

dwellings to small units through conversion). This 34,900 figure (which includes meeting the backlog of need over 10 years) is therefore an appropriate monitoring benchmark for the London Plan. On this basis, there is a 'gap' of 2,690 dwellings between the housing provision target in Table 3.1 and the requirements monitoring benchmark.

3.19 The Plan addresses the 'gap' by using the provision figures in Table 3.1 as minimum targets, to be exceeded by optimising development on individual sites and other sources of housing capacity. Experience in preparing opportunity area and other development frameworks (such as those for intensification areas and town centres, as well as broader proposals for growth corridors), demonstrates that through detailed partnership working in light of local and strategic policy, housing output from these locations normally exceeds that anticipated by the SHLAA – frequently by a significant margin. The Mayor recognises that it is not possible to forecast future housing need precisely. What is clear, however, is that London's housing need is substantial and that the figures given here are likely to be minima – to what extent depends on factors like household formation and out-migration rates. The Mayor will address housing need realistically, monitoring key demographic trends and working with partners to exceed the minimum provision target and to identify the need for alterations to this Plan. In the meantime, he has started a review of the way in which housing figures informing this Plan are developed, and the results of this will be taken into account in considering future alterations to it.

3.20 Both the GLA's household growth and housing requirement figures approximate to the bottom end of the London housing supply range (33,100 – 44,700) indicated by

the former National Housing and Planning Advisory Unit (NHPAU)⁹, against which the Mayor was required to test the housing supply figures in this Plan. NHPAU suggested that if supply came forward at the level suggested by the bottom end of its range, this might meet requirements arising from demographic trends but not the backlog of unmet need. Conversely, if supply came forward at the top of the range NHPAU suggested, it would meet unmet need and make homes as affordable as they were in 2007 by 2026.

3.21 The SHLAA/HCS Report¹⁰ demonstrates how the London Plan housing provision target of 33,400 has been tested against the NHPAU supply range, underscoring the importance of using the provision targets in Table 3.1 as minima.

Housing Supply

POLICY 3.3 INCREASING HOUSING SUPPLY

Strategic

- A The Mayor recognises the pressing need for more homes in London in order to promote opportunity and provide a real choice for all Londoners in ways that meet their needs at a price they can afford.
- B Working with relevant partners, the Mayor will seek to ensure the housing need identified in paragraphs 3.17 and 3.18 is met, particularly through provision consistent with at least an annual average of 32,210¹¹ net additional homes across London¹² which will enhance the environment, improve housing choice and affordability and provide better quality accommodation for Londoners.

- C This target will be reviewed by 2015/16 and periodically thereafter and provide the basis for monitoring until then.

LDF preparation

- D Boroughs should seek to achieve and exceed the relevant minimum borough annual average housing target in Table 3.1 and, if a target beyond 2021 is required, roll forward and seek to exceed that in Table 3.1 until it is replaced by a revised London Plan target.
- E Boroughs should identify and seek to enable development capacity to be brought forward to meet these targets having regard to the other policies of this Plan and in particular the potential to realise brownfield housing capacity through the spatial structure it provides including:
- a intensification (see policies 2.13, 3.4)
 - b town centre renewal (see Policy 2.15)
 - c opportunity and intensification areas and growth corridors (see policies 2.13 and 2.3)
 - d mixed use redevelopment, especially of surplus commercial capacity and surplus public land (see policies 2.7, 2.11, 4.2-4.4)
 - e sensitive renewal of existing residential areas (see policies 3.4, 3.5, 3.14).
- F Boroughs must identify new, and review existing housing sites for inclusion in LDFs.
- G Boroughs should monitor housing capacity and provision against the average targets in Table 3.1 and the sensitivity ranges set out in the SHLAA/HCS report of study and updated in the London Plan Annual Monitoring Report.

conducting SHLAAs¹³. It is neither realistic nor practicable to simply translate national guidance to London because of the distinct pressures and 'churn' in its land market – on average 96 per cent of capacity comes from formerly used sites, often in existing use¹⁴. The probability-based approach adopted in London to address this has already been tested and found to be robust¹⁵.

- 3.23 Table 3.1 provides authoritative borough housing targets, which at LDF examinations in public may be supplemented by publicly accessible land availability information and such other information as boroughs may wish to provide. Further details on derivation of the targets are set out in the SHLAA/HCS report¹⁶. The Mayor will produce supplementary planning guidance (SPG) on implementation of these targets.

- 3.24 Table 3.1 only covers the period 2011-2021. As LDFs must provide 15 year targets, LDFs which come forward following publication of this Plan and before its replacement or alteration will not be covered for their full term by the current targets. The Mayor therefore commits to revising the targets by 2015/16. In order to provide guidance for any intervening period, LDFs should roll forward the annual targets in Table 3.1, expressing the rolling target as an indicative figure to be checked and adjusted against any revised housing targets.

- 3.25 Monitoring the housing provision figures is an essential part of the 'plan, monitor and manage' approach taken to ensure that the London Plan delivers as many additional homes each year as is practicable. Annex 4 sets out the components of the targets which the Mayor will use for monitoring provision.

- 3.22 The housing targets in this Plan draw on the long experience of joint work in London to identify future housing capacity as well as national Government's guidance for

- 3.26 The SHLAA/HCS methodology provides for phasing of development of individual sites in the future. However, an annual monitoring

target based on the average capacity estimated to come forward over ten years may not fully reflect unique uncertainties in housing output arising from the impact of the current economic downturn. Boroughs may wish to highlight the implications of these

uncertainties for achievement of their targets in their Annual Monitoring Reports (AMR), drawing on the strategic context provided by the SHLAA/HCS report of study, the London Plan AMR and forthcoming Housing SPG.

Table 3.1 Annual average housing provision monitoring targets 2011-2021

Borough	Minimum ten year target	Annual monitoring target
Barking and Dagenham	10,650	1,065
Barnet	22,550	2,255
Bexley	3,350	335
Brent	10,650	1,065
Bromley	5,000	500
Camden	6,650	665
City of London	1,100	110
Croydon	13,300	1,330
Ealing	8,900	890
Enfield	5,600	560
Greenwich	25,950	2,595
Hackney	11,600	1,160
Hammersmith and Fulham	6,150 #	615 #
Haringey	8,200	820
Harrow	3,500	350
Havering	9,700	970
Hillingdon	4,250	425
Hounslow	4,750	470
Islington	11,700	1,170
Kensington and Chelsea	5,850 #	585 #
Kingston	3,750	375
Lambeth	11,950	1,195
Lewisham	11,050	1,105
Merton	3,200	320
Newham	25,000	2,500
Redbridge	7,600	760
Richmond	2,450	245
Southwark	20,050	2,005
Sutton	2,100	210
Tower Hamlets	28,850	2,885
Waltham Forest	7,600	760
Wandsworth	11,450	1,145
Westminster	7,700	770
London Total	322,100	32,210

These figures do not include the increment to provision in Earls Court Opportunity Area identified by the EIP Panel in their report to the Mayor – see Annex 1

3.27 Following the Government's decision to remove the highly prescriptive requirements about how housing supply targets should be prepared and tested, the Mayor has announced his intention to work with boroughs and other stakeholders to develop and implement a new approach that supports his strategic responsibilities and priorities for managing and coordinating sustainable housing growth in London, recognises the importance of housing supply to his economic, social and environmental priorities and takes account of London's status as a single housing market, while also taking a more bottom-up, participative and consensual approach. This work will form the basis for further assessments of housing demand and supply to form the basis for early alterations to this Plan. This approach will also enable the Mayor to respond to likely short-term volatility in demographic trends and the housing market and other sources of uncertainty early in the period covered by this Plan.

POLICY 3.4 OPTIMISING HOUSING POTENTIAL

Strategic, LDF preparation and planning decisions

- A Taking into account local context and character, the design principles in Chapter 7 and public transport capacity, development should optimise housing output for different types of location within the relevant density range shown in Table 3.2. Development proposals which compromise this policy should be resisted.

3.28 A rigorous appreciation of housing density is crucial to realising the optimum potential of sites, but it is only the start of planning housing development, not the end. It is not appropriate to apply Table 3.2 mechanistically. Its density ranges for particular types of location are broad, enabling account to be taken of other factors relevant to optimising potential – local context, design and transport capacity are particularly important, as well as social infrastructure (Policy 3.16), open space (Policy 7.18) and play (Policy 3.6). These broad ranges also provide the framework within which boroughs can refine local approaches to implementation of this strategic policy through their LDFs. Where appropriate, they can also provide a tool for increasing density in situations where transport proposals will improve public transport accessibility in the future. It is important that higher density housing is not automatically seen as requiring high rise development.

3.29 The form of housing output should be determined primarily by an assessment of housing requirements and not by assumptions as to the built form of the development. While there is usually scope to provide a mix of dwelling types in different locations, higher density provision for smaller households should be focused on areas with good public transport accessibility (measured by Public Transport Accessibility Levels (PTALs), and lower density development is generally most appropriate for family housing.

Table 3.2 Sustainable residential quality (SRQ) density matrix (habitable rooms and dwellings per hectare)

Setting	Public Transport Accessibility Level (PTAL)		
	0 to 1	2 to 3	4 to 6
Suburban	150-200 hr/ha	150-250 hr/ha	200-350 hr/ha
3.8-4.6 hr/unit	35-55 u/ha	35-65 u/ha	45-90 u/ha
3.1-3.7 hr/unit	40-65 u/ha	40-80 u/ha	55-115 u/ha
2.7-3.0 hr/unit	50-75 u/ha	50-95 u/ha	70-130 u/ha
Urban	150-250 hr/ha	200-450 hr/ha	200-700 hr/ha
3.8-4.6 hr/unit	35-65 u/ha	45-120 u/ha	45-185 u/ha
3.1-3.7 hr/unit	40-80 u/ha	55-145 u/ha	55-225 u/ha
2.7-3.0 hr/unit	50-95 u/ha	70-170 u/ha	70-260 u/ha
Central	150-300 hr/ha	300-650 hr/ha	650-1100 hr/ha
3.8-4.6 hr/unit	35-80 u/ha	65-170 u/ha	140-290 u/ha
3.1-3.7 hr/unit	40-100 u/ha	80-210 u/ha	175-355 u/ha
2.7-3.0 hr/unit	50-110 u/hr	100-240 u/ha	215-405 u/ha

Notes to Table 3.2

Appropriate density ranges are related to setting in terms of location, existing building form and massing, and the index of public transport accessibility (PTAL). The settings can be defined as:

- central – areas with very dense development, a mix of different uses, large building footprints and typically buildings of four to six storeys, located within 800 metres walking distance of an International, Metropolitan or Major town centre.
- urban – areas with predominantly dense development such as, for example, terraced houses, mansion blocks, a mix of different uses, medium building footprints and typically buildings of two to four storeys, located within 800 metres walking distance of a District centre or, along main arterial routes
- suburban – areas with predominantly lower density development such as, for example, detached and semi-detached houses, predominantly residential, small building footprints and typically buildings of two to three storeys.

3.30 Where transport assessments other than PTALs can reasonably demonstrate that a site has either good existing or planned public transport connectivity and capacity, and subject to the wider concerns of this policy, the density of a scheme may be at the higher end of the appropriate density range. Where connectivity and capacity are limited, density should be at the lower end of the appropriate range. The Housing SPG will provide further guidance on implementation of this policy in different circumstances including mixed use development, taking into account plot ratio and vertical and horizontal mixes of use.

3.31 Residential density figures should be based on net residential area, which includes internal roads and ancillary open spaces. Family housing is generally defined as having three or more bedrooms. Car parking provision should be in accordance with the standards outlined in Chapter 6. The Housing SPG will provide guidance on addressing the relationships between car parking provision, development density and levels of public transport accessibility in different types of location.

POLICY 3.5 QUALITY AND DESIGN OF HOUSING DEVELOPMENTS

Strategic

- A Housing developments should be of the highest quality internally, externally and in relation to their context and to the wider environment, taking account of strategic policies in this Plan to protect and enhance London's residential environment and attractiveness as a place to live. Boroughs may in their LDFs introduce a presumption against development on back gardens or other private residential gardens where this can be locally justified.

Planning decisions and LDF preparation

- B The design of all new housing developments should enhance the quality of local places, taking into account physical context; local character; density; tenure and land use mix; and relationships with, and provision of, public, communal and open spaces, taking particular account of the needs of children and older people
- C LDFs should incorporate minimum space standards that generally conform with Table 3.3. The Mayor will, and boroughs should, seek to ensure that new development reflects these standards. The design of all new dwellings should also take account of factors relating to 'arrival' at the building and the 'home as a place of retreat', have adequately sized rooms and convenient and efficient room layouts, meet the changing needs of Londoners over their lifetimes, address climate change adaptation and mitigation and social inclusion objectives and should be conceived and developed through an effective design process
- D Development proposals which compromise the delivery of elements of this policy may

be permitted if they are demonstrably of exemplary design and contribute to achievement of other objectives of this Plan.

- E The Mayor will provide guidance on implementation of this policy that is relevant to all tenures.

- 3.32 Securing new housing of the highest quality and protecting and enhancing residential neighbourhoods are key Mayoral priorities. The number of new homes needed to 2031 will create new challenges for private developers and affordable homes providers, but also brings unique opportunities for new housing which will be remembered as attractive, spacious, safe and green and which help to shape sustainable neighbourhoods with distinct and positive identities.
- 3.33 New housing development should address the wider concerns of this Plan to protect and enhance the environment of London as a whole. New developments should avoid having an adverse impact on sites of European importance for nature conservation either directly or indirectly, including through increased recreation pressure on these sites. New development should also take account of the Plan's more general design principles (policies 7.2 to 7.12) and those on neighbourhoods (Policy 7.1), housing choice (Policy 3.8), sustainable design and construction (Policy 5.3), as well as those on climate change (Chapter 5), play provision (Policy 3.6), biodiversity (Policy 7.19), and flood risk (Policy 5.12).
- 3.34 Directly and indirectly back gardens play important roles in addressing many of these policy concerns, as well as being a much cherished part of the London townscape contributing to communities' sense of place and quality of life. Pressure for new housing means that they can be threatened by inappropriate development and their loss

can cause significant local concern. This Plan therefore supports development plan-led presumptions against development on back-gardens where locally justified by a sound local evidence base. Such a presumption has been taken into account in setting the Plan's housing targets and reflects Government's recognition in PPS3 (amended June 2010) that the definition of previously developed land in its Annex B now excludes private residential gardens. The London-wide SHLAA assumed a theoretical reduction of 90% in the historic level of garden development, so there is no strategic housing land availability obstacle to the formulation of relevant DPD policies that seek to protect back gardens or other private residential gardens from housing development. Local approaches to the surfacing of front gardens should also reflect the broader policies of this Plan, including the need for such surfaces to be permeable, subject to permitted development rights¹⁷.

3.35 The quality of individual homes and their neighbourhoods is the product of detailed and local design requirements but the implementation of these across London has led to too many housing schemes in London being of variable quality. Only a small proportion of recent schemes have been assessed by CABE¹⁸ as being 'good' or 'very good'. There is clearly scope for improvement. The cumulative effect of poor quality homes, and the citywide benefits improved standards would bring, mean this is a strategic issue and properly a concern of the London Plan. Addressing these issues will be an important element of achieving the Mayor's vision and detailed objectives for London and its neighbourhoods set out in Chapter 1.

3.36 The Mayor regards the relative size of all new homes in London¹⁹ to be a key element of this strategic issue. Table 3.3 therefore sets out minimum space standards for dwellings of different sizes. This is based on the minimum

Table 3.3 Minimum space standards for new development

	Dwelling type (bedroom (b)/persons-bedspaces (p))	GIA (sq m)
Flats	1p	37
	1b2p	50
	2b3p	61
	2b4p	70
	3b4p	74
	3b5p	86
	3b6p	95
	4b5p	90
	4b6p	99
2 storey houses	2b4p	83
	3b4p	87
	3b5p	96
	4b5p	100
	4b6p	107
3 storey houses	3b5p	102
	4b5p	106
	4b6p	113

gross internal floor area (GIA) required for new homes relative to the number of occupants and taking into account commonly required furniture and the spaces needed for different activities and moving around, in line with the Lifetime Home standards. This means developers should state the number of bedspaces/occupiers a home is designed to accommodate rather than, say, simply the number of bedrooms. These are minimum standards which developers are encouraged to exceed. When designing homes for more than six persons/bedspaces, developers should allow approximately 10 sq m per extra bedspace/person. Single person dwellings of less than 37 square metres may be permitted if the development proposal is demonstrated to be of exemplary design and contributes to achievement of other objectives and policies of this Plan.

- 3.37 Other aspects of housing design are also important to improving the attractiveness of new homes as well as being central to the Mayor's wider objectives to improve the quality of Londoners' environment. To address these he intends to produce guidance on the implementation of Policy 3.5 for all housing tenures in a new Housing SPG, drawing on his design guide for affordable housing²⁰.
- 3.38 At the neighbourhood level, SPG will address the relationship between strategic density policy (3.4) and different local approaches to its implementation; the spaces between and around buildings; urban layout; enclosure; ensuring homes are laid out to form a coherent pattern of streets and blocks; public, communal and private open spaces; and the ways these relate to each other and neighbourhoods as a whole. It will respond to the needs of an ageing population by extending the inclusive design principles of Lifetime Homes to the neighbourhood level (see Policy 7.1).

- 3.39 For individual dwellings the Housing SPG will cover issues such as 'arrival' – including the importance of creating active frontages, accommodating footpaths and entrances and shared circulation spaces; size and layout including room space standards as well as the dwelling space standards set out in Table 3.3; the home as a 'place of retreat' (especially important in higher density development); meeting the challenges of a changing climate by ensuring homes are suitable for warmer summers and wetter winters, and mitigating the extent of future change; and ensuring easy adaptation to meet the changing and diverse needs of occupiers over their lifetimes. It will also set out the London approach to implementation of the Code for Sustainable Homes in the context of broader London Plan policies on sustainable design and construction. The importance of an effective design process to make sure that the quality of schemes is not compromised as the development proceeds will also be highlighted. This guidance will help to provide a strategic, functional basis for a new vernacular in London's domestic architecture which also places greater weight on complementing and enhancing local context and character.

POLICY 3.6 CHILDREN AND YOUNG PEOPLE'S PLAY AND INFORMAL RECREATION FACILITIES

Strategic

- A The Mayor and appropriate organisations should ensure that all children and young people have safe access to good quality, well-designed, secure and stimulating play and informal recreation provision, incorporating trees and greenery wherever possible.