

## Policy H1 Increasing housing supply

- A Table 4.1 sets the ten-year targets for net housing completions that each local planning authority should plan for. Boroughs must include these targets in their Development Plan Documents.
- B To ensure that ten-year housing targets are achieved, boroughs should:
- 1) prepare delivery-focused Development Plans which:
    - a) allocate an appropriate range and number of sites that are suitable for residential and mixed-use development and intensification
    - b) encourage development on other appropriate windfall sites not identified in Development Plans through the Plan period, especially from the sources of supply listed in B2
    - c) enable the delivery of housing capacity identified in Opportunity Areas, working closely with the GLA.
  - 2) optimise the potential for housing delivery on all suitable and available brownfield sites through their Development Plans and planning decisions, especially the following sources of capacity:
    - a) sites with existing or planned public transport access levels (PTALs) 3-6 or which are located within 800m distance of a station<sup>39</sup> or town centre boundary<sup>40</sup>
    - b) mixed-use redevelopment of car parks and low-density retail parks and supermarkets
    - c) housing intensification on other appropriate low-density sites in commercial, leisure and infrastructure uses
    - d) the redevelopment of surplus utilities and public sector owned sites
    - e) small sites (see Policy H2 Small sites)
    - f) industrial sites that have been identified through the processes set out in Policy E4 Land for industry, logistics and services to support

<sup>39</sup> Tube, rail, DLR and tram stations

<sup>40</sup> District, major, metropolitan and international town centres – for the purposes of Policy H1 Increasing housing supply Part B2a, the 800m distance is measured from the edge of the town centre boundary

London's economic function, Policy E5 Strategic Industrial Locations (SIL), Policy E6 Locally Significant Industrial Sites and Policy E7 Industrial intensification, co-location and substitution.

- 3) establish ambitious and achievable build-out rates at the planning stage, incentivising build-out milestones to help ensure that homes are built quickly and to reduce the likelihood of permissions being sought to sell land on at a higher value.

- C Boroughs should proactively use brownfield registers and permission in principle to increase planning certainty for those wishing to build new homes.
- D Boroughs should publish and annually update housing trajectories based on the targets in [Table 4.1](#) and should work with the Mayor to resolve any anticipated shortfalls.
- E Where new sustainable transport infrastructure is planned, boroughs should re-evaluate the appropriateness of land use designations and the potential to accommodate higher-density residential and mixed-use development, taking into account future public transport capacity and connectivity levels.
- F On sites that are allocated for residential and mixed-use development there is a general presumption against single use low-density retail and leisure parks. These developments should be designed to provide a mix of uses including housing on the same site in order to make the best use of land available for development.

- 4.1.1 The Mayor has carried out a London-wide Strategic Housing Market Assessment (SHMA) and Strategic Housing Land Availability Assessment (SHLAA). The SHMA has identified **need for 66,000 additional homes per year**. The SHMA covers overall housing need as well as exploring specific requirements for purpose-built student accommodation and specialist older persons' accommodation within the overall figure.
- 4.1.2 For the purposes of the Plan, London is considered as a single housing market area, with a series of complex and interlinked sub-markets. The advantage of **strategic planning** is that it allows London to focus development in the most sustainable locations, allowing all of London's land use needs to be planned for with an understanding of how best to deliver them across the capital. Because of London's ability to plan strategically, boroughs are not required to carry out

their own housing needs assessment<sup>41</sup> but must plan for, and seek to deliver, the housing targets in this Plan. These have been informed by the SHLAA and the SHMA.

- 4.1.3 The Mayor recognises that development of this scale will require not just an increase in the number of homes approved but also a fundamental transformation in how new homes are delivered. The London Plan, London Housing Strategy and Mayor’s Transport Strategy together provide a framework to help achieve this ambition but achieving this step change in delivery will require increased levels of funding to support the delivery of housing and infrastructure, which is discussed in more detail in Chapter 11.
- 4.1.4 In particular, the **London Housing Strategy** sets out the Mayor’s proposals for working with boroughs and other partners to deliver the step change in housing supply required, through:
- **proactive intervention in London’s land market** to unlock and accelerate housing delivery, including on public land and through compulsory purchase and other forms of land assembly
  - **increased and better-targeted investment** to de-risk development and maximise opportunities from new transport infrastructure
  - **diversification of the housebuilding industry** through increased Build to Rent development, more support for small and medium-sized builders, and more supply from councils and housing associations
  - **tackling the construction skills gap** and modernising construction methods.
- 4.1.5 The London Housing Strategy encourages boroughs to put in place clear plans to bring forward appropriate sites in their own ownership for housing delivery. Boroughs should align these plans with their Development Plans in order to speed up housing delivery and ensure planning policy implications are fully considered.
- 4.1.6 Also set out in the London Housing Strategy, is the Mayor’s aim to ensure that Londoners have an opportunity to purchase new homes before they are marketed overseas – particularly those homes that ordinary Londoners are more likely to be able to afford. The Mayor is discussing with major homebuilders steps to make more new homes available to Londoners before anyone else. The Mayor would keep any such steps under review to ensure that they deliver his

<sup>41</sup> Where boroughs wish to commission their own research on housing requirements to complement the London-wide SHMA, they are encouraged to do this on a sub-regional rather than single-borough basis.

objectives. Their effectiveness will be monitored and the Mayor will consider other measures if necessary.

- 4.1.7 **The ten-year housing targets** in [Table 4.1](#) are based on the 2017 London SHLAA. This includes an assessment of large housing sites (0.25 hectares and above) undertaken in partnership with boroughs, which provides the most comprehensive study available of the capital's capacity for housing delivery based on a consistent pan-London methodology. In addition, the SHLAA includes an assessment of small site capacity using a combination of trend data for certain types of development and an estimate of potential for intensification in existing residential areas. The differences between borough housing targets are a reflection of the variations in the constraints and opportunities affecting development on large sites and the capacity for development on small sites.<sup>42</sup> This includes: transport connectivity; the availability of large brownfield sites; scope to accommodate higher residential densities around town centres and stations; planning designations for industrial land, Green Belt, Metropolitan Open Land and other protected open spaces; environmental constraints; heritage assets; and the need to accommodate other land uses.
- 4.1.8 The SHLAA shows that there is **capacity** across London for approximately 40,000 new homes a year on large sites. Modelling in the SHLAA also shows that there is capacity for development on small sites for 12,000 new homes a year. The allowance for windfall sites (that are not specifically identified) is considered appropriate given the policy framework set out in the London Plan; the capital's reliance on recycled brownfield sites in other active land uses; and the number of additional homes expected to be provided via incremental intensification of existing residential areas. Boroughs should identify as many sites, including small sites, as possible via their Development Plan Documents. However, because of the nature of some sites (as set out above), including the particular incremental characteristics of small sites, boroughs are supported in using windfall assumptions in their five-year housing trajectories based on the numbers set out in [Table 4.2](#). This is because, in contrast with recent annual trends on small sites, the figures in [Table 4.2](#) are considered to better reflect a minimum baseline for housing delivery given the policy focus on developing small sites for housing in this Plan ([Policy H2 Small sites](#)) and the package of measures outlined in the London Housing Strategy.
- 4.1.9 There will inevitably be variations in housing completions from one year to the next, as well as a degree of uncertainty in the delivery and phasing of large sites. Therefore, the Mayor will monitor both housing

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<sup>42</sup> For a full discussion of the SHLAA methodology and findings see 2017 SHLAA report.

completions and the net pipeline of approved homes when assessing progress towards delivering the London Plan housing targets (see [Chapter 12 - Monitoring](#)). The ten-year housing targets set out in [Table 4.1](#) should be monitored in net terms taking into account homes lost through demolition, amalgamations<sup>43</sup> or change of use.<sup>44</sup> Net non-self-contained accommodation for students should count towards meeting housing targets on the basis of a 2.5:1 ratio, with two and a half bedrooms/units being counted as a single home. Net non-self-contained accommodation for older people (C2 Use Class) should count towards meeting housing targets on the basis of a 1:1 ratio, with each bedroom being counted as a single home. All other net non-self-contained communal accommodation should count towards meeting housing targets on the basis of a 1.8:1 ratio, with one point eight bedrooms/units being counted as a single home. The approach to **monitoring net housing provision** from different forms of non-self-contained accommodation is based on the amount of self-contained housing this form of supply will free up. The ratios for student accommodation and other forms of communal accommodation mirror the ratios set out in the Government’s Housing Delivery Test Measurement Rulebook.

- 4.1.10 The Mayor will work closely with boroughs on their **housing trajectories** and Development Plans to ensure these targets are planned for effectively, particularly where issues are identified in terms of completions and the development pipeline. In order to effectively contribute towards meeting London’s housing needs, it is essential that all permitted homes are built out in a timely manner. Boroughs should encourage ambitious and achievable build-out milestones for all development proposals and consider using tools such as viability reviews (see [Policy H5 Threshold approach to applications](#)). The increase in housing delivery required by these targets may be achieved gradually and boroughs are encouraged to set out a realistic and, where appropriate, stepped housing delivery target over a ten-year period. This should be supported by a clear articulation of how these homes will be delivered and any actions the boroughs will take in the event of under delivery.<sup>45</sup> With the support of the boroughs and taking account of the information published in accordance with Part D, the Mayor will monitor housing supply against targets on a London-wide basis.

<sup>43</sup> Amalgamating flats into larger homes.

<sup>44</sup> For example, a scheme involving 25 gross new homes and the loss of 10 existing homes would contribute 15 net additional homes towards meeting housing targets.

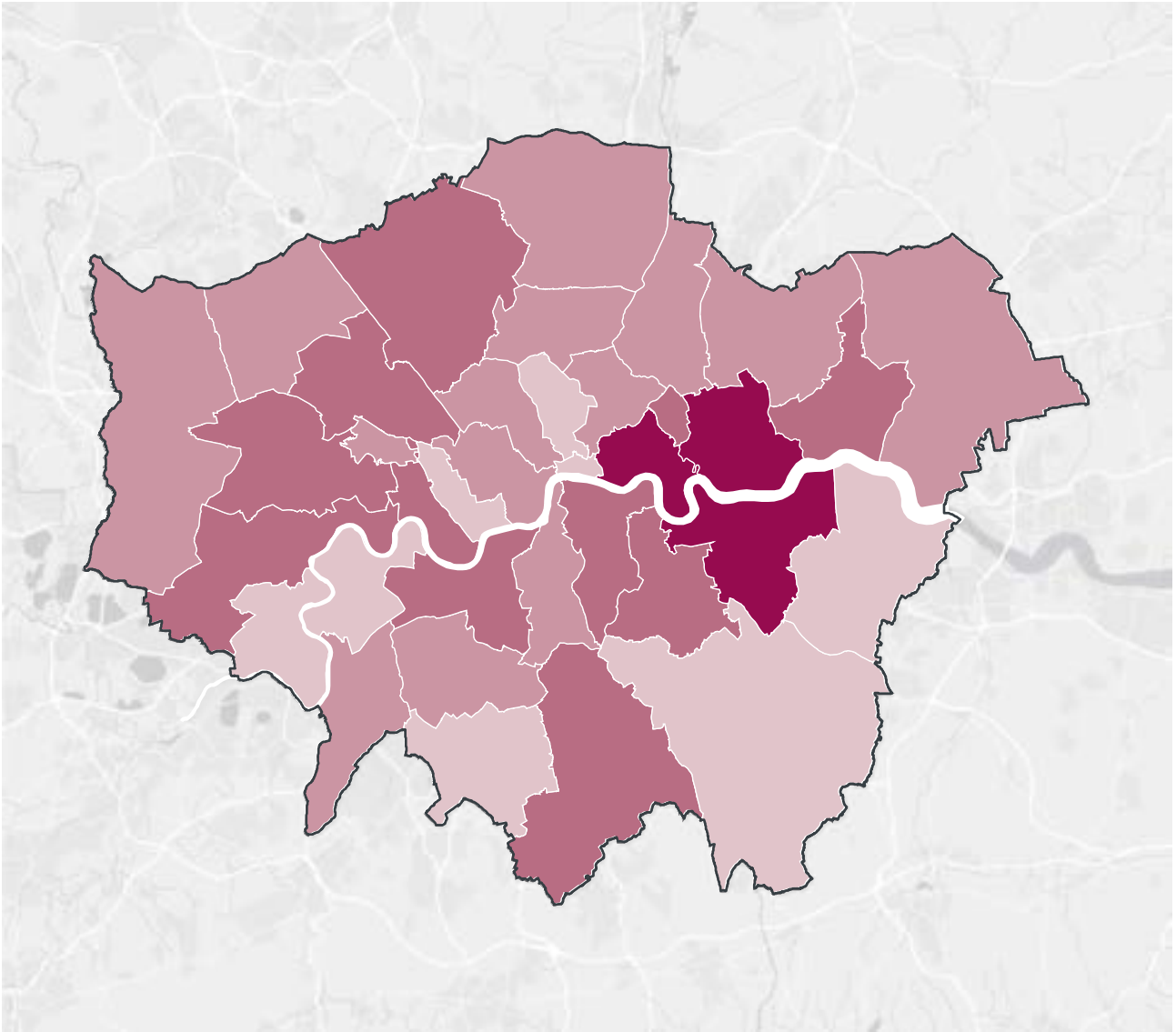
<sup>45</sup> This would also fulfil the requirement of a ‘Housing Delivery Test action plan’

- 4.1.11 If a target is needed beyond the 10 year period (2019/20 to 2028/29), boroughs should draw on the 2017 SHLAA findings (which cover the plan period to 2041) and any local evidence of identified capacity, in consultation with the GLA, and should take into account any additional capacity that could be delivered as a result of any committed transport infrastructure improvements, and roll forward the housing capacity assumptions applied in the London Plan for small sites.
- 4.1.12 As identified in the Habitats Regulation Assessment, a mitigation strategy for Epping Forest Special Area of Conservation (SAC) is being produced to respond to the impact of additional recreational pressure and air pollution from nearby authorities, including some London boroughs. Should monitoring and evidence demonstrate adverse impacts on the SAC associated with development from London and following the implementation of the mitigation strategy, this will be considered as part of assessing whether a review of the London Plan is required. The GLA will engage with the relevant stakeholders on the formulation and delivery of the mitigation strategy.

**Table 4.1 - 10 year targets for net housing completions (2019/20 -2028/29)**

<b>Planning Authority</b>	<b>Ten year housing target</b>
<b>Barking &amp; Dagenham</b>	19,440
<b>Barnet</b>	23,640
<b>Bexley</b>	6,850
<b>Brent</b>	23,250
<b>Bromley</b>	7,740
<b>Camden</b>	10,380
<b>City of London</b>	1,460
<b>Croydon</b>	20,790
<b>Ealing</b>	21,570
<b>Enfield</b>	12,460
<b>Greenwich</b>	28,240
<b>Hackney</b>	13,280
<b>Hammersmith &amp; Fulham</b>	16,090
<b>Haringey</b>	15,920
<b>Harrow</b>	8,020
<b>Havering</b>	12,850
<b>Hillingdon</b>	10,830
<b>Hounslow</b>	17,820
<b>Islington</b>	7,750
<b>Kensington &amp; Chelsea</b>	4,480
<b>Kingston</b>	9,640
<b>Lambeth</b>	13,350
<b>Lewisham</b>	16,670
<b>London Legacy Development Corporation</b>	21,540
<b>Merton</b>	9,180
<b>Newham</b>	32,800
<b>Old Oak Park Royal Development Corporation</b>	13,670
<b>Redbridge</b>	14,090
<b>Richmond</b>	4,110
<b>Southwark</b>	23,550
<b>Sutton</b>	4,690
<b>Tower Hamlets</b>	34,730
<b>Waltham Forest</b>	12,640
<b>Wandsworth</b>	19,500
<b>Westminster</b>	9,850
<b>Total</b>	<b>522,870</b>

**Figure 4.1 - 10 Year Housing Target for Net Completions**



**10 Year Housing Target for Net Completions**

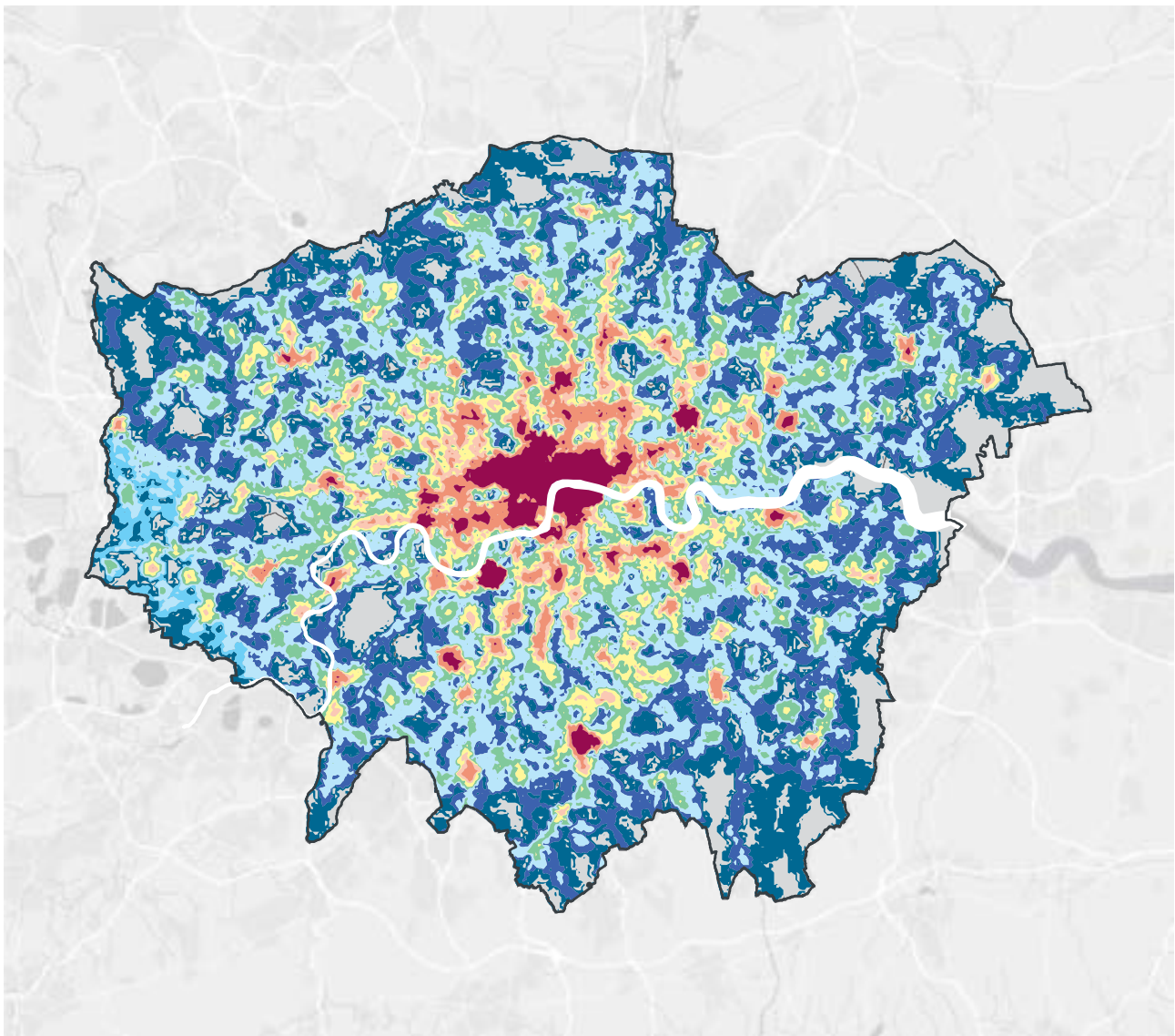
- 24,001 - 34,730
- 16,001 - 24,000
- 8,001 - 16,000
- 1,460 - 8,000

Source: GLA Planning

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Figure 4.2 - Public Transport Access



**Public Transport Access Levels  
2021**

- |      |      |
|------|------|
| ● 0  | ● 4  |
| ● 1a | ● 5  |
| ● 1b | ● 6a |
| ● 2  | ● 6b |
| ● 3  |      |

Source: Transport for London (TfL)

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