

Figure 4.1 - 10 Year Housing Target for Net Completions

Figure 4.2 - Public Transport Access Levels

Policy H2 Small sites and small housing developments

A ~~Small sites (below 0.25 hectares in size) should play a much greater role in housing delivery to achieve the ten-year housing targets set out in Policy H1 Increasing housing supply.~~ and ~~B~~ Boroughs should pro-actively support well-designed new homes on small sites (**below 0.25 hectares in size**) through both planning decisions and plan-making in order to:

- 1) significantly increase the contribution of small sites to meeting London's housing needs
- 2) diversify the sources, locations, type and mix of housing supply
- 3) support small and medium-sized housebuilders
- 4) support those wishing to bring forward custom, self-build and community-led housing

4A 5) seek to achieve the targets for small sites set out in Table 4.2 as a component of the overall housing targets set out in Table 4.1.

B Boroughs should:

- 1) recognise in their Development Plans ~~and planning decisions~~ that local character evolves over time and will need to change in **appropriate** locations ~~that benefit from the presumption in favour of small housing development~~ to accommodate additional housing **on small sites** ~~provision and increases in residential density through small housing developments~~
- 2) ~~moved to H2A B~~
2A) Where appropriate, prepare site-specific briefs, masterplans and housing design codes (See Policy H2A Small housing developments) for other types of small sites (under 0.25 hectares in size), where appropriate

~~C Boroughs should increase planning certainty on small sites by:~~

- ~~1~~ **3) identifying and allocating allocate** appropriate small sites for residential development
- ~~2~~ **4) listing** these **small** sites on their brownfield registers

~~3 5) granting~~ permission in principle on specific sites or ~~preparing~~ **prepare** local development orders.

~~The presumption in favour of small housing developments between 1 and 25 homes~~

~~D~~ *Moved to H2A A*

~~E~~ *Moved to H2A C*

~~F~~ *Moved to H2A D*

~~G~~ *Moved to 4.2A.9*

~~H~~ *Moved to H2A F*

~~HA~~ ~~To benefit from the presumption, small housing developments must:~~

- ~~a) meet the minimum standards for private internal space and private outside space set out in Policy D4 Housing quality and standards~~
- ~~b) meet minimum cycle parking standards~~
- ~~c) not exceed maximum residential parking standards~~
- ~~d) accord with Agent of Change principles and Policy HC7 Protecting public houses on public houses~~
- ~~e) where they are classified as major developments, meet the Air Quality Neutral benchmark^{37G} for building emissions, by using ultra-low NOx boilers or other less polluting technologies^{37H}.~~

~~HB~~ ~~To benefit from the presumption in Part E, minor developments should achieve no net loss of overall green cover and major developments should contribute to urban greening in line with Policy G5 Urban greening and the Urban Greening Factor.~~

~~HC~~ ~~Small housing developments that demonstrably fail to optimise potential housing delivery on a site, or prejudice the more comprehensive development of a site allocation, should not benefit from the presumption in favour of development, unless there is a clear justification. Small developments should be designed to facilitate adjacent sites to come forward in the future.~~

4.2.1 For London to meet its housing needs, **small housing developments small sites below 0.25 hectares in size** ~~of between one and 25 homes~~ must

^{37G} ~~Air Quality Neutral benchmarks are set out in Policy S11 Improving air quality and accompanying GLA guidance~~

^{37H} ~~Less polluting technologies could include heat pumps, connection to an existing district heating scheme, fuel cells or renewables~~

make a substantially greater contribution to new supply across the city. Therefore, increasing the rate of housing delivery from small housing sites is a strategic priority. Achieving this objective will require positive and proactive planning by boroughs both in terms of planning decisions and plan-making.

4.2.2 Increasing housing output of this scale can also help to support a number of **related housing and planning policy objectives**. This includes:

- reviving the role of small and medium-sized developers in delivering new homes in London
- diversifying the sources, locations, type and mix of housing supply and the type of sites available in addition to large brownfield sites
- increasing housing provision in accessible parts of outer London to help address the substantial housing need in these areas and deliver market homes in more affordable price brackets
- providing opportunities for custom-build housing and community-led housing projects³⁸
- supporting town centre economies
- as with large sites, providing opportunities to support the use of modern methods of construction.

~~4.2.3~~ *moved to 4.2A.3*

~~4.2.3A~~ ~~The presumption in favour of small housing developments does not apply to change of use of non-residential floor space to residential use (where this does not involve redevelopment); however, it does apply to the redevelopment of non-residential buildings, subject to relevant exemptions listed in Policy H2F. This distinction aims to incentivise the most optimal form of potential development.~~

~~4.2.3B~~ *moved to 4.2A.2*

4.2.4 The **small sites targets** in Table 4.2 are informed by the 2017 London SHLAA and show the potential capacity for additional housing on sites of less than 0.25 hectares in size, **a category is likely to include the vast majority of one to 25-unit developments**. Hence, ~~the small sites targets include housing capacity from small sites below this size threshold which deliver more than 25 homes~~ **includes small housing developments**. The targets are based on trends in housing completions on sites of this size and the estimated capacity for net additional housing supply from intensification in existing residential areas, taking into account PTAL,

proximity to stations and town centres, and heritage constraints. The small sites targets are a component of, and not additional to, the overall housing targets. ~~(H3 B) Net housing delivery on sites of less than 0.25 hectares should contribute towards achieving the small sites targets in Table 4.2.~~
~~(H3 BA) The small sites targets are a component of, and not additional to, the overall housing targets.~~ **The relative contribution from large and small sites in each borough may fluctuate across the target period, providing the overall 10 year borough targets are met in a way that is consistent with the policies in the Plan.**

~~4.2.5~~ *Moved to 4.2A.1*

~~4.2.6~~ *Moved to 4.2A.4*

~~4.2.7~~ *Moved to 4.2A.5*

~~4.2.7A Specialist housing for older people that is in Class C3 use can benefit from the presumption in favour of small sites, where the requirements of Policies H2D to H2K are met.~~

Table 4.2 - 10 year targets (2019/20 -2028/29) for net housing completions on small sites (below 0.25 hectares in size)

Planning Authority	Ten-year housing target	Annualised average
Barking & Dagenham	5,190	519
Barnet	12,040	1204
Bexley	8,650	865
Brent	10,230	1023
Bromley	10,290	1029
Camden	3,760	376
City of London	740	74
Croydon	15,110	1511
Ealing	10,740	1074
Enfield	9,830	983
Greenwich	6,810	681
Hackney	6,600	660

Planning Authority	Ten-year housing target	Annualised average
Hammersmith & Fulham	2,980	298
Haringey	6,260	626
Harrow	9,650	965
Havering	9,040	904
Hillingdon	7,650	765
Hounslow	6,800	680
Islington	4,840	484
Kensington & Chelsea	1,690	169
Kingston	6,250	625
Lambeth	6,540	654
Lewisham	8,290	829
London Legacy Development Corporation	800	80
Merton	6,710	671
Newham	9,500	950
Old Oak Park Royal Development Corporation	60	6
Redbridge	9,380	938
Richmond	6,340	634
Southwark	8,000	800
Sutton	7,380	738
Tower Hamlets	5,660	566
Waltham Forest	8,890	889
Wandsworth	7,740	774

Planning Authority	Ten-year housing target	Annualised average
Westminster	5,290	529
Total	245,730	24,573

~~4.2.8~~ *Moved to 4.2A.6*

~~4.2.8A~~ *Moved to 4.2A.7*

~~4.2.8B~~ *Moved to 4.2A.8*

~~4.2.9~~ *Moved to 4.2A.10*

~~4.2.9A~~ *Moved to 4.2A.11*

4.2.10 Small sites can be particularly suitable for well-designed **community-led housing**⁴¹ projects. Boroughs should support such projects where these developments are integrated with existing neighbourhoods and support mixed and inclusive communities.

~~4.2.11~~ *Moved to 4.2A.8*

~~4.2.12~~ *Moved to 4.2A.12*

Figure 4.3 - Proximity to town centres and stations (*MAP AMENDED*)

~~4.2.13~~ *Moved to 4.2A.13*

Policy H2A Small housing developments

~~H2D~~ **A** To **support the** delivery of the small sites ~~targets in Table 4.2~~, boroughs should apply a presumption in favour of ~~the following types of development proposals for~~ small housing development^{41A} ~~which provide between one and 25 homes involving:~~

- 1) ~~the~~ infill ~~development on~~ **of** vacant or underused **brownfield** sites
- 2) ~~proposals to increase the density of existing residential houses~~ **homes** within PTALs 3-6 or within 800m of a ~~Tube station~~^{37A}, ~~rail station or town centre boundary~~^{37B} through: *partly moved below*

41 See Glossary

41A **Small housing developments are schemes which provide between one and 25 homes**

- a) residential conversions, ~~(subdivision of houses into flats)~~ **redevelopment,**
 - b) ~~residential~~ extensions ~~(upward, rear and side)~~ **of houses**
 - c) ~~the demolition and/or redevelopment of existing buildings~~ **houses and/or ancillary residential buildings**
 - d) **or** infill development within the curtilage of a house^{37C-41B}, ~~(2)~~ **where it is** within PTALs 3-6 or 800m **distance** of a station^{37A-41C} or town centre boundary^{37B-41D}
- 3) the redevelopment or upward extension of flats, **and** non-residential buildings **and residential garages** ~~to provide additional housing.~~

H2B-2 B **Boroughs should** prepare area-wide **housing** design codes ~~for small housing developments between 1 and 25 homes to:~~

- a) ~~promote good design and to~~ proactively encourage increased housing provision **as a minimum for the types of small housing developments listed in Part A2.**, ~~good design and higher residential densities~~
- ~~b) cover the spatial locations set out in part D2 (excluding the exempted areas listed in part F)~~
- c) ~~on small housing developments. Design codes should provide clear guidelines and parameters for the range of small scale housing developments listed in part D2, as a minimum, to provide certainty and show how additional housing provision can be accommodated in different locations, drawing on the principles set out in this policy and Supplementary Planning Guidance provided by the GLA.~~

H2E C ~~For the purposes of part D, the~~ **The** presumption in favour of small housing developments means approving **proposals for** small housing developments **that are consistent with the policies of the London Plan while recognising that local character should evolve over time to provide new homes.** ~~which are in accordance with a design code developed in accordance with part B. Where there is no such design code, the presumption means approving small housing development~~ **Such proposals should be approved** unless it can be demonstrated that the development would give rise to an unacceptable level of harm ~~to residential privacy,~~

37C 41B Subject to the total area of ground covered by buildings within the curtilage of the dwelling house not exceeding 50% of the total area of the curtilage (excluding the ground area of the original dwelling house), to be consistent with the Government's permitted development rights for a household set out in Part 1 of Schedule 2 of Town and Country Planning (General Permitted Development) (England) Order 2015).

37A 41C Tube, rail, DLR or tram station

37B 41D District, major, metropolitan and international town centres – for the purposes of Policy H2D**A2**, the 800m distance is measured from the edge of the town centre boundary

~~designated heritage assets, biodiversity or a safeguarded land use~~ that outweighs the benefits of additional housing provision; **or where the proposed development does not comply with a housing design code prepared in accordance with Part B.**

H2F D The presumption in favour of small housing developments ~~s~~ should not be applied to:

- 1) ~~statutory listed buildings~~ **designated heritage assets and their settings**^{37D 41E} (~~however, a presumption in favour of residential conversions should be applied in conservation areas~~)
- 2) developments providing more than 25 homes
- 3) **development** proposals that do not provide net additional housing
- 4) sites of more than 0.25 hectares in size
- 5) non-self-contained housing schemes **(i.e. that are not in Class C3 residential use)**
- 6) ~~mixed-use proposals within sites that contribute to the strategic functions of the Central Activities Zone (CAZ)~~ **tall buildings (see Policy D8 Tall buildings)**
- 7) ~~estate regeneration schemes, designated industrial or employment sites~~
 - 7A) ~~change of use of non-residential buildings to residential use~~^{37E}
 - 7B) ~~designated Green Belt, MOL, Sites of Importance for Nature Conservation (SINCs)~~^{37F} ~~and other protected public open spaces~~
 - 7C) ~~buildings that would be more than 30 metres high (following their redevelopment or extension)~~
 - 7D) **development that involves the alteration or replacement of existing homes on social housing estates**
- 8) **developments that demonstrably fail to optimise potential housing delivery on a site or prejudice the more comprehensive development of a site allocation.**

E **To benefit from the presumption, minor developments should achieve no net loss of overall green cover.**

~~37D~~ **41E** See glossary for definitions of 'designated heritage assets' and 'setting of heritage assets'

~~37E~~ See paragraph 4.2.3A.

~~37F~~ See definition in paragraph 8.6.1.

~~H2H F~~ ~~Policy H6 Threshold approach to applications must be applied to small sites, including small housing developments, which provide, or are capable of providing, ten or more homes are major developments and trigger affordable housing requirements. Boroughs~~ **are encouraged to apply a tariff-based approach to wishing to which apply** affordable housing requirements **to on minor developments small housing developments of nine homes or fewer** ~~sites capable of delivering ten units or fewer and which have a maximum combined gross floor space of no more than 1,000 sqm should only require this through a tariff approach to off-site contributions, rather than seeking on-site contributions, and. boroughs are strongly encouraged to provide the flexibility for payments to be collected prior to the occupation of development, rather than prior to commencement of development in these instances.~~

~~4.2.5~~ **4.2A.1 Incremental intensification** of existing residential areas within PTALs 3-6 ~~or and~~ within 800m **distance** of a ~~Tube station~~^{40A41F}, ~~rail station~~ or town centre boundary^{40B41G} is expected to play an important role in **meeting contributing towards** the housing targets for small sites **set out in Table 4.2**, particularly in outer London. This can take a number of forms including new build, infill development, conversions, demolition and redevelopment or extension of existing buildings, where this results in net additional housing provision, **subject to the location of heritage assets and their settings**. **Outside the** ~~exempted~~ ~~Within these~~ areas (~~Policy H2F~~) **that do not benefit from the presumption**, there is a need for the character of some neighbourhoods to evolve to accommodate additional housing. Therefore, **in these locations where the presumption applies**, the emphasis of decision-making should change from preserving what is there at the moment towards encouraging and facilitating the delivery of well-designed additional housing to meet London's needs.

~~4.2.3B~~ **4.2A.2 When assessing the benefits of additional housing provision** (~~Policy H2E~~), **boroughs should recognise that schemes which that provide relatively low numbers of new homes play an important cumulative role in helping to meet deliver housing supply targets alongside larger developments, subject to the scheme in question making the most efficient use of land.**

~~4.2.3~~ **4.2A.3** The **one to 25-unit threshold** ~~set out in Policy H2 Small sites which that~~ triggers the application of **this policy the presumption in favour of small housing development** is considered to be representative of small housing developments across London and for this reason differs from ~~that used in~~

^{40A 41F} Tube, rail, DLR or tram station

^{40B 41G} District, major, metropolitan and international town centres

~~Planning Practice Guidance³⁹ and~~ the definition of 'major development' in planning legislation⁴⁰.

~~4.2.6~~ **4.2A.4** The Mayor will set out **design principles** for small housing developments across London ~~as part of his review of GLA in~~ design guidance, which boroughs should draw on and supplement when preparing **housing** design codes. ~~Design~~ **Housing design** codes can be combined with local development orders, where appropriate. **As a key purpose of housing design codes is to provide clarity and certainty for potential applicants, boroughs should support design proposals which accord with any published housing design code.**

~~4.2.7~~ **4.2A.5** ~~Boroughs~~ **Although not covered by the presumption in favour of small housing development, boroughs are encouraged to explore opportunities for small housing developments in conservation areas where these will complement and enhance the area. As not all elements of a conservation area will necessarily contribute to its significance there is the potential for well-designed new housing to make a positive contribution to the special character of conservation areas. This also applies to small sites in the setting of other heritage assets such as listed buildings.** ~~Special attention will be required within conservation areas to ensure that increased housing provision is accommodated in a way that also complements and enhances an area, taking into account conservation area character appraisals and management plans.~~

~~4.2.8~~ **4.2A.6** Small housing developments are envisaged to be within close proximity to existing homes. These should be carefully and creatively designed to avoid an unacceptable level of harm to the amenity of surrounding properties in relation to privacy, for example through the placement and design of windows and the use of landscaping. Environmental and architectural innovation should be supported and schemes should achieve **good design** and ensure that existing and proposed homes benefit from satisfactory levels of daylight and sunlight. ~~All homes must meet the housing standards in Policy D4 Housing quality and standards, including the provision of private open space.~~

~~4.2.8A~~ **4.2A.7** **In view of the objectives of this policy, boroughs should promote well-designed small housing developments which that respond positively to local character and the opportunity to accommodate additional housing on a particular site and boroughs should not refuse applications because of a conflict with local policies where these**

39- ~~DCLG, Planning Practice Guidance, Planning obligations, Paragraph: 031 Reference ID: 23b-031-20161116: <https://www.gov.uk/guidance/planning-obligations>~~

40 ~~The Town and Country Planning (Development Management Procedure) (England) Order 2010, Article 2: http://www.legislation.gov.uk/uksi/2010/2184/pdfs/ukxi_20102184_en.pdf~~

policies are inconsistent with Policy H2 H2A and pre-date the publication of the London Plan.

~~4.2.8B~~ **4.2A.8** **Where existing houses are redeveloped or subdivided, boroughs may require the provision of family sized units (3 bed + units) providing sufficient design flexibility is provided to allow the existing footprint of a house to be enlarged in order to meet this requirement.**

~~(4.2.11)~~ Where the amalgamation of separate flats into larger homes is leading to the sustained loss of homes and is not meeting the identified requirements of large families, boroughs are encouraged to resist this process.

~~H2G~~ **4.2A.9** **Homes located on the ground floor on minor developments should meet the requirements of Policy D5 Accessible Housing;** ~~New build homes on sites capable of accommodating ten units or fewer which are on the ground floor should meet M4(2) standard for 'accessible and adaptable dwellings' and provide step-free access. New build homes on these sized sites.~~
Homes that are not on the ground floor **on minor developments do not need to meet M4(2) standards and** can comply with the M4(1) standard, which does not require step-free access, **where provision of step-free access would be unfeasible.**

~~4.2.9~~ **4.2A.10** **Impacts on** ~~Loss of~~ existing biodiversity or **green space**, as a result of small housing developments, should be **minimised and** mitigated through measures such as **returning hard standing to green space**, the installation of green roofs, **green walls**, the provision of landscaping that facilitates sustainable urban drainage, or off-site provision such as new street trees in order to achieve the principle of no net loss of overall green cover. **The principle of no net loss can be met through off-site provision where site constraints mean that it cannot be achieved on site. Any off-site provision must be secured robustly, for example through a cash in lieu payment to the borough to contribute towards localised urban greening projects which provide net additional green cover.** ~~Rainwater attenuation features should be incorporated to achieve greenfield run-off rates where possible.~~

~~4.2.9A~~ **4.2A.11** **Major developments must meet the Air Quality Neutral benchmark for building emissions, as set out in Policy SI1 Improving air quality and accompanying GLA guidance. On small housing developments these benchmarks can be met by using ultra-low NOx boilers or other less polluting technologies. Less polluting technologies could include heat pumps, connection to an existing district heating scheme, fuel cells or renewables.**

~~4.2.12~~ **4.2A.12** As demonstrated by the 2017 SHMA, London has significant unmet need for **affordable housing**. For ~~some many~~ boroughs, **sites developments** of ~~ten nine~~ or fewer units are ~~the main~~ **a significant** source

of **housing** supply and play an important role in contributing to affordable housing delivery, often via cash in lieu contributions which are then used as part of borough-wide affordable housing programmes. Given the important role these sites play, the Mayor believes that boroughs should be capable of securing cash in lieu contributions for affordable housing contributions from such sites. Therefore, boroughs are encouraged to ~~include policies requiring~~ **require** affordable housing **contributions** from ~~such sites of ten developments of nine~~ or fewer units ~~in their Development Plans where supported by local evidence~~.

~~4.2.13~~ **4.2A.13** For practical reasons associated with on-site provision of a small number of affordable units (such as management), ~~contributions on minor developments sites delivering ten or fewer units~~ **affordable housing requirements from developments of nine or fewer units** should be asked for as a **cash in lieu contribution, rather than as an on-site contribution, and boroughs are strongly encouraged to provide the flexibility for payments to be collected prior to the occupation of development, rather than prior to commencement of development in these instances**. Boroughs should have an identified programme through which additional affordable homes will be delivered. Flexibility should be allowed in the timing of payments in recognition of the distinct economics of small and medium-sized housebuilders and to reduce their up-front costs. ~~Further guidance~~ **Guidance on the potential application of the threshold approach (Policy H6) for small sites housing developments of ten to 25 units and fewer is provided in Policy H6 Threshold approach to applications**.

~~Policy H3 Monitoring housing targets~~

Moved to 4.1.8A, 4.1.8B, 4.1.8C and 4.2.4

Policy H4 Meanwhile use as housing

A Boroughs are encouraged to identify opportunities for the meanwhile use of sites for housing to make efficient use of land while it is awaiting longer-term development.

4.4.1 Meanwhile uses are a range of temporary uses on land and property awaiting longer-term development. Some vacant land is suitable for meanwhile use as housing. To make efficient use of land that would otherwise be left vacant, boroughs are encouraged to identify sites that are suitable for residential occupation to be used for **meanwhile housing**