

3 London's People

3.1 This chapter sets out policies to support delivery of the Mayor's vision and objectives – and particularly those of ensuring London is:

- **A city that meets the challenges of economic and population growth** in ways that ensure a sustainable, good and improving quality of life for all Londoners and helps tackle the huge issue of inequality among Londoners, including inequality in health outcomes.
- **A city of diverse, strong, secure and accessible neighbourhoods** to which Londoners feel attached, which provide all of its residents, workers, visitors and students – whatever their origin, background, age or status – with opportunities to realise and express their potential and a high quality environment for individuals to enjoy, live together and thrive.
- **A city that delights the senses** and takes care over its buildings and streets, having the best of modern architecture while also making the most of London's built heritage and which makes the most of and extends its wealth of open and green spaces and waterways, realising its potential for improving Londoners' health, welfare and development.

These will be realised by ensuring that London's people and communities have the opportunities, facilities, social infrastructure and homes they need to support a good and improving quality of life in the years to 2031. This chapter brings together policies

to enable the planning system to help deliver equal life chances for all by reducing health inequalities, supporting social infrastructure provision such as health, education and sports facilities, creating genuinely sustainable neighbourhoods, while setting out a suite of housing policies to help deliver more homes for Londoners which meet a range of needs and are of high design quality. These issues are central to meeting the challenges of a growing and ever-more diverse population.

Ensuring equal life chances for all

Policy 3.1 | Ensuring equal life chances for all

Strategic

A The Mayor is committed to ensuring equal life chances for all Londoners. Meeting the needs and expanding opportunities for all Londoners – and where appropriate, the needs of particular groups and communities – is key to tackling the huge issue of inequality across London. The provision of social infrastructure is an important part of meeting this commitment.

Planning decisions

B Development proposals should protect and enhance facilities that meet the needs of particular groups and communities. Proposals involving loss of these facilities without adequate justification or provision for replacement should be resisted.

- C Development proposals should have regard to the Supplementary Planning Guidance 'Accessible London: Achieving an Inclusive Environment' and other guidance issued by the Mayor.

LDF preparation

- D Within DPDs boroughs should make appropriate provision for facilities and services to address identified needs of local communities and groups.
- E Boroughs may wish to identify significant clusters of specific groups such as disadvantaged and socially excluded groups and consider whether provision of cultural facilities, meeting places or places of worship is appropriate.

3.2 London's diversity is one of its greatest strengths and one of the things its residents most appreciate about their city: more languages and cultures are represented here than in any other major city. The Mayor is committed to securing a more inclusive London which recognises shared values as well as the distinct needs of the capital's different groups and communities, particularly the most vulnerable and disadvantaged. He recognises that the city's strength is that it is far more than the sum of the communities and neighbourhoods that make it up. The GLA has a statutory duty to promote equality for all people in its work. The Mayor's Equality Framework promotes an approach that brings Londoners together, rather than dividing them. In order to do so, the Mayor has adopted a new definition of equality¹ that focuses on promoting equality for those groups who enjoy legal protection against discrimination², but also for other groups who may face discrimination and disadvantage.

3.3 The Mayor is committed to ensuring a London that provides equal life chances

for all its people, enabling them to realize their potential and aspirations, make a full contribution to the economic success of their city – and share in its benefits – while tackling problems of deprivation, exclusion and discrimination that impede them. Addressing the spatial needs of London's people and communities is essential to enable them to enjoy and contribute to a safe, secure, accessible and sustainable environment, and to ensure these are taken into account in new development.

- 3.4 Helping people, groups or communities to find consensual strategies or common grounds on which they can work together to create a common vision and a sense of belonging are important to realising these aims, and to sustaining cohesive communities. These should be built on the bonds that unite rather than the differences that separate.
- 3.5 It is important that the needs of all in society, including for example faith groups, are addressed – if necessary through coordinated action with neighbouring boroughs. How these needs should be met is a matter for local determination; delivery will be the responsibility of boroughs working with communities, through local strategic partnerships and other relevant locally based organisations to identify those with greatest needs in a particular area, and the mechanisms by which they can be met. They should also be reflected in Statements of Community Involvement.
- 3.6 The Mayor encourages all Londoners, especially those who have not previously done so, to engage in strategic and local decision making. He also seeks to make London more 'age friendly,' for example through the Mayor's Action Plan for Older People and by securing recreation facilities for children (Policy 3.6).

Addressing Health Inequalities

Policy 3.2 | Addressing health inequalities

Strategic

- A The Mayor will take account of the potential impact of development proposals on health inequalities within London. The Mayor will work in partnership with the NHS in London, the London Health Commission and the London boroughs to reduce health inequalities and improve the health of all Londoners.
- B The Mayor will promote London as a healthy place for all – from homes to neighbourhoods and in the city as a whole – by:
 - a coordinating investment in physical improvements in areas of London that are deprived, physically run-down, and not conducive to good health
 - b coordinating planning and action on the environment, climate change and public health to maximise benefits and engage a wider range of partners in action
 - c promoting a strong and diverse economy providing opportunities for all.

Planning decisions

- C New developments should be designed and constructed in ways that improve health and reduce health inequalities.
- D Health inequalities impacts of major planning applications should be considered through the use of Health Impact Assessments (HIA).

LDF Preparation

- E Boroughs should:
 - a promote the effective management of places that are safe, accessible and encourage social cohesion

- b ensure that the health inequalities impact of development is taken into account in light of the Mayor's Best Practice Guidance on Health Issues in Planning.

- 3.7 The living environment has a fundamental impact on the health of a population, whether positive or negative. Good housing, employment and a good start in life can all help to reduce health inequalities at the local level, while poor environmental quality, housing conditions or pollution can exacerbate them. The Mayor in his health inequalities strategy will promote initiatives to create healthier and safer environments for all Londoners both in new and existing neighbourhoods.
- 3.8 The planning system can play a key role in promoting health and reducing health inequalities. The policies in this Plan seek to ensure new developments are designed and constructed in ways that improve health and reduce health inequalities and to support investments that improve areas of London that are deprived, physically run-down, and not conducive to good health. It also aims to create opportunities for employment and economic development, improve access to green and open spaces and leisure facilities (including using the planning system to secure new provision), support safe and sustainable transport systems (including walking and cycling), reduce road traffic casualties, create places for children to play and ensure there is a good array of local services. The Mayor has prepared guidance to boroughs on promoting public health.³ This includes guidance on a range of tools, including health impact assessments, available to help assess the impact of a development.
- 3.9 Housing has a major impact on the health of residents, and the policies in this Plan are intended to enable Londoners to live in well

designed, high quality homes, appropriately sized and energy efficient, warm and dry, safe, providing good access to high quality social infrastructure, green spaces, and limiting disturbance from noise, or exposure to poor air quality. The detailed design of neighbourhoods is also very important for health and well-being (see Chapter 7). Places can be designed to promote health, for example by providing attractive spaces for physical activity. The Mayor will support the delivery of new and improved facilities for sport, walking, cycling, play and other forms of physical activities, including maximising opportunities associated with the 2012 Games and their legacy.

- 3.10 The regeneration of existing areas is also important to reducing health inequalities. There is a large number of regeneration and neighbourhood renewal schemes in London, each providing opportunities to build health considerations into future plans. These projects also offer a potentially rich source of evidence on the links between regeneration and health, and should involve local people in the development of plans and proposals.
- 3.11 The voluntary and community sector has an essential role in tackling health inequalities at the local level, particularly in promoting and supporting community involvement.

Housing

- 3.12 With a growing population and more households, delivering more homes for Londoners meeting a range of needs, of high design quality and supported by the social infrastructure essential to a good quality of life will be a particular priority over the period covered by the Plan. This section of the Plan brings together policies on housing requirements and supply (including affordable housing), design and quality. It

also covers social infrastructure, such as health, education and sports.

London's housing requirements

- 3.13 Though there are differences in the type, quality and cost of housing across London, the complex linkages between them mean that for planning purposes, London should be treated as a single housing market. Many of these linkages extend beyond London, underscoring the importance of inter-regional coordination in meeting housing requirements in the wider South East, especially in the adjoining counties.
- 3.14 With population set to increase by 1.3 million in the 25 years to 2031, and average household size declining from 2.34 persons/household to 2.19, the number of households in London could rise by 0.9 million⁴. This approximates to 34,000 additional households a year. However, these figures do not represent the growth in housing requirements over the life of the Plan. This is identified through the GLA's 2008 Strategic Housing Market Assessment (SHMA)⁵ which informs both the London Plan and the Mayors Housing Strategy⁶. As well as demographic trends the SHMA reflects the Mayor's intention to address the existing backlog in housing need over ten years and makes assumptions on the extent of voluntary sharing by single person households. It suggests that London requires 32,600 homes per year in the decade up to 2017.
- 3.15 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) suggested by the National Housing and Planning Advisory Unit (NHPAU)⁷, against which the Mayor is required to test the housing supply figures in this Plan. NHPAU suggests 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 suggests, it would meet unmet need and make homes as affordable as they were in 2007 by 2026.

- 3.16 The report of the London Strategic Housing Land Availability Study/Housing Capacity Study (SHLAA/HCS)⁸ 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 Working with relevant partners, the Mayor will seek provision of at least an annual average of 33,400 additional homes across London which will enhance the environment, improve housing choice and affordability and provide better quality accommodation for Londoners.
- B This target will be reviewed by 2015/16 and periodically thereafter and provide the basis for monitoring until then.

LDF preparation

- C Boroughs should seek to achieve and exceed the relevant minimum borough housing annual average 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.
- D 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 (see Policies 2.7, 2.11, 4.2-4.4)
 - e sensitive renewal of existing residential areas (see Policies 3.4, 3.5, 3.15).
- E Boroughs must identify new, and review existing housing sites for inclusion in LDFs.
- F 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.

- 3.17 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 conducting SHLAAs.⁹ 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 use¹⁰. The probability based approach adopted in London to address this has already been tested and found to be robust¹¹.
- 3.18 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 report.¹² The Mayor will produce supplementary guidance on implementation of these targets.

Table 3.1 Annual Average Housing Provision Monitoring Targets 2011-2021⁴¹

Borough	Ten year target	Annual monitoring target
Barking and Dagenham	15,100	1,510
Barnet	22,550	2,255
Bexley	3,350	335
Brent	10,650	1,065
Bromley	5,650	565
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	12,350	1,235
Hillingdon	6,200	620
Hounslow	4,750	470
Islington	11,700	1,170

Kensington and Chelsea	5,850	585
Kingston	3,750	375
Lambeth	12,550	1,255
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	12,800	1,280
Westminster	7,700	770
London Total	333,800	33,380

3.19 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.

3.20 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.

3.21 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 recession. Borough 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.

Policy 3.4 | Optimising housing potential

Strategic and LDF preparation

A Taking into account local context, 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.

3.22 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 3.17), open space (Policy 7.17) 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.

Table 3.2 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 setting 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.*

3.23 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.

3.24 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.

3.25 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.

Policy 3.5 | Quality and design of housing developments

Strategic and LDF preparation

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 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 The design of all new dwellings should take account of factors relating to 'arrival' at the building and the 'home as a place of retreat', meet the dwelling space standards set out in Table 3.3, 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 should be resisted unless they are otherwise of exemplary design and make significant contributions towards achievement of other objectives of this Plan
 - E The Mayor will provide guidance on implementation of this policy including on housing design for all tenures.
- 3.26 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 helping to shape sustainable neighbourhoods with distinct and positive identities.
- 3.27 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 7.18), flood risk (Policy 5.12).
- 3.28 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 presumptions against development on back-gardens where locally justified. Such a presumption has been taken into account in setting the Plan's housing targets and reflects Government's recognition in PPS3 that there is no presumption that previously developed land, which technically includes gardens, is necessarily suitable for 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.¹³

- 3.29 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 CABE¹⁴ 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 One.
- 3.30 The Mayor regards the relative size of all new homes in London¹⁵ 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 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 Lifetime Home Standards. This means developers should state the number of 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 developers should allow approximately 10 sq m per extra person.

Table 3.3 Minimum space standards for new development

Minimum dwelling by floor area	Dwelling type (bedroom/ persons)	Essential GIA (sq m)
Flats	1b2p	50
	2b3p	61
	2b4p	70
	3b4p	74
	3b5p	86
	3b6p	100
	4b5p	90
	4b6p	99
2 storey houses	2b4p	83
	3b4p	86
	3b5p	96
	4b5p	100
	4b6p	107
3 storey houses	3b5p	102
	4b5p	106
	4b6p	113

3.31 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 housing.¹⁶

3.32 At the neighbourhood level this 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).

3.33 For individual dwellings the 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.

Planning decisions

B Development proposals that include housing should make provision for play and informal recreation, based on the expected child population generated by the scheme and an assessment of future needs. The Mayor's Supplementary Planning Guidance 'Providing for Children and Young People's play and informal recreation' sets out guidance to assist in this process.

LDF preparation

- C Boroughs should:
- a undertake audits of existing play and informal recreation provision and assessments of need in their areas, considering the qualitative, quantitative and accessibility elements of play and informal recreation facilities
 - b produce strategies on play and informal recreation supported by LDF policies to improve access and opportunity for all children and young people in their area.

3.34 In a densely urbanised city like London, safe and stimulating play facilities are essential for a child's welfare and future development. However, many children still do not have adequate access to such facilities and some existing provision can

be unsuitable. LDFs should address this by providing policies on play provision, including the need for high quality design. Through the development of play strategies, boroughs should ensure the integration of play provision into overall open space strategies. Particular consideration should be given to consultation with children and young people in the design of new provision to understand their changing needs. Appropriate provision should be included for different age groups, including consideration of communal space, roof gardens and indoor space for young children. Appropriate arrangements for management and maintenance of play and communal facilities should be provided. Wherever possible, playspace should include grassed or wooded areas.

3.35 New development including housing should make provision for playspace. This should normally be made on-site and in accordance with LDF play policies for the area. Where development is to be phased, there should be early implementation of the play space. Off-site provision, including the creation of new facilities, improvements to existing provision and an appropriate financial contribution secured by legal agreement towards this provision may be acceptable where it can be demonstrated that it fully satisfies the needs of the development whilst continuing to meet the needs of existing residents.

Policy 3.7 | Large residential developments

Strategic, planning decisions and LDF preparation

A Proposals for large residential developments including complementary non-residential uses are encouraged in areas of high public transport accessibility.

B Those on sites of over five hectares or capable of accommodating more than 500 dwellings should be subject to planning framework to coordinate provision of social, environmental and other infrastructure and create neighbourhoods with a distinctive character, sense of local pride and civic identity in line with Chapter 7. Frameworks should be prepared in consultation with local communities and other stakeholders.

3.36 Large new developments make a significant contribution to meeting housing need and provide opportunities to create particularly attractive neighbourhoods with distinctive identities and the critical mass to support social, physical and environmental infrastructure and to provide employment opportunities. For these new neighbourhoods to be successful, it is essential that they become places where people choose to live and work. A coordinated approach to their development is essential.

3.37 Planning frameworks for these areas should take particular account of:

- The relationships between the pattern and scale of development and movement within the site, adjacent areas and connections with the wider transport network. The highest development densities and most varied mixes of uses should be located where there is the highest public transport accessibility. Planning from the outset for desire line based permeability for pedestrians and cyclists and minimising car dependence will be particularly important
- other linkages with neighbouring areas so that the new development is designed to be firmly embedded within the wider community. This will require close

coordination with service providers as well as existing community organisations

- social infrastructure provision (see Policies 3.17–3.20) with particular attention being paid to access to health, education and other essential services, appropriately phased and coordinated with provision in neighbouring areas so that the development is attractive from the outset as well as being fully sustainable when completed, and takes account of Lifetime Neighbourhood criteria and inclusive design principles (Policies 7.1 and 7.2)
- the opportunities large scale development provide for decentralised energy generation and provision, sustainable design and construction and coordinated neighbourhood management, especially in securing and maintaining a high quality public realm, safety measures, planting and open space and play provision.

Policy 3.8 | Housing choice

Strategic

A Londoners should have a genuine choice of homes that they can afford and which meet their requirements for different sizes and types of dwellings in the highest quality environments.

LDF preparation

B Taking account of housing requirements identified at regional, sub-regional and local levels, boroughs should work with the Mayor and local communities to identify the range of needs likely to arise within their areas and ensure that:

- a new developments offer a range of housing choices, in terms of the mix of housing sizes and types, taking account of the housing requirements of different groups and the changing roles

of different sectors, including the private rented sector, in meeting these

- b provision of affordable family housing is addressed as a strategic priority in LDF policies
- c all new housing is built to 'Lifetime Homes' standards
- d ten per cent of new housing is designed to be wheelchair accessible, or easily adaptable for residents who are wheelchair users
- e account is taken of the changing age structure of London's population and, in particular, the varied needs of older Londoners, including for supported and affordable provision
- f other supported housing needs are identified authoritatively and coordinated action is taken to address them in LDF and other relevant plans and strategies
- g strategic and local requirements for student housing meeting a demonstrable need are addressed by working closely with higher and further education agencies and without compromising capacity for conventional homes.

3.38 Within the broad requirement between 2007 and 2017 for 144,000 more market homes and for 182,000 additional affordable homes¹⁷, the Mayor is committed to promoting a real choice of homes for Londoners across the range of tenures to meet their needs at prices they can afford. The SHMA demonstrates the diversity and complexity of London's housing requirements, ranging from the clear priority need for affordable family homes, through those to meet the substantial projected growth in smaller households, to more specialist needs such as those of London's growing numbers of older people. Different tenures will have particular roles in meeting these requirements, with renting as well as owner occupation playing an important part in the private sector and, in the affordable

sector, a more diverse range of intermediate housing products providing greater flexibility for movement between tenures. The Mayor's London Housing Strategy provides guidance on the housing management measures and short to medium term investment which will help underpin this.

3.39 These requirements across London have little regard to administrative boundaries. It is essential that new provision anticipated in LDFs reflects strategic as well as local needs. This will require close working between the GLA and boroughs to ensure local, sub regional and the Londonwide SHMAs are coordinated and that effective account is taken of sub-regional and strategic needs, especially when setting affordable borough housing targets. To support this process, the Mayor is already engaging with boroughs and sub-regional and local Housing Market Partnerships. He will provide benchmarks in supplementary guidance to inform and support coordination of their approaches to meeting strategic as well as local needs for different types of housing, and local implementation of the strategic affordable housing target, including the breakdown between social and intermediate housing (Policy 3.12). This will be informed by and coordinated with allocation of short to medium term affordable housing investment devolving from the London Housing Strategy.

3.40 The Londonwide SHMA identifies housing requirements for the decade to 2017 and will be reviewed by 2015/16. As part of the review process the Mayor will work with stakeholders to investigate the costs and benefits of carrying out a Londonwide SHMA sufficiently robust to inform local needs assessments effectively. As an interim measure the current annual average strategic housing requirement of 32,600

dwelling spaces should be rolled forward to provide a longer term context for LDFs.

3.41 The London SHMA and other evidence shows that failure to provide enough larger homes has seen over-crowding among families grow by a third over the decade to 2007. There is a particular need for social rented family homes. Conversely, there is little net requirement Londonwide for larger market homes. However, boroughs' SHMAs may identify local variations in this broad pattern to be addressed in LDFs.

3.42 Many Londoners already require accessible or adapted housing in order to lead dignified and independent lives: 30,000 have an unmet need for wheelchair accessible housing and more than 100,000 need redesigned bathing facilities.¹⁸ More Londoners are living longer and more older people are choosing to remain in their own homes rather than go into residential institutions. To address these and future needs, all London's future housing should be built to Lifetime Homes standards and 10 per cent should be designed to be wheelchair accessible or easily adaptable for wheelchair users¹⁹. LDF policy departures from these requirements must be justified by authoritative evidence from local needs assessments.

3.43 Boroughs should undertake assessments of the short and longer term supported housing needs of vulnerable and disadvantaged groups, taking account of the wide range of requirements which will arise as London's population ages, the importance of continuity of care, and access to family and friendship networks as well as statutory responsibilities for care. In view of the scale of the projected growth in London's older population and the housing affordability issues it raises, this Plan supports boroughs in seeking

application of the principles of its affordable housing policies (Policies 3.11–3.14) to the range of developments – including those falling within Use Class C2 – which cater specifically for older people. The way in which these principles can be applied most effectively will vary with local circumstances and will require close integration between planning and other borough strategies to meet social needs. Such an integrated approach will also be required to address the needs of other groups which may require accommodation-based, supported care services such as hostels, refuges and foyers, as well as housing needs connected with particular types of occupation eg health workers, police, hotel staff.

3.44 London's universities make a significant contribution to its economy and labour market (Policies 3.19 and 4.10). It is important that their attractiveness and potential growth are not compromised by inadequate provision for new student accommodation. While there is uncertainty over future growth in the London student population and its accommodation needs²⁰, even if requirements from overseas students associated with the London Higher group of universities (the largest recent source of demand for new accommodation), was to fall by a half, this could still approximate to a need for 20,000–25,000 places over the 10 years to 2021.²¹ New provision may also tend to reduce pressure on other elements of the housing stock currently occupied by students, especially in the private rented sector. The SHLAA/HCS has identified capacity for over 17,000 student places 2011–2021.

3.45 Addressing these demands should not compromise capacity to meet the need for conventional dwellings, especially affordable family homes, or undermine policy to secure mixed and balanced communities.

This may raise particular challenges locally, and especially in parts of inner London where almost three quarters of the capacity for new student accommodation is concentrated. The Mayor will provide strategic support and a forum for boroughs, higher and further educational establishments and developers to work together to address these issues (including scope for a more dispersed distribution and different forms of provision) and to monitor future demand and capacity. Unless student accommodation is secured through a planning agreement for occupation by members of specified educational institutions for the predominant part of the year, it will normally be subject to the requirements of affordable housing policy (Policies 3.11–3.14). While student accommodation is accounted as part of overall housing provision, it should be monitored separately because it meets distinct needs.

3.46 Almost one in five London households now live in privately rented homes²², often at a cost lower than in the owner occupied sector²³ and the sector is set to play an increasingly important role in meeting London's diverse housing needs²⁴. In all boroughs, the average cost of private renting is lower than owner occupation. Over half of the one in eight households in London that move home each year move into this sector. The Mayor and Homes and Communities Agency will work with institutional investors to encourage greater institutional involvement, more professional and less fragmented management, greater stability, high quality standards and, potentially, longer term rental periods and affordable homes for rent. He will investigate how changes to the Use Classes Order might support this. More generally, the planning system should complement policies in the London

Housing Strategy to support growth in private renting where this will result in well managed, good quality accommodation, mixed and balanced communities and sustainable neighbourhoods. Shared accommodation or houses in multiple occupation can meet distinct needs and reduce pressure on other elements of the housing stock, though its quality can give rise to concern. Where it is of reasonable standard it should generally be protected and the net effects of any loss should be reflected in Annual Monitoring Reports.

Policy 3.9 | Gypsies and travellers (including travelling show people)

LDF preparation

- A In accordance with Government requirements, Boroughs should translate the relevant pitch targets set out in Table 3.4 into specific LDF site allocations on the basis of:
- a Core Strategy site allocation criteria which are fair, reasonable, realistic and effective in achieving these targets and reflect the priority to address needs arising from groups already living in caravans on sites
 - b this new provision being additional to existing capacity and subject to monitoring
 - c net existing and new capacity being protected.

3.47 With support from the GLA, the boroughs have undertaken a Gypsy and Traveller Accommodation Assessment (GTAA)²⁵, following Government guidance.²⁶ As required by Circulars 1/2006 and 4/2007²⁷, the Mayor has identified the number of pitches required for each Borough (Table 3.4) 'in the light of the GTAA and a strategic view of needs across the region'. In taking this view he has followed the process required by Government including

coordination with the London Housing Strategy, engagement with a wide range of stakeholders including individual boroughs, London Councils, adjacent regions, the London Gypsy and Travellers Forum (which receives GLA support), and other representatives of the traveller communities and Government.

3.48 In coming to his view of needs across the region the Mayor has carefully considered those of stakeholders expressed in informal consultation on options for addressing this matter, as well as more strategic issues such as application of national guidance on pitch provision in the unique circumstances of London. These include:

- The role that bricks and mortar accommodation can play in meeting the housing needs of individuals falling within government's definition, and the dangers of taking a formulaic national approach to assessing need in highly urban areas: 72 per cent of the need identified by the GTAA comes from gypsies and travellers who already live in bricks and mortar accommodation
- the limited supply of land in London to accommodate housing of any type; the unique development pressures on it; the high densities at which housing development must take place to meet overall housing requirements and the need for realism over the viability and deliverability of any form of housing requiring public subsidy, especially in light of London land costs
- at Londonwide level, the balance which has to be struck in these distinct circumstances between meeting the special requirements of a group which requires provision at a density equivalent to an average of 50 dph when the average density to meet wider housing requirements is some 140 dph and at a

time when affordable housing resources are likely to be limited for at least the medium term and must be distributed equitably and effectively to meet wider-ranging needs in what will remain a uniquely high cost land market

- within London, the balance which has to be struck between meeting needs in ways which support existing community networks, which will tend to reinforce the existing pattern of provision, and a geographically wider distribution which enables more equitable and efficient use of scarce housing land and finance resources.

3.49 The Mayor has therefore taken the strategic Londonwide view that the identified needs of defined groups already living in caravans on pitches should be addressed as a priority within the pan London monitoring benchmark of 538 pitches pa. This is based on the midpoint between meeting the needs of these groups and, with minor statistical correction, meeting the additional needs of those identified by the GTAA as living in bricks and mortar accommodation. It is supported by a commitment to address other needs if they emerge in the longer term. Performance against this benchmark will be monitored against achievement of borough provision targets (see para 3.50) to test the effectiveness of the GTAA in identifying need and to inform a review of policy by 2015/16.

3.50 Within London, the borough level distribution of the pan London figure in Table 3.4 reflects:

- a weighting between need and housing land capacity which acknowledges the travelling communities' current geographical preferences while seeking a more even distribution of provision than in the past

- an even sub-regional apportionment of 40 additional transit pitches, to be distributed at borough level through sub-regional housing partnerships in light of negotiation between boroughs and other stakeholders
- an even sub regional apportionment of 73 additional pitches for travelling show people to be distributed among boroughs through sub-regional housing partnerships in light of negotiation between boroughs and other stakeholders.

Table 3.4 Gypsy and Traveller Pitch Provision 2007–2017

Borough	Pitches
Barking & Dagenham	14
Barnet	22
Bexley	27
Brent	20
Bromley	58
Camden	6
City	0
Croydon	22
Ealing	26
Enfield	5
Greenwich	32
Hackney	19
Hammersmith & Fulham	5
Haringey	25
Harrow	9
Havering	42
Hillingdon	22
Hounslow	10
Islington	5
Kensington & Chelsea	7
Kingston upon Thames	15
Lambeth	10
Lewisham	15
Merton	9
Newham	17
Redbridge	12
Richmond upon Thames	9

Southwark	15
Sutton	10
Tower Hamlets	28
Waltham Forest	11
Wandsworth	10
Westminster	2
London	538

Note: for distribution of provision to meet needs for transit and travelling show people pitches see para 3.50

3.51 The GTAA only covers the period 2007 – 2017 and LDFs must address a term of 15 years. In rolling forward the targets on an annualised basis until a new GTAA is prepared, boroughs should take account of Government advice that gypsy and traveller household growth is expected to be three per cent a year and that the need arising from travelling show people is expected to increase at 1.5 per cent a year²⁸. The Mayor will work with all stakeholders to provide guidance on implementing this policy including sources of pitch provision, social and other infrastructure and measures to foster greater social inclusion.

Policy 3.10 | Mixed and balanced communities

Strategic

- A Communities mixed and balanced by tenure and household income should be promoted across London through incremental small scale as well as larger scale developments which foster social diversity, redress social exclusion and strengthen communities' sense of responsibility for, and identity with, their neighbourhoods. They must be supported by effective and attractive design, adequate infrastructure and an enhanced environment.
- B A more balanced mix of tenures should be sought particularly in neighbourhoods where social renting predominates.

3.52 The Mayor is concerned that there should be no segregation of London's population by housing tenure. London's legacy of mono-tenure estates has in some cases contributed to concentrations of deprivation and worklessness. Coupled with some housing trends and management practices, these have been exacerbated by the tendency for new social housing to be built in the areas where it is already concentrated. Conversely, market homes have tended to be developed in areas with very little social housing.²⁹

3.53 The London Housing Strategy outlines how management and investment in mono-tenure estates can contribute to the creation of more mixed and balanced communities. The planning system should support this process. Infill schemes in predominantly social housing estates should primarily be targeted for intermediate and market housing. New social housing development should be encouraged in areas where it is currently under represented. These are essentially local matters for boroughs to address in light of their local circumstances because the key concern is the concentrations of deprivation in individual, or groups, of mono-tenure estates rather than the overall level of social renting in a borough.

3.54 Policy 3.5 requires the design of new development to help create a more socially inclusive London. The new Housing SPG will provide guidance on implementing this policy including support for boroughs to resist forms of development which might compromise it, such as gated communities.

Affordable Housing

Policy 3.11 | Definition of affordable housing

Strategic and LDF preparation

A Affordable housing includes social rented and intermediate housing (see para 3.55), provided to specified eligible households whose needs are not met by the market and must:

- a meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices
- b include provisions for the home to remain at an affordable price for future eligible households
- c provide for the subsidy to be recycled for alternative affordable housing provision if these restrictions are lifted.

3.55 The definition of affordable housing set out above applies national guidance to the circumstances of the capital and should be used for planning purposes in London. Within this overarching definition:

- **social rented housing** should meet the criteria outlined Policy 3.11 and be rented housing owned and managed by local authorities or registered social landlords, or be provided by other bodies under equivalent rental arrangements agreed with them as a condition of public sector investment grant, and for which guideline target rents are determined through the national rent regime
- **intermediate housing** should meet the criteria outlined in Policy 3.11 and be available at prices and rents above those of social rent, but below market prices or rents. New intermediate homes should be affordable to households whose annual income is in the range £18,100 – £61,400.

For homes with more than two bedrooms, which are particularly suitable for families, the upper end of this range will be extended to £74,000. These figures will be updated annually in the London Plan Annual Monitoring Report.

Market housing is defined separately as private housing for rent or sale where the price is set in the open market.

- 3.56 To take more effective account of the PPS 3 requirement to have regard to local incomes and house prices in setting the upper level of the intermediate housing eligibility threshold, it must be recognised that lower quartile house prices in London are 70 per cent higher than in the country as a whole, 31 per cent higher than in the South East region and 50 per cent higher than in the East of England³⁰. The general London upper household income threshold of £61,200 is only slightly higher than the national standard threshold of £60,000 used by the Homes and Communities Agency. However, it is necessary to ensure that intermediate housing can be delivered and accessed across the range of demand and need, and in particular for larger homes, which is where the greatest need arises. The higher income threshold of £74,000 reflects the higher costs to developers and purchasers of this family sized intermediate housing.

Policy 3.12 | Affordable housing targets

Strategic

- A a The Mayor will and boroughs, the Homes and Communities Agency and other relevant partners should seek to maximise affordable housing provision and seek an average of at least 13,200 more affordable homes per year in London over the term of this Plan, and within this

seek to ensure that 60 per cent is social housing and 40 per cent is intermediate housing. That priority should be accorded to provision of affordable family housing

LDF preparation

- B Boroughs should set an overall target in LDFs for the amount of affordable housing provision needed over the plan period in their areas and separate targets for social rented and intermediate housing and reflect the strategic priority accorded to provision of affordable family housing.
- C LDF affordable housing targets should take account of:
- a current and future housing requirements identified in line with Policies 3.8, 3.11 and 3.12
 - b the strategic targets and priority accorded to affordable family housing set out in section A above
 - c the approach to coordinating provision and targets to meet the range of strategic, sub-regional and local affordable housing needs in London set out in Policy 3.8, paragraphs 3.58–3.60 and Supplementary Planning Guidance
 - d the need to promote mixed and balanced communities (see Policy 3.10)
 - e capacity to accommodate development including potential sources of supply outlined in para 3.60
 - f the viability of future development, taking into account future resources as far as possible.
- A Affordable housing targets may be expressed in absolute or percentage terms in light of local circumstances, reflecting the borough's contribution towards meeting strategic affordable housing targets in light of the framework set by the Plan and guidance in SPG, and providing a robust basis for implementing these targets through the development control process.

- 3.57 The joint evidence base for the London Plan and London Housing Strategy³¹ demonstrates that the high cost of market housing in London makes affordable housing particularly important in meeting housing needs. While the London SHMA has not taken into account the effects of the current recession, it does seek to address the key relationships between incomes and housing costs as well as demographic trends, voluntary sharing and tackling unmet need within the 10 years to 2017. Of the overall average annual requirement for 32,600 homes, it suggests that 18,200 should be affordable. However, when setting an affordable housing target account must also be taken of the deliverability of these homes. Affordable housing funding over the full term of this Plan is not known. Based on the funding that was available and the record of delivery of affordable homes over recent years, requirement and taking into account the 32,600 target, an average of 13,200 additional affordable homes per annum has been set as the strategic target for the term of the Plan. This will be monitored closely, especially in light of changing economic conditions and its adoption will not compromise delivery of a higher number.
- 3.58 Derivation of separate targets for social rented and intermediate housing has been informed by the SHMA and other relevant factors including the role intermediate housing can play in helping Londoners get a first step on the housing ladder, reducing the call on social rented housing, freeing up social rented homes, providing wider housing choices and securing a more balanced social mix on mono-tenure estates. Account has also been taken of the way intermediate housing development can extend the effectiveness of scarce public resources by increasing overall housing output through partnership working with the private sector.
- 3.59 The Mayor proposes that as a long term strategic target 60 per cent of new affordable housing should be for social renting, especially for families, and that 40 per cent should be for the range of intermediate housing products outlined in the London Housing Strategy to meet different needs, including those arising from groups which hitherto have not been able to afford market housing but have been excluded from intermediate housing. The Mayor recognises that these are challenging targets, particularly in current economic conditions, but to meet Londoners' housing needs all stakeholders must engage to achieve them over the term of the Plan.
- 3.60 Policy 3.8 outlines arrangements for coordinating local, sub regional and strategic needs assessments so the range of housing requirements can be addressed effectively in London's complex regional housing market. In order to maximise affordable housing provision boroughs should take account of the most robust available assessment of housing capacity including those identified in Policy 3.3, and of potential sources of supply, such as:
- local authority developments, including net gain from estate regeneration
 - affordable housing schemes funded independently of planning contributions from private development
 - affordable housing secured through planning agreements or conditions on private residential or mixed use (including residential) development
 - long term vacant properties brought back into use
 - provision from non-self-contained accommodation.

- 3.61 In setting their affordable housing targets boroughs are required to assess the economic viability of land for housing, taking account of risks to delivery and drawing on informed assessments of public funding and developer contributions. The Mayor has already established close working relationships with the boroughs and HCA on affordable housing investment within their areas which will inform this process.
- 3.62 The Mayor will engage with boroughs individually to enable them to set local affordable housing targets which are in general conformity with the London Plan's strategic targets. The supplementary guidance will provide indicative benchmarks based on the approach set out in Policy 3.12 to inform this process. It will also include guidance on local implementation of the strategic social/intermediate target and of the strategic priority for provision of affordable family homes. The Mayor recognises that, in light of local circumstances, boroughs may wish to express their targets in different ways, including in absolute or percentage terms. However the targets are expressed they must be robust in implementing a borough's contribution to the strategic affordable housing targets through the development control process.

Policy 3.13 | Negotiating affordable housing on individual private residential and mixed use schemes

Planning decisions and LDF preparation

- A The maximum reasonable amount of affordable housing should be sought when negotiating on individual private residential and mixed use schemes, having regard to:
- a current and future requirements for affordable housing at local and regional levels identified in line with Policies 3.8 and 3.11 and 3.12

- b affordable housing targets adopted in line with policy 3.12,
 - c the need to encourage rather than restrain residential development (Policy 3.3),
 - d the need to promote mixed and balanced communities (Policy 3.10)
 - e the size and type of affordable housing needed in particular locations
 - f the specific circumstances of individual sites.
- B Negotiations on sites should take account of their individual circumstances including development viability, the availability of public subsidy, the implications of phased development including 'overage' provisions and other scheme requirements.

- 3.63 Achievement of a borough's affordable housing target in a particular year should not constrain maximisation of affordable housing output on individual proposals – the target applies for the term of the Plan.
- 3.64 In estimating provision from private residential or mixed use developments, boroughs should take into account economic viability and the most effective use of private and public investment, including the use of developer contributions. To expedite the planning process, developers should engage with an affordable housing provider prior to progressing the scheme, and provide development appraisals to demonstrate that each scheme maximises affordable housing output. Boroughs should evaluate these appraisals rigorously, drawing on the GLA 'development control toolkit'³² and other independent assessments which take account of the individual circumstances of a site, the availability of public subsidy and other scheme requirements. Boroughs are encouraged to review and bring forward surplus land in their own ownership to maximise their contribution to affordable housing provision, including the provision

of land to affordable housing providers on a nil cost or discounted basis³³.

3.65 The Mayor seeks to maximise affordable housing output and expects developers to make the most effective use of available affordable housing resources to achieve this end. Exceptions to the use of the full amount of available public investment to maximise output should be limited to circumstances where:

- on the highest value sites, at least the maximum level of affordable housing which would normally be achieved with public subsidy can in fact be achieved by funding entirely from development value
- some circumstances where ‘cascade agreements’ are put in place to address uncertainties over the level of grant and amount of affordable housing to be delivered
- types of provision which comply with the definition of affordable housing but are subsidised in other ways such as directly through discounted land sale, or indirectly if they offer exceptional benefits which on balance justify departures from some normal planning requirements.

Supplementary guidance will be provided on these exceptional circumstances.

3.66 The Mayor wishes to encourage, not restrain, overall residential development. Boroughs should take a reasonable and flexible approach to securing affordable housing on a site by site basis. This Plan makes clear that affordable housing provision is a particular priority when securing developer contributions (Policy 8.2).

3.67 Affordable housing provision is normally required on-site. In exceptional circumstances it may be provided off-site

or through a cash in lieu contribution ring fenced, and if appropriate ‘pooled’, to secure efficient delivery of new affordable housing on identified sites elsewhere. These exceptional circumstances include those where, having secured an alternative site, it would be possible to:

- secure a higher level of provision
- better address priority needs, especially for affordable family housing
- secure a more balanced community
- better sustain strategically important clusters of economic activities, especially in parts of CAZ and north of the Isle of Dogs where it might be part of a land ‘swap’ or ‘housing credit’ (Policy 2.11).

3.68 In making arrangements for deferring planning obligations, or for the local authority retaining equity, boroughs should consider whether it is appropriate to put ‘overage’ provisions in place. Particularly in current economic circumstances, and in respect of schemes presently anticipated to deliver low levels of affordable housing, these provisions may be used to ensure that maximum public benefit is secured from increases in viability above assumptions made at the time consent is granted.

3.69 The design and quality policies in Policy 3.5 apply in full to affordable housing provision. The Mayor has published more specific guidance³⁴ on this which will be incorporated in the new Housing SPG, stressing the need for affordable housing to be integrated with the rest of the development and have the same external appearance as other housing.

Policy 3.14 | Affordable housing thresholds

Planning decisions and LDF preparation

- A Boroughs should normally require affordable housing provision on a site which has capacity to provide 10 or more homes, applying the density guidance set out in Policy 3.4 of this Plan and Table 3.2.
- B Boroughs are encouraged to seek a lower threshold through the LDF process where this can be justified in accordance with guidance, including circumstances where this will enable proposals for larger dwellings in terms of floorspace to make an equitable contribution to affordable housing provision.

3.70 Small developments make an important contribution to housing provision in London and must continue to help meet London's need for affordable as well as market housing. Affordable housing policy requirements should be applied across all the provision arising from sites which have the capacity to provide 10 or more homes. Boroughs are encouraged to set a lower threshold where appropriate in light of their local circumstances.³⁵ The capacity of sites should be assessed on the basis of Policy 3.4.

3.71 Affordable housing policy should be implemented in circumstances where application of Policy 3.4 to a site or other development opportunity would normally provide capacity for 10 or more homes but a proposal, such as one for larger homes, reduces this output below the affordable housing requirement threshold. Boroughs should ensure that such proposals make an equitable contribution to meeting affordable housing needs by applying affordable housing policy to all the capacity in terms of units which might

normally be expected to come forward from the site through application of Policy 3.4. In this process Boroughs may wish to draw on the space standards set out in Policy 3.5 and further detail in the new supplementary guidance.

London's Housing Stock

Policy 3.15 | Existing housing

Strategic

- A The Mayor will and boroughs and other stakeholders should support the maintenance and enhancement of the condition and quality of London's existing homes.

Planning decisions and LDF preparation

- B Loss of housing, including affordable housing should be resisted unless the housing is replaced at existing or higher densities with at least equivalent floorspace.
- C This policy includes the loss of hostels, staff accommodation and shared accommodation that meet an identified housing need, unless the existing floorspace is satisfactorily re-provided to an equivalent or better standard. The loss of housing to short-term provision (lettings less than 90 days) should also be resisted.
- D Boroughs should promote efficient use of the existing stock by reducing the number of vacant, unfit and unsatisfactory dwellings, including through setting and monitoring targets for bringing properties back into use. In particular, boroughs should prioritise long term empty homes, derelict empty homes and listed buildings to be brought back into residential use.

3.72 Maintaining and improving the quality and condition of London's stock of 3.1 million homes is a continuing concern to

individual Londoners and especially so for some groups. In 2003 36 per cent of homes across all tenures failed to meet Government's broad Decent Homes Standard, slightly more than in the country as a whole, and in 2006 180,000 dwellings or six per cent of the stock did not meet the more stringent fitness standard providing 'acceptable places to live'.³⁶ The planning system must support the largely managerial and investment based initiatives to target this issue set out in the London Housing Strategy.

- 3.73 Retrofitting of the existing stock to address climate change adaptation and mitigation will be particularly important in this (Policy 5.4). Account should also be taken of Policy 3.8 to provide good quality new accommodation to meet the needs of vulnerable groups for supported housing. In some circumstances this will in turn help support broader measures set out in the Housing Strategy to reduce under-occupation and make larger homes available for families.
- 3.74 To address London's housing needs and sustain its neighbourhoods, existing housing should be retained where possible and appropriate, except where there are acceptable plans for its replacement. Short term lettings especially for holiday lets, can result in a serious loss of housing, and should be resisted. Such lettings require specific planning consent under the GLC (General Powers) Acts 1973 and 1983.
- 3.75 Estate renewal should take into account the regeneration benefits to the local community, the proportion of affordable housing in the surrounding area (see Policy 3.10), and the amount of affordable housing intended to be provided elsewhere in the borough. Where redevelopment of affordable housing is proposed, it should

not be permitted unless it is replaced by better quality accommodation, providing at least an equivalent floorspace of affordable housing.

- 3.76 Existing sites and premises providing either an element of care, or dedicated homes for employees such as nurses, police officers or hotel staff, are a finite resource and may be threatened by higher value uses. Where shortfalls of specialist housing needs have been identified (Policy 3.8), the possibility of other providers of specialist or supported needs accommodation using the premises should be explored.
- 3.77 Though the number of empty homes in London is falling and proportionately is below the national average, it is still substantial (85,000), representing three per cent of the housing stock, mostly in the private sector. Some vacancy is necessary to allow people to move and to enable renovation but 36,000 have been empty for over six months. The Mayor proposes to reduce these long term vacant properties to one per cent of the overall stock, which will require bringing at least 3,000 dwellings back into use. The London Housing Strategy provides guidance (which will be supplemented by SPG) on the range of measures necessary to achieve this.

Policy 3.16 | Coordination of housing development and investment

LDF preparation

- A Boroughs should ensure that implementation of this Plan's long term, strategic housing policies are informed by, and integrated with, the short to medium term horizon provided by their own programmes and those of other relevant agencies including those arising from the Mayor's Housing, Economic Development and Transport Strategies, the London Plan

Implementation Plan and arrangements for partnership, cross border and sub-regional working.

- 3.78 Successful implementation of the housing policies of this Plan will be important to achievement of most of the Mayor's wider objectives for London and will require positive engagement and coordination with a very wide range of public, private and voluntary sector stakeholders working to varied timescales and sometimes distinct agendas. As the single most important delivery agencies, boroughs are crucial to this process. The Mayor is committed to working with them through the different parts of the GLA group, which he intends should act in an integrated way, and through the roles he plays in other organisations, especially the Homes and Communities Agency. Where he can add value he will provide strategic support to enable the myriad local initiatives and actions tailored to their local circumstances which are necessary to achieve his broad housing objectives for London. These include social and environmental infrastructure investments through Local and Multi Area Agreements which are essential to enhancing quality of life for new as well as existing residents.

Social infrastructure

Policy 3.17 | Protection and enhancement of social infrastructure

Strategic

- A London requires additional and enhanced social infrastructure provision to meet the needs of its growing and diverse population.

Planning decisions

- B Development proposals should support the provision of additional social infrastructure in light of local and strategic needs assessments. Proposals which would result in a net loss of social infrastructure in areas of defined need should be resisted.
- C Facilities should be accessible to all sections of the community (including disabled and older people) and be located within easy reach by walking, cycling and public transport. Wherever possible, the multiple use of premises should be encouraged.

LDF preparation

- D LDFs should provide a framework for collaborative engagement with social infrastructure providers and community organisations to regularly assess the need for social infrastructure at the local and sub-regional level and secure sites for future provision or reorganisation of provision.
- E Boroughs should ensure that adequate social infrastructure provision is made to support new developments. Adequate provision for social infrastructure is particularly important in areas of major new development and regeneration and should be addressed in Opportunity Area Planning Frameworks and other relevant Action Area Plans.
- F The Mayor will work with boroughs and relevant social infrastructure providers to produce further guidance on social infrastructure requirements at the sub-regional and Londonwide level.

- 3.79 Social infrastructure covers a wide range of facilities such as health provision, nurseries, schools, colleges and universities, community, cultural, play, recreation and

sports facilities, places of worship, fire stations, policing and other criminal justice or community safety facilities and many other uses and activities which contribute to making an area more than just a place to live. At a more local level, other facilities may need to be provided, including informal recreation facilities (Policy 3.6), public toilets, drinking water fountains and seating (Policy 7.5). The whole range of social infrastructure has a major role to play in supporting London's expected growth, particularly in places where significant new housing is proposed, making residential areas more attractive and turning them into sustainable neighbourhoods and communities. It is therefore essential to plan for high quality social infrastructure alongside the development of housing particularly in major new development and regeneration areas.

3.80 Planning for infrastructure in London is complex, with a wide range of providers and stakeholders, and various degrees of clarity and opacity around future provision and funding for investment. London is a city with a large diversity of neighbourhoods, communities and infrastructure and each area presents its own individual challenges.

3.81 Boroughs and Local Strategic Partnerships have a key role in bringing together the different parts of the public, private, community and voluntary sectors to tackle priority issues including health, education, lifelong learning, community safety, housing and transport infrastructure, and access to social, leisure, cultural activities through community strategies, local and multi area agreements. In doing so, they may wish to apply the following methodology:

- identify local communities' needs
- assess the capacity and quality of existing infrastructure and forecast future demands

- identify any gaps in provision
- secure sites for future provision or reorganisation of existing provision
- assess available sources of funding, and consider options for addressing any shortfall
- develop new models of integrated provision, which use land effectively
- regularly monitor the delivery of services, availability against demand and quality of provision.

Data should be shared between planning authorities and service providers to inform implementation of Policies 3.17–3.20.

3.82 Existing or new developments should, wherever possible, extend the use of facilities to serve the wider community, especially within regeneration and other major development schemes. Shared and extended use of facilities, including those of schools, commercial and community-based organisations can help ensure the effective use of resources and land, encourage joined-up and coherent service delivery and shared maintenance and management costs. It can also help minimise travel distances for users and encourage community participation and inclusion. Multi-use community centres that provide flexible and accessible spaces adaptable to communities' needs should be encouraged.

3.83 Boroughs should develop a criteria-based approach to the provision of different types of social infrastructure facilities and the expansion of existing facilities, taking into account the location and layout of facilities. Facilities should be:

- easily accessible to all sections of the community (including disabled people and older people)
- easily accessible by walking and cycling
- well connected to public transport

- affordable
- well laid out, so that all the space is used efficiently
- safe and user-friendly
- integrated with or complementing other neighbouring facilities or services.

For some emergency services infrastructure good public transport accessibility is not a high priority

- 3.84 Voluntary and community groups often find it difficult to find premises suitable for their needs; unused or underused facilities should be brought into use as much as possible to help address their accommodation needs.

Policy 3.18 | Healthcare facilities

Strategic

- A The Mayor will support provision of high quality healthcare provision appropriate for a growing and changing population, particularly in areas of underprovision or where there are particular healthcare needs.

Planning decisions

- B Development proposals which provide high quality healthcare facilities will be supported in areas of identified need, particularly in places with accessibility by public transport, cycling and walking. Where local health services are being changed, the Mayor will expect to see replacement services operational before the facilities they replace are closed.
- C Relevant development proposals should take into account the Mayor's Best Practice Guidance on Health Issues in Planning.

LDF preparation

- D In LDFs boroughs should identify and address significant health issues facing their area.
- E Boroughs should work with the NHS, social care services and community organisations

to assess the need for healthcare facilities at the local and sub-regional level regularly, and to secure sites for future provision or reorganisation of provision.

- F Boroughs should promote the continued role and enhancement of London as a national and international centre of medical excellence and specialised facilities.

- 3.85 This Policy complements Policies 3.17 on social infrastructure and 3.2 on tackling health inequalities. Boroughs should refer to all three policies when planning for healthcare facilities.

- 3.86 London's health service is vital to maintaining and improving Londoners' quality of life. Its influence goes far beyond the primary role it plays in delivering health care. It is one of the capital's major employers, employing over 140,000 people in London (excluding contract workers) and over 4,000 in each borough. The National Health Service (NHS) faces complex challenges when working to ensure that health service provision matches need in a growing and changing city. It has difficulty maintaining staffing levels in some parts of London where the workforce is highly mobile; this is exacerbated by London's relatively high housing prices, making it hard for frontline staff to afford accommodation in the areas where they work. Policy 3.8 addresses this housing issue.

- 3.87 The NHS in London has embarked on a ten year plan – Healthcare for London – to transform health and healthcare in the capital and make it among the best in the world. Local Delivery Plans provide the vision and strategy for how the NHS will modernise services locally, improve the health of the local populations, and narrow inequalities in health outcomes. Service improvements will include new primary

healthcare centres, or polyclinics, offering extended GP services together with services normally provided at hospital, such as outpatient appointments, minor surgery and diagnostics, and a range of community services such as support for people with long-term conditions, health information and housing and benefits advice. Borough planners will need to work closely with colleagues in Primary Care Trusts (PCTs) to understand and reflect such changes in LDFs. Local Strategic Partnerships will be an important mechanism to better meet the health needs of the population and improve delivery of services at both strategic and local levels.

- 3.88 Demographic trends and national and local policy approaches will partly determine the scale of healthcare need in particular locations. New or improved healthcare facilities may be needed as part of large scale commercial and housing developments to address additional demands. Boroughs may wish to apply the suggested methodology under Policy 3.17 when assessing the needs for healthcare facilities. The needs of older Londoners particularly, in respect of residential and nursing home provision, also need to be considered (see Policy 3.8). Boroughs should develop a criteria based approach to the provision of health and social care facilities, taking into account accessibility and layout of facilities.
- 3.89 London forms the hub of health-related research and development in the southeast of England and is where 25 per cent of UK doctors are trained. It is thus a centre for clinical, training and research excellence. The networks, research and facilities that support London's role as a centre of medical excellence and specialist facilities, and their enhancements, will be supported.

- 3.90 Many policies included within this Plan have a part to play in promoting good health and seeking to address inequalities in health.

Policy 3.19 | Education facilities

Strategic

- A The Mayor will support provision of early years, primary and secondary school and further and higher education facilities adequate to meet the demands of a growing and changing population and to enable greater educational choice, particularly in parts of London with poor educational performance.

Planning decisions

- B Development proposals which enhance education and skills provision will be supported, including new build, expansion of existing or change of use to educational purposes. Those which address the current projected shortage of primary school places will be particularly encouraged. Proposals which result in the net loss of education facilities should be resisted, unless it can be demonstrated that there is no ongoing or future demand.
- C Development proposals which maximise the extended or multiple use of educational facilities for community or recreational use should be encouraged.
- D Development proposals that encourage co-location of services between schools and colleges and other provision should be encouraged in order to maximise land use, reduce costs and develop the extended school or college's offer. On-site or off-site sharing of services between schools and colleges should be supported.

LDF preparation

- E LDFs and related borough strategies should provide the framework to assess the need for pre-school, school, higher and further education institutions and

community learning facilities at the local and sub-regional level regularly and to secure sites for future provision recognising

local needs and the particular requirements of the education sector.

- F Boroughs should support and maintain London's international reputation as a centre of excellence in higher education.

- 3.91 A growing city with an increasing number of young people will need more educational facilities at all levels. At the same time, policy is likely to favour greater choice of school provision, particularly in parts of London with problems of poor educational performance. Planning policies supporting the allocation of sufficient space for education and facilitating development of schools and colleges in appropriate places will be essential to London's continued economic success, tackling exclusion and disadvantage and improving quality of life. Areas with poor educational performance are defined as those where fewer than 30 per cent of pupils achieve five or more A*–C GCSEs and equivalent including GCSEs in English and Maths (as set out in National Indicator 78).
- 3.92 This Policy complements Policy 3.17 on social infrastructure. Boroughs should refer to both policies when planning for education facilities.

Early years provision

- 3.93 Access to adequate, affordable and high quality early years provision plays a key role in children's development and enables parents to go back to work. To address the shortage of childcare facilities in London, boroughs should make regular assessments of provision for childcare and draw up proposals to address any shortfalls. Boroughs should plan the location and

development of children's centres to meet the needs of local communities in consultation with parents, the private, voluntary and independent sectors, primary care trusts, Jobcentre Plus and other key partners, to deliver a range of services.

- 3.94 Early years facilities should be safe, accessible for all (including disabled children), multi-functional and provide both indoor and outdoor learning opportunities. Proposals for housing and commercial facilities should provide suitable childcare for those in need of it, in particular in disadvantaged areas.

Primary and secondary schools

- 3.95 Access to a high quality school education is a fundamental determinant of the future opportunities and life chances of London's children and young people. London's population will continue to be younger than elsewhere in England and Wales and by 2031, its school age population is projected to increase by almost 17 per cent. At the same time, it is likely that national education policy will favour greater diversity in the nature of supply, with an increasing range of specialist schools. Boroughs should ensure adequate school provision to cope with this increase, including the availability of land for any potential school expansion.
- 3.96 Land already in educational use should be safeguarded and new sites secured to meet additional demands or changes in provision. Boroughs should identify at an early stage the need for additional schools arising from development and regeneration, particularly where there are existing shortages. Development can be a catalyst for positive change. The identification of suitable sites should be carried out taking into account policies in this Plan, and in particular accessibility by public transport as well as by cycle and by foot.

- 3.97 School facilities can provide venues for a range of community activities, including children's centres, one stop health centres, and cultural and sports activities, where children and parents feel comfortable to access them. School facilities such as sports, training and meeting facilities should be capable of use by the wider community outside school hours. Maximum use of schools in the evenings and at weekends will reduce the land requirement for other uses.
- 3.98 Partnership working with other schools and with wider children's services should be developed in order to offer more to children than any one partner could alone. Schools should look to make arrangements to use local off-site provision when these are not fully used during school day.
- 3.99 In order to support educational attainment and adapt to changing work and lifestyle patterns, the needs for facilities for children with special needs and additional pre or after school activities need to be considered. The Mayor supports the role of uniformed and non-uniformed youth organisations delivering positive activities that improve the life chances of London's children and young people.

Higher and further education

- 3.100 Higher education in London provides an unparalleled choice of undergraduate and postgraduate degrees, continuing professional development and advanced research. It is also a major employer and attracts major international companies able to benefit from the universities' research reputation, such as in pharmaceuticals and life sciences. Universities also play a vital part in ensuring Londoners have the higher order skills necessary to succeed in a changing economy, and for the capital to remain globally competitive (Policy 4.12). The

Mayor will support and provide a forum for higher education institutions (HEIs) to work with boroughs and other stakeholders to plan future developments, including student accommodation (Policy 3.8) in locations with good public transport access, taking account of their sub-regional and wider spheres of operation and capacity to contribute to the wider objectives of this Plan.

- 3.101 Access to further education (FE) is important for both the large proportion of Londoners who do not go into higher education and, in some places, for sixth form provision. FE colleges provide a key role in skills development and life long learning and will assist with Londoners' employment (Policy 4.12). They also provide valuable community facilities and services, and the Mayor will support the protection and enhancement of FE colleges and facilities.

Policy 3.20 | Sports facilities

Sports Facilities

Strategic

- A The Mayor's Sports Legacy Plan³⁸ aims to increase participation in and tackle inequality of access to sport and physical activity in London particularly amongst groups/areas with low levels of participation.

Planning decisions

- B Development proposals that increase or enhance the provision of sports and recreation facilities will be supported. Proposals that result in a net loss of sports and recreation facilities, including playing fields should be resisted. Temporary facilities may provide the means of mitigating any loss as part of proposals for permanent re-provision. Wherever possible, multi-use public facilities for sport and recreational activity should be

encouraged. The provision of floodlighting should be supported in areas where there is an identified need for sports facilities to increase sports participation opportunities, unless the floodlighting gives rise to demonstrable harm to local community or biodiversity.

- C Where sports facility developments are proposed on existing open space, they will need to be considered carefully in light of policies on Green Belt and protecting open space (Chapter 7) as well as the boroughs' own assessment of needs and opportunities for both sports facilities and for green multifunctional open space.

LDF preparation

- D Within LDFs Boroughs should assess the need for sports and recreation facilities in line with PPG 17 at the local and sub-regional level regularly, and secure sites for a range of sports facilities.

3.102 This Policy complements Policy 3.17 on social infrastructure. Boroughs should refer to both policies when planning for sports facilities.

3.103 Sports and recreation facilities are important parts of the social infrastructure, providing a range of social and health benefits for communities and neighbourhoods. Backed by the Mayor's Sports Legacy Plan, these will be given increasing prominence by and after the 2012 Games. London aspires to contribute 150,000 towards Sport England's target of getting 1 million people doing more sport by 2012.

3.104 London is short of indoor community facilities such as sports halls and swimming pools. The city also has an older stock of indoor facilities than other English regions and replacement for modernisation of existing provision is critical. The Mayor will

initiate a facilities strategy for London to identify existing deficiencies and address additional demand from population growth. The strategy will then be used to inform regional sports facility planning and investment. This will build upon work already being done by Sport England with a number of London boroughs who are developing a needs and evidence base for the strategic planning for community sport. The Mayor will encourage all authorities that have yet to undertake a needs and evidence based approach to planning for community sport to do so by the end of 2012. Built sports facilities should only be accommodated on green open space, if that area has been identified by a borough open space strategy as surplus to requirements for any open green space use.

3.105 The Mayor will work with local authorities, national governing bodies of sport, Sport England, sporting foundations and trusts, the private sector and others to provide investment to support the development of new facilities or the refurbishment of existing facilities. The focus will principally be on small, community, park or estate-based projects. The Mayor will also support the establishment of multi-sport hub sites on playing fields in London. Shared use of sports facilities in schools (state and independent), further and higher education institutions, commercial schemes, community centres and church halls will help reduce demand for new provision.

3.106 In addition to renewing a school's building stock, the Building Schools for the Future (BSF) programme can provide opportunities to create complementary specialised sports facilities that can be shared by schools, the community and sports clubs. Through attracting specialist clubs and coaches, this can assist in raising standards of performance and widen

opportunities for students and community users. If such a facility fills an identified gap in provision, funding may be available through a sport's national governing body or other partners. Sports facilities should be accessible to all sections of the community (including disabled people), within easy reach by walking, cycling and public transport, affordable and safe. Floodlighting can enable the full use of synthetic pitches and other outdoor sports provision, but consideration must be given to any demonstrable harm to residential communities or biodiversity. Where appropriate, disused bathing ponds and lidos should be brought back in use.

3.107 The 2012 Paralympic Games provide an opportunity to change attitudes around disabled people's participation in sport. Development proposals should ensure that inclusive access issues are addressed from the outset (see Policy 7.2) so that programmes such as the Inclusive Fitness Initiative can be effective in increasing disabled and older people's ability to participate. The Olympic Delivery Authority's approach to embedding inclusive design from the outset³⁹ has been effective at integrating inclusive design principles in the development process and can be used as a model of good practice. Sport England will also publish an updated guidance note on Accessible Sports Facilities⁴⁰ to ensure that new sports facilities meet inclusive design principles. Policy 2.4 covers the 2012 Games and their legacy.