovering from a dip during the pandemic (1.2). The post-pandemic population recovery in both Inner and Outer London was driven by an increase in net migration from abroad and a reduction in net migration to other parts of the UK (1.3).

Data on the growth of employment in London provides another indicator of change since the Census was carried out. The number of employee jobs (excluding self-employment) recorded in Inner London has grown by 12.1% since March 2021, and the number in Outer London by 10.7% (1.4).

The increased demand from population and employment growth have compounded the pressures caused by the cost of living crisis. One indicator of the resulting stresses is the growing number of housing-related issues raised by Londoners with Citizens Advice in recent years, with a particular increase in the last year in issues relating to homelessness (1.5). However, as the growth in energy costs and other essentials has slowed, the last year has seen a slight decrease in the share of Londoners who say they are 'just about managing', 'struggling to make ends meet', or having to go without their basic needs and/or relying on debt to pay for them (1.6).

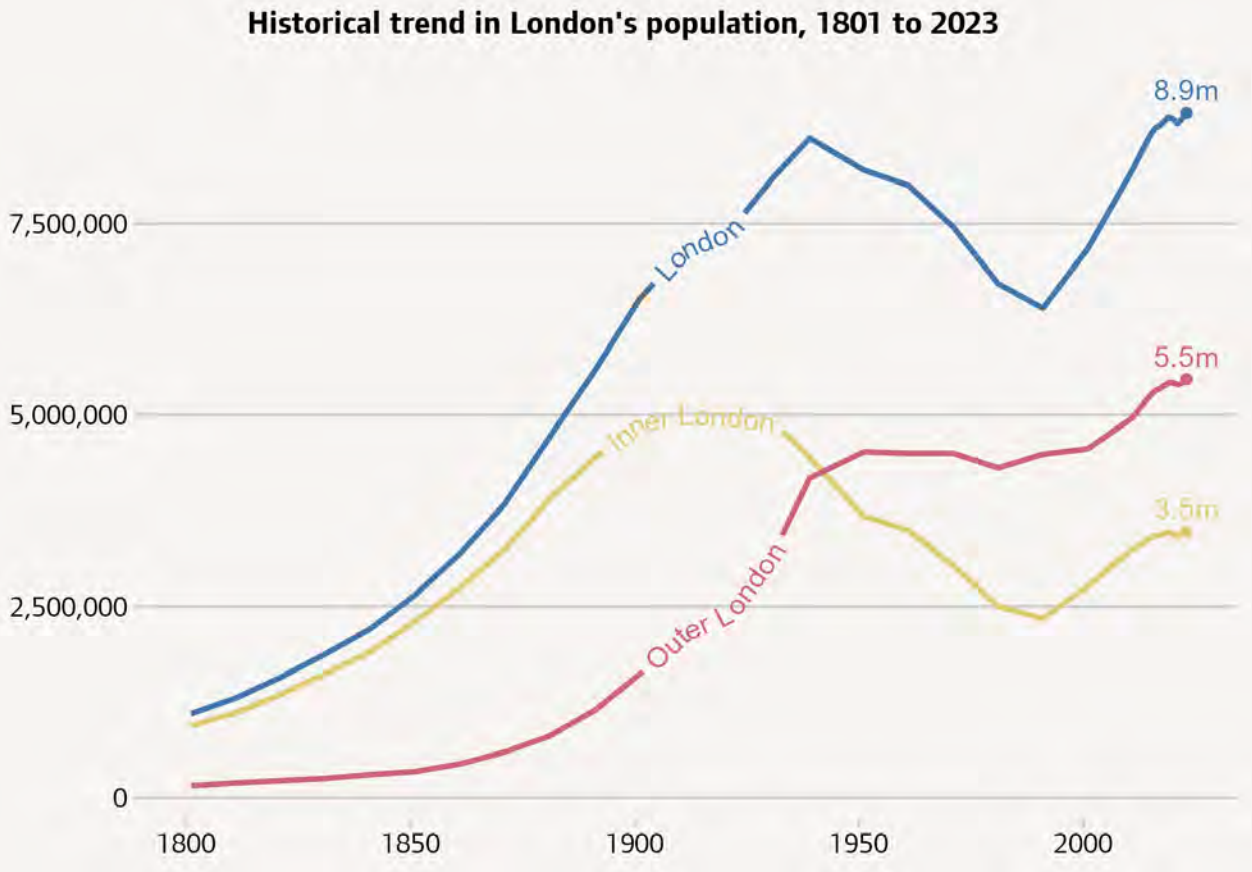
1.1 Compared to Paris and New York, a far larger proportion of London's homes are in low-density neighbourhoods.



GLA analysis of Census data from London (2021), Paris (2020) and New York (2020). 'Greater Paris' refers to the Métropole du Grand Paris area. The neighbourhood units used are Lower Super Output areas in London, Census tracts in New York and IRIS areas in Paris.

- In 2021, 28% of London's 3.7 million homes were in neighbourhoods with less than 25 dwellings per hectare (dph), and another 34% were in neighbourhoods with from 25 to 50dph. In contrast, only around a quarter of homes in Greater Paris and New York City are in neighbourhoods with less than 50dph.
- At the other end of the density scale, only 0.7% of London's homes are in neighbourhoods with 200 or more dwellings per hectare, compared to 17% of homes in New York and 28% of homes in Paris.
- Overall, Greater Paris and New York City have a very similar number of homes as London (3.6 million in New York and 3.7 million in Paris compared to 3.7 million in London) but spread over roughly half the land area (around 780km^2 and 770km^2 respectively compared to 1,570km^2 in London), and therefore have twice the density of housing.

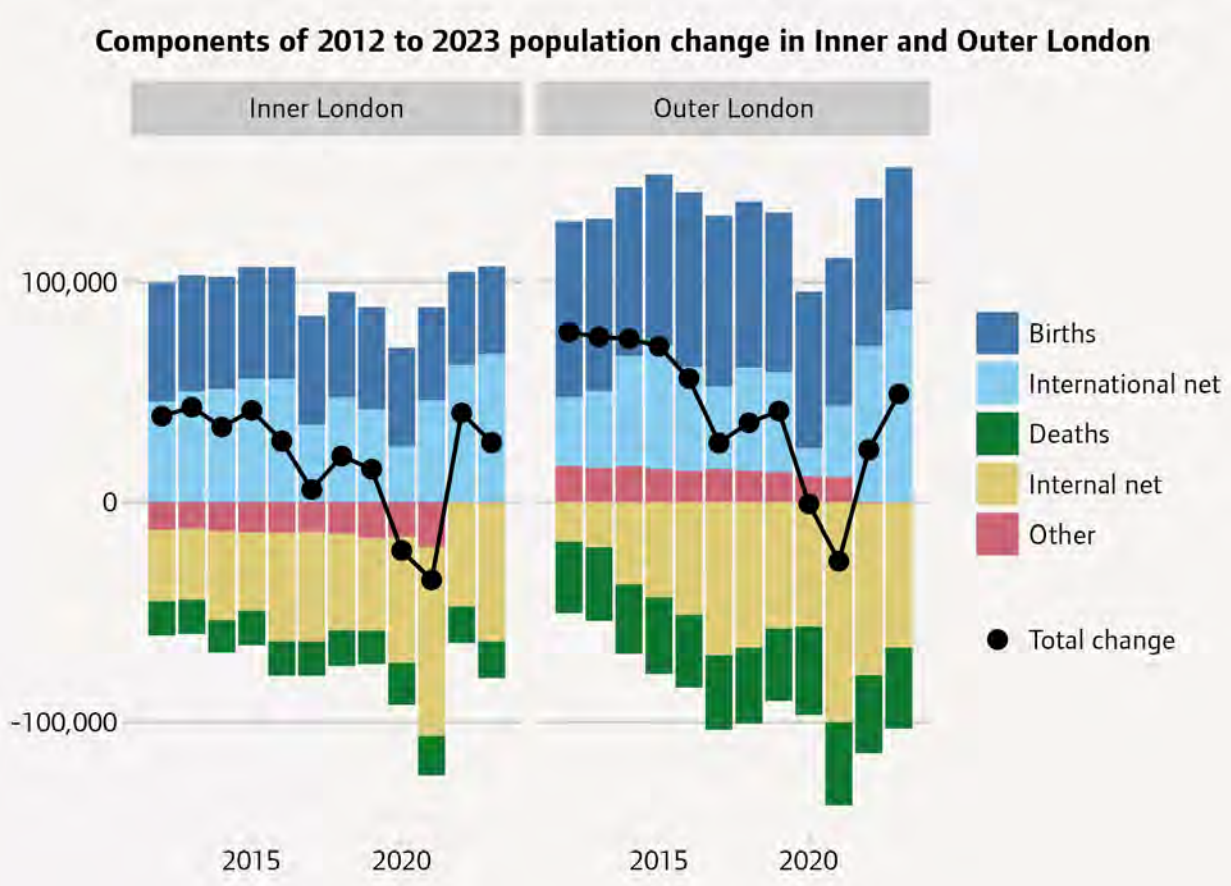
1.2 London's population reached a new peak of 8.9 million in 2023, recovering from a dip during the pandemic.



ONS Census data and mid-year population estimates. Single-year estimates are provided from 2011 onwards, following the publication of updated estimates by ONS in July 2024.

- The Office for National Statistics estimates that London's population reached 8.945 million in mid-2023, a new record.
- London's population is estimated to have fallen by around 23,000 between mid-2019 and mid-2020, and by another 62,000 in the following 12 months. These losses were recovered by an increase of 64,000 in the year to mid-2022 and another increase (the largest for nearly a decade) of 76,000 in the year to mid-2023.
- Inner London's population peaked at just over 5 million in 1911 and fell to as low as 2.343 million in 1991. It has grown since and reached 3.479 million in 2023.
- Outer London's population has also grown strongly in recent decades, and reached 5.467 million in 2023, a new record.

1.3 The post-pandemic population recovery in both Inner and Outer London was driven by an increase in net migration from abroad and a reduction in net migration to other parts of the UK.

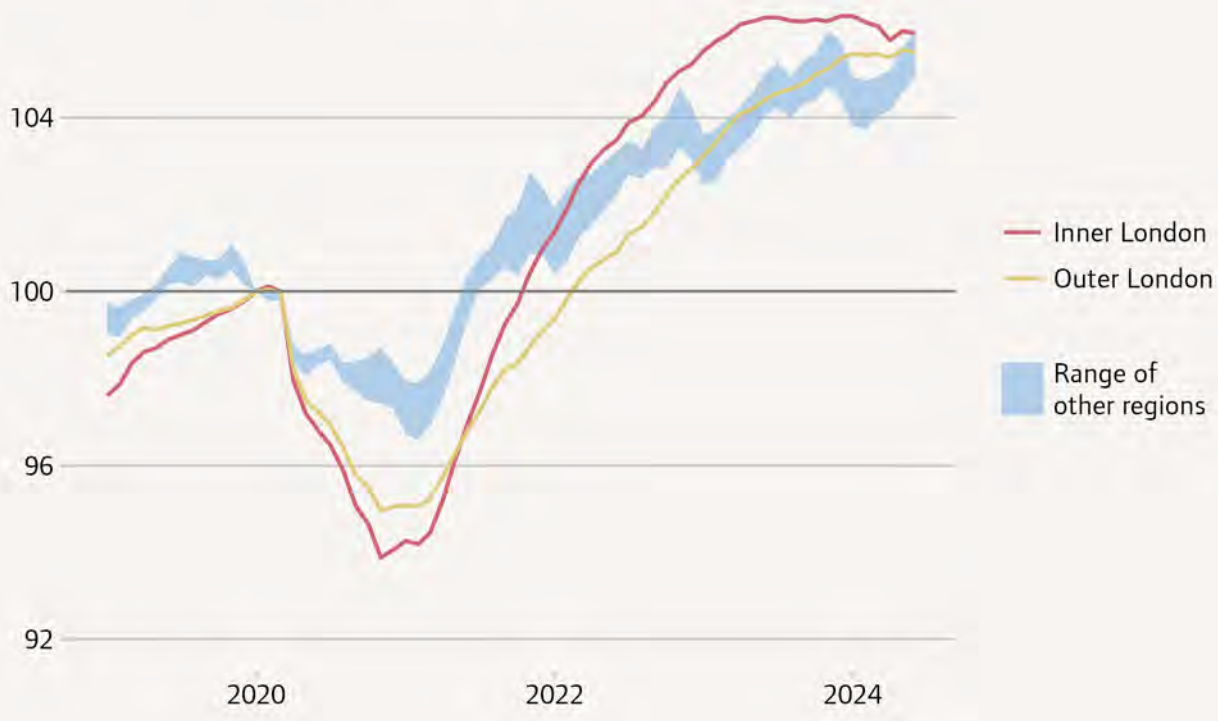


ONS, Mid-year population estimates. The 'other' component of population change comprises changes to special populations such as prisoners and armed forces, changes that cannot be attributed to a particular category, and other adjustments such as boundary changes.

- After London's population fell in 2020 and 2021 due to the impacts of the pandemic, there was a return to strong growth in both Inner and Outer London in 2022 and 2023. Between mid-2022 and mid-2023 Inner London's population grew by 27,000 and Outer London's by 49,000.
- While births have been trending downwards across London for some time, the sharp changes in population seen in recent years have been largely driven by shifts in migration patterns, both international and domestic (to and from other parts of the UK).
- In both Inner and Outer London the net number of arrivals from abroad was higher in the year to mid-2023 than at any point since at least 2012, but both areas also saw a return to more typical levels of net domestic out-migration after a sharp increase in the year to mid-2021.

1.4 Since March 2021, the number of employee jobs (excluding self-employment) recorded in Inner London has grown by 12.1% and the number in Outer London by 10.7%.

Trend in employees by region (from PAYE data), January 2019 to June 2024 (January 2020 = 100)

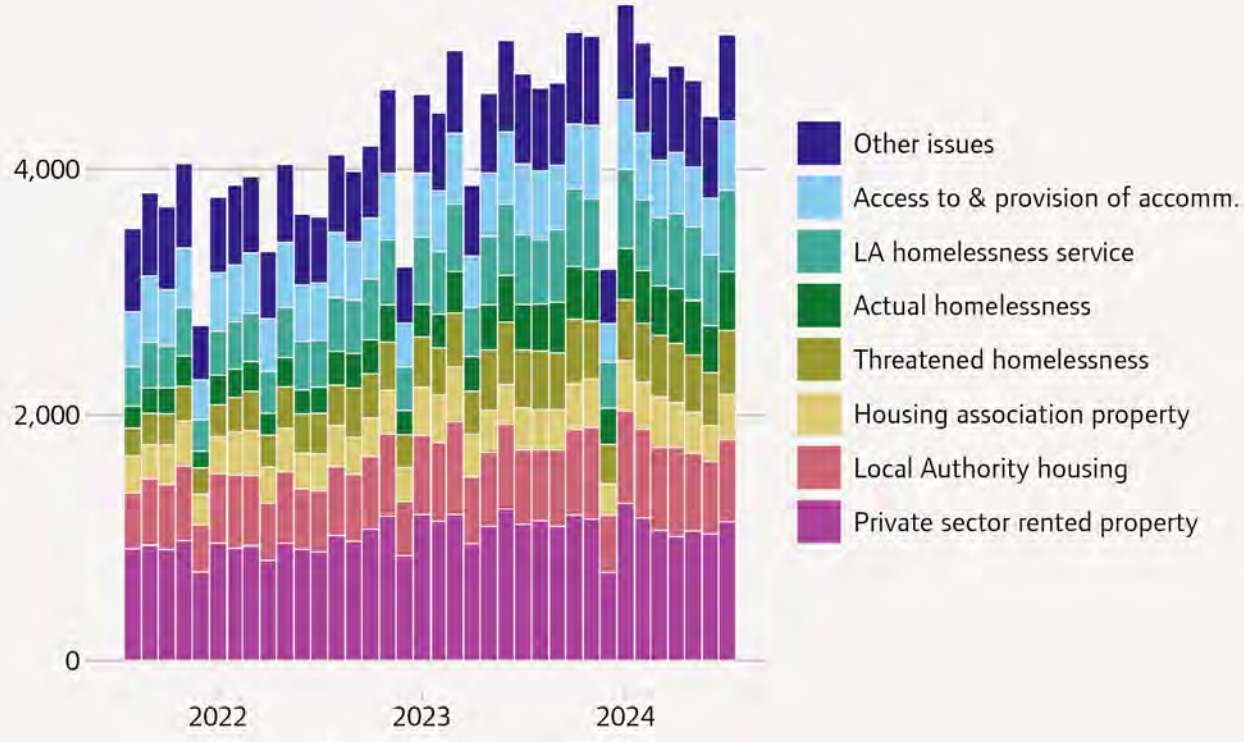


ONS, Earnings and employment from Pay As You Earn (PAYE) Real Time Information, UK (August 2024)

- According to ONS data from the Pay as You Earn (PAYE) system on the number of employees in work (excluding the self-employed), employment in London was growing steadily at the outset of the pandemic in March 2020. A sharp drop in employee numbers followed, falling by 5.9% in Inner London and 4.9% in Outer London in the year to March 2021.
- Since early 2021 London has seen a strong recovery in employment, with the number of employees overtaking pre-pandemic levels in late 2021. The number of people employed rose by 12.1% in Inner London and by 10.7% in Outer London between March 2021 and June 2024.
- This increase in employment is likely to be linked to changes in both population patterns and household formation, which in turn affect the housing market. For example, average rents for new tenancies have also grown strongly in London (particularly Inner London) over this period.

1.5 Growth in the number of housing-related issues raised by Londoners with Citizens Advice appears to be levelling off, but there has been an increase in the number of issues related to homelessness.

Trend in number of housing-related issues dealt with by Citizens Advice in London, August 2021 to July 2024

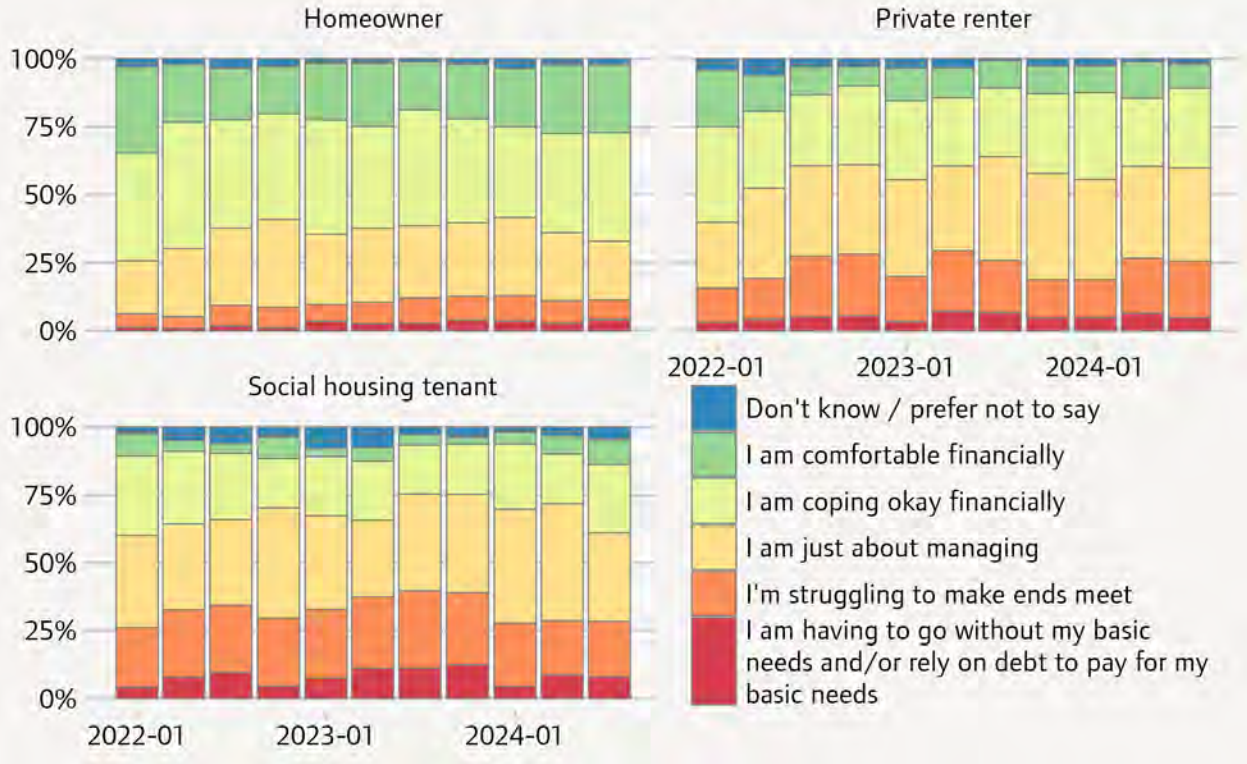


Citizens Advice, Advice Trends. The same person may appear in a number of categories if they are advised on more than one issue.

- Citizens Advice publishes monthly data on the number of issues people contact it about, broken down by broad topic and specific subjects.
- In the 12 months to July 2024, Citizens Advice dealt with 56,908 housing-related issues in London, up 8.5% from 52,442 in the previous 12 months. The biggest increases in percentage terms were issues reported by people experiencing homelessness or threatened with it, and issues with local authority homelessness services.
- Throughout this period the most common category of issues concerns private sector rented property. Following growth in 2022 and early 2023 the prevalence of this issue levelled off over the last 12 months.

1.6 After increases in 2022 and 2023, the last year has seen a slight decrease in the share of Londoners who say they are 'just about managing', 'struggling to make ends meet', or having to go without their basic needs and/or relying on debt to pay for them.

Self-reported financial situation of Londoners by housing tenure, January 2022 to July 2024



All figures, unless otherwise stated, are from YouGov Plc. See Appendix for details of methods, sample sizes and fieldwork dates. The homeowner category includes mortgaged owners, outright owners and shared owners. The question asked was "Thinking about your current financial situation, which of these statements best applies to you?"

- YouGov has been regularly surveying Londoners on the cost of living crisis on behalf of the GLA since January 2022.
- In July 2023, 12% of homeowners, 26% of private renters and 40% of social housing tenants said they were struggling to make ends meet, going without basic needs and/or relying on debt to pay for them.
- A year later in July 2024 there had been an overall improvement in the financial situation of Londoners. 11% of homeowners said they were struggling to make ends meet, going without their basic needs and/or relying on debt to pay for them, compared to 26% of private renters (unchanged since a year before) and 28% of social housing tenants (down substantially).

2. Housing stock and new supply

London is home to both the fastest and slowest-growing local housing stocks in England. The number of homes in Kensington and Chelsea grew by 2% over the last decade, compared to 26% in Tower Hamlets (chart 2.1). Using data on new Energy Performance Certificates to track completions of new homes, it looks like new supply in 2024 is following the trend of 2022 and 2023, two of the lowest years in the last five years (chart 2.2).

The quarterly number of planning approvals is falling, and they are concentrated on fewer, larger sites (chart 2.4). Increasing construction on small sites might be key to increasing overall delivery, with 65,000 new build homes completed on small sites between 2012/13 and 2021/22 (chart 2.3). Sales of new market homes in London peaked in 2022 and then fell considerably, partly due to lower demand from Build to Rent (BTR) providers and the end of Help to Buy (chart 2.6). The BTR sector, which completed 44,585 new homes in London between 2009 and 2023 is nevertheless still growing (chart 2.7).

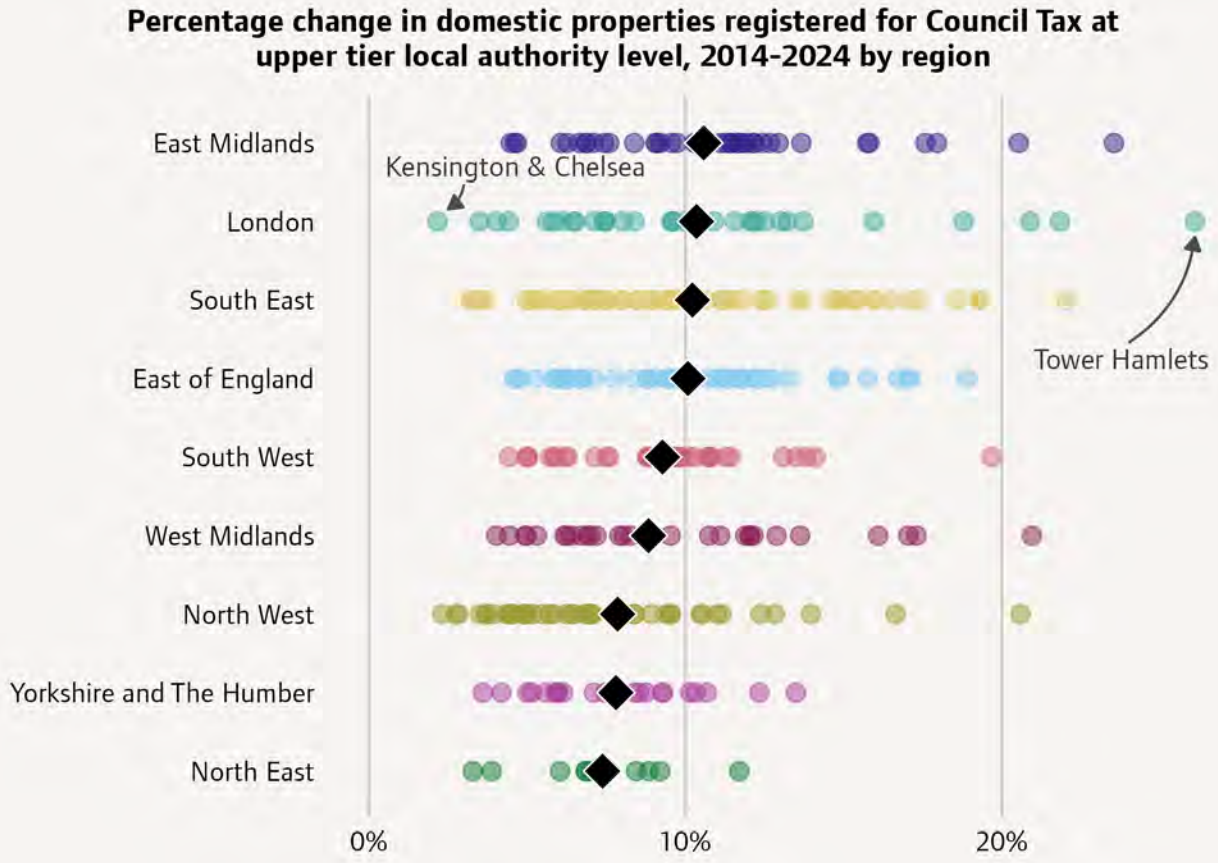
38% of homes and 46% of habitable rooms recommended for approval by the Mayor in 2023 were affordable, with both of these figures a record high (chart 2.5). Affordable housing starts funded by the GLA fell sharply between 2022/23 and 2023/24 (charts 2.8 and 2.9), as registered providers and local authorities have diverted resources away from new supply in response to increased remediation and refurbishment costs and the costs of adapting to changing regulations. Completions are also down, but not as much. Of the affordable homes started with GLA support in 2023/24, 72% were for social rent. Affordable completions from all funding sources also rose to a recent high of 15,768 in 2022/23 (chart 2.10), with data for 2023/24 not yet available.

Social housing landlords in London owned just under 800,000 affordable homes for rent in 2023, the highest total since 2002 (chart 2.12). Sales of council homes through the Right to Buy (RTB) scheme have been on a downward trend since their peak in the 1980s, totalling 1,080 in 2023/24 (chart 2.11).

Council tax data showed that 2.3% of homes in London were empty in 2023, with only 1% empty longer than 6 months (chart 2.13). These are much lower levels than in the 1980s and 90s, when around 5% of homes used to be empty.

1.34 million homes in London, or 36% of its stock were leasehold homes in 2022/23, over half of which were privately rented (chart 2.15). In 2023, there were 22,770 homes in multiple occupation (HMOs) with mandatory licences in London. This is the highest of any region (chart 2.14).

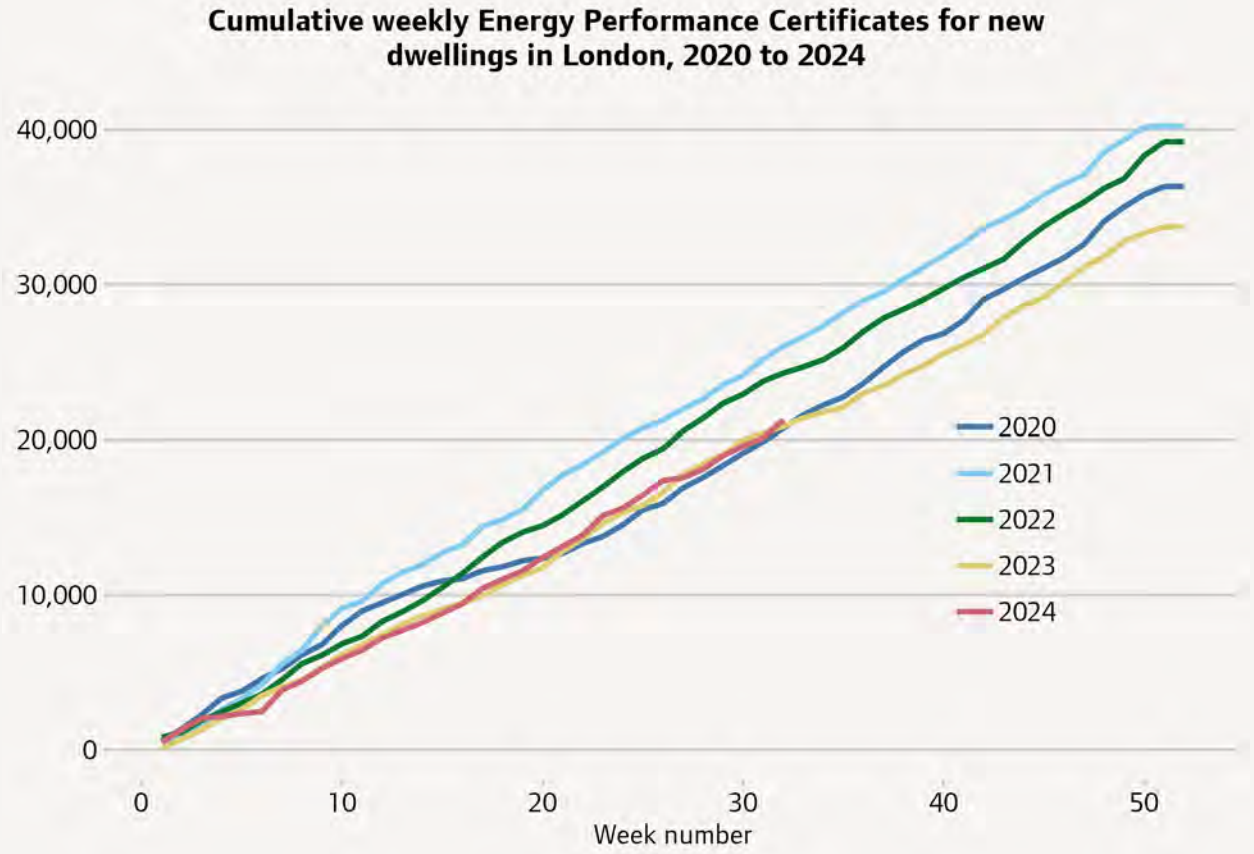
2.1 The growth rate of the local housing stock over the last decade varies widely across London, ranging from the fastest-growing local area in England (Tower Hamlets) to the slowest (Kensington & Chelsea).



VOA, Council Tax Stock of Properties 2024. Chart excludes the Isles of Scilly, which saw a 3% decrease in this period. The Council Tax definition of domestic properties includes some communal residences that are excluded from MHCLG's dwelling stock statistics.

- Between 2014 and 2024 the stock of domestic properties registered for Council Tax in London grew from 3.46 million to 3.82 million, an increase of 360,000 or 10.3%. This was the second highest growth rate among English regions, behind the East Midlands at 10.6%.
- In this period the spread of growth rates at local authority level was wider in London than in any other region. Kensington & Chelsea saw the slowest rate of growth of any local authority, its stock increasing by 1,900 homes in a decade, or 2.2%.
- In contrast, Tower Hamlets saw the highest growth rate among local authorities in England, with its residential stock increasing by 30,640 homes in a decade, or 26.1%. Among London boroughs, both Newham and the City of London saw growth rates above 20%.

2.2 More recent data from Energy Performance Certificates (EPCs) shows that the number of new homes completed in London so far in 2024 is closely tracking the trend of 2022 and 2023, two of the lowest performing years in the last five years.

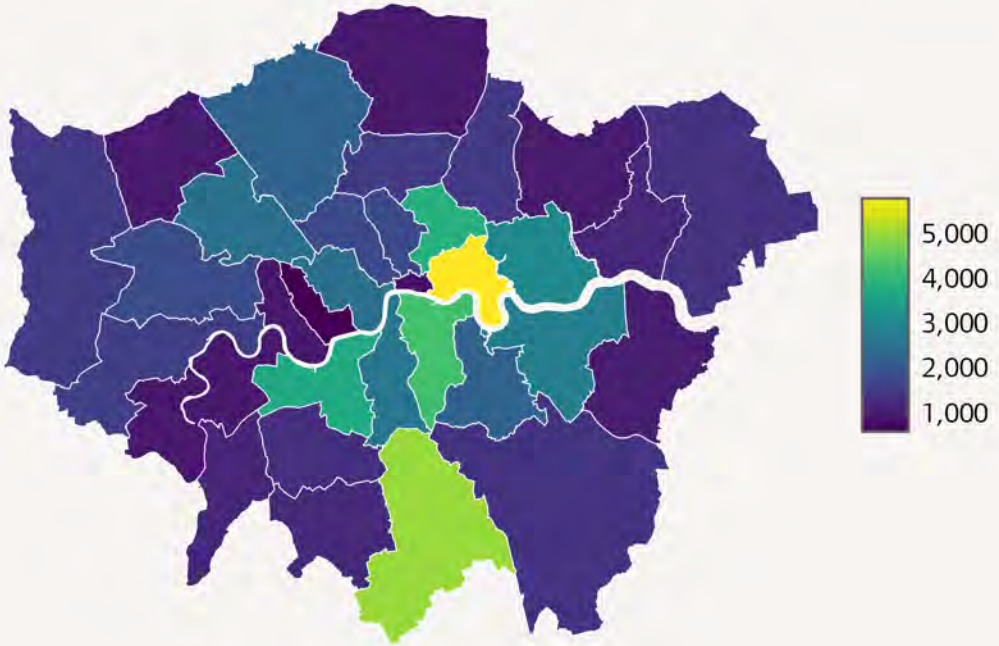


MHCLG Energy Performance Certificates data.

- Analysts increasingly use data on the number of EPCs registered for new dwellings to monitor new housing supply. MHCLG now publishes weekly data on the number of EPCs for new dwellings registered in each region, allowing for comparison of within-year trends.
- EPCs for 36,340 new homes were registered in London in 2020 due to the onset of the pandemic and the associated lockdowns. The number of new homes completed then recovered to 40,240 in 2021 and 39,220 in 2022, on average 95% of the number of completions in 2019. The number of new homes in 2023 fell to its lowest at 33,732, below pre pandemic levels.
- Housebuilding in 2024 has since followed the trend of 2023. As of early August, EPCs for 21,250 new dwellings had been registered in London in 2024.

2.3 Over 65,000 new build homes were completed on small sites between 2012/13 and 2021/22.

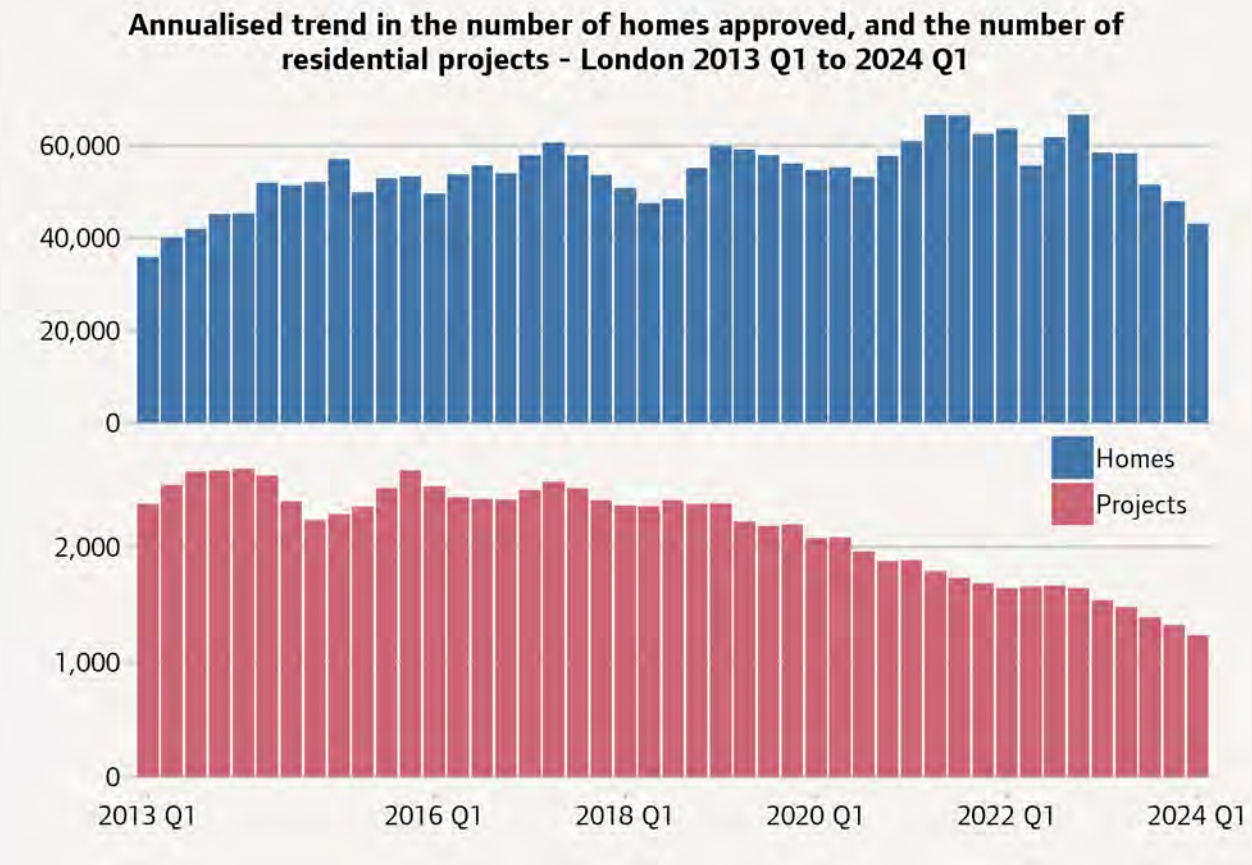
Net number of new build homes completed on small sites (less than 0.25 hectares) in London by borough, 2012/13 to 2021/22



GLA, Planning London Datahub. Data is provisional and subject to change as the Datahub is updated.

- Small site developments (those of less than 0.25 hectares) are a potentially significant source of new housing supply in London. Between 2012/13 and 2021/22, there were 66,420 new build homes completed on small sites in London.
- The number of new build homes completed on small sites during this period varied greatly across boroughs. Kensington and Chelsea (578), City of London (844) and Richmond (938) had some of the lowest completion figures, whereas Tower Hamlets (5,761), Croydon (4,983) and Southwark (4,216) completed the most.
- The average Inner London borough completed 2,611 new builds on small sites, while the average Outer London borough completed 1,571. Brent ranked a distant second behind Croydon amongst Outer London boroughs with 2,484 completions (only 50% of completions in Croydon).

2.4 The number of new homes approved in London fell to 43,016 in 2023/24, while the number of projects approved has been declining since 2019 – indicating an increasing concentration of approvals on large sites.

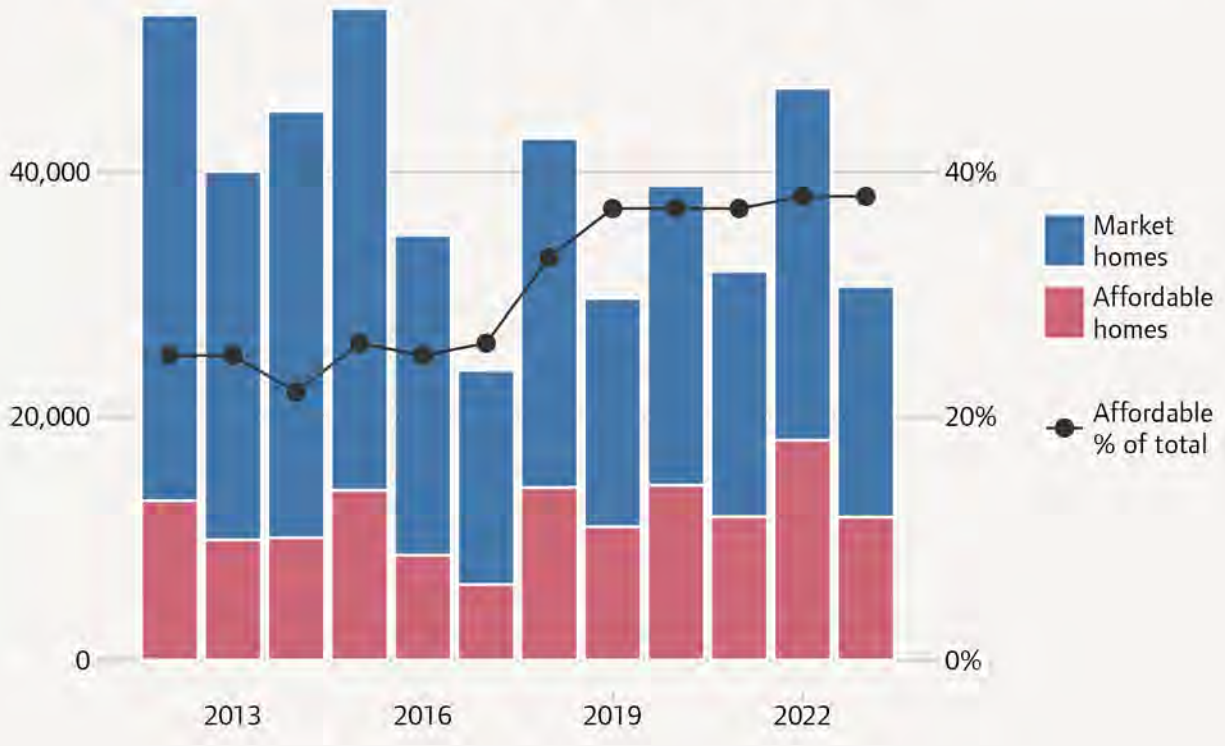


HBF, New Housing Pipeline (using data from Glenigan).

- According to data obtained by Glenigan and published by the Home Builders Federation (HBF), 43,016 homes received planning permission in London in the year to 2024 Q1. This represents a 36% fall compared to the recent high of 66,602 in the year to 2022 Q4.
- The number of projects granted planning permission has shown a falling trend since the year to 2019 Q1, from 2,381 projects to just 1,235 in the year to 2024 Q1, a 49% decrease.
- The average project size doubled from 17 homes per project in the year to 2013 Q1 to 35 homes per project in the year to 2024 Q1. Evidence suggests that when approved homes are concentrated on fewer large sites, they take on average longer to build than the same number of homes divided across a greater number of smaller sites.

2.5 38% of homes recommended for approval by the Mayor in 2023 were affordable homes, the same as in 2022 and the joint highest in the period since 2012.

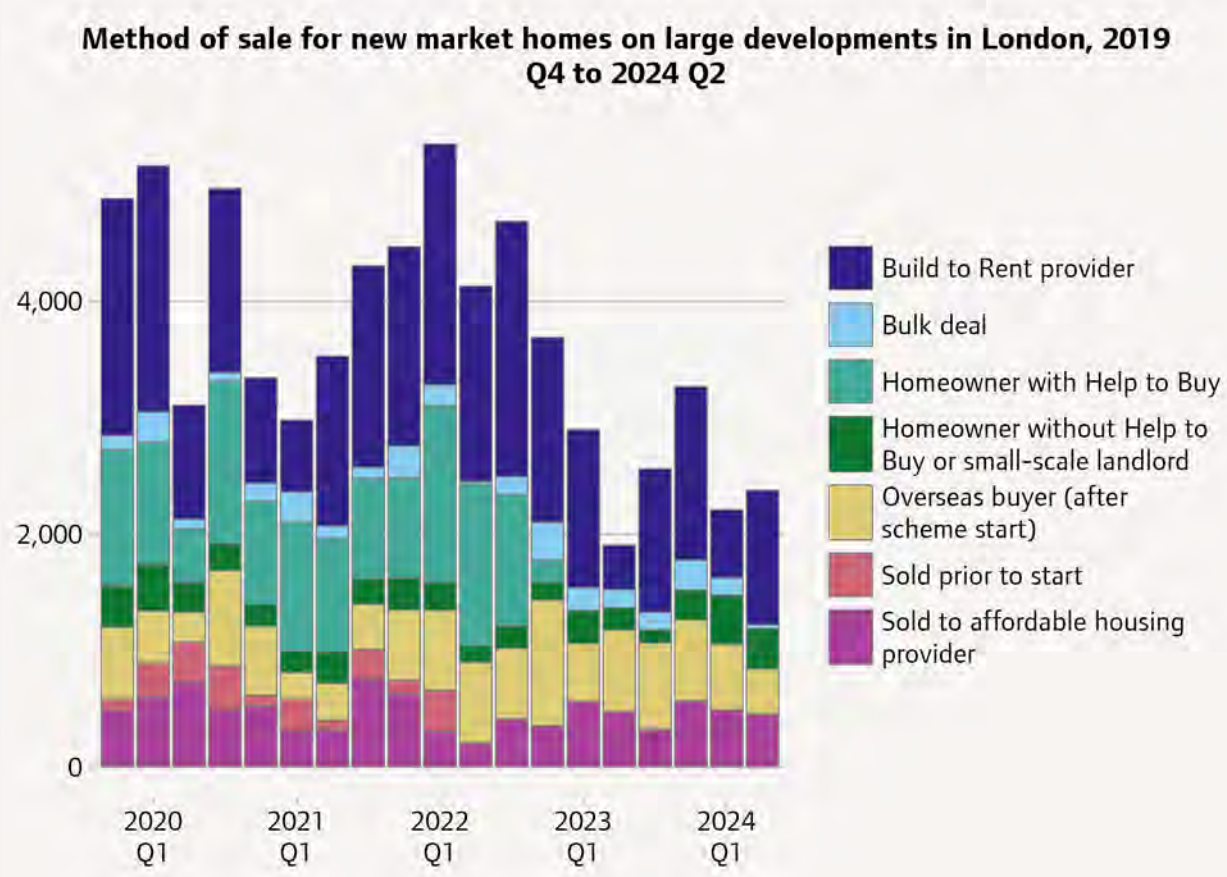
Affordable and market homes on referable planning applications recommended for approval by the Mayor, 2012 to 2023



GLA (2024) Affordable Housing in Planning Applications Referred to the Mayor of London. Local planning authorities are required to refer applications of potential strategic importance (according to criteria in the 2008 Mayor of London Order) to the Mayor. The Mayor makes his final decisions on these applications in what are known as Stage Two and Stage Three decisions.

- The Mayor recommended 30,609 homes for approval at Stage Two and Three in calendar year 2023. This is a decrease of 35% from the year before, and below the high of 53,425 in 2015. Out of the homes the Mayor recommended for approval in 2023, 18,884 were market-rate and 11,725 were affordable.
- The proportion of affordable homes in the total remained 38%, the joint highest with 2022 in the period since 2012, when the data series began.
- As the average affordable home has more rooms than the average market sale home, affordable homes accounted for 46% of the total number of habitable rooms approved in 2023 (the highest since these figures began in 2019).

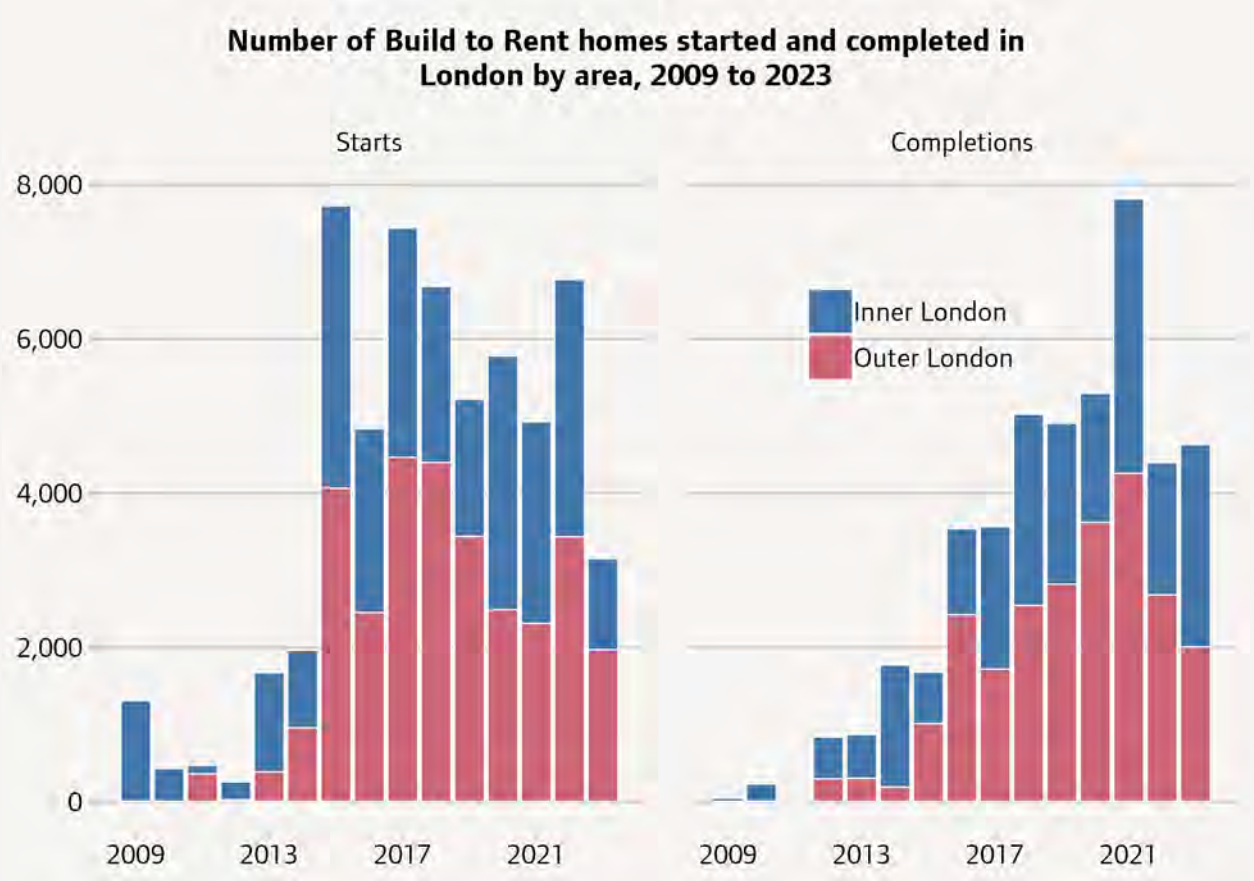
2.6 Sales of new market homes on large developments in London have fallen considerably since the recent peak in early 2022, partly due to lower demand from Build to Rent providers and the end of Help to Buy.



Molior London research. 'Large developments' are defined here as schemes with 12 or more units. The Build to Rent category refers to new homes being built specifically to be rented rather than sold, or homes that were built for sale but sold to large-scale landlords. Bulk deals are when an investor or other buyer purchases at least two homes in a scheme but not an entire block.

- The research consultancy Molior has analysed the sales method for new market homes on developments selling 12 or more homes per quarter in London since late 2019.
- The total number of homes sold on large developments decreased from a high of 5,272 in 2022 Q1 to just 2,378 in 2024 Q2. The decrease is related to the end of Help to Buy and fewer homes being delivered for Build to Rent.
- Build to Rent homes make up the largest chunk of new market homes sold on large developments, comprising 49% in 2024 Q2 and 40% in the entire period since 2019 Q4.

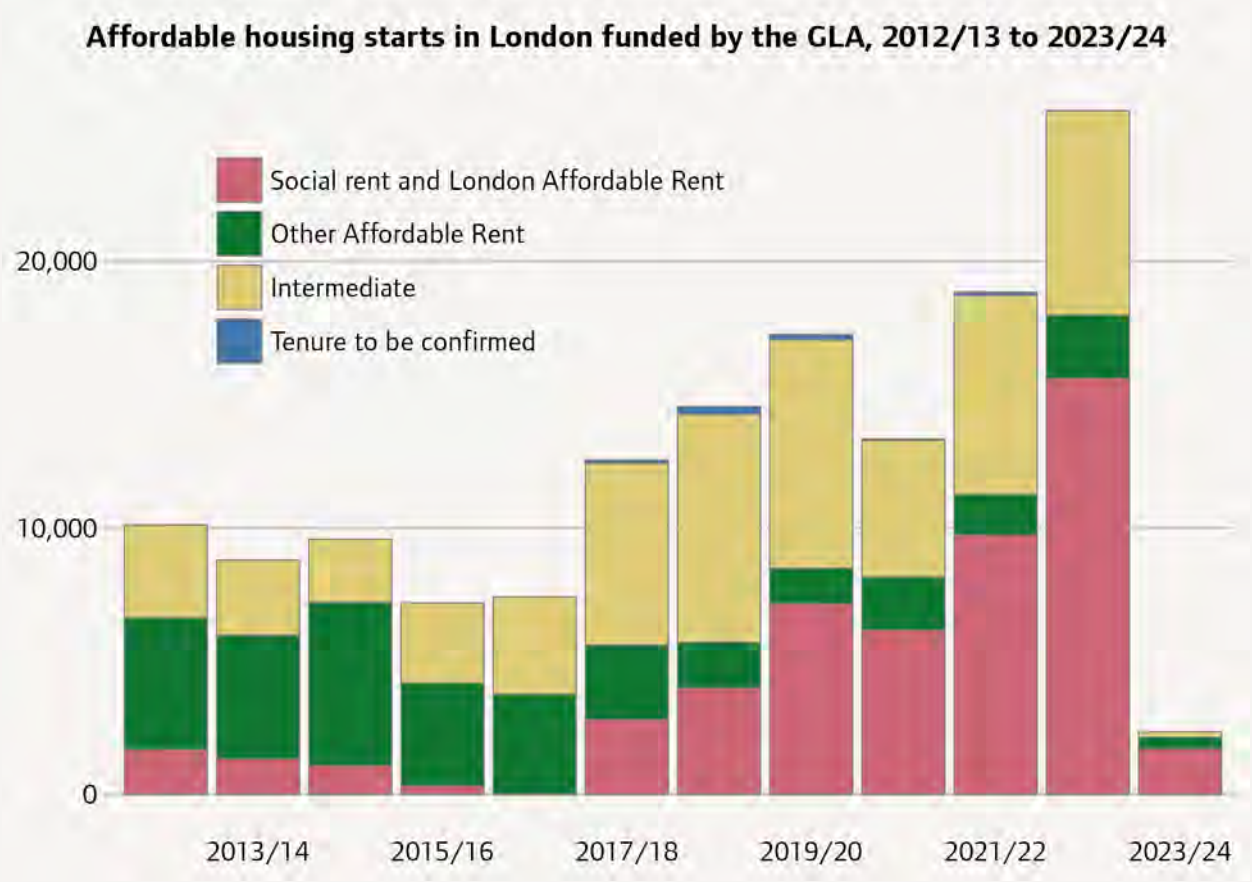
2.7 The Build to Rent (BTR) sector is continuing to grow, with a total of 58,599 homes started in London between 2009 and 2023, and 76% of them already completed.



Molior, quarterly BTR starts and completions.

- BTR schemes are purpose-built for market rent. There are a range of organisations active in London's BTR market including institutional investors, private developers, local authorities, and housing associations.
- Between January 2009 and December 2023, 58,599 BTR homes were started and 44,585 were completed, with supply growing fastest in Outer London (generally in or near town centres).
- There were 3,153 new BTR homes started in London in 2023, 53% less than were started in 2022, driven by a 64% reduction in Inner London. On the other hand, completions rose by 5% between 2022 and 2023.

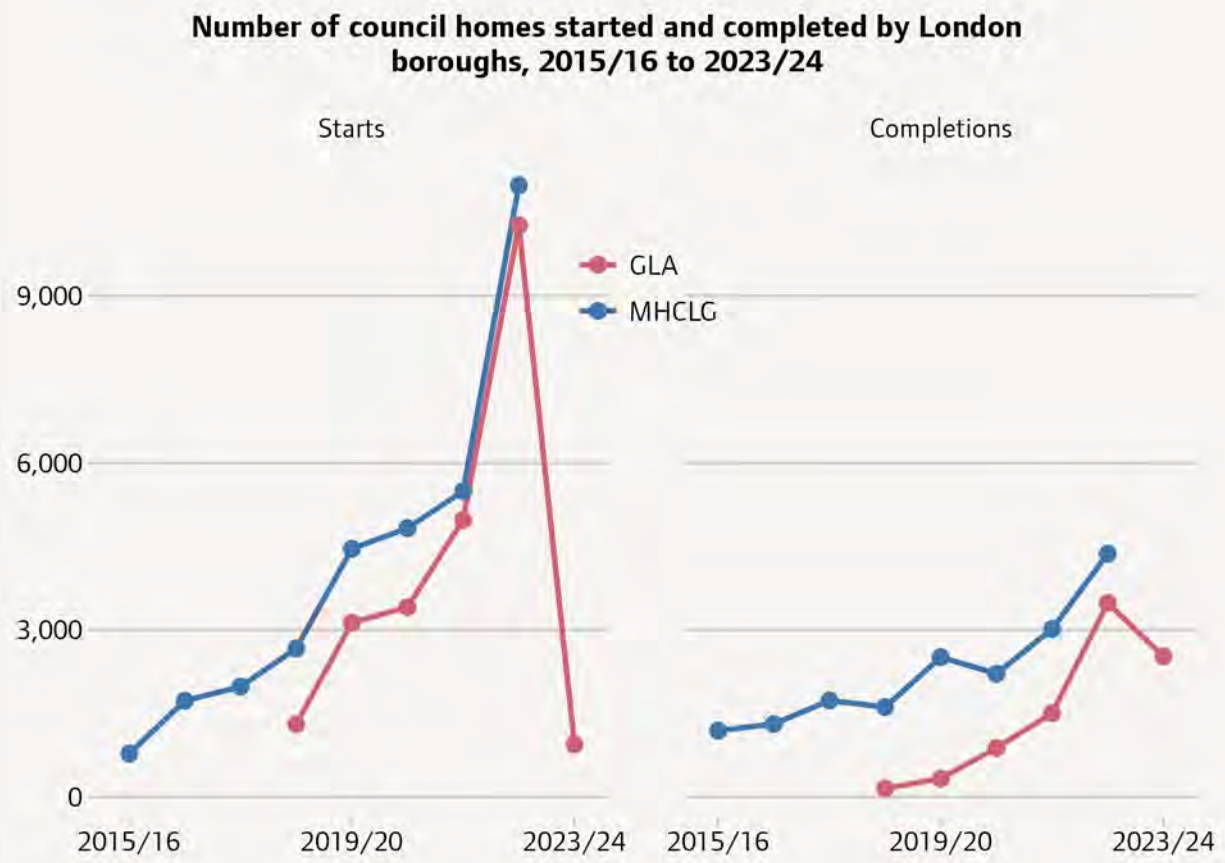
2.8 Affordable housing starts funded by the GLA fell sharply to 2,358 in 2023/24 from a record high of 25,658 in 2022/23.



GLA Affordable Housing Statistics.

- In 2023/24 the number of affordable home starts funded by the GLA decreased by 91% compared to 2022/23, from 25,658 to 2,358 across all tenure types.
- 72% of the homes started in 2023/24 were for social rent, 19% for other affordable rent, and 9% for intermediate homeownership products such as Shared Ownership. This represents a significant shift in distribution from the prior year, where only 61% of the homes were social rent, and 30% intermediate ownership products.
- There are several reasons behind the sharp drop in delivery. These include financial challenges facing registered providers and local authorities due to higher borrowing and materials costs, competing pressures from remediation and refurbishment costs, and changes to regulation.

2.9 The number of council homes started by London boroughs with GLA support fell from a high of 10,267 in 2022/23 to 939 in 2023/24, a level closer to the average of the 2010s. There were 2,524 completions, lower than in 2022/23 but still the second-highest year overall.



Total number of homes started and completed by London Boroughs according to MHCLG data from Live Table 1011 (2015/16-2022/23), and the number of those which were funded through the GLA's affordable housing programmes (2018/19-2023/24).

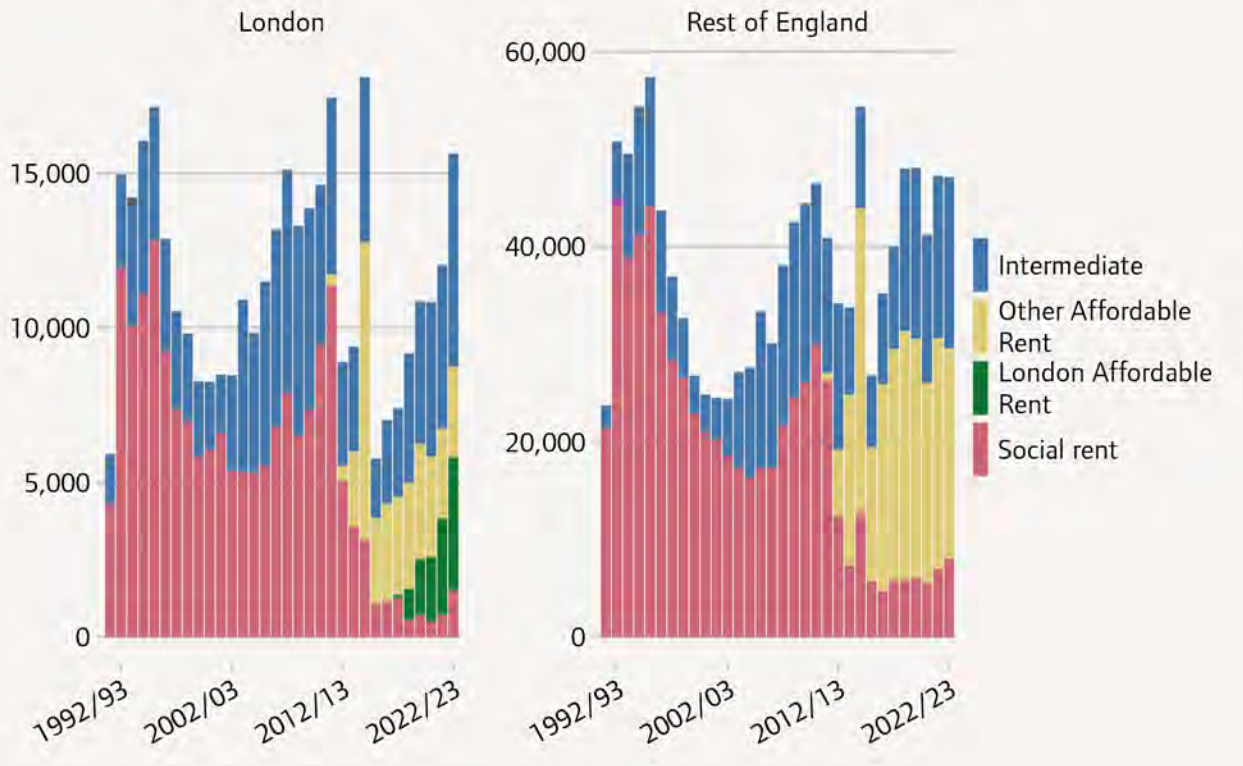
- Historically, council housebuilding peaked in London in the 1970s. Afterwards, the introduction of Right to Buy, restrictions on local authority financing and absence of grant funding decreased councils' ability to deliver affordable housing. In recent years, these factors began to change again with increased funding from the Mayor and regulatory changes.

- There were 939 council home starts in the financial year 2023/24 by local authorities in London. This is a drop of 91% compared to the previous year. Completions were also down from a high of 3,483, but at 2,524 they are still 68% higher than two years earlier (1,502).

- The decrease year-on-year is due to a variety of factors (see 2.8 above). Local authorities have also been affected by the rising costs of temporary accommodation. According to London Councils, boroughs' spending on TA increased by 40% in the year to September 2024.

2.10 15,768 affordable homes were completed in London in 2022/23, 30% more than in 2021/22 and 172% higher than the recent low in 2015/16.

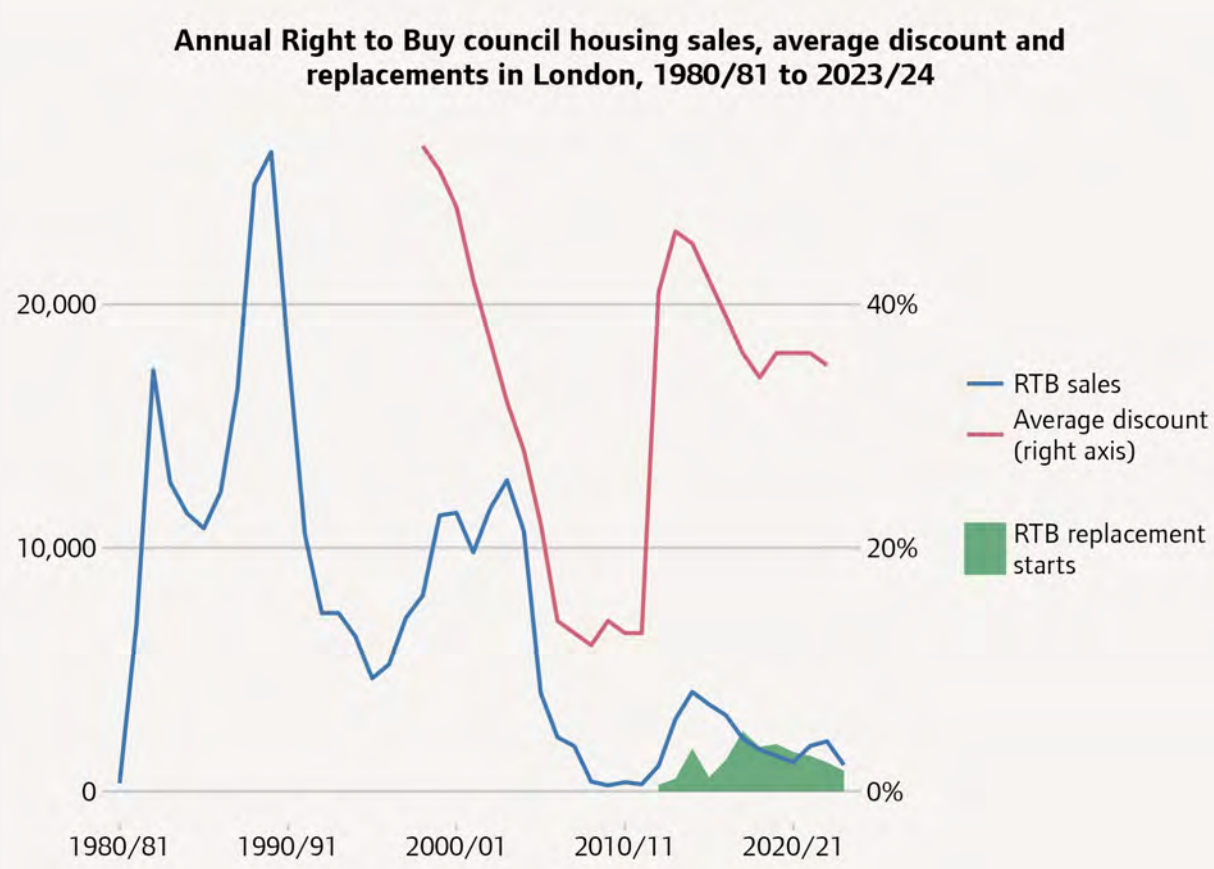
Affordable housing completions in London and other English regions (from all funding sources), 1991/92 to 2022/23



MHCLG affordable housing supply live table 1011. The figures include acquisitions and do not net off losses to the stock and therefore represent gross completions. Figures for 2023/24 are not yet available.

- Counting homes funded from all sources, a total of 15,768 affordable homes were completed in London in 2022/23, a 30% increase from 2021/22 and a 172% increase on the 28-year low recorded in 2015/16. In contrast, completions in the rest of England in 2022/23 remained largely unchanged from 2021/22.
- The tenure mix of new affordable homes completed has changed significantly since the beginning of the 2010s across England, with the introduction of Affordable Rent in 2010 and London Affordable Rent in 2016.
- In 2022/23, 5,820 social rent and London Affordable Rent homes were completed, 36% of the total and a 51% increase from 3,840 in 2021/22. There were 2,930 completions of other Affordable Rent homes (18% of the total) and 6,890 completions of intermediate homes (44% of the total).

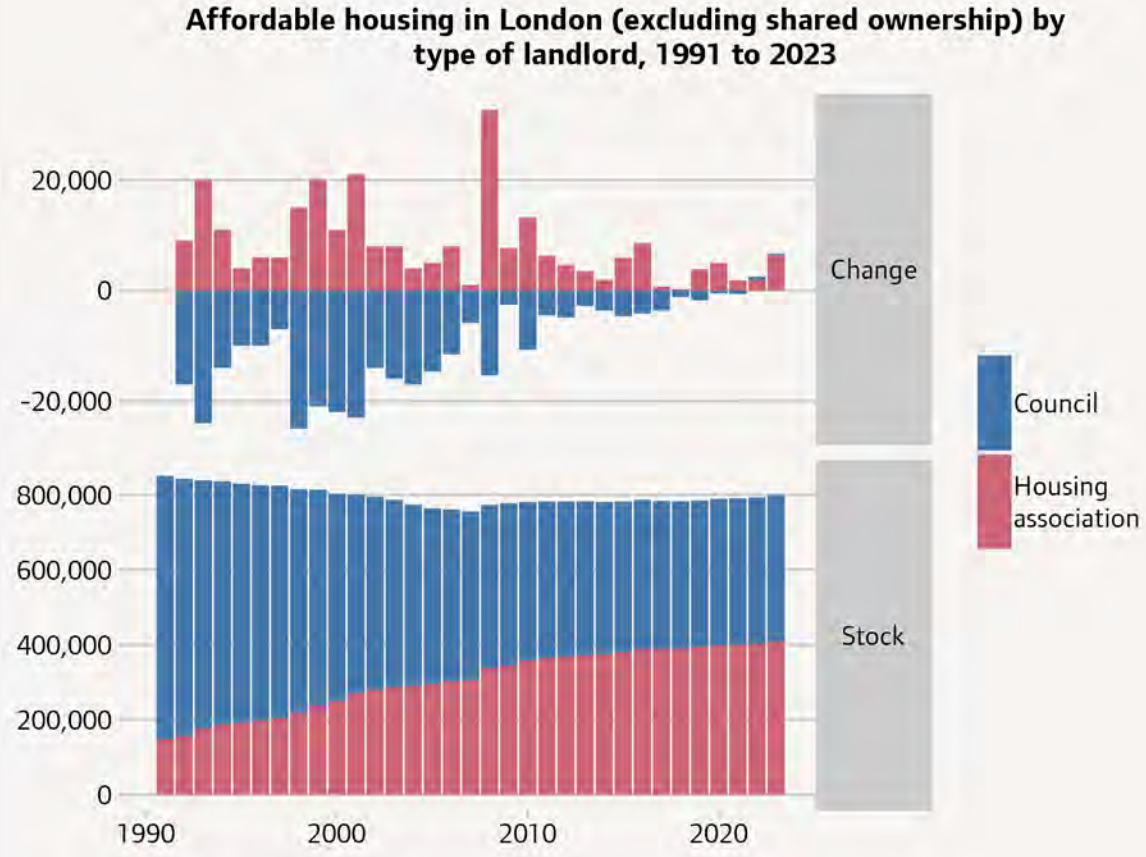
2.11 1,080 council homes in London were sold through the Right to Buy (RTB) scheme in 2023/24, well below the peaks seen in the 1980s, early 2000s and mid-2010s.



MHCLG, table 691b (to 2022/23) and 691a.1 (for 2023/24) for sales; table 693a for RTB replacements; table 643 (to 2010/11) and Local Authority Housing Data for average discount. Sales in 2023/24 are 'eligible sales', exclude any sales outside a Housing Revenue Account and any sales of properties built after 2008, and are missing data from Ealing and Tower Hamlets. RTB replacements include new build and acquisitions, and in 2022-23 data for Ealing is missing.

- 1,080 council homes in London were sold through the RTB scheme in 2023/24 (based on data covering all but two London boroughs). This figure is down from 2,055 in 2022/23, but it does not include some categories of sales so the final figure for 2023/24 will be somewhat higher.
- Sales volumes over the last decade have been far below the most recent peak of 12,780 sales in 2003/04, and the record annual figure of 26,260 in 1990.
- The mean average price of a home sold under the RTB scheme in London in 2022/23 was £319,000, and the average discount was £111,000 or 35%.
- In London in 2023/24, there were 846 homes started or acquired by local authorities using RTB receipts as a funding source, in effect replacing lost council rented homes. Since 2012/13, a total of 15,765 homes have been started or acquired with RTB receipts, equivalent to 60% of the number of RTB sales over the same period (26,316).

2.12 Social housing landlords in London owned 799,880 affordable homes for rent in 2023, the highest total since 2002.



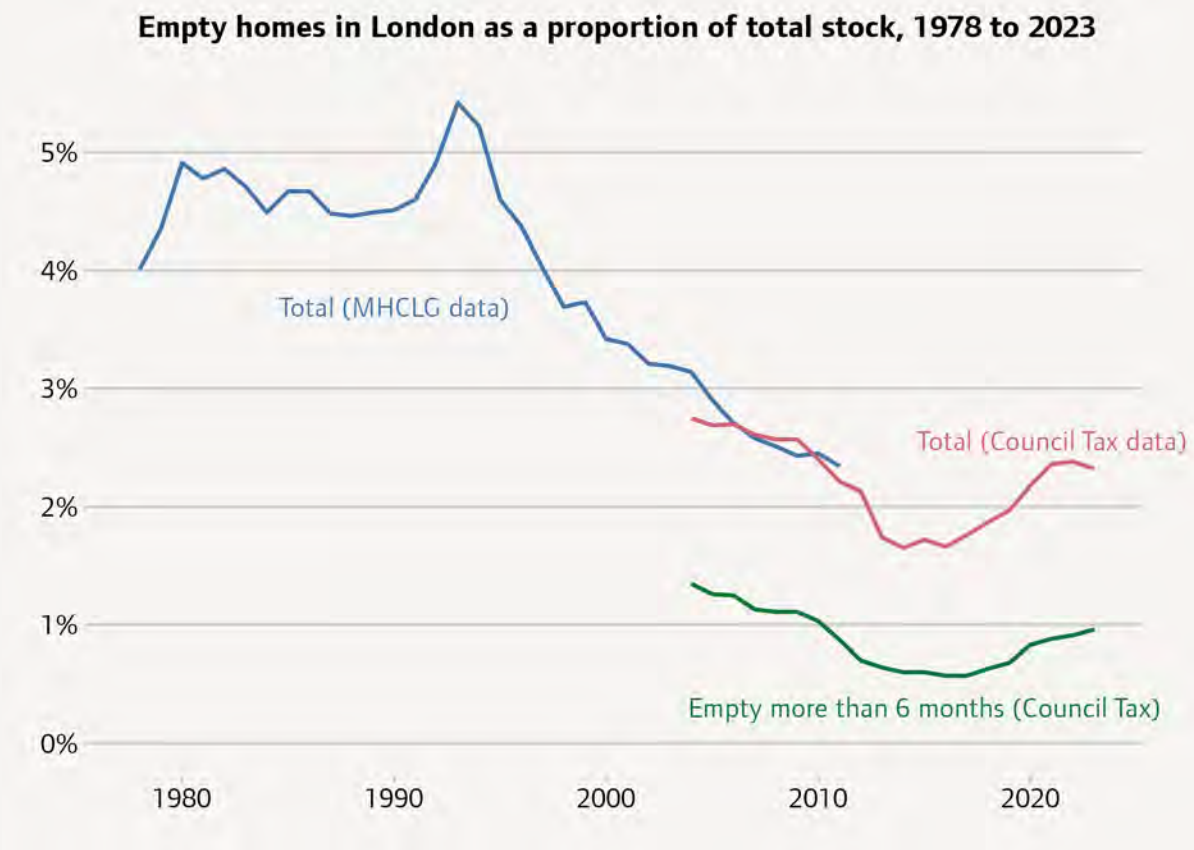
MHCLG live table 109.

- Local authorities in London owned 390,700 affordable homes (including social rent and Affordable Rent but excluding shared ownership) in 2023, up slightly from 389,360 in 2022. This is the second consecutive increase in the stock of council housing in London since the early 1990s when this data series began. Housing associations owned another 409,180 homes in 2023, up from 402,890 in 2022.

- The combined total of 799,880 is an increase of 6,640 from 2022 and the highest total since 2002.

- Over this period the share of affordable homes in London owned by housing associations has grown from 17% in 1991 to 51% in 2023, driven by a combination of new supply, the Right to Buy scheme and stock transfers from council ownership.

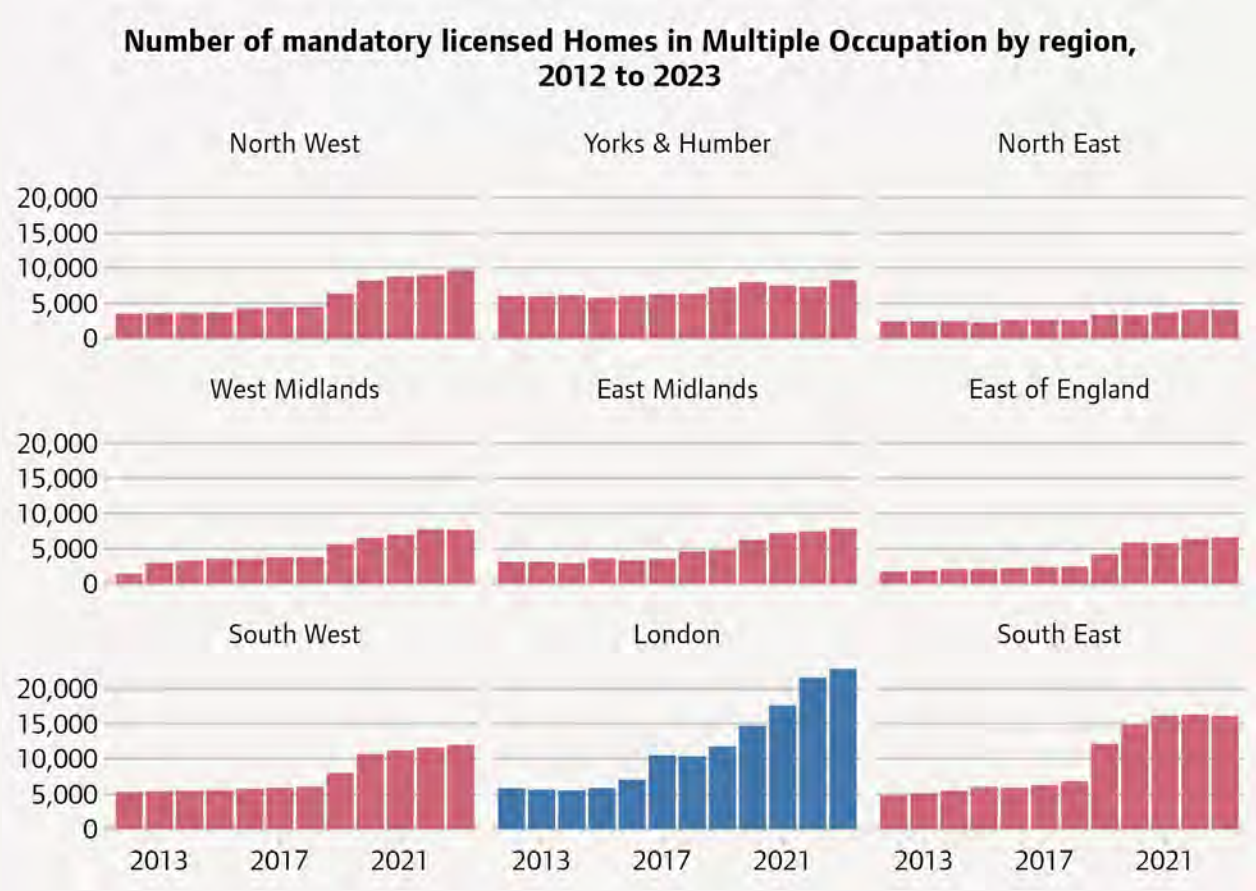
2.13 An estimated 2.3% of homes in London were officially recorded as empty for Council Tax purposes in 2023, down slightly from last year but up over the last decade.



Compiled by GLA from: 1978 to 2011 from historical data provided to GLA by MHCLG and figures reported by local authorities to MHCLG; 2004 on from Council Tax statistics published by MHCLG in live table 615.

- According to Council Tax data there were 87,763 empty homes in London in 2023, equivalent to 2.3% of the total dwelling stock, up from a low of 1.7% in 2014 but down slightly from 2022. Across England as a whole, 2.8% of dwellings were empty in 2023.
- Historic data indicates that both the number of recorded empty homes in London and their share of the total housing stock are still at relatively low levels, having fallen steadily from a figure of 160,500 empty homes in 1993 (5.4% of the stock at the time).
- In 2023, there were 36,210 homes in London that had been recorded as empty for more than six months, equal to 1% of the total dwelling stock (and up from a low of 0.6% in 2018).
- Several factors are contributing to the growing number of empty homes in recent years, including an increase in the number of homes left empty after the death of their occupant due to delays in probate, and an increase in the number of empty social housing properties.

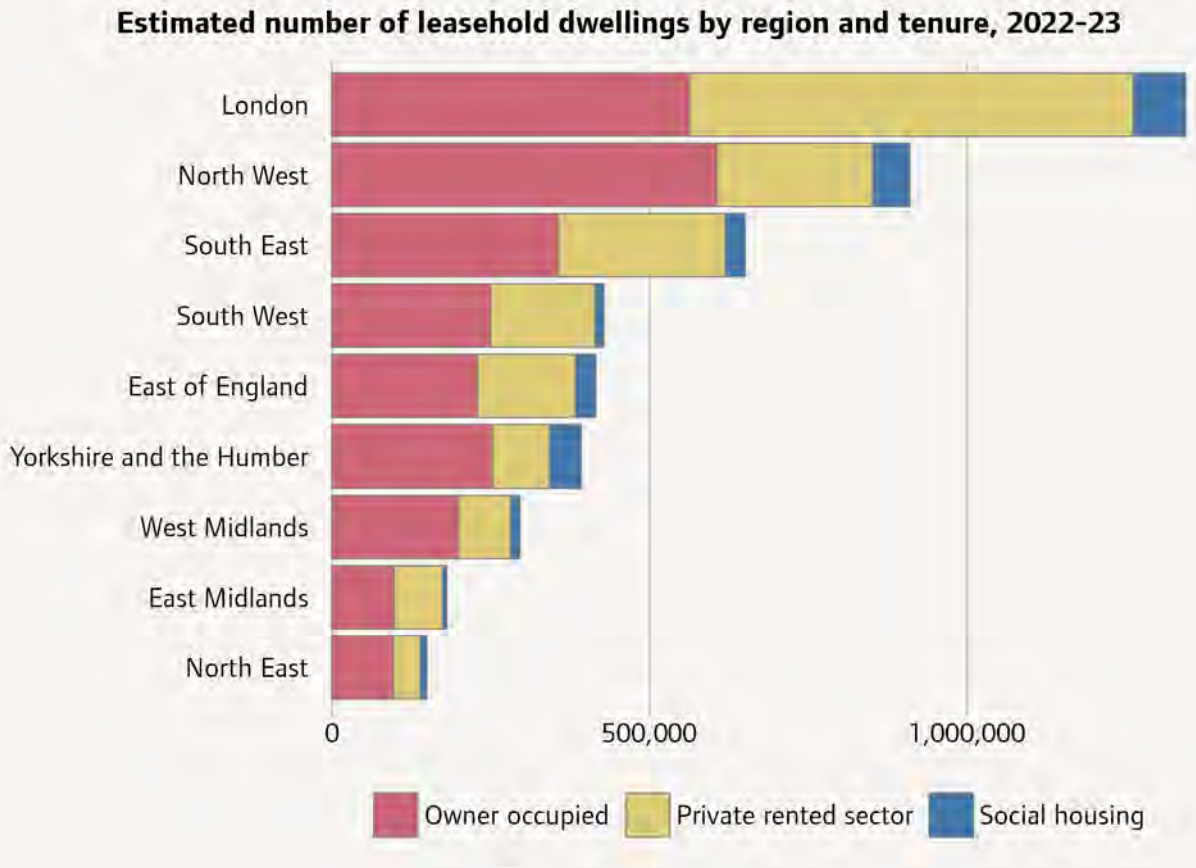
2.14 In 2023, there were 22,770 Homes in Multiple Occupation (HMOs) with mandatory licences issued by London boroughs, up from 6,000 in 2015 and the highest of any region.



MHCLG, Local authority housing statistics open data. Local authorities can also apply to the government for approval to introduce additional licensing of HMOs in designated areas, where they can demonstrate a need to licence HMOs not subject to mandatory licensing.

- A HMO is a property rented out by at least three people who are not from the same household but who share toilet, bathroom or kitchen facilities. HMOs must be licensed where the property is rented to five or more people who share facilities. A council can also include other types of HMOs for licensing.
- After a significant 25% increase in the number of HMOs that have been issued with mandatory licences in London between 2021 and 2022, the number of HMOs issued increased moderately by 5% from 21,533 in 2021 to 22,768 in 2023, the highest record of licences to date.
- After London, the region with the most mandatory licensed HMOs was the South East with 16,158, followed by the South West with 11,972. The figures were considerably lower across the Midlands and North.
- In 2023, local authorities estimated there were a total of 142,500 HMOs in London, of which 30,640 were mandatory licensable.

2.15 There were 1.34 million leasehold homes in London in 2022-23, of which over half are privately rented.



MHCLG, Leasehold dwellings 2022 to 2023.

- According to estimates by MHCLG, there were 1.34 million leasehold homes in London in 2022-23, equivalent to 36% of its housing stock. Across England there were 4.77 million leasehold homes in 2022-23, making up 19% of the housing stock.
- While in every other region a majority of leasehold homes are owner-occupied, in London over half (698,000) are privately rented. Another 564,000 are owner occupied and 82,000 are social housing.
- The lower numbers of leasehold homes in other regions are generally down to their high shares of houses rather than flats, although the North West has an unusually large number of houses owned on a leasehold basis (653,000). Only 36,000 of London's leasehold dwellings are houses with flats comprising the remaining 1.31 million.

3. Housing costs and affordability

Polling shows that the proportions of homeowners and private and social housing tenants in London who say that they definitely or probably will struggle to meet their housing payments in the next six months have fallen over the past year (chart 3.1). Disabled adults in every region are more likely than non-disabled adults to say they find it difficult to afford their rent or mortgage, including just over half of all disabled adults in London (3.2).

After adjusting for changes in the purchasing power of the pound, the average London house price in June 2024 was 3.7% lower than its level in June 2023 but 10.5 % higher than 10 years ago (3.3). At the end of June 2023 there were around 718,000 outstanding fixed-rate mortgages in London that were due to come to the end of their fixed-rate period by the end of 2027, leaving owners at risk of having pay significantly higher interest rates (3.4).

The number of new mortgages for first-time buyers in London fell in 2023 to its lowest annual total since 2012 (3.5), while Those who buy a first home in London are now putting down an average deposit of around £140,000, up from a low of £5,200 in 1997. Interest rates for new mortgages are nearly three times higher than before the pandemic.

London's housing market also generates substantial tax revenues for national government. In 2022-23 residential transactions in London generated £4.5 billion in receipts for the national Exchequer, with purchases by second property buyers, investors and non-resident buyers paying particularly high rates (3.8).

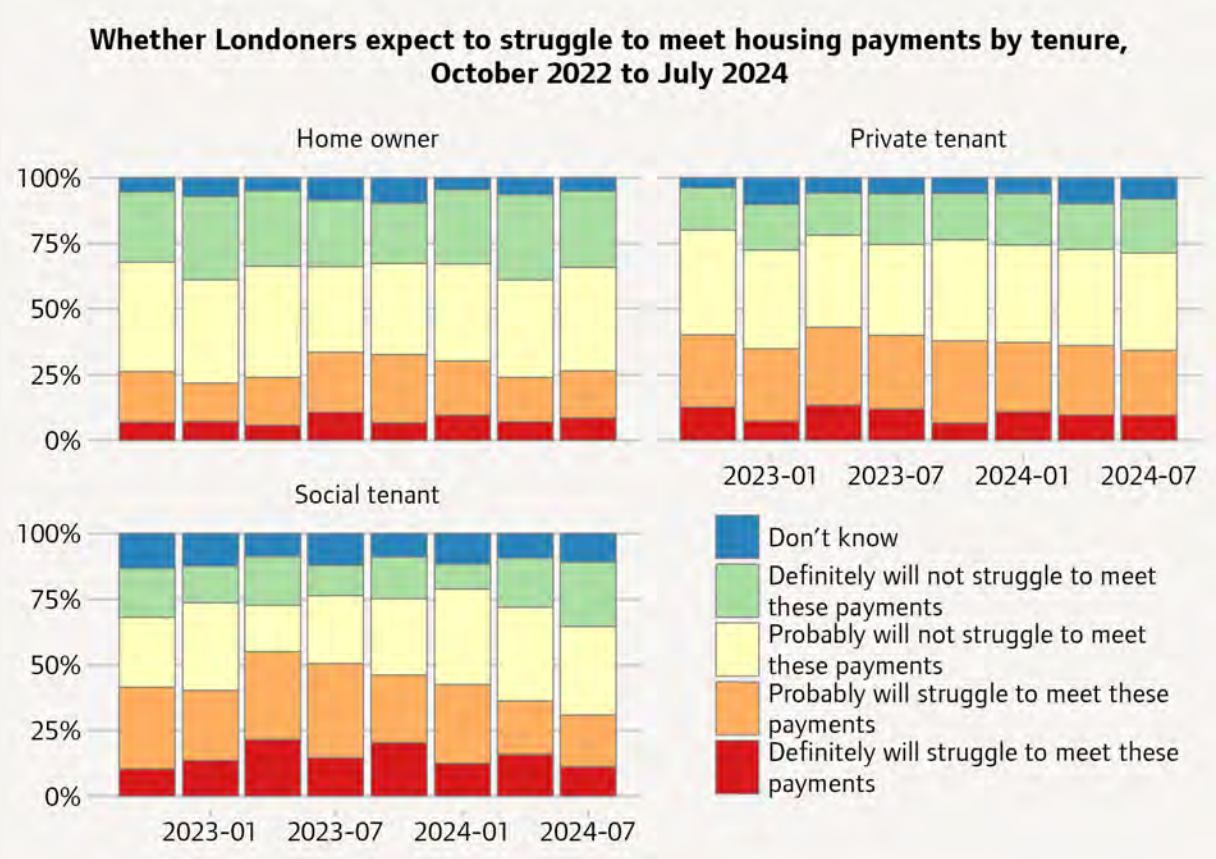
The number of recently added properties for sale in London on the Rightmove portal has stayed relatively steady since late 2021, while the number of listings for rental properties has been increasing throughout 2023 and 2024 (3.9).

Annualised rental price inflation in London grew quickly from 2022 but began to slow down in March 2024 (3.10). The affordability of average private rents in London compared to average earnings improved between 2020 and 2022 but has since worsened (3.11). Average monthly private rents in London are far higher than those elsewhere in England, with a one-bedroom home in London on average costing 53% more than a three-bed home in other regions (3.12). The average private rent for a two-bedroom home in Westminster is nearly 1.4 times greater than that in Bexley, the cheapest borough (3.13).

There were 975,500 recipients of Housing Benefit or Universal Credit in London in May 2024, including 567,800 in social housing and 393,200 in privately rented homes (3.14). Typical social rents in London rose above 2015/16 levels in 2021/22 and continued to increase in 2022/23. Typical rents for Affordable Rent homes are generally decreasing and remain below 2016 levels (3.15).

There were an estimated 83,050 properties in London used as short-term rentals as of June 2024, and they were reserved for a total of 1.4 million nights over the course of the month (3.16).

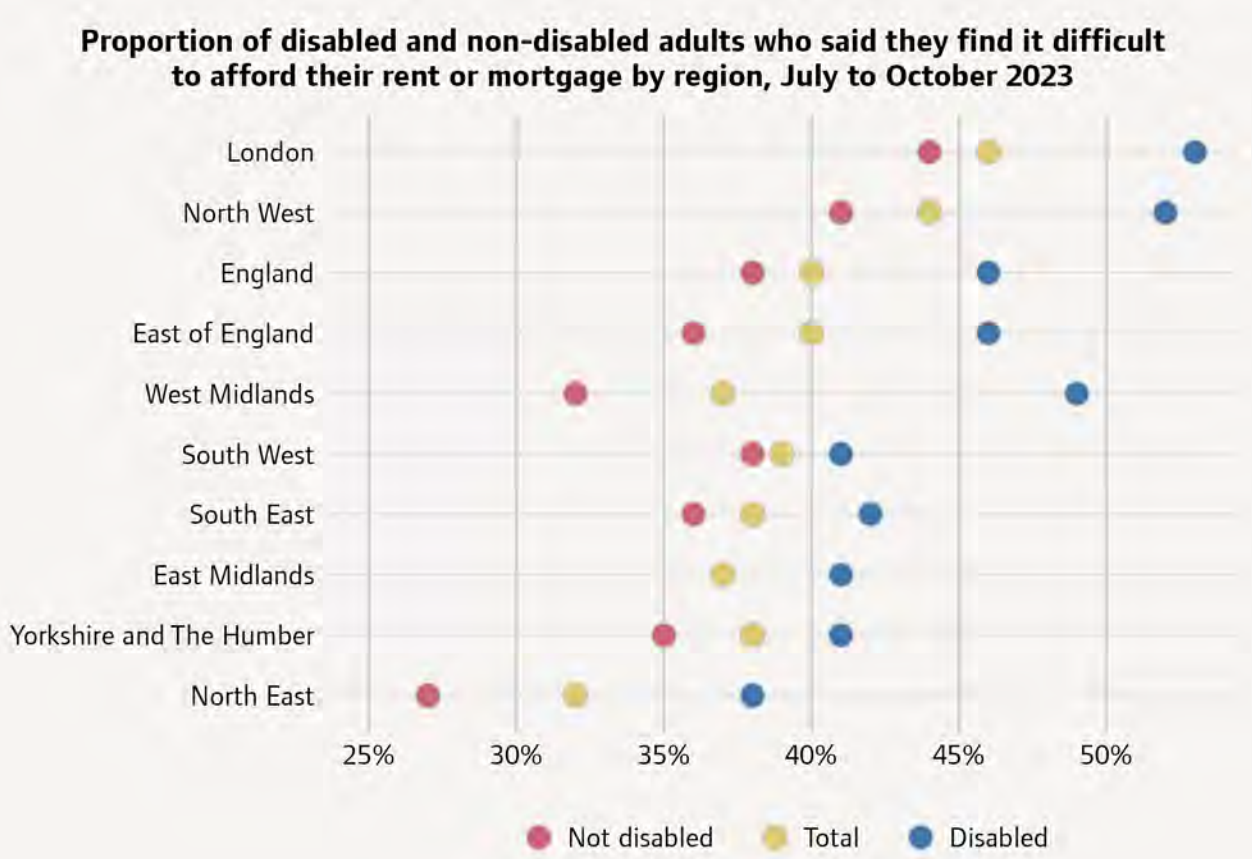
3.1 Polling shows that the proportions of homeowners and private and social housing tenants in London who say that they definitely or probably will struggle to meet their housing payments in the next six months have fallen over the past year.



YouGov cost of living polling for GLA. See Appendix for details of methods, sample sizes and fieldwork dates. The homeowner category includes mortgaged owners and shared owners but not outright owners. The question asked was "And do you think you will, or will not struggle to meet the following payments in the next six months?".

- The regular polling on the cost of living carried out by YouGov on behalf of the GLA asks a representative sample of London adults whether or not they expect to struggle to meet housing payments (rent, mortgage or other housing costs) in the next six months.
- In July 2023, 34% of homeowners, 40% of private tenants and 51% of social housing tenants said they definitely or probably would struggle to meet these costs over the following six months.
- By July 2024, the proportion of homeowners who said they definitely or probably would struggle to meet these payments had fallen to 26%, compared to 34% of private tenants and 31% of social housing tenants.

3.2 Disabled adults in every region are more likely than non-disabled adults to say they find it difficult to afford their rent or mortgage, including just over half of all disabled adults in London.



ONS, Impact of increased cost of living on adults across Great Britain: 12 July to 1 October 2023. The definition of disability used is consistent with the core definition of disability under the Equality Act 2010. A person is considered disabled if they self-report having a physical or mental health condition, illness or impairment that has lasted or is expected to last 12 months or more, and that this reduces their ability to carry out day-to-day activities.

- According to a 2023 survey by ONS, 46% of adults in London say they find it difficult to afford their rent or mortgage, the highest rate of any English region and compared to 40% across England as a whole.
- Disabled people in every region are more likely than non-disabled people to say they find it difficult to afford their rent or mortgage.
- Londoners report the greatest housing affordability burdens, with 53% of disabled Londoners (compared to 44% of the non-disabled) saying they find it difficult to afford their housing costs.
- The widest gap in affordability burdens is found in the West Midlands, where 49% of disabled people and 32% of the non-disabled say they find it difficult to afford their housing costs.

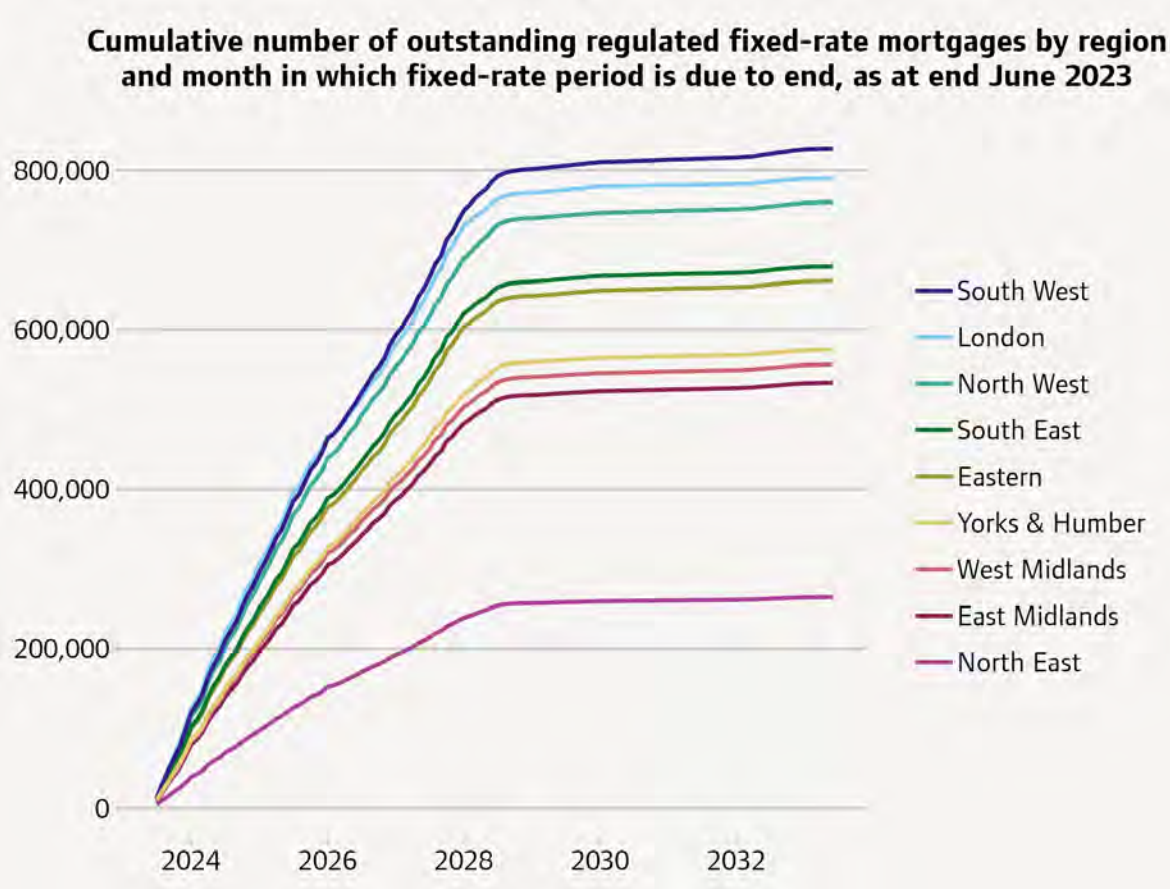
3.3 After adjusting for changes in the purchasing power of the pound, the average London house price in June 2024 was 3.7% lower than its level in June 2023 but 10.5 % higher than 10 years ago.

Average house prices in London and England after adjusting for retail price inflation, March 1970 to June 2024

UK House Price Index (UKHPI) adjusted for retail price inflation. Data is quarterly until the end of 1994 and monthly thereafter. Data for recent months is subject to revision as it is based on a relatively small number of transactions.

- London's average house price was £523,000 in June 2024, according to the UK House Price Index. This was a nominal increase of 0.6% from June 2023, but a fall in 3.7% in RPI-adjusted real terms.
- In real terms London's average house price in June 2024 is 25% lower than its peak in July 2016 at £679,500.
- The average house price across England fell by 3.2% over the last year in real terms to £305,307, still slightly below its inflation-adjusted peak of £353,000 in July 2007.
- Average inflation-adjusted prices in London are now 10.5% below the level of 10 years ago, compared to an increase of 2.1% across England as a whole.

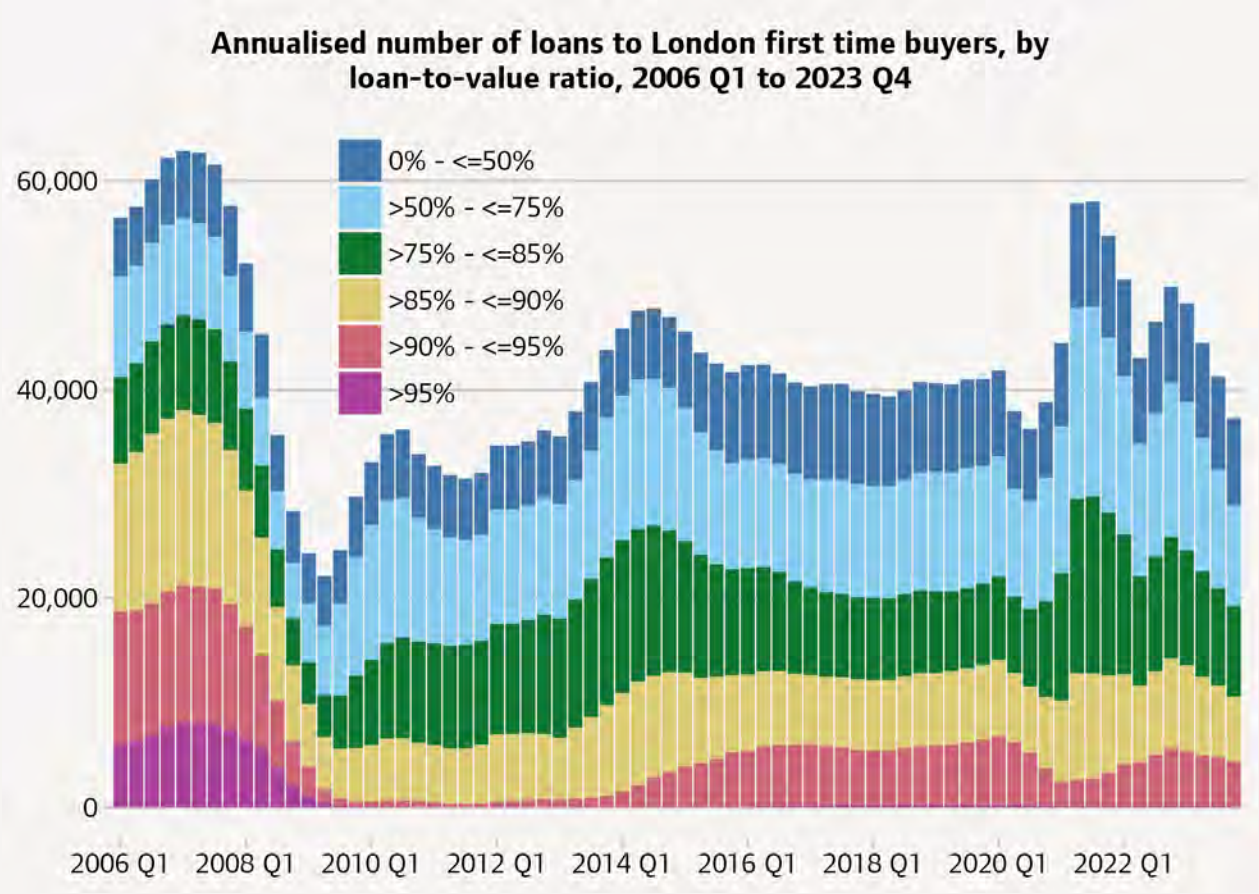
3.4 At the end of June 2023 there were around 718,000 outstanding fixed-rate mortgages in London that were due to come to the end of their fixed-rate period by the end of 2027, leaving owners at risk of having pay significantly higher interest rates.



Financial Conduct Authority Product Sales Data provided to GLA.

- The sharp increase in interest rates in late 2022 focused attention on the number of households due to end the fixed-rate period of their mortgages, which in many cases would mean paying substantially higher monthly mortgage costs.
- Data from the Financial Conduct Authority shows the number of outstanding regulated fixed-rate mortgages in each region at the end of June 2023 and the month in which the fixed-rate period is due to end.
- There were 842,000 fixed-rate mortgages outstanding in London at the end of June 2023, of which 102,000 were due to come off fixed rates in 2023, 349,000 in 2024 and 2025, and 267,000 in 2026 and 2027. The cumulative totals level off after 2028, indicating the relatively small number of mortgages on fixed-rate periods longer than five years.
- These figures do not include variable-rate mortgages, which were affected immediately by the interest rate increases in 2022.

3.5 The number of new mortgages for first-time buyers in London fell in 2023 to its lowest annual total since 2012.



FCA, Mortgages Product Sales Data.

- There were 37,280 loans to first-time buyers in London in 2023, which is a fall of 25% from 49,890 in 2022 and the lowest calendar year total since 2012.
- Mortgages with LTV ratios of more than 90% comprised over a third of lending to first-time buyers in London before the financial crisis, but nearly disappeared after it. The market share of these high-LTV mortgages has ebbed and flowed since then, comprising 12% of the total in 2023.
- The increase in lending to first-time buyers between the midst of the pandemic and late 2021 was overwhelmingly driven by mortgages with LTV ratios of less than 85% (and therefore buyers with substantial savings or wealth, or access to Help to Buy). But since then the number of mortgages with LTVs of less than 85% has fallen back to pre-pandemic levels.

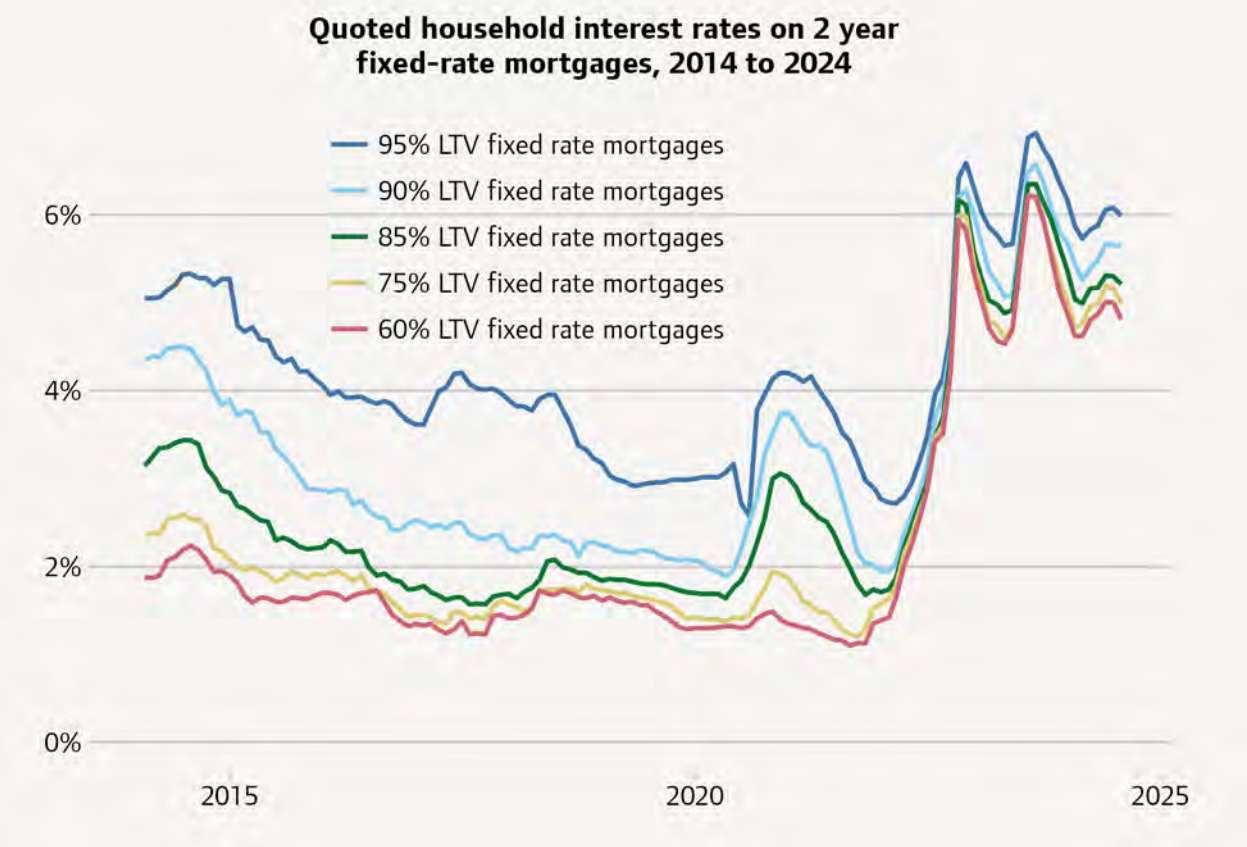
3.6 Those who buy a first home in London are now putting down an average deposit of around £140,000, up from a low of £5,200 in 1997.

Gap between mean average price and mean mortgage for first-time buyers in London and England, 1993 Q1 to 2024 Q2

ONS House Price Index quarterly tables. These figures are calculated as the difference between the mean price and the mean advance, and are simple mean averages, unadjusted for inflation or the mix of properties sold. In the last decade an increasing proportion of the gap is likely to be due to the use of Help to Buy.

- The gap between the mean average house price and the mean mortgage size for first-time buyers in London has widened enormously in recent decades, driven by rising prices and falling loan to value ratios. This widening gap implies that first time buyers in London are now putting down much larger mortgage deposits on average.
- In 1993, the mean average gap for first-time buyers in London was £13,000 (unadjusted for inflation), already significantly higher than the average of £8,700 across England as a whole. In 1997 the average gap in London fell to just £5,200.
- As of mid-2024 the average gap in London was £139,830, down from the peak of £151,730 in mid-2021. At the national level, the average gap was £59,980 in mid-2024, again down from the peak (of £72,920) seen during the pandemic.

3.7 Interest rates for new mortgages are nearly three times higher than before the pandemic.



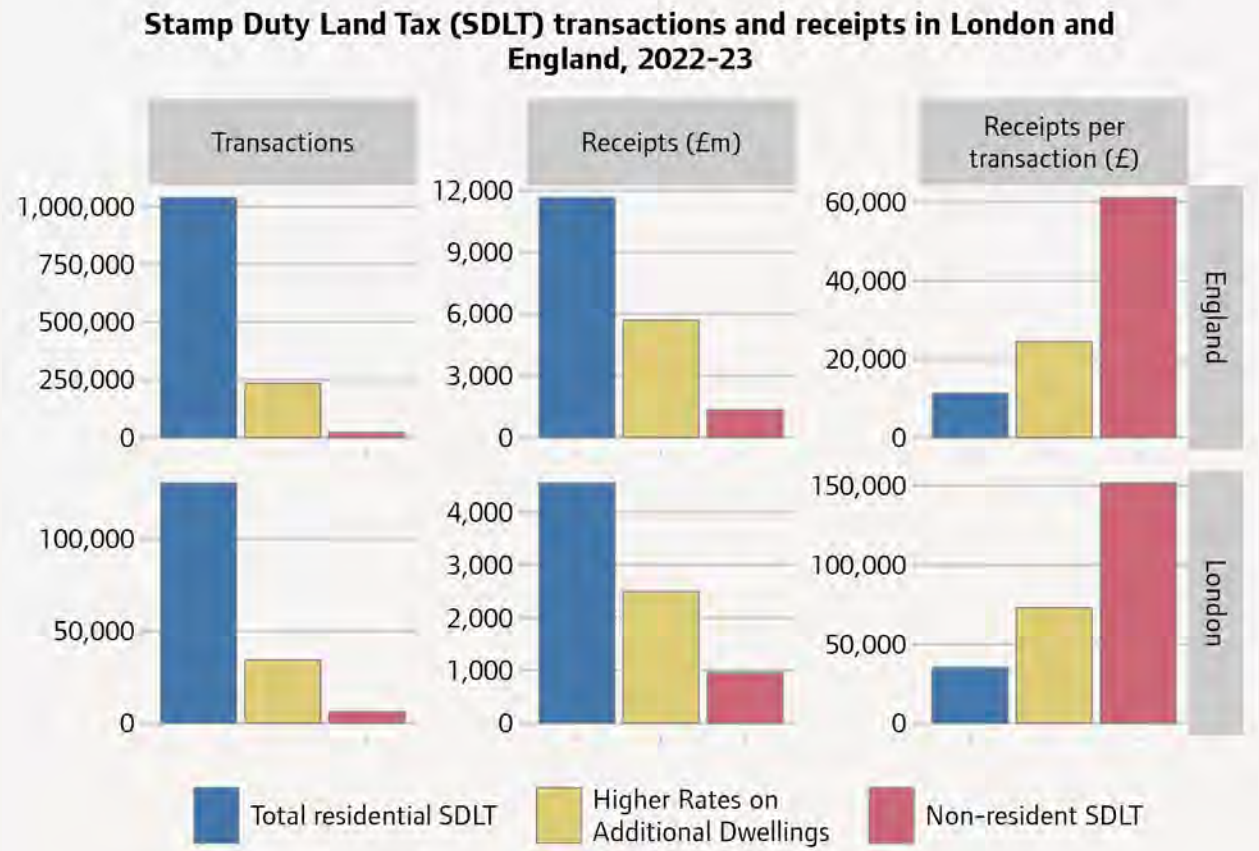
Bank of England interest rates statistics.

- The quoted household interest rates for 2-year fixed-rate mortgages were falling gradually after 2014 and reached their lowest value at an average of 1.86% across all loan-to-value (LTV) mortgages in April 2020. Interest rates for new mortgages then saw an upturn during the pandemic, followed by a rapid increase since the Bank of England rate hikes from 2022 and after the mini budget in the same year.

- Interest rates spiked to a peak of 6.22% for mortgages with a 75% LTV in the summer of 2023. Rates have since fallen but remain well above the rates paid on most existing fixed-rate mortgages (taken out before September 2022), so significant numbers of households face paying higher rates as they exit fixed-term arrangements, remortgage or take out new loans.

- The average interest rate for new 2-year fixed term mortgages across at all LTV was at 5.33% as of July 2024, almost three times greater than pre-pandemic figures.

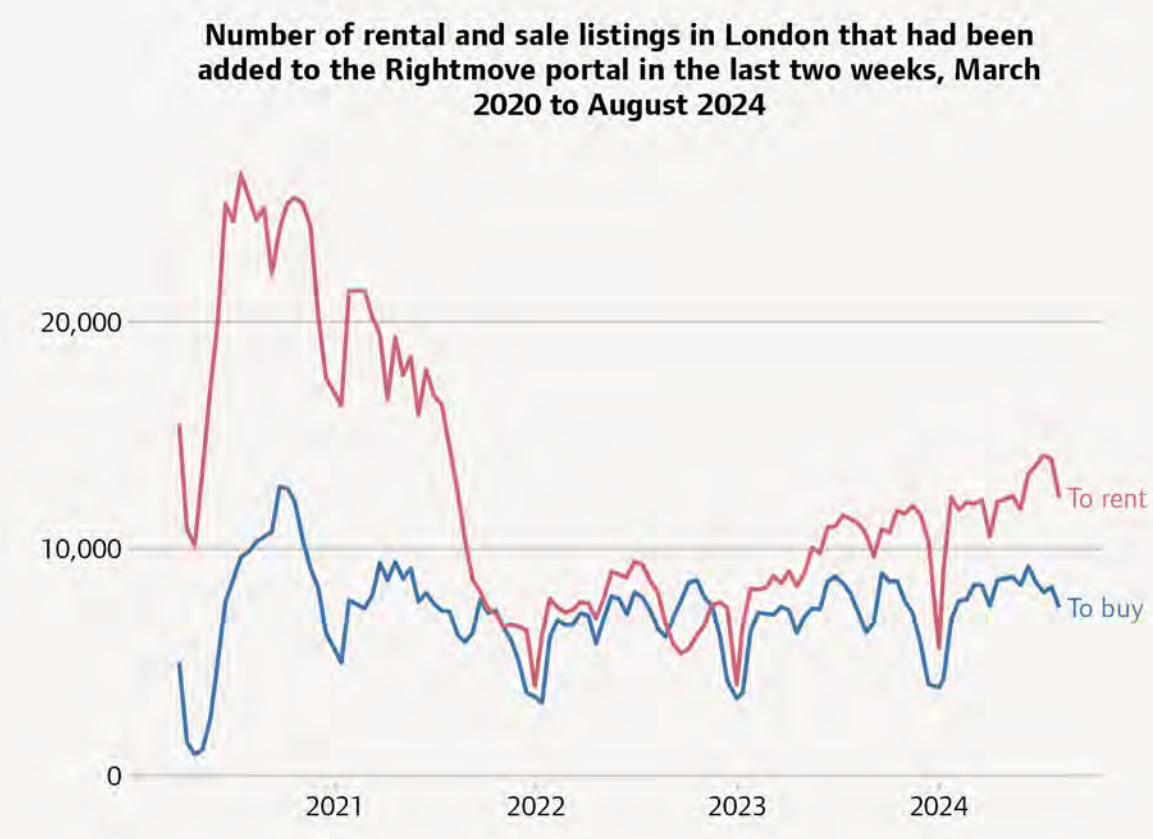
3.8 In 2022-23 residential transactions in London generated £4.5 billion in receipts for the national Exchequer, with purchases by second property buyers, investors and non-resident buyers paying particularly high rates.



HMRC, UK Stamp Task statistics 2022 to 2023.

- According to HMRC statistics there were 130,000 residential transactions liable for Stamp Duty Land Tax in London in 2022-23, a 12.5% share of all transactions in England. The average receipt per transaction in London was £35,000 (compared to £11,200 across England), and total receipts were £4.5 billion.
- 34,200 transactions in London paid the Higher Rates on Additional Dwellings, which is charged on purchases of second homes and investment properties by those who already own residential property. London accounted for 14.6% of these transactions nationally, with an average receipt of £73,100 per transaction (compared to £24,300 across England as a whole).
- HMRC also levy a higher rate of Stamp Duty on purchases by buyers who are non-UK residents. There were 6,300 purchases in this category in London in 2022-23, bringing in £955m to the national Exchequer at an average of £151,600 per transaction.

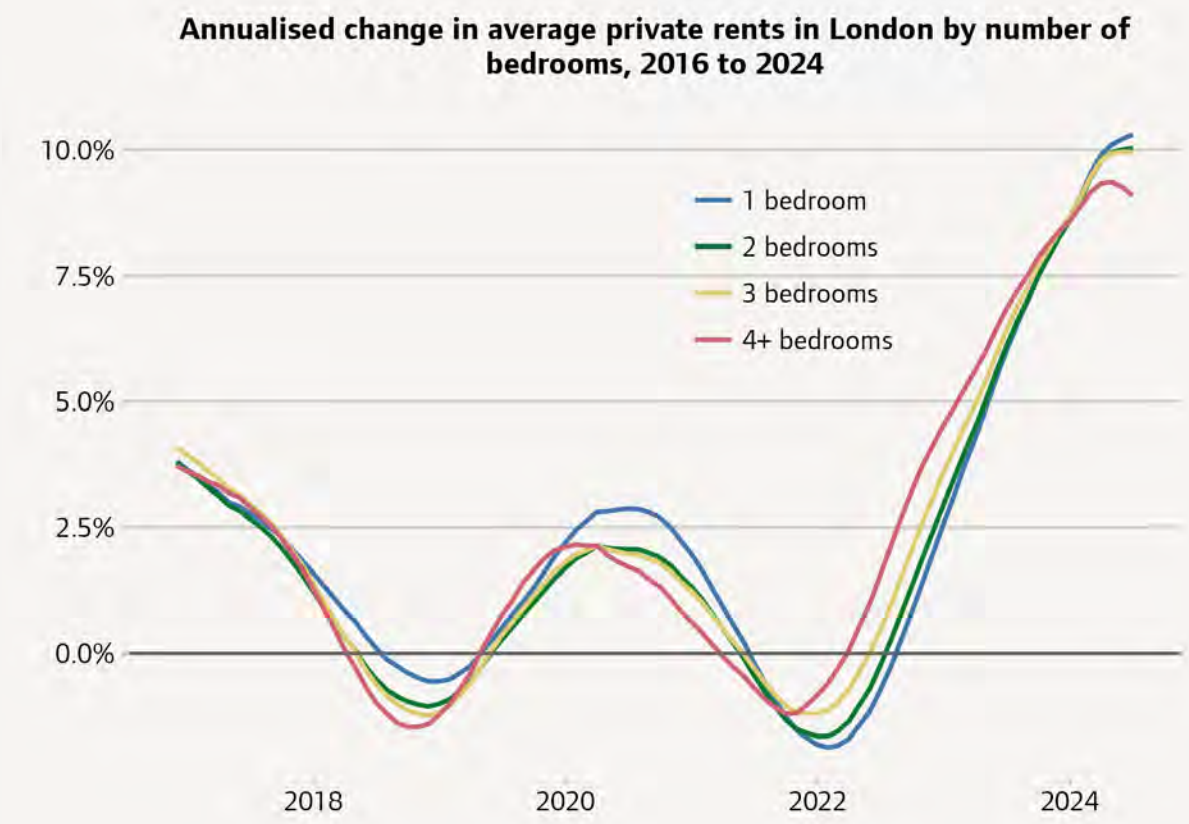
3.9 The number of recently added properties for sale in London on the Rightmove portal has stayed relatively steady since late 2021, while the number of listings for rental properties has been increasing throughout 2023 and 2024.



Data gathered from public Rightmove portal. The London area referred to covers only the London postcode districts (excluding those starting with 'CR', 'BR' etc).

- During the first lockdown, the number of rental listings in London postcodes that had been added to the Rightmove portal in the most recent fortnight fell by about a third compared to mid-March 2020, while the number of recent sale listings fell by over 80%. Both recovered to well above their mid-March levels in the second half of 2020 but began to fall again in summer 2021.
- As of August 2024, the number of recent sales listings was around 50% above pre-pandemic levels, in line with the levels seen since late 2021.
- The number of recently listed rental properties in London is currently around 20% below the number listed just before the pandemic, but has increased from the extremely low levels seen in 2022.

3.10 Annualised rental price inflation in London grew quickly from 2022 but began to slow down in March 2024.



ONS, Price Index of Private Rents, UK.

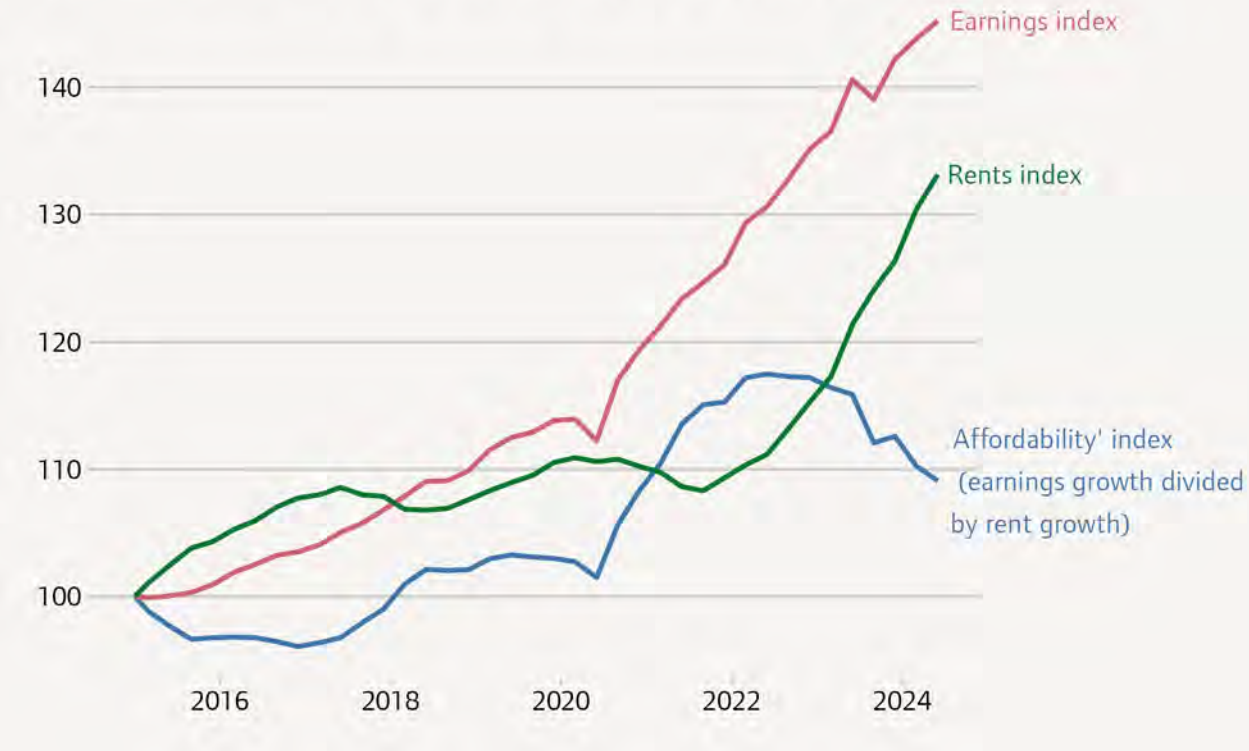
- Earlier this year, the ONS published the new Price Index for Private Rent (PIPR), incorporating methods that are more sensitive to the current market. Like the previous index, it accounts for all private tenancies, including ongoing ones.

- Over the past decade, the annualised rate of growth in private rents in London has been volatile, with declines occurring in 2018 and again in 2021 (the latter due to the COVID-19 pandemic). Rental growth then surged to record levels starting in 2022 but has shown signs of slowing in the second half of 2024.

- During the post-pandemic recovery, properties with more bedrooms saw a higher degree of price inflation. In mid-2022, growth rates for rental properties with four or more bedrooms were 2.5 percentage points higher than those for one-bedroom properties. Private rent increases peaked in June 2024, with properties reaching the highest annualised rate of growth at an average of 9.85%.

3.11 The affordability of average private rents (including ongoing as well as new tenancies) in London compared to average earnings improved between 2020 and 2022 but has since worsened.

Index of cumulative change in private rents (on all tenancies), earnings and implied affordability in London, 2015 to 2024 (2015 January =100)



Earnings: Median full-time weekly earnings by place of work, London. From ONS Pay As You Earn Real Time Information, UK. Rents: ONS Price Index of Private Rents, monthly statistics, UK. Affordability index: Rent index divided by median weekly earnings. The earnings index here is based on place of work rather than residence.

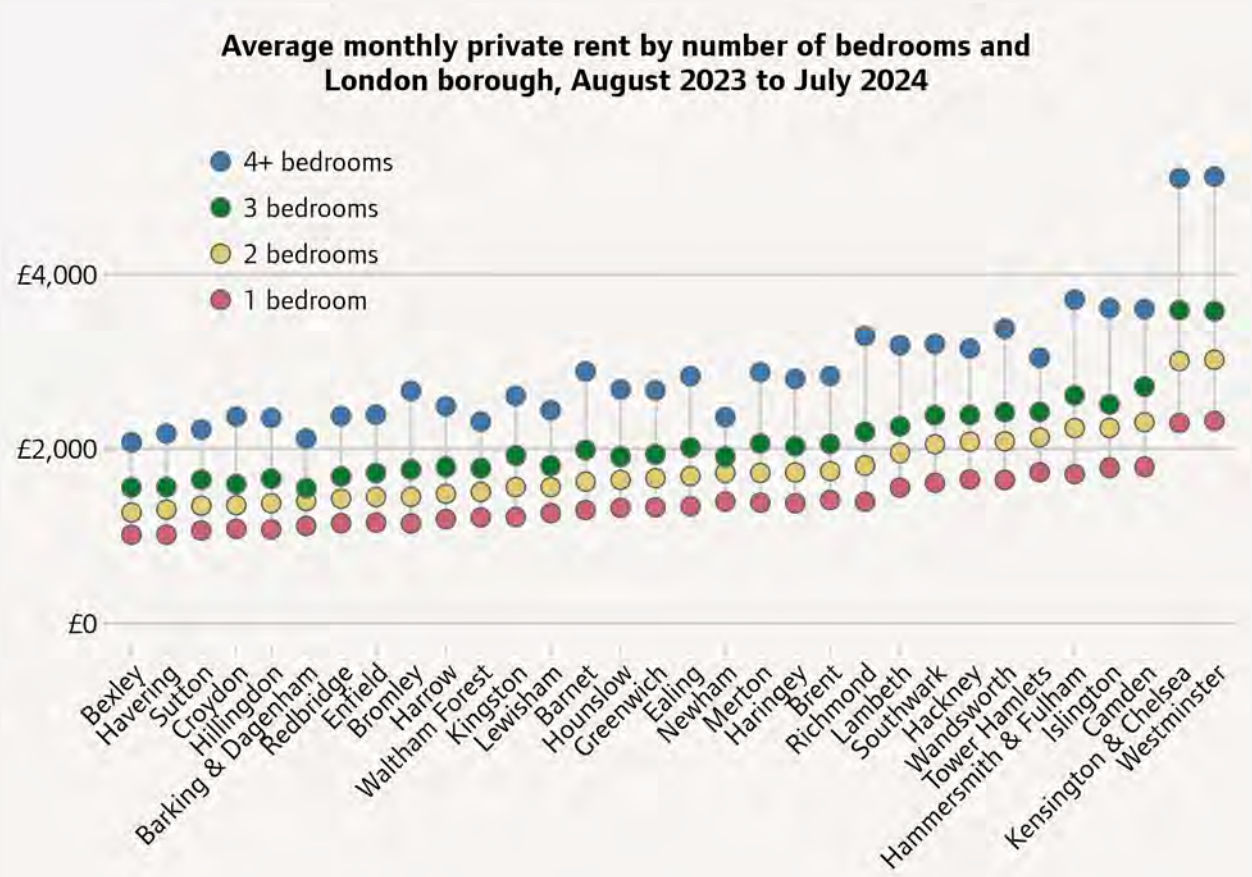
- This chart shows an 'affordability' index, calculated as the cumulative change in earnings divided by the cumulative change in private rents (on all tenancies).
- Between 2015 and 2020, rents were relatively stable in nominal terms while earnings increased at a marginally higher rate, maintaining affordability on this measure close to where it was at the start of 2015. Rents then dipped in 2020 and 2021 while earnings rose strongly.
- Rents increased sharply from 2022 onwards and are currently outpacing earnings growth, leading to a deterioration in affordability.
- The ONS rental data shown here reflects rents paid on all tenancies, and therefore reacts more slowly to changes in the market for new tenancies. Another caveat to note is that earnings data only reflects payrolled employees and does not reflect changes in income from benefits.

3.12 Average monthly private rents in London are far higher than those elsewhere in England, with a one-bedroom home in London on average costing 53% more than a three-bed home in other regions.

ONS Price Index of Private Rent statistics. These figures exclude any cases where the tenant receives Housing Benefit.

- In the year to July 2024, the average rent for a privately rented home in London was £2,021 per calendar month, almost 60% higher than the median in England as a whole (£1,270). Rents in London remain considerably higher than in other regions, the gap between London and other regions increased by 20 percentage points between year to 2023 and 2024.
- London's rents are so much higher than those of other regions that the average monthly rent for a one-bedroom home in the capital (£1,512) is higher than the average rent for a home with four or more bedrooms across all of the North, and Midlands.
- It should be noted that the ONS statistics exclude any cases where the tenant receives Housing Benefit. As the average private rent for households on Housing Benefit is below the overall average, excluding these cases is expected to inflate the average reported.

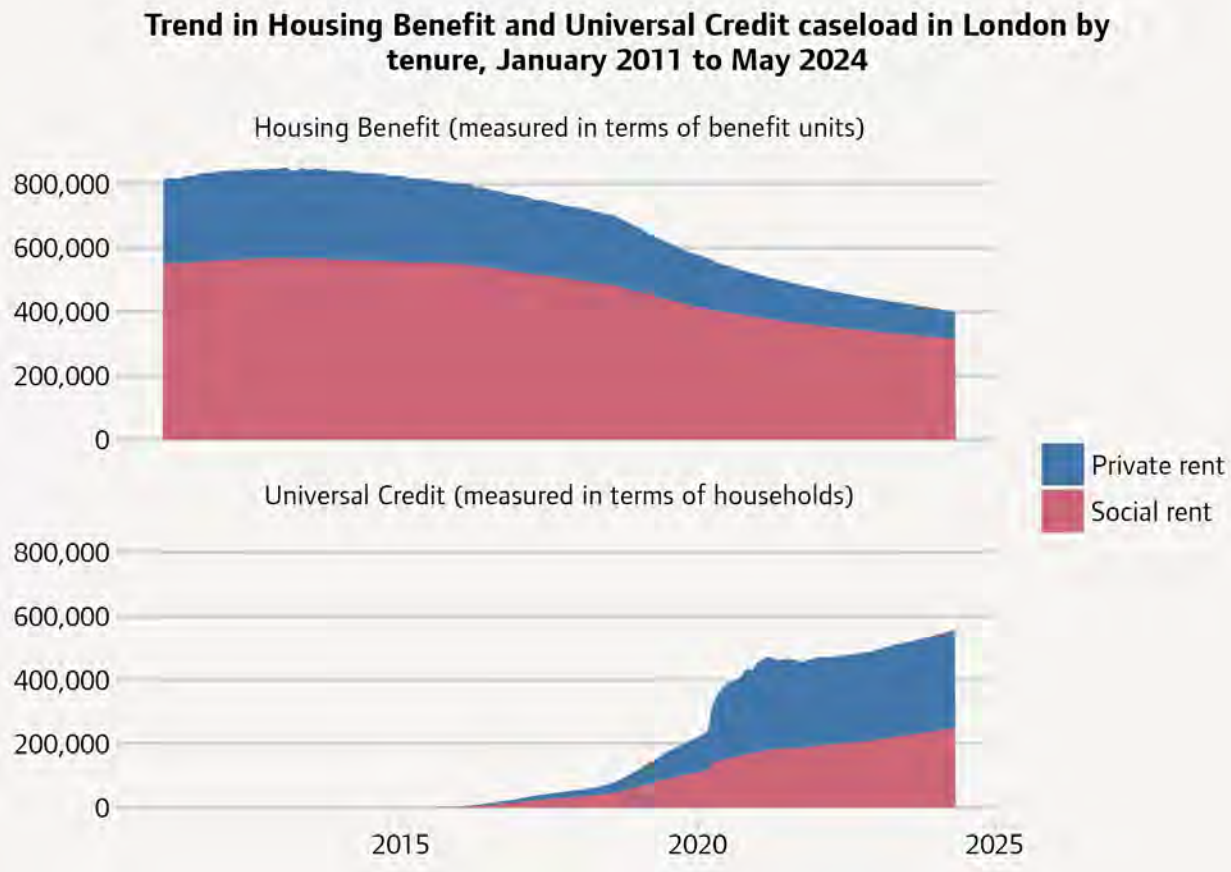
3.13 The average private rent for a two-bedroom home in Westminster is nearly 1.4 times greater than that in Bexley, the cheapest borough.



ONS Price Index of Private Rent statistics. These figures exclude any cases where the tenant receives Housing Benefit.

- On a borough level, the average rent for a privately rented two-bedroom home in the year to July 2024 was highest in Westminster at £3,020 per calendar month, 1.4 times greater than in the cheapest borough, Bexley at £1,275.
- By the number of bedrooms, the difference between borough with the highest and lowest rents is the most significant for homes with four or more bedrooms (1.47 times greater) and the smallest for one-bedroom homes (1.27 times greater).
- Richmond-upon-Thames was the Outer London borough with the highest average private rent for a two-bedroom home (£1,811). Lewisham and Greenwich were the Inner London boroughs with the lowest average private rent for a two-bedroom home at £1,567 and £1,670 respectively.
- Compared to the year prior, Brent (16%) and Greenwich (15%) saw the greatest annual increase in average rent, while Richmond (3%) and Merton (4%) saw the smallest.

3.14 There were 975,500 recipients of Housing Benefit or Universal Credit in London in May 2024, including 567,800 in social housing and 393,200 in privately rented homes.

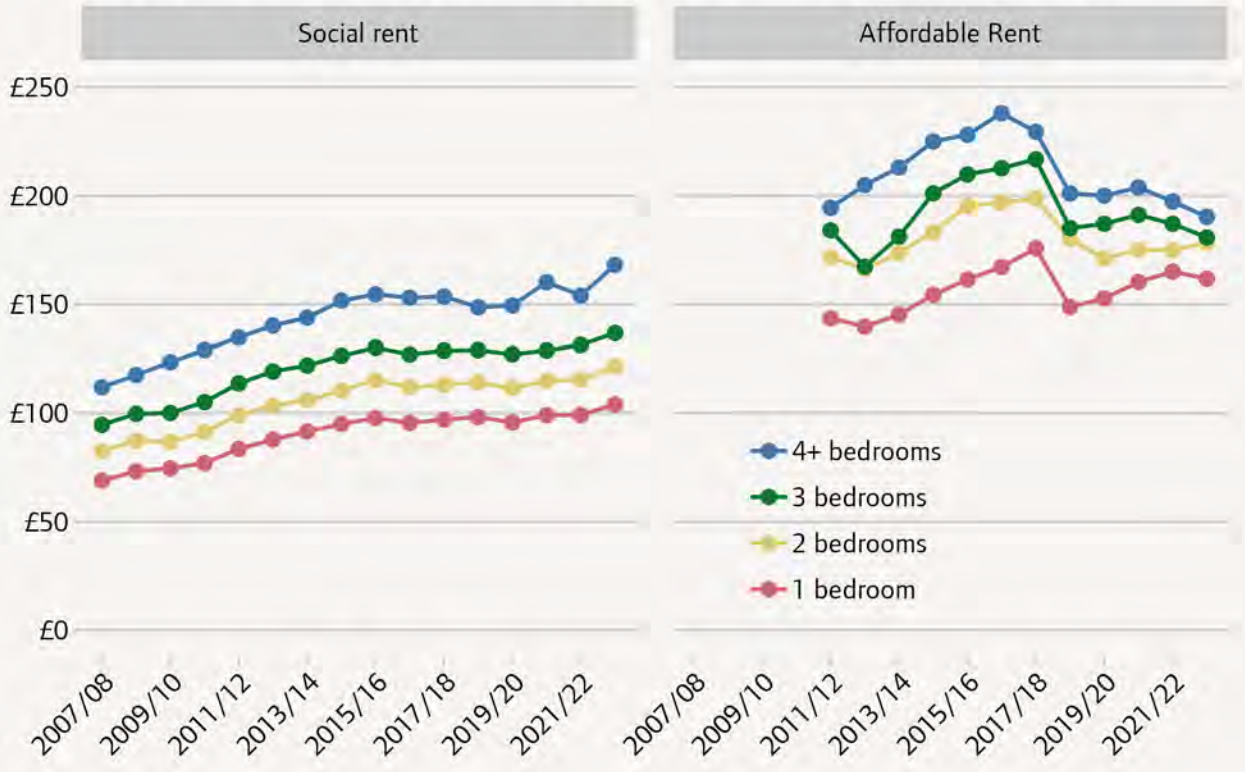


DWP, Stat-Xplore. Figures are presented by place of residence rather than administrative area. Chart excludes a small number of cases where the tenure is unknown.

- The number of Housing Benefit recipients in London has been falling steadily for a decade, driven particularly by the roll-out of Universal Credit for most new claimants in 2016. In May 2024 there were 401,800 Housing Benefit recipients, split between 316,200 in social housing and 85,500 in private rented housing.
- Growth in the number of households receiving Universal Credit has more than offset the fall in Housing Benefit. As of May, there were 251,600 Universal Credit recipients in social housing and 307,700 in private rented housing.
- The combined number of Housing Benefit and Universal Credit recipients in London stood at 975,500 in May 2024, up from 954,900 one year before. 567,800 of the recipients were in social housing and 393,200 were privately renting.

3.15 Typical social rents in London rose above 2015/16 levels in 2021/22 and continued to increase in 2022/23. Typical rents for Affordable Rent homes are generally decreasing and remain below 2016 levels.

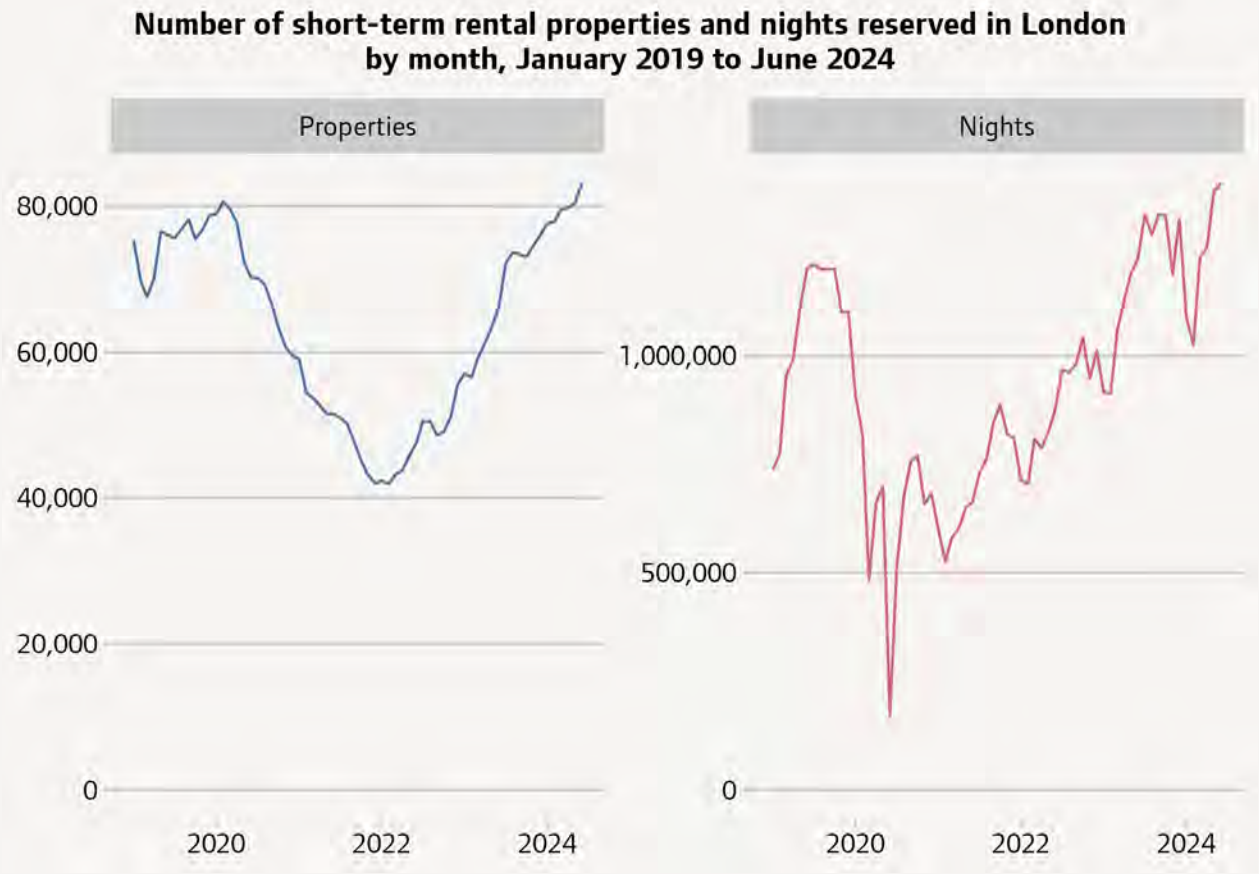
Median weekly rents for new social rent and Affordable Rent lettings to two-bedroom homes in London, 2007/08 to 2022/23 (nominal terms)



MHCLG, Social Housing Lettings in England summary tables and rents dashboard. Weekly rent excludes supplementary charges such as service and support charges. The Affordable Rent category includes homes both above and below the London Affordable Rent benchmark.

- Typical social rents in London remained broadly stable in nominal terms between 2015/16 and 2019/20 due to a combination of legislated rent reductions for existing units, and the buildout of new units at higher rent levels. Since 2019/20 rents have been increasing again. The median weekly rent of a two-bedroom social home was £111.48 in 2019/20 and £121.35 in 2022/23, an 8.9% increase.
- Affordable Rent homes were introduced by the coalition government and could be let at up to 80% of the equivalent market rent. The average rent for a two-bedroom Affordable Rent home in London peaked at £199 a week in 2017/18, and has since fallen to £178.23 in 2022/23.
- The reason behind falling rents for Affordable Rent homes is the introduction of the Mayor's London Affordable Rent tenure, which benchmarked rents to social rents instead of the market rent.

3.16 There were an estimated 83,050 properties in London used as short-term rentals as of June 2024, and they were reserved for a total of 1.4 million nights over the course of the month.



Lighthouse Short term rentals dashboard for Visit Britain. Includes listings from Airbnb, Booking.com, Vrbo, and TripAdvisor.

- According to monitoring of four main online portals by Lighthouse on behalf of Visit Britain, reservations in short-term rental properties plummeted during the pandemic lockdowns, with just 170,000 nights reserved in June 2020 compared to 1.2 million in June 2019.
- This fall in reservations was followed by a slower decline in the number of properties listed on portals, which bottomed out in early 2022 at 41,920, down from a previous peak of 80,590 in February 2020.
- The number of nights reserved started climbing again in early 2021, exceeded the previous peak in summer 2023 and rose to a new high of 1.4 million in June 2024. The number of properties listed followed, only passing the previous peak in June 2024 to reach 83,050.
- According to Lighthouse, 60,900 of the listings in June 2024 were for entire properties. Average revenue across all properties for the month was £2,999, and the average length of stay was 12 days.

4. Housing needs

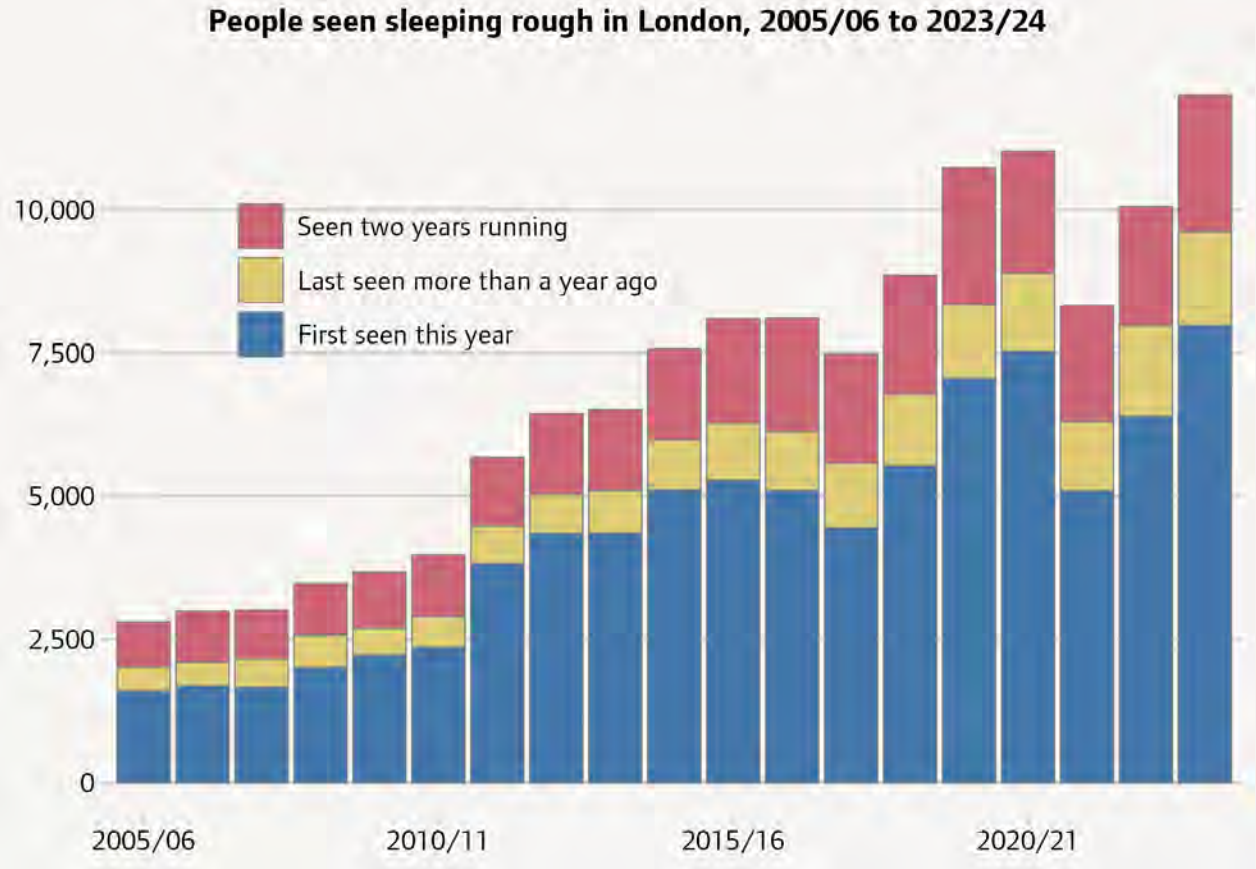
Nearly 12,000 people were seen sleeping on the streets in London in 2023/24, of which 8,000 people were seen sleeping rough for the first time. Both figures are the highest on record (chart 4.1). 2,412 people seen sleeping rough for the first time in 2023/24 spent more than one night on the streets, up 30% from last year (4.2). The quarterly number of people seen sleeping rough in London for the first time increased substantially in 2023, with figures up 35% from pre-pandemic levels (4.3). The number of UK nationals seen sleeping rough increased by 14% in 2023/24, while the number of rough sleepers from outside Europe rose by 80% (including a 108% increase in the number of people from Africa) (4.4).

There were 17,870 households assessed as owed a new homelessness prevention or relief duty in London in 2024 Q1, and 5,490 households accepted as statutorily homeless. Both figures have risen sharply in recent months (4.5). The number of households in London that became homeless after leaving an institution or Home Office asylum accommodation has almost trebled since 2023 Q2 (4.6). At the end of March 2024 there were 65,280 households living in temporary accommodation arranged by London boroughs, an increase of 9% in a year and the highest figure on record. These households included 86,810 children, an increase of 13% in the last year (4.7). The majority of homeless households placed in temporary accommodation in London have been there for more than two years, and the number who have been there for more than five years (20,430) was 14 times higher than in the rest of England (4.8).

According to the latest English Housing Survey data, 6.6% of households in London are overcrowded – but this figure is likely to be an under-estimate due to the effects of the pandemic on the survey data (4.9).

Landlord possession claims in London using the accelerated procedure for Section 21 'no fault' evictions are nearly double of pre-pandemic levels (4.10).

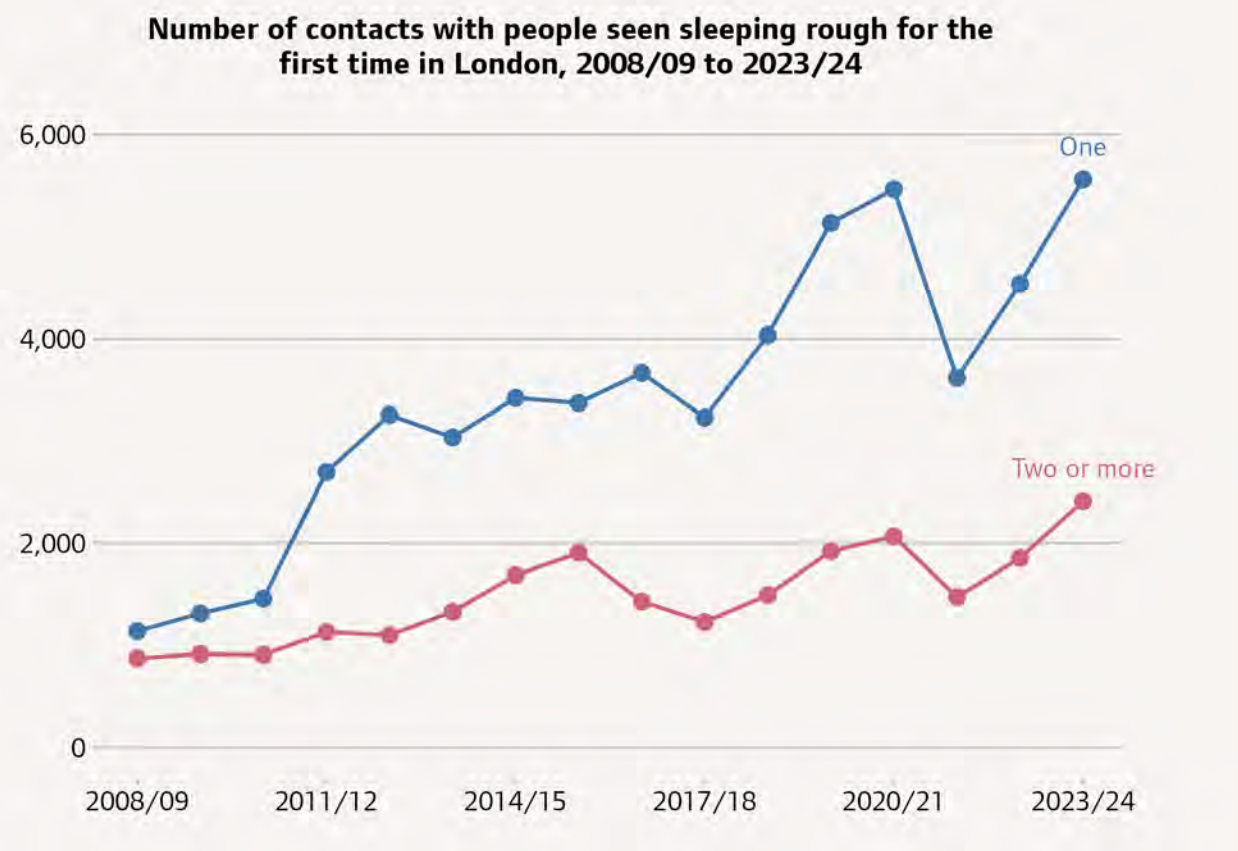
4.1 Nearly 12,000 people were seen sleeping on the streets in London in 2023/24, of which 8,000 people were seen sleeping rough for the first time.



Combined Homelessness and Information Network (CHAIN) annual reports 2005/6 to 2023/24.

- 11,993 people were seen sleeping rough in London in 2023/24, a considerable increase from 10,053 in 2022/23 and the highest number since recorded data began in 2005/06.
- The largest group of rough sleepers in 2023/24 were the 7,974 people seen sleeping rough for the first time. This 'flow' of new people onto the streets increased by 24% in the last year and has quadrupled since 2005/06, although some of this increase is probably due to improved monitoring.
- The number of people seen sleeping rough two years in a row increased by 15% in 2023/24 to 2,387 and has tripled since 2005/06.
- The number of people who were last seen sleeping rough more than a year ago increased by just 3% in 2023/24 to 1,632. However, this figure has still more than doubled in the last decade.

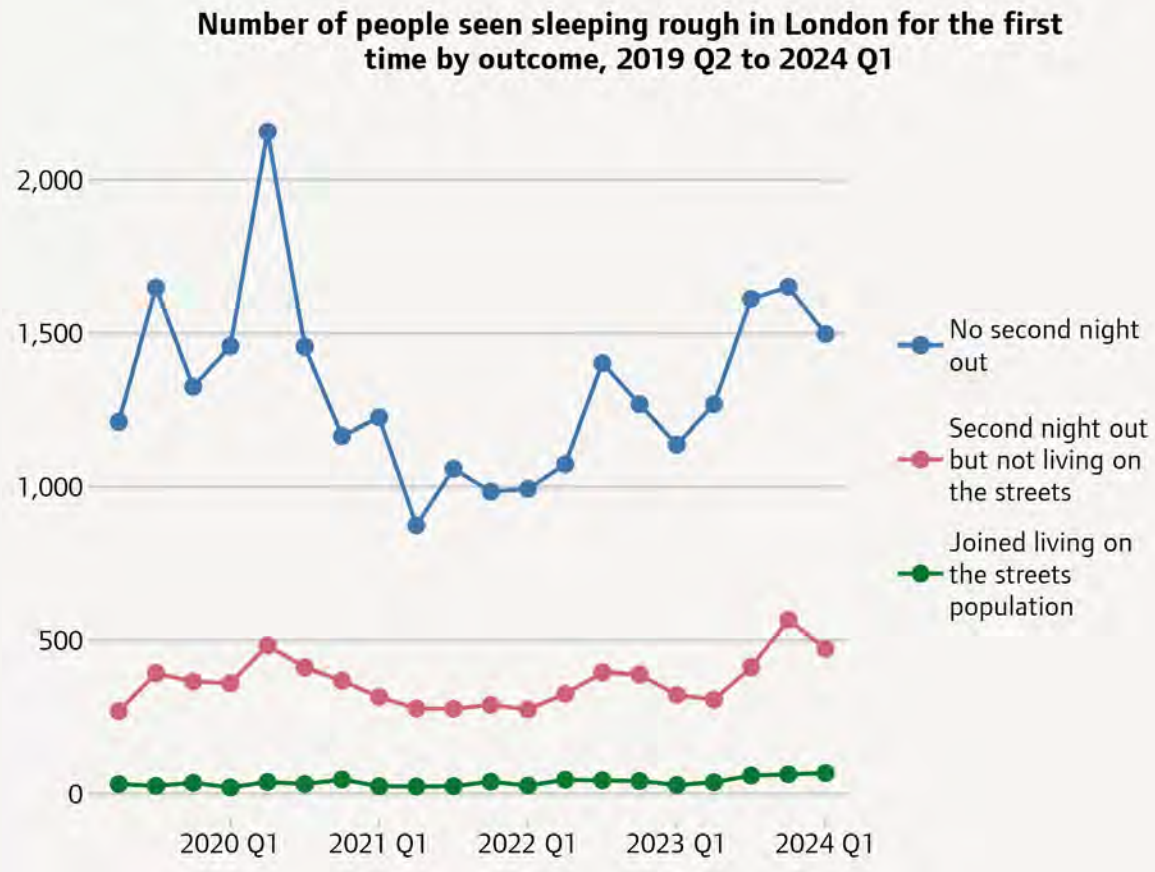
4.2 2,412 people seen sleeping rough for the first time in 2023/24 spent more than one night on the streets, up 30% from last year.



CHAIN annual reports 2008/09 to 2023/24.

- 5,562 people, or 70% of those new to the streets in 2023/24, were seen sleeping rough only once in the year, up significantly from 4,538 in 2022/23 and the highest number of people recorded since data began in 2008/09.
- 2,412 new rough sleepers were seen more than once in 2023/24, up 30% from 2022/23 and 30% of the total. Of this group, almost half were seen just twice.
- The number of new rough sleepers seen on 6 or more occasions in 2023/24 was the highest in several years, and 51% higher than in 2022/23. 119 people were seen sleeping rough more than ten times, unchanged from 2022/23 but a significant increase from 76 in 2021/22 and 85 in 2020/21.

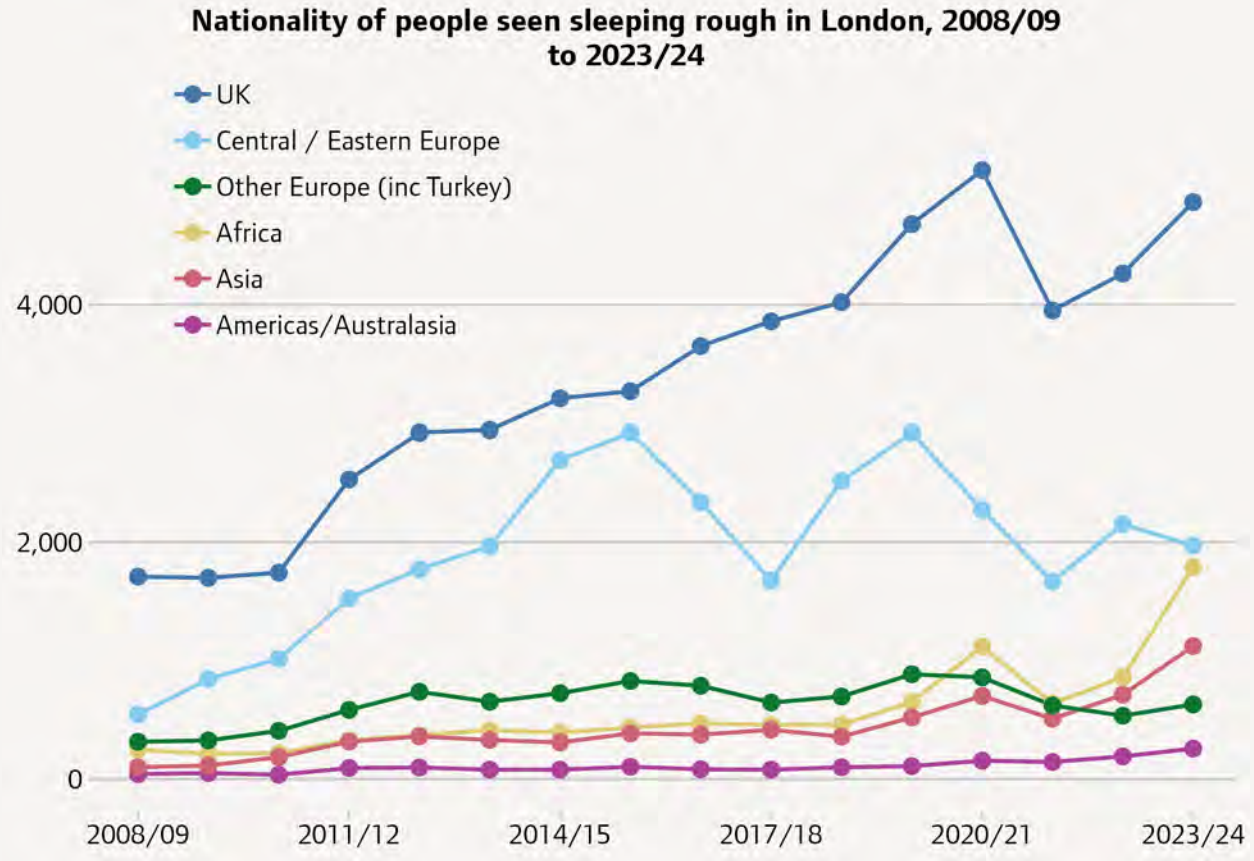
4.3 The number of people seen sleeping rough in London for the first time increased substantially in 2023, with figures up 35% from pre-pandemic levels.



CHAIN quarterly rough sleeping reports 2019 to 2024.

- In the first quarter of 2024 outreach teams recorded 2,038 people sleeping rough in London for the first time, up 35% from pre-lockdown figures. This figure peaked at 2,680 in 2020 Q2, immediately after the first national lockdown was announced.
- The majority of new rough sleepers only spent one night sleeping rough. This figure reached its peak at 1,652 in Q4 2023, falling to 1,498 in 2024 Q1.
- Numbers of people recorded sleeping rough for two nights but not considered to be living on the streets also peaked in 2023 Q4, 17% higher than the recent peak during the pandemic in 2020 Q2.
- The number of rough sleepers who have joined the population living on the streets has more than doubled from 29 in 2023 Q1 to 68 in 2024 Q1.

4.4 The number of UK nationals seen sleeping rough increased by 14% in 2023/24, while the number of rough sleepers from outside Europe rose by 80%, the largest figure and increase yet recorded.

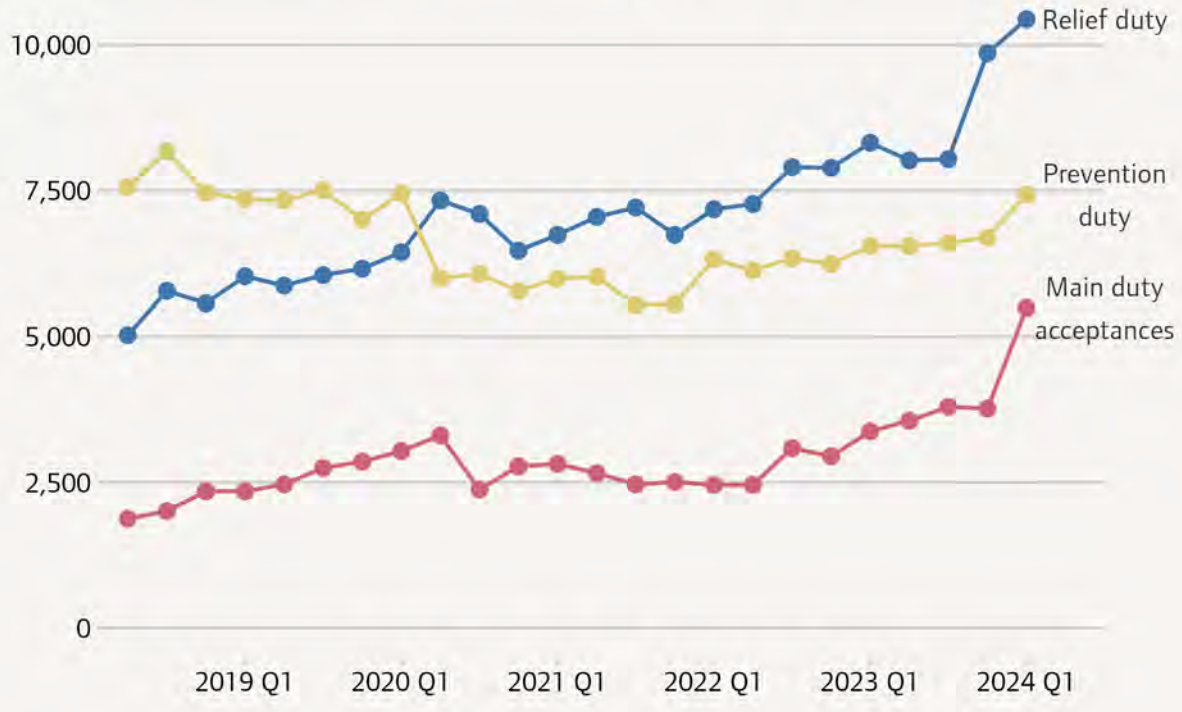


CHAIN annual reports 2008/09 to 2023/24.

- People of 146 different nationalities were seen sleeping rough in London during 2023/24. UK nationals accounted for 4,869 of those seen sleeping rough in London in 2023/24, 45% of the total. This proportion is similar to the previous two years.
- People from Central or Eastern Europe seen sleeping rough made up the second largest group, after UK citizens.
- There were significant increases in people from the rest of the world seen rough sleeping, including people from Africa, Asia, the Americas and Australasia, all of which reached the highest figure since this data series began. People from Africa seen rough sleeping more than doubled from 859 people in 2022/23 to 1,790 in 2023/24. The number of people from Asia seen rough sleeping also increased by nearly 60%.
- The number of people seen sleeping rough who are nationals of countries in the Americas or Australasia rose by 34% to 257.

4.5 There were 17,870 households assessed as owed a new homeless prevention relief duty in London in 2024 Q1, and 5,490 households accepted as statutorily homeless. Both figures have risen sharply in recent months.

Households owed a prevention or relief duty and accepted as statutorily homeless in London, 2018 Q2 to 2024 Q1



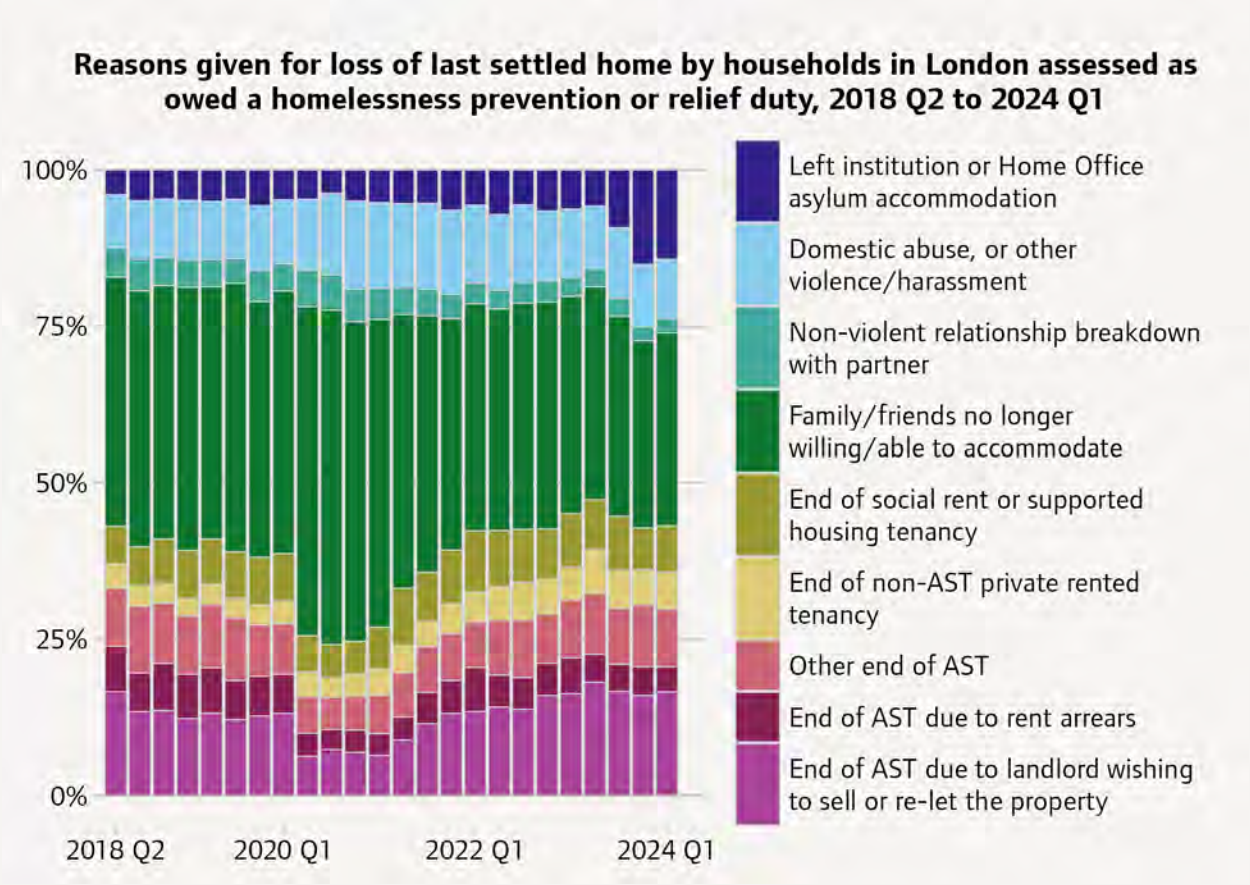
MHCLG live tables A1 and MD1, from the collection 'Statutory homelessness in England'.

- The Homelessness Reduction Act came into force in 2018, creating new prevention and relief duties for local authorities. Under the Act, a prevention duty is owed to households threatened with homelessness within 56 days and a relief duty is owed to households that are already homeless and require help to secure accommodation. The relief duty lasts 56 days, after which a household can be accepted as statutorily homeless and owed a main homelessness duty.

- All three figures have risen sharply in recent quarters, after several quarters of steady rise since mid-2022. Households owed a prevention or relief duty jumped from 14,640 in 2023 Q3 to 17,870 in 2024 Q1, an increase of 22%. In the same period, main duty acceptances increased from 3,800 households to 5,490 households, an increase of 44%.

- The number of households owed a prevention duty increased by a smaller proportion, from 6,700 in 2023 Q3 to 7,430 in 2024 Q1, an increase of 11%.

4.6 The number of households in London that became homeless after leaving an institution or Home Office asylum accommodation has almost trebled since 2023 Q2.



MHCLG, Statutory Homelessness statistics. Cases where the reason for the loss of the last settled home was unknown or fell into an undefined 'other' category are excluded from the published chart.

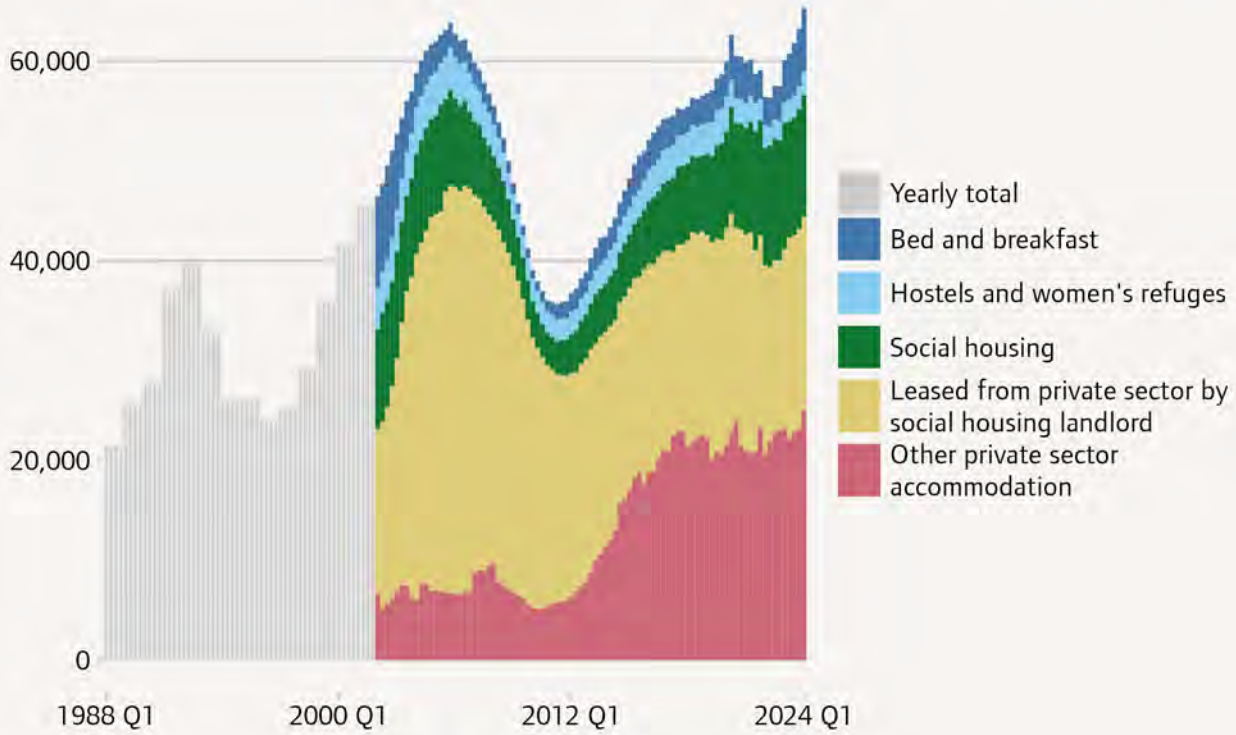
- The distribution of reasons given for the loss of a last settled home by households becoming statutorily homeless in London has remained broadly similar since the end of 2023. About 20% of households fell into the 'unknown or other reasons' category (not shown in the chart). Of those that were able to provide a reason, the most common was family or friends being unwilling or unable to accommodate the household. The second most common was the end of a private sector Assured Shorthold Tenancy (AST).

- The number of households that give the end of an AST as a reason increased following the pandemic, but has stabilised since mid-2023.

- The number of households that gave leaving an institution or Home Office asylum accommodation as a reason for the loss of their last home increased substantially in the last year, from 800 in 2023 Q1 (6% of the total) to 2,200 in 2024 Q1 (11% of the total and an increase of 162%.)

4.7 In March 2024 there were 65,280 households in temporary accommodation arranged by London boroughs, an increase of 9% in a year and the highest figure on record.

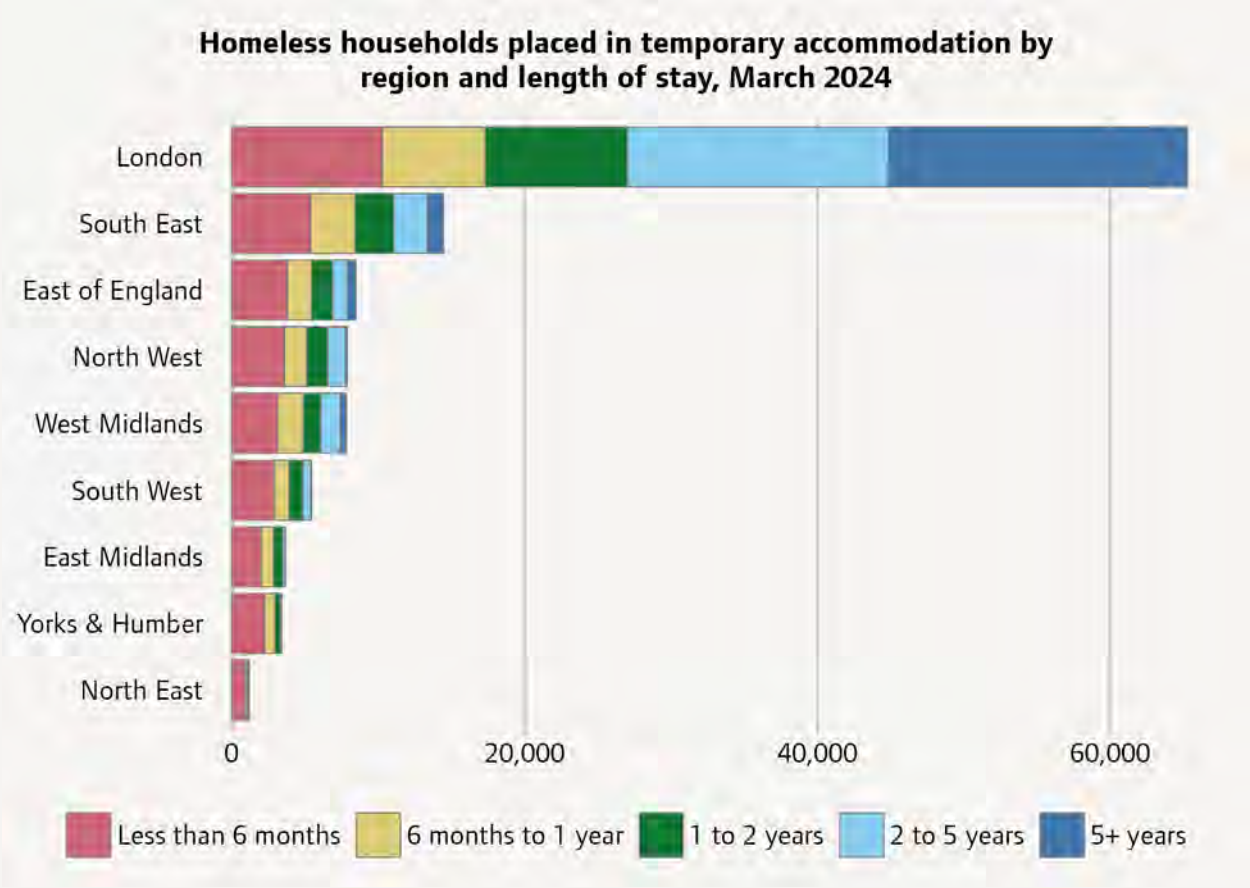
Homeless households placed in temporary accommodation by London boroughs by type of accommodation, 1988 to 2024 Q1



Compiled by GLA from: Housing Finance Review 1995/96; UK Housing Review 2004/05; MHCLG live tables 775 and TA1. Children are those aged under 19.

- At the end of March 2024 there were 65,280 homeless households in temporary accommodation arranged by London boroughs. This is a 9% increase compared to one year earlier (when it was 60,100) and the highest value since the data series began in 1988.
- 28,680 of the households in temporary accommodation arranged by London boroughs were placed outside their home borough, an increase of 23% compared to one year earlier, and the highest figure yet recorded.
- 6,330 households lived in bed and breakfast accommodation at the end of March 2023, a 49% increase compared to one year earlier. 68% of households in temporary accommodation (44,370) were in some form of private sector accommodation, an increase of 8% compared to a year earlier.
- There were 86,810 children living in temporary accommodation in March 2024, an increase of 13% in the last year.

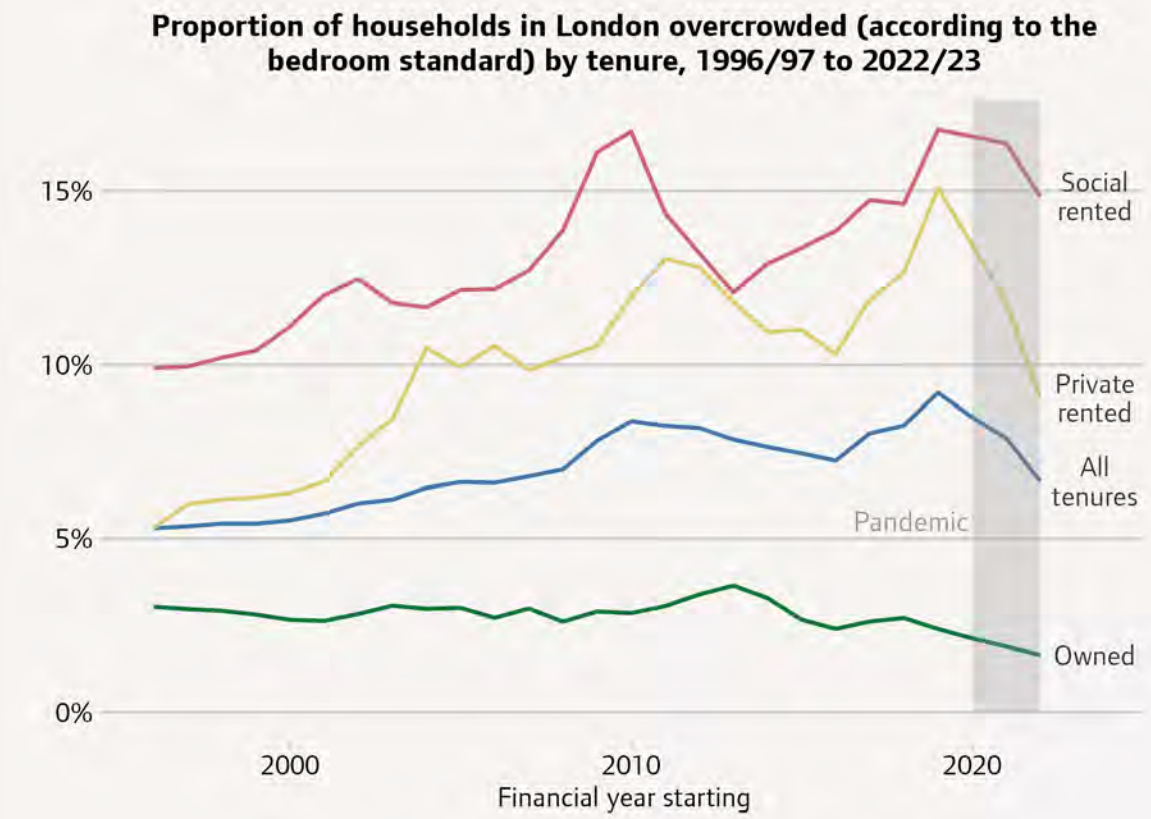
4.8 The majority of homeless households placed in temporary accommodation in London have been there for more than two years.



MHCLG Statutory homelessness in England statistics.

- At the end of March 2024, there were 65,280 homeless households placed in temporary accommodation in London, equivalent to 55% of England's total.
- While in every other region the majority of homeless households have stayed in temporary accommodation for less than a year, in London 58% have stayed for two years or more.
- 9,710 homeless households in London have stayed in temporary accommodation for one to two years, and a further 17,840 homeless households have stayed two to five years. The number of households placed in temporary accommodation for longer than five years in London (20,430) was 14 times as many as in the rest of England (1,460).
- 990 homeless households in London have spent more than two years in bed and breakfast hotels, 160 (16%) of which are households with children.

4.9 According to the latest English Housing Survey data, 6.6% of households in London are overcrowded – but this figure is likely to be an underestimate due to the effects of the pandemic on the survey data.



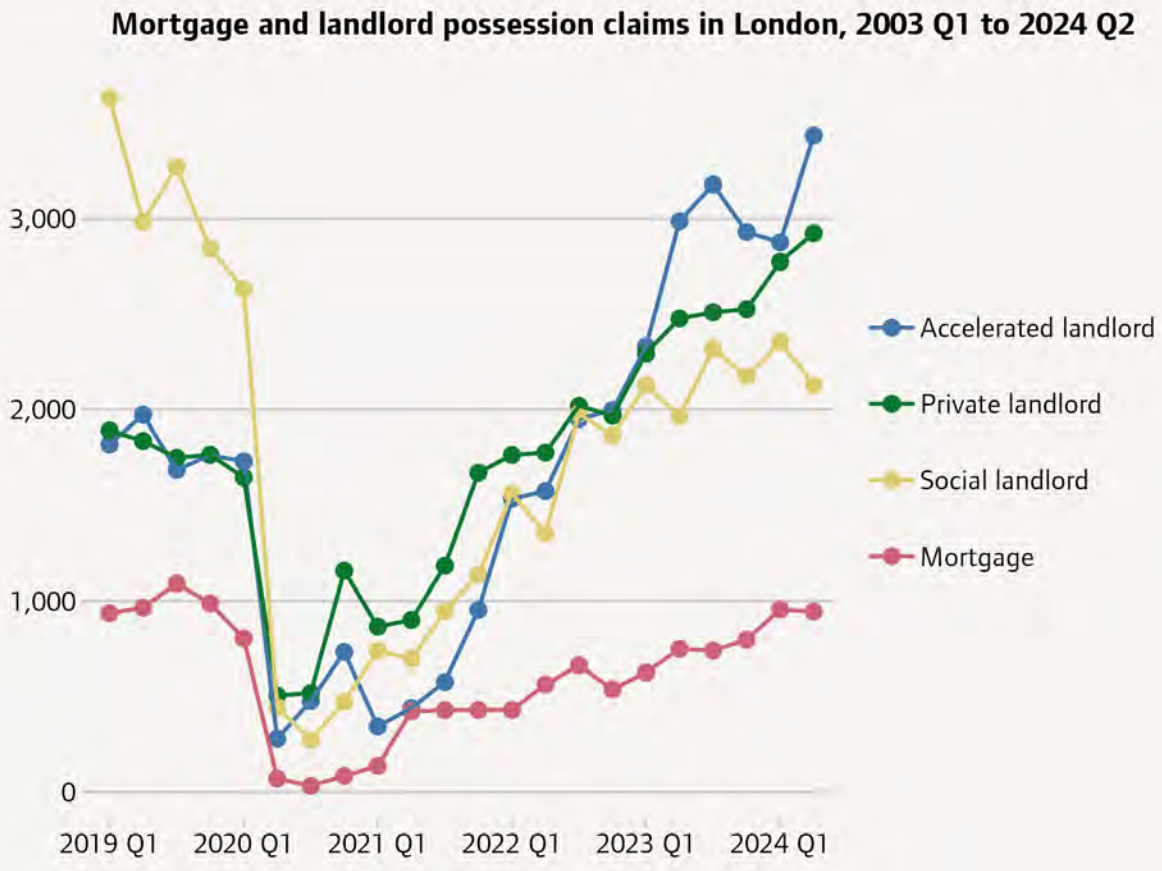
MHCLG, Survey of English Housing and English Housing Survey data, using three-year rolling averages. Figures for the years 2020/21 to 2022/23 are likely to be under-estimates due to effects of the pandemic on data collection. 2006 definition of bedroom standard and rolling three-year averages used. The shaded area represents the pandemic period.

- The official bedroom standard compares the number of bedrooms available to a household to the number it requires based on the ages, genders and relationships of its members. When measured on this standard using data from the English Housing Survey, overcrowding rates in London have fallen in the last three years, particularly in the private rented sector.

- According to figures based on a three-year rolling average, 6.6% of households in London were overcrowded in 2022/23 (down from 9.2% in 2019/20). 14.8% of social renting households, 9.0% of private renting households and 1.7% of owner occupiers were overcrowded.

- However, these figures are likely to be an underestimate, particularly in the private rented sector. The English Housing Survey does not include people who have temporarily left one household to join another, and there was a sharp increase in the number of people in this category during the pandemic-affected years of 2020/21 and (to a lesser extent) 2021/22 and 2022/23.

4.10 Landlord possession claims in London using the accelerated procedure for Section 21 'no fault' evictions are nearly double of pre-pandemic levels.



Ministry of Justice, possession statistics. The accelerated procedure can be used in both private and social housing, but the large majority of cases are believed to be in the private sector. In social housing, only a minority of housing association tenancies are Assured Shorthold Tenancies and therefore subject to the accelerated procedure.

- In the beginning of the Covid-19 pandemic, temporary measures were put in place to protect tenants, including a stay of possession proceedings and evictions, as well as extended notice periods. These measures all ended by the end of 2021 and were followed by increases in mortgage and landlord possession claims.
- Social housing possession claims remain below pre-pandemic levels (19% lower than 2020 Q1), while possession claims from private landlords and using the 'accelerated procedure' for Section 21 'no fault' evictions are now significantly higher than pre-pandemic levels (77% and 98% higher than 2020 Q1 respectively). The number of mortgage repossessions is roughly back to pre-pandemic levels.
- Some of the recent increases may be a result of clearing the backlog of cases accumulated during the pandemic, or may reflect the impacts of the cost of living crisis on tenants' ability to pay their rent.

5. Mobility and decent homes

The proportion of London households who have moved in the last year remains higher than in other regions, but mobility rates have fallen over the last two decades in each tenure, particularly for homeowners and social housing residents (5.1). The number of households moving into social housing is more than three quarters lower than in the mid-1990s, although it rose slightly in the last two years after a dip during the pandemic (5.2). The rate of turnover in London's council housing sector has fallen much more than in other regions in recent decades (5.3). The Mayor's Seaside and Country Homes scheme has freed up 966 social rented homes in London in the last six years, with the highest figures in Greenwich and Southwark (5.4).

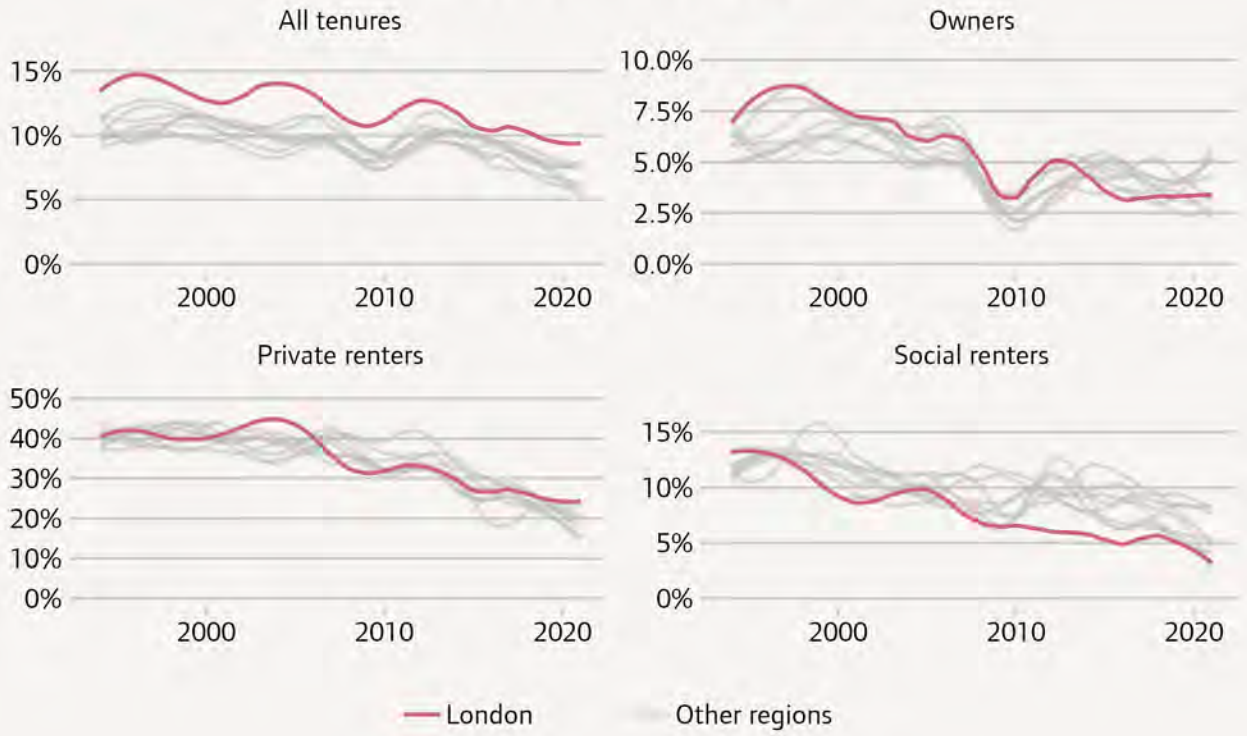
The Decent Homes Standard is a measure of whether homes provide sufficiently modern, warm and safe conditions, and in 2022 an estimated 10% of homes in London fell below the Standard, a 1 percentage point increase compared to 2021 but the second lowest rate on record and a 27 percentage point decrease since 2006 (5.5). The number of affordable rented homes in London falling below the Decent Homes Standard reported by social housing landlords fell sharply between 2005 and 2016 but has remained largely static since then (5.6).

In the aftermath of the Grenfell Tower fire, the owners of builders with unsafe cladding are required to remove it, with funding available to assist with a portion of the costs. Over a quarter of residential buildings over 11 metres have had their remediation process completed (5.7).

Per capita greenhouse gas emissions from domestic energy use have fallen by 32% in the last decade, although the rate of decline has slowed recently (5.8). The energy efficiency of London's existing housing stock has improved over time, but new build homes are still far more energy efficient on average – 84% of new build homes registered in 2024 Q2 had an A or B energy efficiency rating, compared to 9% of existing homes (5.9). Typical energy efficiency ratings in London's homes improved marginally in the last year (5.10). In each tenure more households in 2022/23 said they were unable to keep their home adequately warm than before the pandemic – but renters in London are better able to keep their homes warm than their counterparts in the rest of England (5.11).

5.1 The proportion of London households who have moved in the last year remains higher than in other regions, but mobility rates have fallen in each tenure, particularly for homeowners and social housing residents.

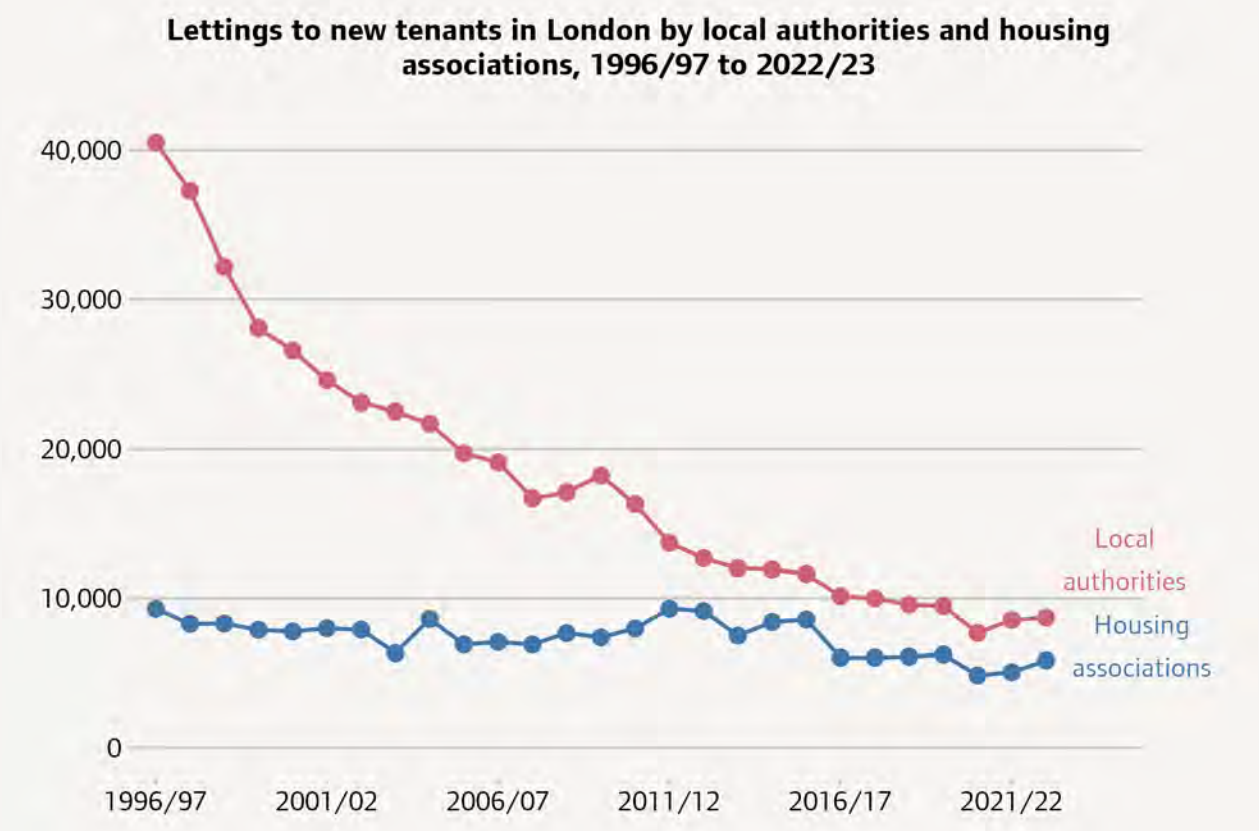
Share of households who have moved in the last year by region and tenure, 1994 to 2021/22



1993 to 2007 from the Survey of English Housing, 2008/09 onwards from the English Housing Survey. Financial years (from 2008/09 onwards) are represented on the chart by the calendar year in which they began. Smoothing has been applied to the chart to reduce the impact of year-to-year volatility.

- In 2021/22 some 10% of households in London said they had moved address in the previous 12 months. This mobility rate has fallen from around 15% in the mid-1990s, while remaining higher than in any other English region. However, this masks sharp falls in mobility within individual tenures in London.
- In the 1990s, the homeowner mobility rate was generally higher in London than in any other English region, but it has fallen by almost two thirds since then and is now among the lowest.
- Similarly, social housing tenants in London typically moved at a higher rate than their counterparts in other regions in the 1990s, but are now less likely to move than the national average.
- While it has also fallen in the last two decades, the mobility rate for private renters in London remains higher than the regional average. The high rate in this tenure combined with its large size in London accounts for London's overall mobility rate remaining relatively high.

5.2 The number of households moving into social housing is more than three quarters lower than in the mid-1990s, although it rose slightly in the last two years after a dip during the pandemic.

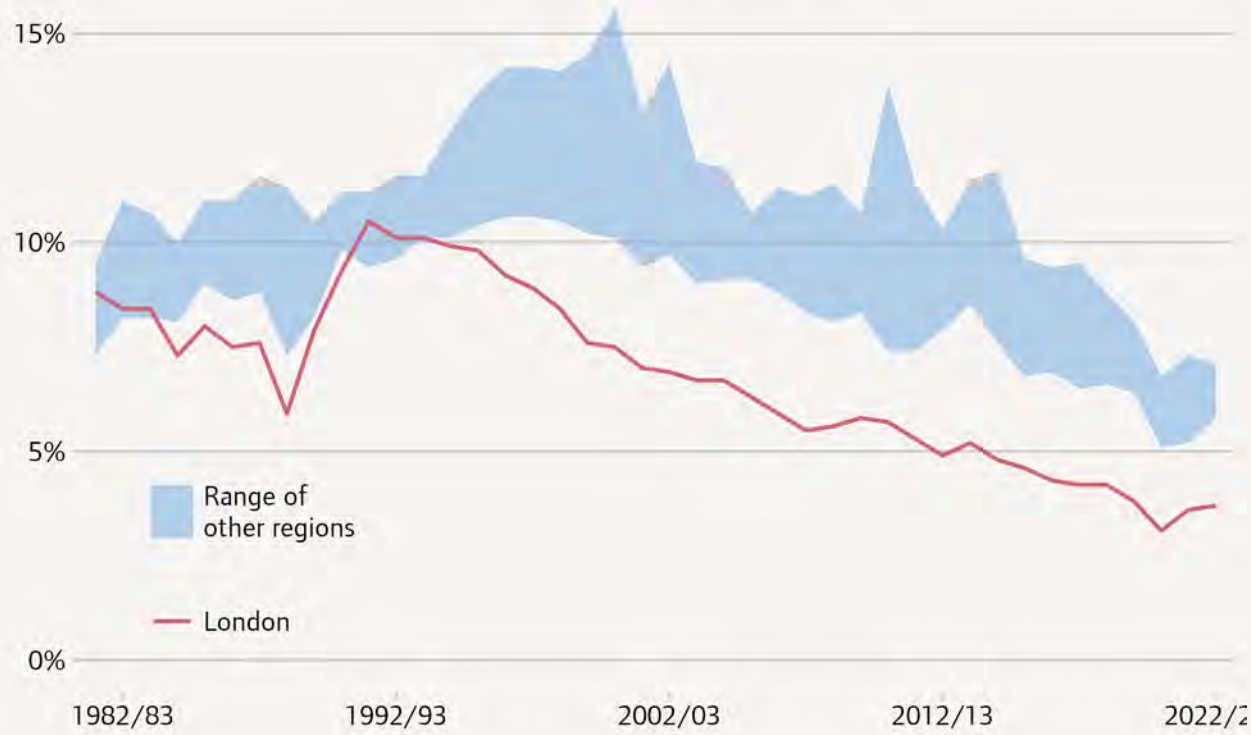


Compiled by GLA from UK Housing Review, various years. Data is for tenants new to social housing and includes those moving from supported housing.

- In 2022/23, 14,532 households new to social housing moved into council or housing association homes in London, a figure that has fallen from 49,800 in 1996/97, but has risen slightly from a low of 11,620 in 2020/21. Lettings to new tenants have been in long-term decline in London but there was a particularly sharp fall in 2020/21, probably due to the pandemic.
- Properties let to new tenants in 2022/23 were equivalent to 1.8% of the total social housing stock in London (799,880 in 2023), a slight increase on last year but still one of the lowest turnover rates on record.
- 8,702 of the 2022/23 lettings were to new council tenants and 5,830 to housing association tenants. Council lettings fell in the 1990s and 2000s due to the shrinking of the council housing stock, but lettings from housing associations did not increase to offset this decline, with a growing stock failing to compensate for a falling letting rate.

5.3 A comparison to other English regions shows that turnover in London council housing has fallen much more than anywhere else in recent decades.

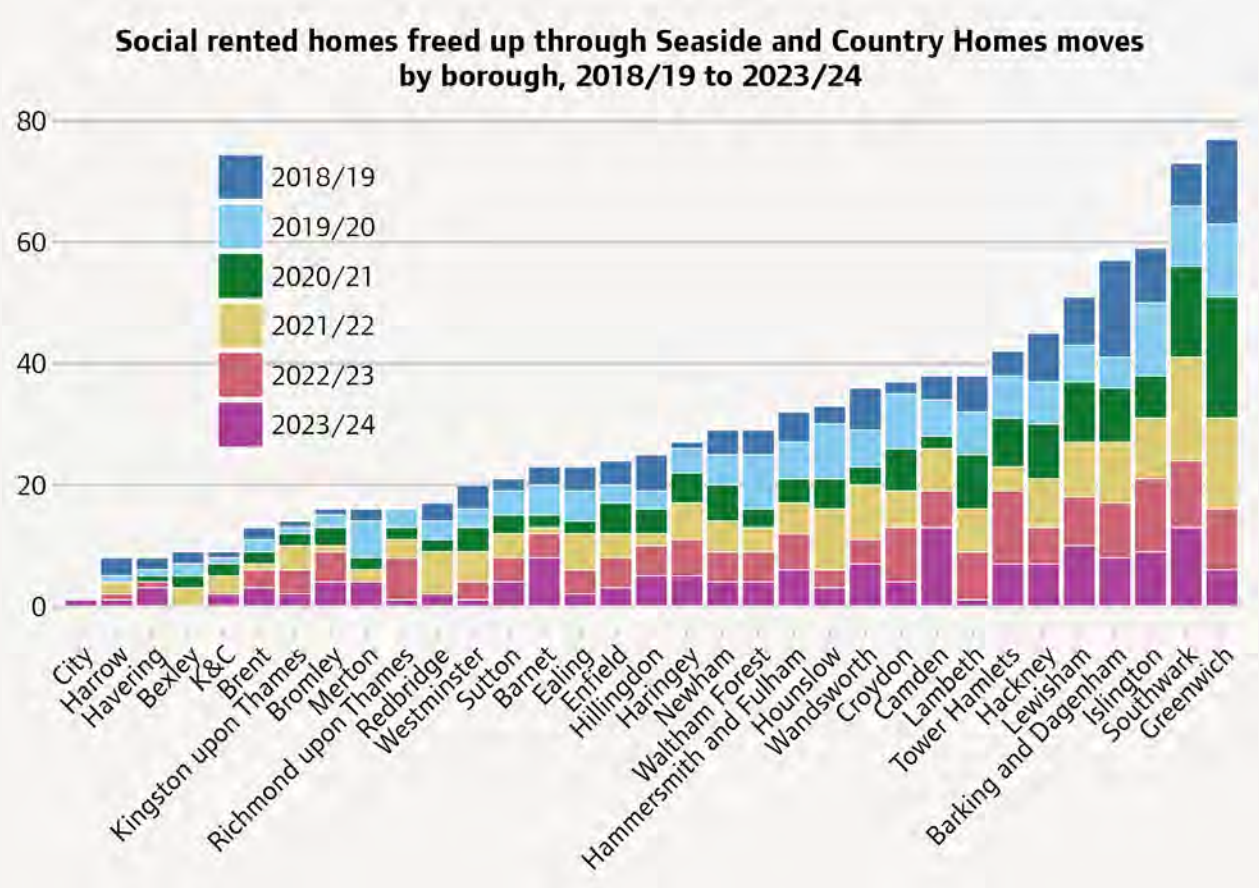
Local authority lettings as a share of local authority housing stock by region, 1981/82 to 2022/23



GLA analysis of MHCLG Local Authority Housing Statistics open data.

- At the start of the 1980s, the rate of turnover in London's council housing sector (measured as the number of lettings as a share of the council dwelling stock) was in line with the average across all regions of England. But in a process that started in the 1980s, was interrupted during the property market crash of the late 80s/early 90s, and then restarted in earnest in the following decades, the rate of turnover in London fell steadily lower, more so than in any other region.
- By 2022/23 (the most recent year available), local authority lettings in London were equivalent to just 3.7% of the council housing stock, by far the lowest rate of any English region. The next lowest turnover rate was in the South West and West Midlands at 5.8%, while the highest rate was in the North West and North East at 7.1%.

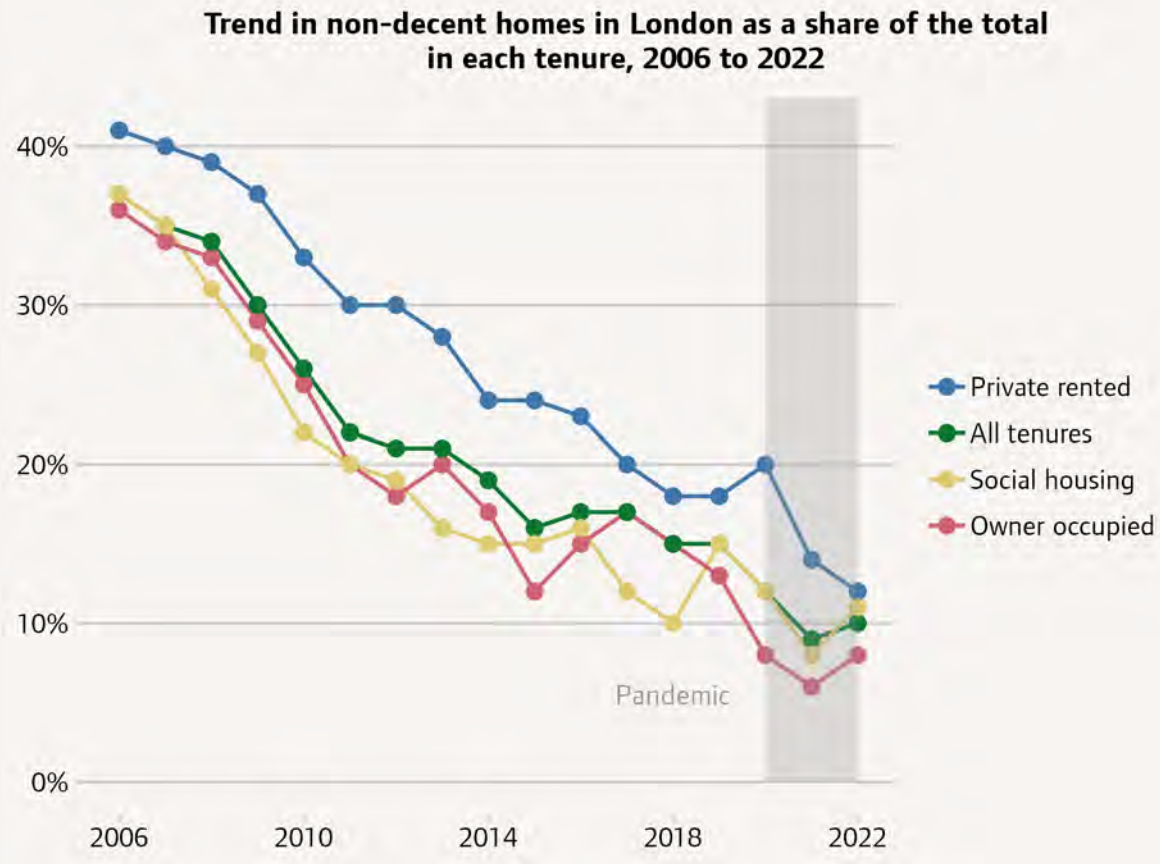
5.4 966 social rented homes in London have been freed up through the Seaside and Country Homes scheme in the past six years, with the highest figures in Greenwich and Southwark.



GLA, Seaside & Country Homes programme monitoring data.

- The GLA has operated the Seaside and Country Homes scheme since 2011, helping older council and housing association tenants in London move to a home outside London and freeing up social rented homes in the process.
- In the past six years of the scheme, 966 social rented homes have been freed up, with Greenwich freeing up the most homes through the scheme at 77, followed by Southwark at 73.
- Just one home (in 2023/24) has been freed up through the scheme in the City of London, and Harrow and Havering are next lowest with 8 homes freed up each.
- This scheme allowed 153 households to move to a range of counties in 2023/24, freeing up a total of 362 bedrooms in London. Essex accommodated the highest number of movers this year, with 32 households relocating there. West Sussex, Kent and Norfolk were also popular locations for those moving out of London.

5.5 In 2022 10% of homes in London fell below the official Decent Homes Standard, a 1 percentage point increase compared to 2021 but the second lowest rate on record and a 27 percentage point decrease since 2006.

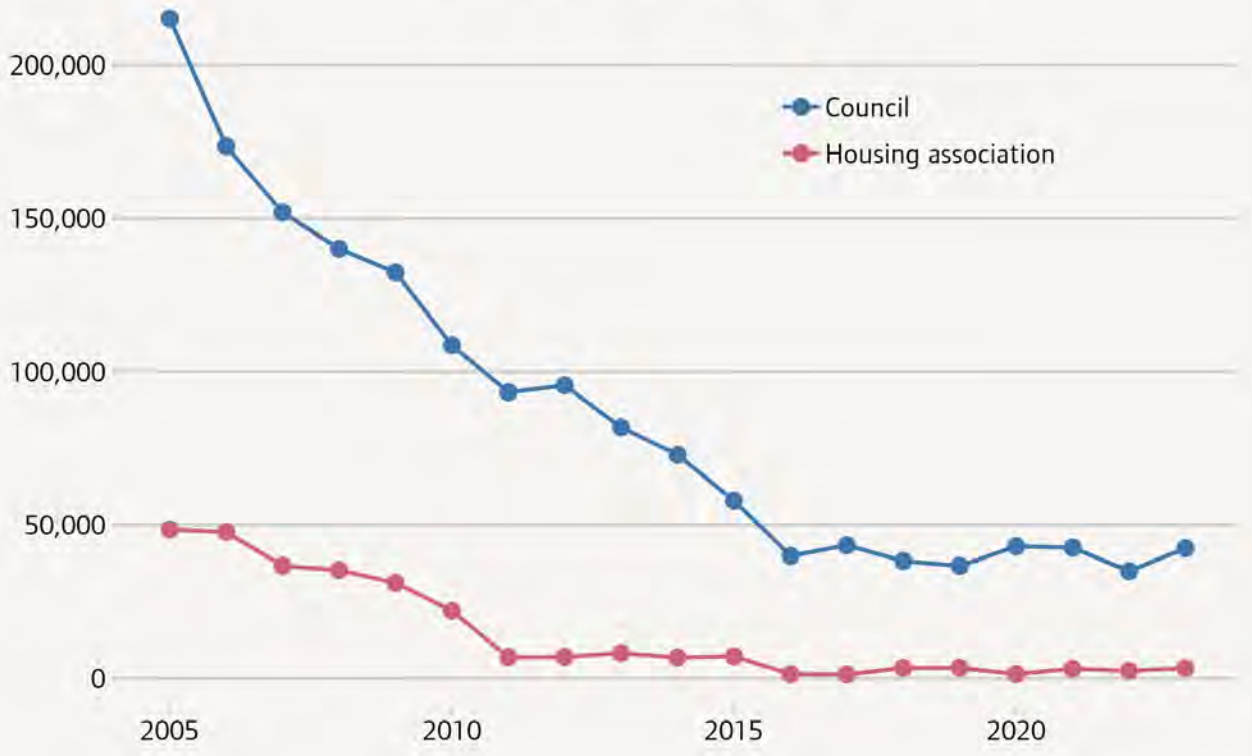


MHCLG, English Housing Survey and English House Condition Survey. Data for 2020 and 2021 was modelled by the ministry as surveyors were unable to carry out internal inspections of properties due to the Covid-19 pandemic, while 2022 data combined modelled and surveyed results.

- Between 2006 and 2022 the proportion of homes in London estimated to be below the official Decent Homes Standard fell from 37% to 10%.
- The lowest recorded share of non-decent homes was in 2021, with 9%. The uptick in 2022 was driven by an increase of the share of non-decent homes in the social housing and owner-occupied sectors. However, note that data from 2020 and 2021 (and part of 2022) was modelled by MHCLG as surveyors were unable to carry out internal inspections due to the Covid-19 pandemic.
- In 2022 there was further improvement in conditions in the private rented sector (from 20% in 2020 and 14% in 2021 to 12% in 2022). Historically the private rented sector had the largest share of non-decent homes, but it is now on par with the social rented sector (12% and 11%, respectively).

5.6 The number of affordable rented homes in London falling below the Decent Homes Standard reported by social housing landlords fell sharply between 2005 and 2016 but has remained largely static since then.

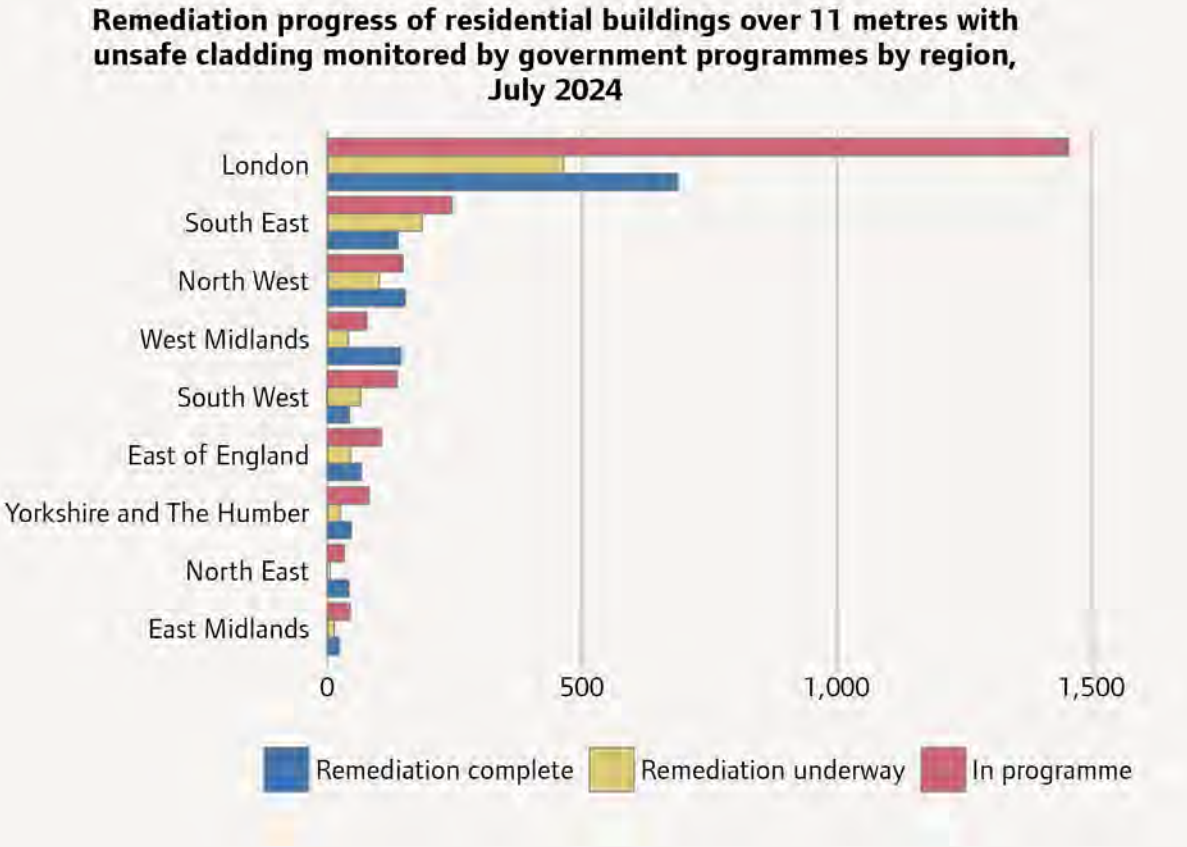
Trend in number of non-decent affordable homes in London by landlord type, 2005 to 2023



Council data from MHCLG, Local authority housing statistics open data; Housing association data from Regulatory Statistical Return data published by the TSA, and from social housing stock statistics published by the Regulator of Social Housing.

- Councils and housing associations reported that in April 2023 they owned a combined total of 47,870 rented homes in London that fell below the Decent Homes Standard. This figure is up from 39,610 in 2022 but broadly in line with the levels seen since 2017. Note that the figures recorded by councils and housing associations differ from those reported in the previous chart, which derive from surveys of random samples of properties across all tenures.
- There were 3,380 non-decent housing association homes in London in 2023, down from 48,520 in 2005 but up from a low of 1,360 in 2017.
- The number of non-decent council homes fell from 215,200 in 2005 to an all-time low of 35,040 in 2022, but increased in the subsequent year to 42,470 in April 2023.

5.7 Over a quarter of residential buildings over 11 metres with unsafe cladding in London have had their remediation process completed.



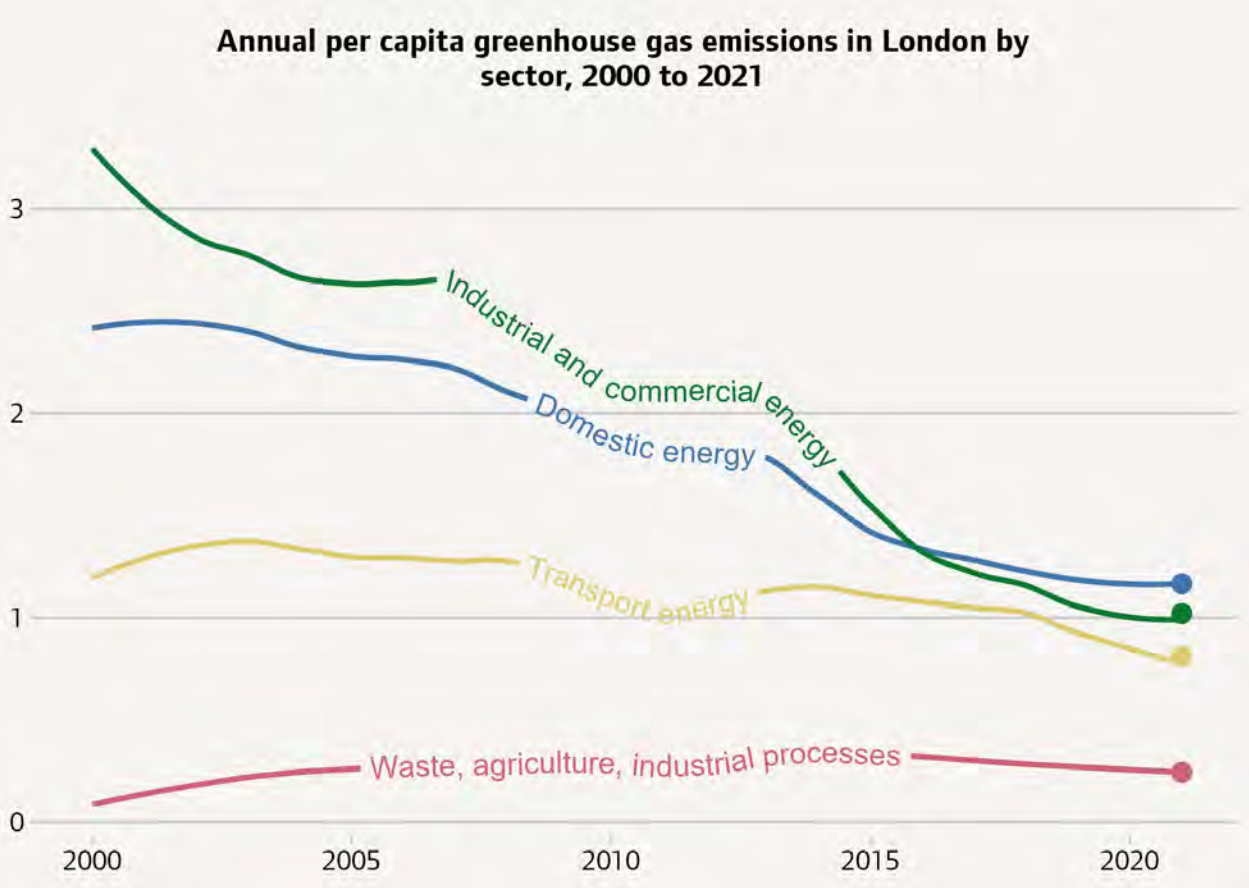
Building safety remediation statistics, MHCLG. This includes data on remediation progress of buildings in the ACM programme, Building Safety Fund (BSF), Cladding Safety Scheme (CSS), developer remediation contract, and social housing sector as reported by registered providers of social housing.

- The GLA administers three government funding programmes to remediate buildings with unsafe cladding: the Social Sector and Private Sector ACM Cladding Remediation Funds, and the Building Safety Fund (BSF) for unsafe non-ACM cladding systems. The Cladding Safety Scheme (CSS), administered by the government, meets the cost of addressing life safety fire risks.

- As of the end of July 2024, there are 4,630 residential buildings 11 metres and over in height identified with unsafe cladding in England and monitored by the government, 2,606 (56%) of which are in London. 55% of the London buildings are in programme, 18% are in the process of remediation, and 26% have had remediation completed.

- The remediation process is complete for 26% of monitored buildings in London, compared to 33% across England. Remediation is underway for 17% of buildings in London and 20% in England. These differences are likely to be driven by the higher density and greater complexity of buildings in London, which among other challenges can make access for works more difficult.

5.8 Per capita greenhouse gas emissions from domestic energy use have fallen by 32% in the last decade, although the rate of decline has slowed recently.

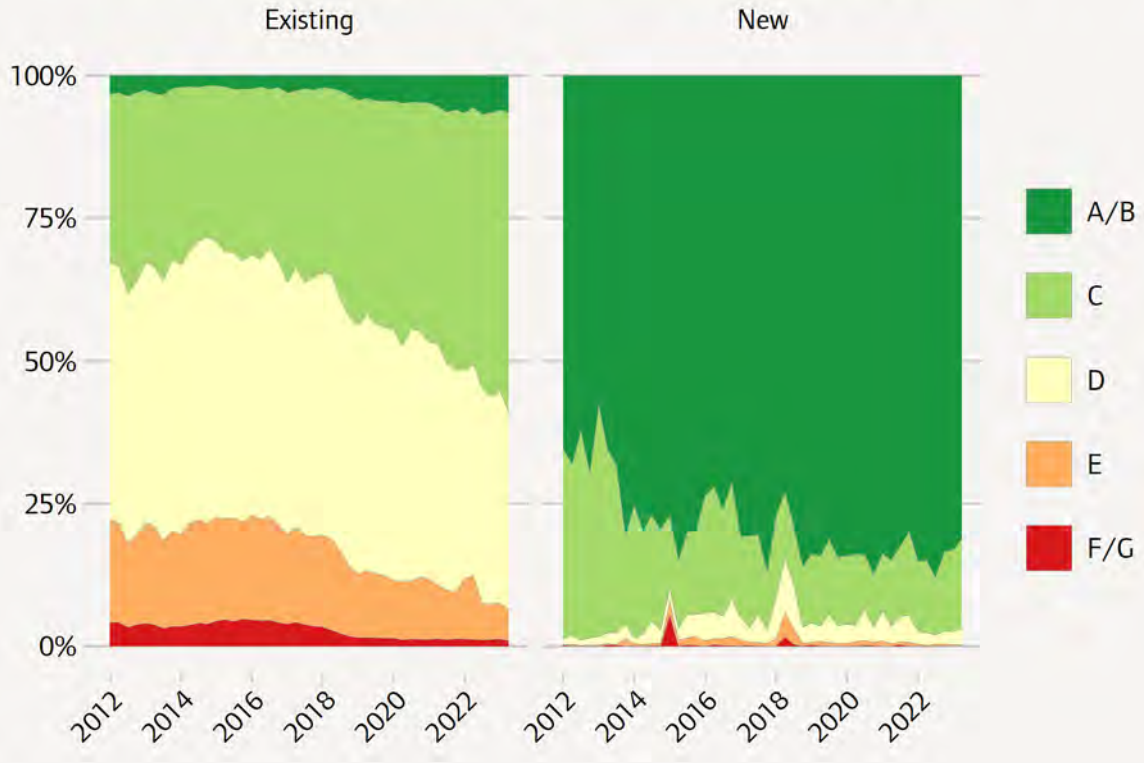


GLA, London Energy and Greenhouse Gas Inventory (LEGGI). 2021 data is interim. In a change from previously published figures, the data from 2019 includes estimates of emissions from bioenergy and waste sources not connected to the energy grid.

- The GLA's London Energy and Greenhouse Gas Inventory (LEGGI) measures greenhouse gas emissions from London's workplaces, homes and transport. Total greenhouse gas emissions have fallen by 35% in the last decade to 3.2 tonnes per Londoner in 2020.
- Per capita emissions of greenhouse gases from London's homes equalled 1.2 tonnes in 2020, 32% lower than a decade before but largely unchanged in the last two years. Domestic energy is now firmly the largest source of per capita emissions in London.
- Per capita emissions from industrial and commercial energy use have fallen faster than domestic emissions and have halved in the last decade, from 2.0 tonnes in 2011 to 1.0 tonnes in 2021.
- Transport emissions per Londoner are lower than emissions from homes and workplaces, but were relatively flat until a sharp fall in 2020 to 0.8 tonnes, with only a slight recovery in 2021.

5.9 The energy efficiency of London's existing housing stock has improved over time, but new build homes are still far more energy efficient on average.

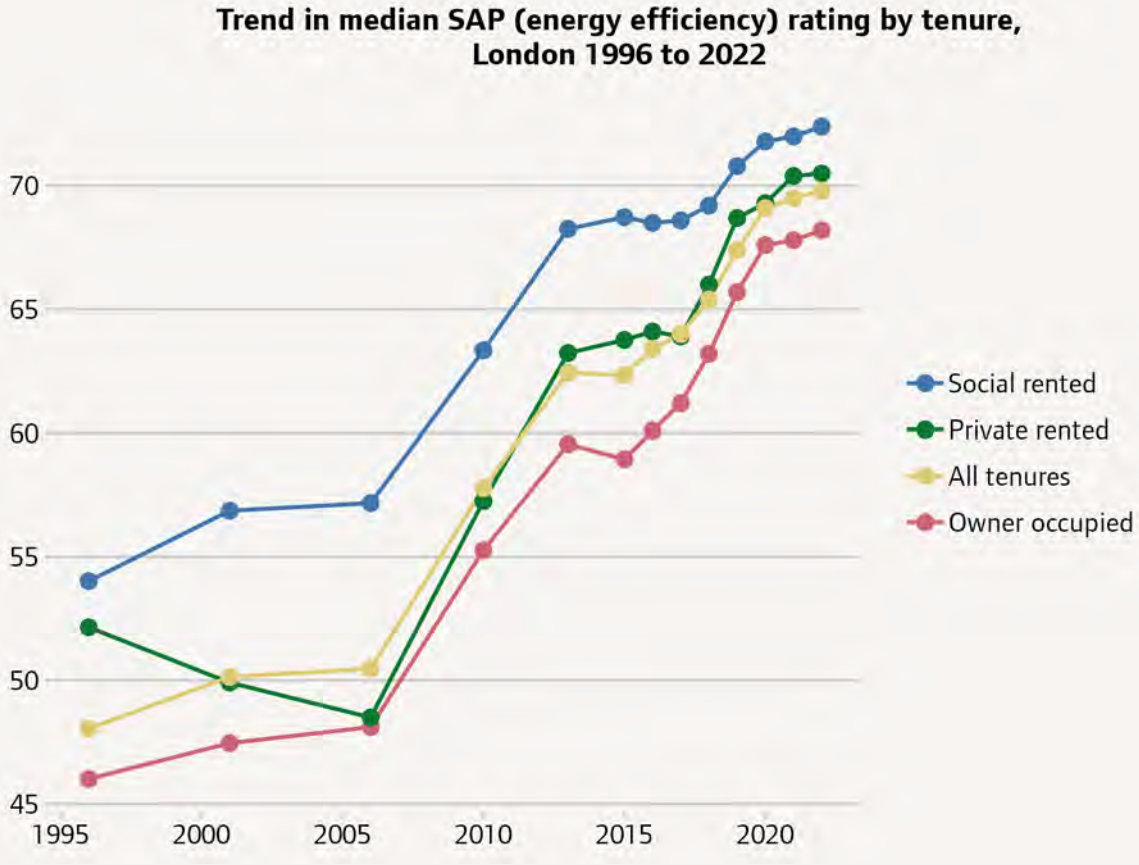
Energy efficiency band of Energy Performance Certificates lodged for new and existing homes in London, 2012 Q1 to 2023 Q2



MHCLG, Live tables on Energy Performance of Buildings Certificates.

- Energy Performance Certificates (EPCs) are required when new homes are built or when existing homes are sold or relet. 8.6% of existing homes with an EPC lodged in 2024 Q2 fell into the top A/B energy efficiency bands, more than double the 3.3% recorded in 2012. The number of C-rated homes recorded has also increased over this period, from 30% to 50%.
- In comparison, 84% of new build homes with EPCs lodged in 2024 Q2 had energy efficiency ratings of A or B, and another 14% were in band C. While the ratings of new homes have improved over time, most of this improvement came in the first half of the decade.
- Few homes in London have an A rating for energy efficiency. Over the last year there were just 481 A-rated EPCs recorded for new build homes in London, and only 160 for existing homes.

5.10 Typical energy efficiency ratings in London's homes improved marginally in the last year.



GLA analysis of English House Condition Survey and English Housing Survey stock data 1996 to 2022. This analysis uses the 2012 SAP definition throughout and refers to all dwellings including vacant. Data for 2020 and 2021 was modelled by the ministry as surveyors were unable to carry out internal inspections of properties due to the Covid-19 pandemic, while 2022 data combined modelled and surveyed results.

- The energy efficiency of housing can be measured by the Standard Assessment Procedure (SAP), which gives ratings in percentage terms (with 100% representing zero energy cost). This chart tracks these ratings since 1996 for all homes in London and for each of the three main tenures.
- The median rating for all homes in London increased slightly in 2022 to reach 70%, up from 48% in 1996. Social housing is the most energy efficient tenure, with a typical rating of 72% in 2022, but the ratings for the three main tenures have converged over time. Owner occupied and privately rented homes had median SAP ratings of 68% and 71% respectively in 2022.
- The figures for 2020 to 2022 are likely to be less reliable than estimates from previous years because the pandemic prevented internal property inspections for the purposes of the English Housing Survey.

5.11 In each tenure more households in 2022/23 said they were unable to keep their home adequately warm than before the pandemic – but renters in London are better able to keep their homes warm than their counterparts in the rest of England.

Proportion of households unable to keep their home adequately warm by tenure in London and rest of England, 2019/20 and 2022/23

GLA analysis of Family Resources Survey 2019/20 and 2022/23. The indicator is constructed from two questions: "Is your home kept adequately warm?", asked in cases where there are no dependent children and at least one adult of State Pension age, and "In winter, are you able to keep this accommodation warm enough?", asked in other cases.

- Between 2019/20 and 2022/23 there was a sharp increase in the proportion of households who said they were unable to keep their home adequately warm, from 4% to 10% in London and 5% to 11% in the rest of England.
- A rising share of households in each of the three main tenures said they were unable to keep their homes warm, with particularly large increases among social housing and private renting tenants.
- The share of homeowner households who said they were unable to keep their homes warm in 2022/23 was similar in London and the rest of England at 6%. However, this share was higher in the rest of England for social housing tenants (at 23% compared to 20% in London) and in particular for privately renting households (at 17% compared to 10% in London).

Appendix

Details of YouGov surveys

This section provides details of fieldwork dates and sample sizes for the cost of living research carried out for the GLA by YouGov Plc. All surveys were carried out online. The figures were weighted to be representative of all London adults (aged 18+).

- January 2022: Fieldwork was carried out 21-26 January, total sample size was 1,188 adults
- April 2022: Fieldwork was carried out 14-19 April, total sample size was 1,123 adults
- July 2022: Fieldwork was carried out 15-20 July, total sample size was 1,245 adults
- October 2022: Fieldwork was carried out 21-27 October, total sample size was 1,162 adults
- January 2023: Fieldwork was carried out 20-24 January, total sample size was 1,167 adults
- April 2023: Fieldwork was carried out 28 April - 03 May, total sample size was 1,080 adults
- July 2023: Fieldwork was carried out 21-27 July, total sample size was 968 adults
- October 2023: Fieldwork was carried out 20-25 October, total sample size was 1,060 adults
- January 2024: Fieldwork was carried out 19-26 January, total sample size was 1546 adults
- April 2024: Fieldwork was carried out 19-26 April, total sample size was 1,096 adults
- July 2024: Fieldwork was carried 19-25 July, total sample size was 1,126 adults

Definitions

ONS defines the **Household Reference Person (HRP)** as the household member who owns the accommodation; is legally responsible for the rent; or occupies the accommodation as reward of their employment, or through some relationship to its owner who is not a member of the household. If there are joint householders, the one with the highest income is the HRP. If their income is the same, then the eldest one is the HRP.

Acknowledgements

This report draws heavily on official statistics and other data produced by various GLA teams, the Office for National Statistics and statisticians across central Government (particularly MHCLG), and their work is gratefully acknowledged.

We are also grateful to Molior and YouGov for allowing us to use their data.

Much of the analysis and all of the visualisation in this report was carried out using the R programming environment and a range of packages including ggplot2, ggthemes, ggtextpath, readxl, surveytoolbox, tidyverse, and viridis. We are grateful to all of those who authored or contributed to these packages.