

# REVITALISE



## Core strategy

CDB2. Housing Background Paper One

March 2010



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## **1. INTRODUCTION**

- 1.1. We have produced three housing background papers to explain our five core strategy housing policies. This paper covers the housing policy background, evidence and research that have informed the strategy, policies and supporting text contained within our core strategy (excluding density). The second housing paper (CHB3) explains our approach to housing, why we chose the housing policies, how they are in conformity with the London Plan and how they relate to our saved Southwark Plan policies. Housing background paper three (CDB4) sets out the policy background, evidence and our approach to density.
  
- 1.2. This background paper is split into three sections. Section 2 sets out the policy background in relation to national, regional, sub-regional and local policies and strategies. Section 3 sets out the evidence and research that has informed our housing policies. Policies, evidence and research from both these sections are also referred to within housing background paper two (CDB3). We have referenced the core documents (CD) throughout this document. Section 4 provides a list of all the core document references.

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## **2. POLICY BACKGROUND**

- 2.1. This section sets out the policy background that has informed our housing policies (excluding density). It looks at national, regional, sub-regional and local policies and strategies and highlights the key sections that have informed our decisions on our approach to housing in the core strategy.

### **National**

*Planning Policy Statement 3: Housing November 2006 (PPS3) (CDN4)*

- 2.2. PPS3 sets out the Government's national policies on housing. The Government's key housing policy goal is to ensure that everyone has the opportunity of living in a decent home, which they can afford, in a community where they want to live. To do this, paragraph 9 of PPS3 sets out that the Government is seeking to meet the following objectives through the planning system:
- To achieve a wide choice of high quality homes, both affordable and market, to address the requirements of the community.
  - To widen opportunities for home ownership and ensure high quality housing for those who cannot afford market housing, in particular those who are vulnerable or in need.
  - To improve affordability across the housing market, including by increasing the supply of housing.
  - To create sustainable, inclusive, mixed communities in all areas, both urban and rural.
- 2.3. In order to achieve these objectives, paragraph 10 sets out a number of outcomes that the planning system should deliver. These include: high quality housing, a mix of housing and a flexible, responsive supply of land.
- 2.4. PPS3 sets out that good design is fundamental to the development of high quality new housing and sets out matters to consider when assessing design quality including accessibility to public transport, access of open space as well as private amenity spaces, enhances a distinctive character and ensuring needs of children are taken in account, particularly in family housing.
- 2.5. PPS3 requires Regional Spatial Strategies (the London Plan is our Regional Spatial Strategy) to set out the region's approach to achieving a good mix of housing. It also sets out that we should plan for a mix of housing based on the types of households we expect to need housing over the lifetime of our core strategy. As set out in paragraph 21, this includes considering:
- Current and future demographic trends and profiles
  - The accommodation requirements of specific groups, in particular, families with children, older and disabled people
  - The diverse requirements across the area, including the need to accommodate Gypsies and Travellers.

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- 2.6. Paragraph 25 of PPS3 sets out that we should plan for a full range of market housing and should provide a variety of high quality market housing. A key Government priority is also to provide high quality housing for people who are unable to access or afford market housing. This is defined as affordable housing. PPS3 paragraph 26 requires the London Plan to set out the regional approach to affordable housing, including an affordable housing target for the region. This is done in the London Plan. Through paragraph 29, at the borough level, boroughs are required to set an overall target for the amount of affordable housing to be provided over the plan period. This should reflect an assessment of the economic viability of land for housing and the findings of housing need.
- 2.7. Paragraph 32 requires boroughs to assess an appropriate level of housing. The level of housing provision should be determined taking a strategic, evidence-based approach that takes into account relevant local, sub-regional, regional and national policies and strategies achieved through widespread collaboration with stakeholders. This should include taking into account evidence of future need, evidence of availability of suitable land and the Government's overall ambitions for affordability across the housing market.
- 2.8. PPS3 paragraph 38 requires the regional spatial strategy and development plan documents to identify suitable locations for housing development. At the local level this includes looking at the spatial vision for the area, evidence of need and demand, availability of sites, constraints and risks with bringing sites forward and the need to development mixed, sustainable communities.
- 2.9. PPS3 paragraph 40 requires boroughs to make effective and efficient use of land by re-using land that has been previously developed and having density policies to bring forward the right amount of high quality housing. Paragraph states that Local Planning Authorities may wish to set out a range of densities across the plan area rather than one broad density range.
- 2.10. One of the Government's key objectives is to have a flexible, responsive supply of land. Paragraph 58 requires development plan documents to sets out policies for delivering housing and identify broad locations and specific sites to enable continuous delivery of housing for at least 15 years. This should take into account the housing provisions set out in the Regional Spatial Strategy (the London Plan). We are also required to have a five year supply of deliverable sites at the point of adoption of the relevant Local Development Document. These sites must be available, suitable, and achievable.

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- 2.11. PPS1 sets out the overarching national Government policies for sustainable development. It sets out that sustainable development should be the core principle underpinning the planning system.
- 2.12. Paragraph 16 of PPS1 requires development plans to create socially inclusive communities, including suitable mixes of housing. As part of this, PPS1 requires us to take into account the needs of all of the community and deliver safe and attractive places to live.
- 2.13. To help deliver sustainable development, PPS1 encourages us to promote mixed-use developments, bring forward suitable land to meet housing need and promote the efficient use of land through higher density development and using previously developed land.

*Planning Policy Statement 12: Local Spatial Planning 2008 (PPS12) (CDN8)*

- 2.14. PPS12 sets out the role of core strategies in guiding development. The objectives should form a link between the vision of the borough and the detailed strategy (paragraph 4.3). Paragraph 4.4 states that boroughs should outline how these objectives will be delivered, Paragraph 4.6 states that that core strategies may allocate sites for development that are central to the achievement of the strategy. In general, the core strategy will not include site specific detail which can date quickly (paragraph 4.7)

*Circular 01/2006 Planning for Gypsy and Traveller Caravan Sites (CDN19)*

- 2.15. Circular 01/2006 seeks to fulfil the Government's objective of ensuring that everyone has access to a decent home.
- 2.16. The Circular sets out that gypsy and traveller needs firstly must be assessed through a Gypsy and Traveller Accommodation Assessment (GTAAs). This study then informs the Regional Spatial Strategy (the London Plan) within which the number of new pitches required is set out for each borough. Within a development plan document, we are required to specify sites to match this London Plan requirement.
- 2.17. The Circular also sets out that within the core strategy we should set out criteria for allocating gypsy and traveller sites in relevant development plan documents. Paragraph 32 sets out the criteria must be fair, reasonable, realistic and effective to delivering sites.

*Circular 04/2007 Planning for Travelling Showpeople (CDN20)*

- 2.18. Circular 04/2007 sets out that the needs of travelling showpeople should be assessed through the Gypsy and Traveller Accommodation Assessment. The same process as set out in Circular 02/2006 above should then be applied to set out requirements for pitches.

*Circular 05/2005 Planning Obligations (CDN18)*

- 2.19. Circular 05/2005 sets out guidance on for local planning authorities on the use of planning obligations.

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2.20. The Circular sets out that planning obligations must be:

- Relevant to planning
- Necessary to make the proposed development acceptable in planning terms
- Directly related to the proposed development
- Fairly and reasonably related in scale and kind to the proposed development
- Reasonable in all other respects

2.21. Paragraphs B12 to B14 give affordable housing as an example of a planning obligations which could be secured. It sets out that the presumption is for affordable housing to be provided on-site. However, it states that there may be certain circumstances where it may not be necessary for the provision to be on-site, and where provision on another site or a financial contribution may be a more appropriate option.

### **Regional**

*The London Plan Consolidated with Alterations (2008) (CDR1)*

2.22. Chapter 3 – Living in London sets out the London Plan's housing policies.

2.23. Policy 3A.1 Increasing London's Supply of Housing, and table 3A.1 set out the housing targets for each London borough to increase the supply of housing in London. Southwark's housing target is 16,300 net new homes between 2007/8 and 2016/17. The annual target based on this ten year target is 1630 net new homes a year. The targets are for net additional homes, and include additional new homes through development and redevelopment, and conversions from residential and non-residential development, together with long-term vacant dwellings brought back into use and household spaces in non-self contained accommodation.

2.24. Policy 3A.2 Borough Housing Targets, sets out that boroughs should seek to exceed the housing targets set out in policy and table 3A.1. Within development plan policies, boroughs should also identify new sources of supply. This should include having regard to: opportunity areas, change of use of additional commercial or industrial land, redevelopment in town centres, intensification of development at higher densities and the adequate provision of local services. Policies should review existing housing development sites and include existing and proposed housing sites on the proposals map. Policies should also monitor housing approvals and completions.

2.25. Policy 3A.3 Maximising the Potential of Sites, sets out that local authorities should set out density policies in their development plan documents in line with table 3A.2 of the London Plan. The density table sets out a density matrix for suburban, urban and central zones and sets out habitable rooms and dwellings per hectare for different ranges of PTALs.

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- 2.26. Policy 3A.4 Efficient use of Stock, sets out that local authorities should produce strategies for bringing back vacant, unfit and unsatisfactory dwellings into use.
- 2.27. Policy 3A.5 Housing Choice, require local authorities to attempt to identify the full range of housing needs within their area. Development plan policies should include seeking to ensure:
- -new developments offer a range of housing choices in terms of the mix of housing sizes and types, taking into the housing requirements of different groups
  - -all new housing is build to lifetimes homes standards
  - -10% of housing is designed to be wheelchair accessible.
- 2.28. Policy 3A.6 Quality of Residential Accommodation provides policies on the design quality of development including the need to take into account the design policies and recreational play spaces policies in the London Plan, and taking into account the safety and security of residents.
- 2.29. Policy 3A.7 Large Residential Developments, requires large housing developments to be in areas of high public transport accessibility and for planning frameworks to be prepared for all schemes of 5 hectares or more or capable of providing 500 or more units.
- 2.30. Policy 3A.8 Definition of Affordable Housing defines what is meant be affordable housing. It requires development plan policies to define affordable housing as: housing designed to meet the needs of households whose incomes are not sufficient to allow them to access decent and appropriate housing in their borough. Affordable housing comprises social and intermediate housing.
- 2.31. Policy 3A.9 Affordable Housing Targets, requires development plan policies to set overall targets for affordable housing. This should be based on housing need and a realistic assessment of supply. The London Plan's strategic objective is for 50% for additional housing to be affordable, with 70% of the affordable housing be social rented and 30% being intermediate housing.
- 2.32. Policy 3A.9 requires boroughs to look at potential sources of supply such as non-self contained housing and affordable housing secured through planning agreements.
- 2.33. Policy 3A.10 Negotiating Affordable Housing in Individual Private and Mixed-use Schemes, sets out that boroughs should seek the maximum reasonable amount of affordable housing when negotiating these schemes.
- 2.34. Policy 3A.11 Affordable Housing Thresholds, requires boroughs to normally require affordable housing on schemes of 10 or more dwellings.

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- 2.35. Policy 3A.13 London's Travellers and Gypsies, requires boroughs to assess the accommodation needs of Travellers and Gypsies and review the pitch capacity of each borough. The policy requires development plan documents to: provide existing sites, site out criteria for identifying the suitability of new sites and identify them where shortfalls are identified.
- 2.36. Policy 3A.5 Loss of Housing and Affordable Housing, requires development plan policies to prevent the loss of housing, including affordable housing, without its planned development at higher densities.
- 2.37. Policy 5D.2 Opportunity Areas in South East London and table 5D.1 sets out the minimum number of homes required between 2001-2026 for intensification of South East London. In the Opportunity Area of London Bridge/Bankside, the requirement is 2,500 homes and for the Opportunity Area of Elephant and Castle the requirement is 6,000. In Canada Water, an Area for Intensification in South East London, the requirement is 2,000 new homes. These figures are a minimum target for the area.

*Draft Replacement London Plan (October 2009)(CDR2)*

- 2.38. Policy 2.13 Opportunity Areas and Intensification Areas sets out the strategic directions for these areas with guidelines for housing provision in these areas. It is supported by Annex 1, which sets out in Table A1.1 the requirement of the Opportunity Area of Elephant and Castle to provide a minimum 4,000 new homes and for the Opportunity Area of London Bridge and Bankside to provide a minimum of 1,900 new homes. Table A1.2 sets out the requirement of Canada Water/Surrey Quays Intensification Area as needing to provide a minimum of 2,500 new homes.
- 2.39. Policy 3.3 Increasing Housing Supply, sets out that each borough should seek to achieve and exceed the minimum housing targets set by this policy and table 3.1. The ten year target for Southwark is 20,050 net new homes, which is a target of 2005 net new homes a year. It is the 5<sup>th</sup> highest target in the draft replacement London Plan, after Tower Hamlets, Newham, Greenwich and Barnet. As set out in section 5 of this background paper, we think this is an unrealistic target and have put this forward in the council's response to the draft replacement London Plan.
- 2.40. Policy 3.4 Optimising Housing Potential, requires boroughs to take into account the local context, the design principles in chapter 7 and public transport capacity to optimise housing output for different types of locations. Table 3.2 sets out the density matrix.
- We think that the approach taken in this draft replacement London Plan policy is too focused on PTAL and have set this out in the council's response to the Mayor on the replacement London Plan. We set out that

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the ranges should not be split by PTAL as in practice this will be taken into account but should not be a blunt instrument. Density should be more focused on character and should be a range as this is an indicator of whether development is within a suitable range. It should not be used as a specific measure to resist development proposals.

2.41. Policy 3.5 Quality and Design of Housing Developments, sets out that all housing developments should be of a high quality. It sets out that new homes should meet the space standards in table 3.3 and have adequately sized rooms. Through our response on the draft replacement London Plan we stated that we support the minimum room sizes.

2.42. Policy 3.6 Children's and Young People's Play and Informal Recreation Facilities, requires boroughs to undertake audits of existing play and informal recreation provision and produce strategies on play and informal recreations, supported by LDF policies. It required developments that include housing should make provision for play and informal recreation as set out in the Mayor's SPD Providing for Children and Young People's play and informal recreation.

2.43. Policy 3.7 Large Residential Developments are encouraged in areas of high public transport accessibility. Planning frameworks should be prepared for sites of over five hectares or capable of accommodating more than 500 dwellings.

2.44. Policy 3.8 Housing Choice requires LDF preparation to take into account housing requirements identified at regional, sub-regional and local levels. Boroughs should ensure the following:

- New developments offer a range of housing choices in terms of the mix of housing sizes and types
- Provision of affordable family housing
- All new housing is built to Lifetimes Homes standards
- Account is taken of the changing age structure of London's population
- Other supported housing needs are identified
- Strategic and local requirements for student housing meeting a demonstrable need are addressed by working closely and further with higher and further education agencies and without comprising capacity for conventional homes.

Paragraph 3.44 and 3.45 set out that the SHLAA/HCS has identified capacity for over 17,000 student spaces 2011 to 2021. It sets out that addressing these demands should not compromise capacity to meet the need for conventional dwellings, especially affordable family homes.

2.45. Policy 3.9 Gypsies and Travellers sets out that boroughs should translate the pitch targets in table 3.4 in specific LDF site allocations. The allocation for Southwark is 15 pitches between 2007 and 2017. The council put forward commented on the draft replacement London Plan to say: "we currently provide 38 pitches on 4 sites which is 7% of the

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London provision. This is the third highest in London after Bromley and Brent. We currently consider this to meet our targets for provision and we do understand the need to play our part within the London context". Consultation has also recently begun on a minor alteration to the draft replacement London Plan as set out in CDR84 below which sets out a lower pitch requirement for Southwark.

2.46. Policy 3.9 goes on to set out that the allocations should be on the basis of:

- Core strategy site allocation criteria which are fair, reasonable, realistic and effective
- This new provision is additional to existing capacity and subject to monitoring
- Net existing and new capacity being protected.

2.47. Policy 3.10 Mixed and Balanced Communities, sets out that communities should be mixed and balanced by tenure and household income. It sets out a more balanced mix of tenures should be sought particularly in neighbourhoods where social renting predominates.

2.48. Policy 3.11 Definition of affordable housing defines affordable housing.

2.49. Policy 3.12 Affordable Housing Targets sets out that the Mayor, boroughs and partners will seek to provide an average of at least 13,200 more affordable homes per year in London. It seeks to ensure that 60% is social housing and 40% is intermediate.

2.50. The policy sets out that boroughs should set an overall target of the amount of affordable housing needed and separate targets for social rented and intermediate housing. The targets should take account of a number of things, including:

- Current and future housing requirements
- The need to promote mixed and balanced communities
- The viability of future development

It allows boroughs to express affordable housing targets in absolute or percentage terms.

2.51. The council's comments on the draft replacement London Plan stated "60/40% split between affordable and intermediate housing is unachievable as we do not have the products that make intermediate housing work. Boroughs should be allowed to set their own percentages. In the current economic climate this split cannot be achieved, and can only be achieved if there are more affordable intermediate products available".

2.52. Policy 3.13 Negotiating Affordable Housing on Private Residential and Mixed Use Schemes, sets out that the maximum reasonable amount of affordable housing should be sought having regard to:

- Current and future requirements for affordable housing
- Affordable housing targets
- The need to encourage rather than restrain residential development

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- The need to promote mixed and balanced communities
  - The size and type of affordable housing needed in particular locations
  - The specific circumstances of individual sites.

2.53. Policy 3.14 Affordable Housing Thresholds sets out that boroughs should normally require affordable housing on a site with the capacity to provide 10 or more homes

2.54. Policy 3.15 Existing Housing sets out that the loss of housing, including affordable housing should be resisted unless the housing is replaced at existing or higher densities with at least equivalent floorspace.

2.55. The council's comments on the draft replacement London Plan stated: "Policy 3.15 we do not consider the resistance of the loss of affordable housing and housing unless this is replaced at existing or higher densities with at least equivalent floor space to be clear or to have taken into consideration viability of redevelopment of large estates. It also says that boroughs should promote efficient use of the existing stock by reducing the number of vacant, unfit and unsatisfactory dwellings. We suggest the wording is changed to enable us to apply our policies to the total number of units and not automatically require 100% replacement of affordable housing on all large estates as this may prevent regeneration and provision of new, affordable, family and high quality homes".

*Minor Alteration to the draft replacement London Plan  
Draft policy 3.9 Gypsies and Travellers (including travelling show people)  
(March 201) (CDR84)*

2.56. The Mayor released a minor alteration to the London Plan on the 23rd March 2010. This is out for consultation until 11<sup>th</sup> May 2010.

2.57. The minor alteration recognises the tension between reconciling the residential preferences of Gypsies and Travellers and the distribution of capacity to accommodate them (paragraph 18).

2.58. As a result the minor alteration sets out revised Gypsy and Traveller pitch targets. For Southwark this has reduced from 15 in the draft replacement London Plan (CDR2) to 8 pitches in the minor alteration.

*London Housing Strategy (February 2010) (CDR4)*

2.59. The Mayor adopted a new London Housing Strategy in February 2010. The key aims of the strategy are:

- *to raise aspirations, promoting opportunity:* by producing more affordable homes, helping homeowners and first time buyers, improving the social rented sector and improving the private rented sector.

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- *to improve homes, transform neighbourhoods*: by designing better homes, producing greener homes and revitalising homes and communities
  - *to maximise delivery and optimise value for money*: by delivering across London and delivering locally.

2.60. Section 1 – raising aspirations, promoting opportunity, sets out the vision to promote opportunity and a real choice for all Londoners, in a range of tenures that meets their needs at a price they can afford. This includes:

- Abolishing the 50% affordable housing target
- More family sized homes, particularly affordable homes.
- More homes to meet the access, space and adaptability needs of disabled and older people.
- New housing developments will contain an appropriate mix of market, intermediate and social rented homes
- Greater social mix will be promoted in neighbourhoods dominated by a single tenure.
- The top of the income range for intermediate housing should increase.
- New intermediate products will be developed
- Marketing of and information about intermediate housing will be improved
- More accommodation will be provided for Gypsies and Travellers

2.61. Section 2 – improving homes, transforming neighbourhoods sets out the vision to promote high quality design in 21<sup>st</sup> century homes that will match London's rich architectural heritage. This includes:

- All new homes will be built to higher design standards
- New housing will achieve the highest standards of accessibility and inclusion, with all built to Lifetime Homes standards and at least ten per cent designed to be wheelchair accessible
- Investment in new and existing homes to reduce London's carbon emissions.
- New housing developments will meet the highest standards of sustainable design and construction.
- All new publically funded homes will meet at least Code for Sustainable Homes Level 3, with many schemes reaching higher
- Social rented homes will be improved so that they are more than 'decent'.

2.62. Section 3 – maximising delivery, optimising value for money, sets out the vision to develop, through the HCA, new partnerships and approaches to providing homes in successful communities. This include that the Mayor and the HCA will work with boroughs to devolve increased responsibility for housing delivery. It also includes the HCA and the LDA supporting new delivery arrangements better suited to current and future housing market conditions.

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*Mayor's Housing Supplementary Planning Guidance (November 2005)*  
(CDR6)

- 2.63. The Housing Supplementary Planning Guidance (SPG) provides guidance on implementing the housing policies in the London Plan. The SPG is split into two parts: section one on housing provision, section two on affordable housing.
- 2.64. The SPG (paragraph 5.1) sets out that the concept of the Compact City should be following by making best use of development opportunities and available sites. The underlying principle is that boroughs should make most efficient use of site potential. This includes using the density matrix in the London Plan in formulating development plan policies, which links the level of density with public transport accessibility. This should be used as a guide and is part of what the London Plan terms Sustainable Residential Quality.
- 2.65. The SPG expands on the London Plan policies on loss of housing (paragraphs 7.18 to 7.19). Housing targets are based on net housing figures and are therefore net of housing lost through demolition and change of use to non-residential development. Boroughs should resist loss of affordable housing and so should resist redevelopment the results in a net loss of affordable housing.
- 2.66. When redeveloping estates, boroughs should apply the Sustainable Residential Quality principles including the density matrix to ensure overall enhancement of housing provision. There should not normally be a net loss of affordable housing. However it is recognised that redevelopment to achieve a more appropriate housing mix may lead to a loss of dwellings, where redevelopment provides larger dwellings. This is acceptable where it is justified by housing requirements and where there is no net loss of total habitable rooms (paragraphs 8.10 and 8.11)
- 2.67. There are also other sources of supply of housing. These include: small sites, residential conversions and non-self contained accommodation. Paragraph 9.9 sets out that overall housing targets include non –self contained housing. Non-self contained accommodation can include student hostel accommodation (section 9).
- 2.68. Every borough is required to carry out a needs assessment and identify the mix of units sizes they will seek through their policies. The SPG sets out the different sized dwelling needs as identified in the GLA Housing Requirements Study to provide a regional background to local housing needs studies. Boroughs should provide guidance on housing mix which needs to make a judgement on the priority given to different forms of provision. This includes promoting mixed and balanced communities and providing open space (section 11).

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- 2.69. Every borough is also required to carry out a needs assessment to look at the need for affordable homes. This should address the housing requirements of current and anticipated households. Boroughs should set affordable housing targets taking into account (paragraph 17.5)
- net new build provision
  - net gains from conversion including net gains from conversion of non-residential premises to residential use, offset by net losses from deconversions and losses of residential premises to non-residential uses
  - new provision of non self-contained household spaces (for example
  - hostels and houses in multiple occupation)
  - long-term vacant property (defined as vacant 6 months or longer)
  - brought back into use. (Where vacant increase this will be a
  - negative figure).
- 2.70. Student accommodation should not be counted as equivalent to social rented housing and should not count towards affordable housing targets and should be monitored separately (paragraph 16.1).

*Mayor's Draft revised interim Housing Supplementary Planning Guidance (October 2009) (CDR7)*

- 2.71. The Mayor's draft revised interim Housing Supplementary Planning Guidance (SPG) provides guidance on the implementation of the existing adopted London Plan consolidated with alterations (2008).
- 2.72. The SPG aims to provide further guidance on three elements of the London Plan 2008:
1. Back garden development
  2. Housing density and quality
  3. Affordable housing targets
- 2.73. The SPG will replace some sections of the Mayor's adopted 2005 Housing SPG (paragraphs 5.1-6.19, 17.1-18.20 and 9.7-9.8)
- 2.74. The SPG sets out the loss of gardens has led to the need to clarify on the London Plan policies. It sets out guidance on other policies such as design including the character of areas, biodiversity and reducing flooding, and that these need to be balanced with the need to supply more housing. It states that in most cases the wider objectives including biodiversity and preserving character of areas, outweighs the small incremental additional to housing provision.
- 2.75. The SPG provides further clarity on applying the London Plan's density matrix and that local context also needs to be taken into consideration. This will replace some of the existing guidance in the adopted London Plan SPG on density when adopted.
- 2.76. The SPG provides guidance on affordable housing targets. It sets out that local targets can be percentages or absolute numbers. It also

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encourages borough to work closely with the Mayor, the Homes and Communities Agency and London Councils to deliver as much affordable housing as possible in the current economic downturn.

*Providing for Children and Young People's Play and Informal Recreation SPG (March 2008) (CDR11)*

2.77. The Mayor's SPG provides guidance for boroughs on providing for play and recreational space for children and young people. The SPG recommends a minimum of 10sqm of playspace per child in developments (section 4.1).

*Strategic Housing Market Assessment in London. Statement from Government Office for London, the Greater London authority and London Councils (March 2008) (CDR16)*

2.78. The statement describes the agreed approach of GOL, the GLA and London Councils to having a robust Strategic Housing Market Assessment.

2.79. At the regional level, the GLA will carry out a Regional SHMA. This will not, however, provide enough detailed evidence to support borough's LDF policies at independent examination. Single borough level analysis is also unlikely to be suitable as it not at an appropriate level of analysis. Therefore, they recommend sub-regional SHMAs, taking into account the regional SHMA.

*Addressing PPS3 requirements for a 15-year housing land supply (interim approach). Statement from Government Office for London and the Greater London Authority (March 2008) (CDR17)*

2.80. This joint statement provides advice to boroughs on how to meet PPS3 requirements to have a 15 year continuous supply of housing. It provides advice on what boroughs should do until the Mayor's Strategic Housing Land Availability Assessment is finalised. Boroughs should roll forward their annual London Plan minimum ten year housing target to cover the 15 year plan period.

*Draft London Housing Design Guide July 2009 (CDR48)*

2.81. The Mayor consulted on a draft London Housing Design Guide in Summer 2009. The design standards set out in the guide will have an influence over the quality of housing built using public sector investment. In the first instance this applies to developments involving London Development Agency funding or land. The Mayor is also working with the HCA to create a unified set of standards. This draft London Housing Design Guide marks the beginning of this process.

2.82. The draft design guide proposes many standards and guidance. Of key relevance to this paper and the core strategy are the following sections:

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- 1.2 Outdoor spaces. This sets out that proposals should make appropriate play provision in accordance with the London Plan SPG on Providing for Children and Young People's Informal Recreation
  - 2.1 Appropriate density. This sets out that development proposals must
  - demonstrate how densities of residential accommodation reflect a sound understanding of public transport accessibility level (PTAL), accessibility to local amenities and services, and appropriateness to physical context.
  - 2.2 Residential mix. This requires developments to take into account the needs and mix of the local community
  - 4.1 Internal floor areas A central aim of the guide is to promote a new minimum standard for the size of housing in London. The draft guide sets out minimum internal space standards in table 4.1.1

*GLA Housing Space Standard 2006 (CDR47)*

2.83. The GLA commissioned this study as part of the preparation of the London Plan review to look at the potential role of internal space standards.

2.84. The study sets out the overall trend in London in the Executive Summary on page 7 and section 1.2 to show:

- A very clear trend towards the overwhelming provision of flats
- Reduction in the provision of three and four bedroom accommodation
- Increase in the provision of one and two bedroom accommodation.

2.85. The study compared the space standards in the UK against those in other European countries including Norway, Sweden, Denmark, Germany and Ireland. And also Australia. Section 1.3.6 concludes that standards within the UK are below the European average and appear to be near the bottom of the range.

**Sub-regional**

*South East London Housing Strategy 2006 – 10 (CDH21)*

2.86. The South East London Housing Strategy 2006 -10 provides a framework and action plan to deliver housing services across South East London, covering the Boroughs of Bexley, Bromley, Greenwich, Lewisham and Southwark. It has been developed through partnership working, and various working groups have been established to take the initiatives forward.

2.87. The objectives for the strategy seek to:

- Provide sufficient new good quality homes in all tenures that are affordable
- Tackle overcrowding.
- Provide choice in housing to meet the needs of the sub-region.

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- Prevent homelessness and reduce the use of temporary accommodation
  - Improving housing in the private sector.
  - Tackle empty properties.
  - Support independence for vulnerable households.

*South East London Guide for RSLs and developers (2007) (CDH22)*

2.88. This document sets standards for the development of affordable housing and apply equally to affordable housing generated through section 106 agreements and to those private developers that are able to bid for Social Housing Grant as well as RSL controlled sites. The standards include

- Unit mix
- Wheelchair housing
- Lifetime homes
- Space standards
- Energy efficiency

2.89. This document also provides guidance on other issues including homelessness, overcrowding and under occupation.

*South East London Wheelchair Homes Design Guidelines (revised August 2009)(CDH23)*

2.90. This was produced by the SE London Housing Partnership. It has been produced to ensure that new affordable homes for wheelchair users are provided to the necessary standards. The guidelines mean that property 'footprints' shall be larger than those of Lifetime Homes and relevant dwellings shall not exceed two storeys. The plans which form part of the guidelines give the minimum size required for the various rooms in any wheelchair dwelling.

## **Local**

*Southwark 2016 – the Sustainable Community Strategy(CDL2)*

2.91. Southwark 2016 is the Council's sustainable community strategy. The Local Development Framework sets out how to spatially implement Southwark 2016.

2.92. Southwark 2016 sets out three main objectives:

- Improving individual life chances
- Making the borough a better place for people
- Delivering quality public services

2.93. Within each objective, there are a number of priorities. These objectives and priorities form the overriding themes and objectives taken forward in the core strategy.

2.94. The second objective – making the borough a better place for people – is most related to the housing policies, with the priorities of:

- Localities of mixed communities
- More and better homes

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*Southwark Plan 2007(CDL1)*

- 2.95. The Southwark Plan is Southwark's current adopted Unitary Development Plan. Within housing background paper two and three (CDB3 and CDB4) we set out which Southwark Plan policies will be replaced by the core strategy.
- 2.96. The vision for housing in Southwark is as a place with a diverse housing mix that exemplifies high quality design and accessibility for existing and incoming residents. The policies detail the mix, tenure and quality of housing that we want. We require all development to provide more high quality housing of all kinds, particularly affordable housing. The key housing policies within the Southwark plan are as follows:
- 2.97. Policy 4.1 - Density of residential development  
This policy sets the range for residential density which development is expected to comply with depending on its location in the borough and taking into account the quantity and impact of any non-residential uses.
- 2.98. Policy 4.2 Quality of residential accommodation  
This policy sets out the criteria which residential developments need to achieve if they are to be granted planning permission.
- 2.99. Policy 4.3 Mix of dwellings  
This policy sets out the mix of dwelling sizes and types for all major residential new-build development and conversions in order to cater for the range of housing needs of the area.
- 2.100. Policy 4.4 Affordable housing  
This policy sets out the requirements for affordable housing in Southwark. The amount of affordable housing provide, along with the tenure mix varies depending on the location of the development in the borough.
- 2.101. Policy 4.5 Wheelchair affordable housing  
This policy sets out the requirement for affordable wheelchair housing. This policy is tied to policy 4.4.
- 2.102. Policy 4.6 Loss of residential accommodation  
This policy prevents the net loss of residential floorspace. It also sets out the criteria for the exceptional cases where residential floorspace could be lost.
- 2.103. Policy 4.7 Non self-contained housing for identified user groups  
This policy sets out the criteria for the new development of or change of use to provide non self-contained residential accommodation.
- 2.104. Policy 4.8 Travellers and Gypsy sites

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This policy states that planning permission will be granted for improvements to established Traveller and Gypsy sites provided that the scheme would not cause harm to the living conditions of neighbouring occupiers.

*Aylesbury Area Action Plan 2009 (CDAAP1)*

- 2.105. The Area Action Plan (AAP) was found sound by an Inspector in November 2009 and is due to be adopted in January 2010. The AAP was prepared in advance of the core strategy in recognition of the Aylesbury Estate being an area of economic and social deprivation requiring a policy framework to help secure regeneration and long-term prosperity for the area.
- 2.106. The AAP area is made up of two parts. The core of Aylesbury Estate, which will undergo comprehensive redevelopment and a wider area including East Street, Walworth Road, Old Kent Road and Burgess Park. The AAP primarily focuses on renewing the residential element of the area. The redevelopment of the site will provide 4,200 new homes (policy BH1), 1,450 more homes than exist now. The regeneration of this estate will provide a focus on providing a mixed and balanced community by ensuring an appropriate density of development (policy BH2), tenure mix (policy BH3), housing type (policy BH5) and requiring the homes to meet specific size standards (policies BH4).
- 2.107. This document also sets out at appendix 5 the range of dwelling types for each development which will contribute towards the mix sought for each proposal site. All new housing must comply with the design guidance set out in appendix 6 which relates specifically to the Aylesbury proposal site.

*Peckham and Nunhead Area Action Plan Issues and Options 2009  
([CDAAP3])*

- 2.108. The Peckham and Nunhead Area Action Plan (AAP) is a planning document that will help bring long lasting improvements to Peckham and Nunhead by 2020. The AAP will change the planning policies for Peckham and Nunhead, and will control things like: the amount of housing required in the area, the type of housing, including the need for more family or student housing, and the density at which it should be built as well as the tenure of residential units.

*Canada Water Area Action Plan Publication/submission 2010 ([CDAAP2])*

- 2.109. The Canada Water Area Action Plan (AAP) is a plan to regenerate the area around Canada Water. It sets out a vision for how the area will change over the period leading up to 2026. This is supported by a strategy with policies we will put in place to achieve this vision, the reasons we have chosen the policies, and the delivery plan for implementing the vision.

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- 2.110. Policy 21 states that we will build 2,500 new homes in this area with the potential for a further 800 new homes between 2011 and 2026 in line with the London Plan.
- 2.111. Policy 22 sets the approach to affordable housing and the tenure mix. It identifies a need for 875 new affordable homes with a mix of 70% social rented and 30% intermediate.
- 2.112. Policy 23 provides the mix for dwelling in this areas. It sets the requirements for family housing in this area. It requires a minimum of 20% of units to have 3, 4, or 5 bedrooms within the core area with this rising to 30% in the suburban density zone.
- 2.113. Policy 24 sets the density of development in this area with the core area requiring an urban density range and the development within the remaining part of the Area Action Plan area having a lower, suburban density.

*Canada Water SPG (February 2005) [CDSPD13]*

- 2.114. The purpose of the SPG was to install a framework for the future development of the area and elaborate upon guidance set out in the then adopted UDP (1995) and Draft UDP (2004). The framework aims to ensure that development is comprehensive and provides maximum benefit to local residents and the economy.
- 2.115. In terms of land-use, the SPG supports and encourages mixed-use development. In section 4.4 it sets out that housing should make up a substantial part of new development in Canada Water. It requires that 35% of all new homes be affordable with a tenure split of 70%:30% social rented: intermediate. It also requires a mix of housing types to provide social diversity and balanced community.

*Residential Design Standards Supplementary Planning Document 2008  
([CDSPD8])*

- 2.116. The purpose of this supplementary planning document (SPD) is to set out the standard of design expected from residential development in Southwark. This will ensure all residential developments including new dwellings, extensions, alterations and conversions are sustainable and of a high standard of design. The SPD provides a framework to ensure that all residential development is livable, accessible and does not have a negative impact on the amenity, privacy and aesthetics of the surrounding area. It will ensure that all residential development results in a pleasant living environment. The SPD has the following objectives:
- To provide a clear set of standards to guide the design of residential development
  - To provide design guidelines for a wide range of dwelling types required to meet housing need

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- To ensure a high standard of housing for all new residential developments

It includes guidance on amenity space in developments in sections 2.6, 3.1 and 3.2.

*Affordable Housing Supplementary Planning Document 2008 (CDSPD7)*

2.117. The council has prepared an Affordable Housing SPD to set out the council's approach to securing affordable housing as part of housing development. The Affordable Housing SPD was adopted on Friday September 26 2008. This sets out guidance on the levels of affordable housing required in each area along with the tenure mix for developments and the relationship with wheelchair affordable housing. The objectives of this SPD are:

- To provide guidance to ensure that new housing provides the maximum amount of affordable housing possible to meet the needs for this type of housing.
- To provide guidance to make sure that affordable housing is provided throughout the borough in the most appropriate way.
- To make sure that affordable housing contributes to creating a better mix of housing of different tenures and prices throughout the borough to support households with different needs and incomes.

*Design and Access Statements Supplementary Planning Document 2007 (CDSPD)]*

2.118. Design and access statements are a legal requirement for certain planning applications and conservation area consent applications. They ensure important information is addressed before a planning application is submitted and include the design process and how certain design issues are addressed, for example:

- safety
- security
- accessibility
- the relationship between buildings and their surroundings

2.119. The SPD provides guidance to developers and the wider community on how to prepare design and access statements for proposed developments in Southwark.

*Draft Dulwich Supplementary Planning Document 2009 (CDSPD2)*

2.120. We are currently preparing a Supplementary Planning Document (SPD) for Dulwich. The SPD will cover the entire Dulwich Community Council area including East Dulwich, Herne Hill, and Dulwich Village and part of Peckham Rye.

- This SPD discusses issues such as density in Dulwich (section 3.2), the subdivision of large properties (section 3.3), backland development (section 3.8) and sets out development aims for large sites in the area, including their ability to provide housing (section 3.14 and 3.15).

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*Draft Bankside, Borough and London Bridge Supplementary Planning Document 2010 (CDSPD1)*

2.121. A draft Bankside, Borough and London Bridge SPD has been prepared and provides detailed guidance on how development in the area should occur to help maintain and improve the quality of the area's unique places. The SPD will contain information in respect of the type and scale of land uses envisaged in the area, the infrastructure required to support new development, with the expected phasing and details of who is expected to fund and deliver it, how S106 Planning Obligations will be used to help deliver the facilities and infrastructure needed to support a growing population.

2.122. It is out for consultation until Friday 26 March 2010.

2.123. In relation to housing the draft SPD examines the following:

- purpose built student accommodation (section 4.1.6) and its relationship with local campus'

- the need for 1900 new homes in this area (section 4.1.7)

The mix of housing types, the level of affordable housing, the need for wheelchair housing, the size of apartments and density (section 4.1.7) all of which is in line with the core strategy policies.

*Elephant and Castle Supplementary Planning Guidance 2004 (CDSPD1)]*

2.124. The SPG recognises the important role that regeneration of the Elephant and Castle area will play in the wider development of London South Central as a focus for investment and jobs. The SPG comprises an area specific development framework, designed to guide and inform comprehensive change and regeneration, so that development does not happen in a piecemeal fashion, whereby opportunities to affect positive changes might be marginalised by competing interests. The Elephant and Castle area is identified as an Opportunity Area in the London Plan.

2.125. The development framework sets out at DFP1c the proposals for the relocation of the Heygate residents, the level of affordable housing required, details about the refurbishment of existing Council stock and the provision of 4,200 new homes within the core.

*Elephant and Castle Enterprise Quarter Supplementary Planning Guidance 2008 (CDSPD11)*

2.126. The SPD provides stakeholders with detail regarding acceptable types of development within the area, and sets out specific detail on land-use and other aspects of urban form within the area to the north-west of the core Elephant and Castle Opportunity Area. It also provides further guidance on Policy 6.1 of the Southwark Plan, which relates to the Elephant and Castle Opportunity Area.

2.127. In terms of land-use, a key objective of the vision for the Enterprise Quarter centres on ensuring a mix of uses including residential in the area (section 3.1).

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*Walworth Road SPD (September 2008)*

2.128. The SPD provides guidance on acceptable land-use, housing density and urban form. Located within the Elephant and Castle Opportunity Area, the Walworth Road SPD area is envisaged to become part of a new town centre area for south-east London.

2.129. The SPD's proposals for the area, in terms of land-use, are for mixed-use developments that incorporate mixed tenure housing on upper levels. Office and light-industrial employment land-use will be encouraged on the lower floors, as will commercial leisure and community and civic uses.

*Southwark Housing Strategy 2009 to 2016 (CDH14)*

2.130. The Housing Strategy sets out the strategic objectives and priorities for housing and housing-related services across all tenures. It sets out the council's plans for promoting new housing, improving the quality and management of existing housing, addressing the housing needs of the borough, preventing homelessness and eliminating rough sleeping.

The overarching vision of the Housing Strategy is to improve residents' lives by providing high quality homes and housing services that promote successful and inclusive communities.

To achieve this vision there are four strategic objectives. These are to

- Improve the quality of existing housing and use it more efficiently.
- Increase the supply of good quality housing
- Enable choice while meeting housing needs
- Prevent homelessness and reduce the use of temporary accommodation

The Housing Strategy has been prepared alongside the core strategy and objective two of the strategy reflects the core strategy policy.

Objective two – increase the supply of good quality housing sets out four key priorities:

1. Increase the opportunities for housing development
2. Increase the supply of housing, particularly family sized homes
3. Ensure new housing is of the right type and quality
4. Ensure a supply of new affordable housing to meet a range of needs

Objective one – improve the quality of existing housing and use it more efficiently is also relevant to the core strategy. Within this section the key priorities include bringing council homes up to the Southwark Decent Homes Standards, using existing assets to better meet changing needs and bringing back empty homes into use. It sets out information on the council's housing stock including setting out that 47.2% of council stock was non-decent in accordance with the

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Government definition. A new survey has been carried out but we are awaiting the results of the survey.

*Southwark Supporting People five year strategy 2005-2010 (CDH24)*

2.131. Local authorities, along with strategic partners in health and probation, are responsible for the planning development, funding, and monitoring of service provision to vulnerable client groups. The five-year strategy (2005 – 2010) sets out how Southwark intends to manage and develop this sector in order to build upon the expertise and diversity that the borough has inherited. The strategy aims to improve the quality of life for vulnerable people in Southwark.

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### **3. RESEARCH AND EVIDENCE**

- 3.1. This section sets out the research and evidence that has informed our housing policies. It also brings together information from various different sources to provide an overview of the current housing provision in Southwark and recent completions.

#### **The current housing provision in Southwark**

- 3.2. This section sets out the current provision in Southwark to provide information on our population, our housing stock and changes over the past five to thirteen years (depending on our monitoring). This is to give an overview of the current housing situation in Southwark. Some of these figures come from studies we review and provide further information on in later sections and we have referenced these documents where this is the case. Some data comes from the council records and information collected in our annual monitoring reports.

#### *Southwark's population*

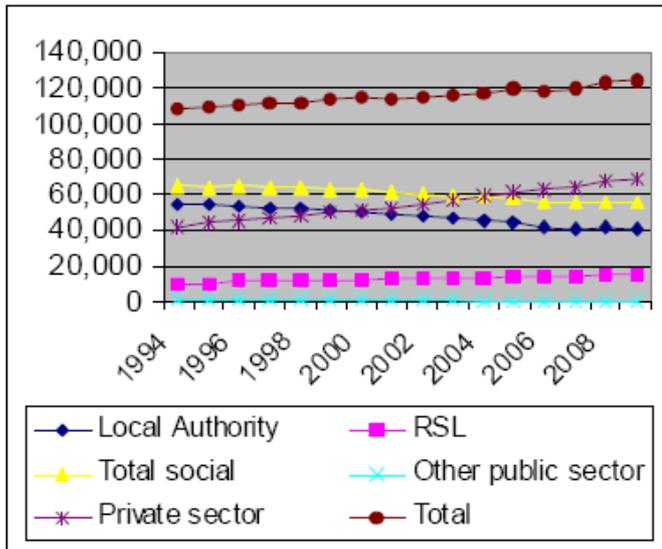
- 3.3. The Office of National Statistics Census in 2001 (CDN37) showed Southwark's population to be 244,866. The most recent data from the Office of National Statistics mid year estimates for 2007, estimates a population of 274,000 (CDN33). The GLA (CDR51) project the population to grow to around 309,600 by 2016 and around 355,000 by 2026. The population of Southwark grew by 23% between 1981 and 2006 compared to 10.4% for London and 8% nationally (CDH4 and CDN33).

The GLA estimated that there were 116,300 households in Southwark in 2006 and projected this to increase to 136,100 by 2016 and 160,200 by 2026 (overview of the borough section, CDH14)

#### *Southwark's current housing stock*

- 3.4. As set out in the Housing Requirements Study 2008 (CDH4), Southwark's dwelling stock comprises of 74% flats, 20% terraced houses, 6% semi-detached houses and detached houses. Southwark has the eighth highest proportion of flats/maisonettes in the Greater London area and one of the lowest proportions of detached dwelling stock in London. The high percentage of flats within the borough accounts for the high population density.
- 3.5. The average household size in Southwark is 2.26. This is expected to reduce to 2.18 by 2026 (CDH4). This is calculated by dividing the number of residents in households by the number of occupied households.

Figure 1 -  
Change in housing stock from 1994 to 2008



Source: Southwark Housing Strategy  
Statistical Appendix

- 3.6. In terms of age, the Housing Requirements Study (CDH4) identified that around 22% properties was built after 1980, with almost a further 32% estimating a build date of 1945-1979. 36% of the stock predates 1919, with an estimated 10% being built between the wars. Over half of the housing stock of Southwark was built after 1945.
- 3.7. Tenure of accommodation falls within three main categories; owner occupation (including shared ownership), private renting and social renting. Housing which is categorised as social rented is provided by the local authority or housing association (or alternatively called registered social landlord). Southwark Council remains the largest local authority landlord in London (overview of the borough section, CDH14).
- 3.8. The proportion of social housing stock (council rented plus housing association rented) at April 01 2009 was 45% (down from nearly 70% in the 1970s). This is still nearly three times the national average. An estimated 28% of the stock was owner occupied (down from 31% in 2001), which is below London (40%) and national proportions (70%). Southwark has one of the lowest levels of owner-occupied stock in London. Private rented accommodation accounted for 27% of the housing stock, up from 15% in 2001 (overview of the borough section, CDH14)/
- 3.9. As can be seen from the above graph in figure one that while there has been a steady increase in the amount of housing built in the last 15 years there has been a general trend of decreasing local authority housing stock within the borough (inclusive of stock owned by other

local authorities). Registered social landlord stock has risen over this period, as has private dwelling stock. This loss may be attributed to the high uptake of the Right to Buy scheme. Whilst there has been a loss of social housing stock, Southwark is still ranked the highest for the proportion of social housing stock among all London boroughs

3.10. As set out in the Private Sector Stock Conditions Survey 2008 (CDH17) and the Housing Strategy 2009-2015 (CDH14) 47% of owner occupier and private rented homes are non-decent compared to the national rate of 38%. 47% of council stock is non-decent. 8,000 to 9,000 buildings are acting as homes in multiple occupation (HMOs) representing about 17,000 dwellings. 3.3% of dwellings in the private sector were vacant.

3.11. As monitored through the Annual Monitoring Report (CDL 6 to CDL10), housing prices have until 2008-2009 been increasing. The table below sets out the borough average house prices from 2004/5 to 2008/9.

Borough wide average house price

2008-09	2007-08	2006-07	2005-06	2004-05
£319,800	£325,500	£293,900	£266,147	£265,587

*Private sector stock condition survey 2008 (CDH17)*

3.12. The private sector stock condition survey provides much of the information in the above section and sets out that:

- 43% of private sector dwellings were constructed pre-1919 and 43% after 1964. 48% are purpose built flats and 37% are terraced dwellings
- In Southwark, 47% of owner occupier and private rented homes are non-decent compared to national rate of 38%. The principal reason for not meeting the standard was: presence of category one hazard
- 44% of vulnerable private sector households (excluding housing association tenants) in Southwark live in decent homes compared to the 2020 target of 75%
- About 20% of homes in Southwark are at risk of fuel poverty, higher than national average of 11%
- 8,000 to 9,000 buildings are acting as homes in multiple occupations representing about 17,000 dwellings
- 3.3% of dwellings in the private sector were vacant

*Mix of tenure across Southwark*

3.13. Southwark is a very diverse borough and the mix of market, social rented and intermediate housing varies greatly across the borough. The following statistical information shows this.

3.14. Appendix A shows a map of the mix of housing by ward from the 2001 Census.

3.15. Table one below shows the breakdown of housing stock within each community council area. This information is from the Housing Requirements Study 2008 area sub-reports (CDH5 to CDH13).

Table one – breakdown of housing stock by community council area.

<b>Community council area</b>	<b>Own</b>	<b>Rent from council/rent from housing association</b>	<b>Rent privately</b>
Borough and Bankside (Cathedrals, Chaucer)	2372	5549	3932
Rotherhithe (Rotherhithe, Livesey, Surrey Docks)	2462	6466	3920
Camberwell (Camberwell Green, Brunswick Park, South Camberwell)	4542	9045	3445
Dulwich (Village, College, East Dulwich)	9125	3545	2640
Bermondsey (Grange, Riverside, South Bermondsey)	3234	9890	5716
Nunhead and Peckham Rye (Nunhead, The Lane, Peckham Rye)	5998	6954	4306
Peckham (Peckham, Livesey)	900	5544	1961
Walworth (Newington, Faraday, East Walworth)	2292	7890	3872

3.16. The figures below in table two set out Southwark's completions by ward from 2004/05 to 2008/09. This information has come from our input into the London Development Database (LDD) and has been used within each year's Annual Monitoring Report (CDL6 to CDL10). Appendix B shows this on a map

(N.b. Figures may not always add up due to rounding)

Table two - Completions by ward from 2004/05 to 2008/09

WARD	MARKET HOUSING	INTERMEDIATE HOUSING	SOCIAL RENTED HOUSING	TOTAL
Village	38 (100%)	0 (0%)	0 (0%)	38
South Camberwell	91 (83%)	15 (14%)	4 (4%)	110
Faraday	82 (69%)	0	37 (31%)	119
Surrey Docks	61 (46%)	5 (4%)	68 (51%)	134
East Dulwich	139 (88%)	8 (5%)	11 (7%)	158
College	165 (80%)	41 (20%)	0 (0%)	206
Livesey	84 (31%)	52 (19%)	133 (49%)	269
Brunswick Park	156 (54%)	77 (27%)	54 (19%)	287
Newington	288 (80%)	43 (12%)	31 (6%)	362
East Walworth	86 (23%)	56 (15%)	238 (63%)	380
Rotherhithe	352 (82%)	18 (4%)	55 (14%)	425
Peckham Rye	313 (73%)	23 (5%)	91 (23%)	427
Riverside	303 (70%)	42 (10%)	86 (1%)	431
South Bermondsey	72 (16%)	151 (34%)	223 (52%)	446
Nunhead	91 (20%)	49 (11%)	313 (70%)	453
Camberwell Green	96 (21%)	47 (10%)	313 (69%)	456
Cathedrals	614 (77%)	81 (10%)	100 (13%)	795
The Lane	239 (30%)	351 (44%)	212 (26%)	802
Peckham	585 (64%)	123 (15%)	118 (14%)	826
Grange	746 (87%)	51 (6%)	65 (8%)	862
Chaucer	604 (43%)	144 (16%)	173 (19%)	921

### *Recent changes to Southwark's housing stock*

#### Overall housing completions

3.17. This section sets out our overall housing completion, including information on net completions, completions from small sites, dwelling mix and density. Further information is available in our Annual Monitoring Reports (CDL6 to CDL10).

3.18. Through information collected from council records, which has been incorporated into the Housing Capacity Study 2005 (CDH19), and subsequently through the AMR via the London Development Database (CDL6 to CDL10), we have set out net housing completions since 1996/97 in table three below. For the years from 2004/05 to 2008/09 this is shown in a map in appendix B.

*Table three – Net housing completions since 1996/97*

<b>YEARS</b>	<b>NET HOMES COMPLETED</b>
1996-1997	1530
1997-1998	1738
1998-1999	1558
1999-2000	1194
2000-2001	1031
2001-2002	1332
2002-2003	964
2003-2004	1375
2004-2005	1806
2005-2006	1382
2006-2007	2602
2007-2008	1785
2008-2009	1389
<b>TOTAL</b>	<b>19686</b>
<b>ANNUAL AVERAGE</b>	<b>1514</b>

3.19. We also have records of how housing comes forward on small sites. This is set out in table four below. Figures from 1997 to 2004 come from the estimations of small sites from the 2005 Housing Capacity Study. The study estimated both at 50% and 75% of completions coming from small sites and both scenarios are set out in the table (CDH19). Figures from 2005 to 2009 come from the LDD and are accurate figures reported on in the Annual Monitoring Reports (CDL6 to CDL10).

*Table four – Small site completions*

	50% estimation	75% estimation
1997-1998	107	160.5
1998-1999	161	241.5
1999-2000	169	253.5
2000-2001	235	312
2001-2002	208	312
2002-2003	160	240
2003-2004	194	291
2004-2005		
2005-2006	948	
2006-2007	1198	
2007-2008	615	
2008-2009	753	

3.20. Through our Annual Monitoring Reports (CDL6 to CDL10) we monitor the dwelling mix of housing completions. Table five below sets out the completions over the past four years we have monitored.

*Table five– Mix of dwellings completed from 2005/06 to 2008/09*

	1 bedroom	2 bedrooms	3 bedrooms	4 bedroom plus
2005-2006	29.8%	58.4%	9.4%	2.4%
2006-2007	38%	53%	7%	1%

2007-2008	41%	51%	6%	3%
2008-2009	37%	50%	10%	3%

3.21. Through our Annual Monitoring Reports (CDL6 to CDL10) we monitor the percentage of schemes within our Southwark Plan density ranges. This is set out in table six below.

*Table six- Density of residential development within density ranges - % of schemes within the ranges*

	Target density range	2008-09	2007-08	2006-07	2005-06
Central Activities Zone	650-1100	38%	25%	40%	31%
Public Transport Accessibility Zone	200-1100	75%	78%	93%	N/A
Urban Zone	200-700	54%	64%	70%	48%
Suburban Zone	200-350	50%	100%	0%	56%

3.22. From our internal monitoring only 21 of 33 proposals sites from the 1995 UDP were built.

3.23. From more recent monitoring of the 2007 UDP, only 10 out of 55 proposals sites have been completed. A further 10 sites are either partially completed or under construction.

#### Affordable homes

3.24. We also monitor affordable housing completions and completions for some of our areas in the Annual Monitoring Reports (CDL6 to CDL10). Within the table seven below we have set out affordable homes completions for the years monitored by the AMR. We have also set out the affordable housing completions which our housing team record. These date further back than our AMR monitoring. These are sometimes discrepancies in the data due to the slightly different things we monitor, such as the time when we classify a scheme as being completed and also due to the time when the figures are recorded.

*Table seven – Net, intermediate and social rented affordable homes completed*

	Net affordable homes completed	Net intermediate completed	Net social rented completed
2006-2007	743	380	363
2007-2008	953	537	416
2008-2009	421	169	252

*Table eight– affordable housing completions.*

	<b>Social rent</b>	<b>Intermediate</b>	<b>Total</b>
2000-2001	240	19	259
2001-2002	234	37	271
2002-2003	158	38	196
2003-2004	442	103	548
2004-2005	470	74	544
2005-2006	412	129	541
2006-2007	445	417	862
2007-2008	397	378	775
2008-2009	232	247	479
<b>TOTALS</b>	<b>3030</b>	<b>1442</b>	<b>4475</b>
<b>ANNUAL AVERAGE</b>	<b>337</b>	<b>160</b>	<b>497</b>

3.25. We sometimes negotiate funding for affordable housing through section 106 agreements which helps to build more affordable housing. The amount we negotiate is relatively small because our existing Southwark Plan policies require affordable housing to be on site. This is in conformity with the London Plan (CDR1). From our council records since 1996 we have negotiated £14,068,563, we have received £10,569,956 and we have spent £7,644,196. Of the remaining money in the fund, we are going to spend £2.8 millions to deliver affordable housing on Canada Water site B2 and Ivydale Road. This report was approved by Planning Committee in February 2010. There will then be only £125,760 remaining in the fund.

Housing completions by area

3.26. We have also set out the completions figures including affordable homes completions for the areas monitored through the AMR.

*Table 9- Elephant and Castle Opportunity Area*

	2008-09	2007-08	2006-07
New housing completed (net)	80	185	255
% affordable (net)	25%	24%	29%
% of affordable the is social rented	0	41%	58%
% of affordable that is intermediate	100%	59%	75%

*Table 10 - London Bridge Opportunity Area*

	2008-09	2007-08	2006-07
New housing completed (net)	49	0	14
% affordable (net)	18%	0	0
% of affordable the is social rented	100%	0	0

% of affordable that is intermediate	0	0	0
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*Table 11 - Peckham Action Area*

	2008-09	2007-08	2006-07
New housing completed (net)	9	247	89
% affordable (net)	0	90%	94%
% of affordable the is social rented	0	25%	89%
% of affordable that is intermediate	0	75%	14%

*Table 12 - Canada Water Action Area*

	2008-09	2007-08	2006-07
New housing completed (net)	63	242	0
% affordable (net)	33%	21%	0
% of affordable the is social rented	100%	65%	0
% of affordable that is intermediate	0%	35%	0

*Table 13 - Old Kent Road Action Area*

	2008-09	2007-08	2006-07
New housing completed (net)	5	15	5
% affordable (net)	0	0	0
% of affordable the is social rented	0	0	0
% of affordable that is intermediate	0	0	0

*Table 14 - Bankside and Borough Action Area*

	2008-09	2007-08	2006-07
New housing completed (net)	119	201	158
% affordable (net)	0	45%	13%
% of affordable the is social rented	0	54%	57%
% of affordable that is intermediate	0	46%	43%

*Table 15 - West Camberwell Action Area*

	2008-09	2007-08	2006-07
New housing completed (net)	0	57	0
% affordable (net)	0	98%	0
% of affordable the is social rented	0	16%	0
% of affordable that is intermediate	0	84%	0

*Table 16 - Bermondsey Action Area*

	2008-09	2007-08	2006-07
New housing completed (net)	138	69	75
% affordable (net)	24%	99%	40%
% of affordable the is social rented	21%	72%	63%
% of affordable that is intermediate	79%	27%	37%

### Southwark's completions compared with other London boroughs

3.27. The GLA's Annual Monitoring Reports monitor the annual completions of all the London boroughs. We have pulled some of this information into table 17. This shows our completions against the other London boroughs with high delivery records, and also sets out the London Plan targets for comparison.

*Table 17 – comparison of Southwark's housing completions and the London Plan targets.*

<b>Borough</b>	<b>4 year total completions (2004/05 to 2007/08)</b>	<b>Annual Average completions</b>	<b>London Plan target (2004)</b>	<b>London Plan target (2008)</b>	<b>Draft London Plan target (2009)</b>	<b>Ranking</b>
<b>Tower Hamlets</b>	9391	2348	2737	3150	2885	1
<b>Southwark</b>	6313	1578	1480	1630	2005	2
<b>Islington</b>	6299	1575	900	1160	1170	3
<b>Wandsworth</b>	5074	1269	820	745	1280	4
<b>Lambeth</b>	4356	1089	1450	1100	1255	5
<b>Kensington and Chelsea</b>	777	194	540	350	585	32
<b>City of London</b>	319	80	110	90	110	33

### **Assessment of Housing Need**

3.28. This section contributes to Southwark's assessment of housing need as required by PPS 3 and the London Plan.

#### *GLA's 2008 Strategic Housing Market Assessment (CDR46)*

3.29. Opinion Research Services undertook the Strategic Housing Market Assessment for the Greater London region. The same consultants also carried out the south east sub region SHMA and our Housing Requirements Study. This document informs both the London Plan and the Mayor's Housing Strategy.

3.30. Key Facts

- It suggests that London requires 32,600 homes per year in the decade up to 2017.
- Overall housing requirements in London remain high in comparison to identified capacity to accommodate new homes (305,000 from 2007/08 to 2016/17)
- The need for affordable housing (particularly social housing) is high due to the continuing problems of affordability, homelessness and overcrowding in London
- Larger homes (four bedrooms or more) constitute a high proportion of the social housing requirement, again due mostly to the high levels of overcrowding in London
- The SHMA has identified that failure to provide enough larger homes has seen over crowding among families grow by a third over the decade to 2007. This is a particular need for social rented family homes. However, there is little net requirement London wide for larger market homes

- *Sub-regional Strategic Housing Market Assessment (2009) (CDH4)*

3.31. Opinion Research Services (ORS) carried out a Strategic Housing Market Assessment (SHMA) for the south-east sub-region of London. This covers the boroughs of Bexley, Bromley, Lewisham, Greenwich and Southwark. The same consultants also undertook each of the five borough's Housing Requirements Study.

3.32. The research was based on the analysis of 7250 interviews coupled with secondary data including from the UK Census, the HCA and the Office for National Statistics.

### 3.33. Key facts

- Across the whole sub-region over half the housing stock is owner occupier
- Southwark has the highest proportion of social rented housing at 47%, followed by Greenwich at 36%
- The stock type varies by borough. Over 70% of stock in Southwark is flats, which is far higher than any other borough
- The south-east London population is 2,389,800 people. This has grown by 7.7% from 1981 to 2007. It is expected to rise by a further 7.5% by 2016.
- There are differences between the boroughs in terms of household incomes. Southwark and Lewisham have a much higher proportion of those earning under £15,000, whilst Bexley and Bromley have a much higher proportion of those earning over £30,000. Therefore the levels of demand for different types of housing varies considerably across the borough.

### Existing households in housing need

3.34. The study identified 127,752 households living in unsuitable housing (paragraph 6.17). This is 22.8% of households, compared to 18.4% households in the GLA SHMA (CDR46). Within Southwark 31% of

households were assessed as being unsuitably housed compared to as few as 13.9% of households in Bromley.(section 6.19, CDH2) The survey also identified that 40,071 of these households are currently living in overcrowded housing. This is set out in the diagram below (figure 88, CDH2)

3.35. Not all households in unsuitable housing need additional housing (paragraph 6.18). Some problems can be sorted out with the household in occupation, some want to leave the area entirely and some can afford to deal with the solutions themselves. The study goes on to conclude that there are total of 32,594 households in need, which includes 32,518 households who were found to be living in unsuitable accommodation (CDH2, paragraph 6.35).

The required housing mix of market and affordable housing

3.36. The study sets out net housing supply across the sub-regional based on the gross housing requirement and the housing supply. The figure two below sets this out. (figure 105, CDH4). It shows that there is a need for approximately 41% to be market housing, 1.3% to be intermediate housing and 57% to be affordable housing.

Figure two – Summary of 5-year housing requirement by housing type

Housing Type	Gross Housing Requirement	Housing Supply	Net Housing Requirement (Surplus)
<b>5-Year Requirement</b>			
<b>Market Housing</b>	141,737	132,232	9,505
<b>Intermediate Housing</b>	43,695	43,376	319
<b>Social Rented Housing</b>	86,489	73,206	13,283
<b>Total</b>	<b>271,921</b>	<b>248,815</b>	<b>23,106</b>

3.37. The study models the need for different types of tenure against three different likely delivery programmes to allocate the overall figures to each borough: London Plan monitoring targets, 2007-2012 housing trajectories and 2012 -2017 housing trajectories (figure 132,CDH2)”. Depending on the modelling used, there is a need for market housing to be between 36.9% and 47.3% of overall housing; a need for between 17.9% and 21.6% to be intermediate housing; and between 34.8% and 41.5% to be social rented housing.

Mix of dwellings

3.38. The study looks at the mix needs of 1, 2,3 and 4 bedroom + dwellings.. As with housing tenure this was modelled with borough figures based on the: London Plan monitoring targets, 2007-2012 housing trajectories and 2012 -2017 housing trajectories. We are proposing to take forward the

London Plan targets through policy 5 of the core strategy. The information in figure three and figure four show the breakdown by dwelling size based on the London Plan monitoring targets. Further tables showing this against the 2007-2012 and 2012-2017 housing trajectories are set out in figures 126, 127, 130 and 131 of the SHMA Core Data Report (CDH2).

3.39. Figure three – 5 year net housing requirement by borough by housing type and aligned with the London Plan monitoring targets.

Housing Requirement	Borough					Total
	Bexley	Bromley	Greenwich	Lewisham	Southwark	
<b>Market Housing</b>						
1 bedroom	287	377	1,027	738	983	3,412
2 bedrooms	213	280	762	548	729	2,532
3 bedrooms	372	489	1,332	957	1,274	4,425
4+ bedrooms	7	9	25	18	24	82
<b>Total</b>	<b>879</b>	<b>1,155</b>	<b>3,147</b>	<b>2,261</b>	<b>3,010</b>	<b>10,451</b>
<b>Intermediate Housing</b>						
1 bedroom	25	0	0	178	336	539
2 bedrooms	57	115	1,004	122	0	1,298
3 bedrooms	181	4	1,845	539	1,770	4,340
4+ bedrooms	0	0	223	152	570	945
<b>Total</b>	<b>264</b>	<b>119</b>	<b>3,072</b>	<b>991</b>	<b>2,676</b>	<b>7,123</b>
<b>Social Housing</b>						
1 bedroom	68	141	766	112	235	1,321
2 bedrooms	111	138	370	399	1,023	2,040
3 bedrooms	193	558	1,211	618	505	3,085
4+ bedrooms	209	314	1,485	494	702	3,205
<b>Total</b>	<b>582</b>	<b>1,151</b>	<b>3,831</b>	<b>1,623</b>	<b>2,465</b>	<b>9,651</b>

Figure four – Percentage 5-year net housing requirement by borough and housing type aligned with the London Plan monitoring targets.

Housing Requirement	Borough					Total
	Bexley	Bromley	Greenwich	Lewisham	Southwark	
<b>Market Housing</b>						
1 bedroom	16.6%	15.5%	10.2%	15.1%	12.1%	12.5%
2 bedrooms	12.3%	11.5%	7.6%	11.2%	8.9%	9.3%
3 bedrooms	21.6%	20.2%	13.3%	19.6%	15.6%	16.3%
4+ bedrooms	0.4%	0.4%	0.2%	0.4%	0.3%	0.3%
<b>Total</b>	<b>50.9%</b>	<b>47.6%</b>	<b>31.3%</b>	<b>46.3%</b>	<b>36.9%</b>	<b>38.4%</b>
<b>Intermediate Housing</b>						
1 bedroom	1.4%	0.0%	0.0%	3.7%	4.1%	2.0%
2 bedrooms	3.3%	4.7%	10.0%	2.5%	0.0%	4.8%
3 bedrooms	10.5%	0.2%	18.4%	11.1%	21.7%	15.9%
4+ bedrooms	0.0%	0.0%	2.2%	3.1%	7.0%	3.5%
<b>Total</b>	<b>15.2%</b>	<b>4.9%</b>	<b>30.6%</b>	<b>20.4%</b>	<b>32.8%</b>	<b>26.2%</b>
<b>Social Housing</b>						
1 bedroom	3.9%	5.8%	7.6%	2.3%	2.9%	4.9%
2 bedrooms	6.4%	5.7%	3.7%	8.2%	12.6%	7.5%
3 bedrooms	11.2%	23.0%	12.0%	12.7%	6.2%	11.3%
4+ bedrooms	12.1%	12.9%	14.8%	10.1%	8.6%	11.8%
<b>Total</b>	<b>33.6%</b>	<b>47.4%</b>	<b>38.1%</b>	<b>33.3%</b>	<b>30.3%</b>	<b>35.5%</b>

3.40. The SHMA shows that there is a need for family housing across all housing tenures. Based on these figures it shows there is a need for:

- 1 bedroom need: 19%
- 2 bedroom need: 21%
- 3 bedroom need: 44%
- 4 bedrooms plus need: 16%

### *Students*

3.41. As part of the SHMA ORS also produced some detailed sub-reports on specific groups. Of relevance to this background paper is the sub-report on students.

3.42. The household survey undertaken shows that 1.6% of households in the south-east housing market area are students. Of the five boroughs, we have the highest amount of students at 4.1% (5033 households) of total households. In many cases there are multiple student households living within the same dwellings. This means that there are 2,735 dwellings occupied by students within Southwark, which is 2.4% of Southwark's dwellings. This does not include student halls of residence as these were not counted within the householder study. The study includes those household exempt from council tax and so it is likely to be the case that the number of students is actually higher due to students living at home or with friends or are not students. This is set out in the figure five below (figure 3, CDHR3)

*Figure five - Student Households by Borough in South East London*

<b>Borough</b>	<b>No. Student Households</b>	<b>% of total households</b>	<b>Number of dwellings occupied</b>	<b>% of total dwellings</b>
Bexley	<b>312</b>	0.3%	312	0.3%
Bromley	<b>293</b>	0.2%	293	0.2%
Greenwich	<b>599</b>	0.6%	349	0.4%
Lewisham	<b>2,440</b>	2.1%	2,375	2.2%
Southwark	<b>5,033</b>	4.1%	2,735	2.4%
<b>South East</b>	<b>8,677</b>	<b>1.6%</b>	<b>6,064</b>	<b>1.1%</b>
<b>London Total</b>				

3.43. The study shows that there are 7193 student bed spaces in halls of residence across the south-east region. 4097 of these are within Southwark (figure 2, CDH3).

- *Southwark Housing Requirements Study (2008) (CDH4)*

3.44. Opinion Research Services (ORS) carried out our Southwark Housing Requirements Study in 2008 and the study was published in 2009. The same consultants carried out the sub-regional Strategic Housing Market Assessment (SHMA). The study does not seek to determine policy conclusions but to be a key component of the evidence base, particularly in developing affordable housing policy and housing mix.

3.45. The Study consists of:

- Analysis of relevant data, including that on population and population structure, national and international migration, employment and earnings, benefits, education, local Southwark data and others.
- An interviewer survey of 1763 households, with results grossed up to represent Southwark's population as a whole, verified and weighted to ensure consistency with other published data. [Fieldwork was completed in early 2008.] Analysis and interpretation of the data according to CLG guidelines.

3.46. As part of the study 9 sub-reports were produced to cover the eight community council areas and the Aylesbury Estate. Figures from these reports have been inserted into the section on Southwark's existing stock.

Key Facts from the study

**Population  
Key Facts about Southwark:**

<p><b>Population</b></p> <ul style="list-style-type: none"> <li>• 268,700 people</li> <li>• 122,800 households</li> <li>• Average Household Size 2.21</li> <li>• Approximately 3,860 vacant dwellings</li> <li>• Predicted population [GLA] for 2016 is 319,300</li> <li>• Southwark has above predicted numbers of under 5s</li> </ul>	<p><b>Households</b></p> <p>Single People 25.8%</p> <p>Lone Parents 13.1%</p> <p>Adult Couples 14.1%</p> <p>Couples with Children 14.2%</p> <p>Groups of adults 15.7%</p> <p>Groups of Adults with Children 2.3%</p> <p>All Pensioners [over 65/60] 14.7%</p> <p>Total 100%</p>
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The Housing Needs of Existing Households

3.47. Nearly one in 6 households surveyed had moved within the last year, and another 8.35 in the last 2 years. There is a big variation by tenure, with 10% owner occupiers and 9% social renters moving in the year, but around 47% in the private rented sector.

3.48. Around 31% of all households wanted to move, with wanting with 13% of all households saying they felt their home was too small. However the survey assessed households' needs by a bedroom standard, with the following results in figure six (figure 66, CDH4)

*Figure six - Overcrowding and Under-occupation by Tenure*

Occupancy Level	Bedroom Standard for Overcrowding			Total
	Under-	Correct	Overcrowde	

	occupying	number of bedrooms	d	
<b>Tenure</b>				
<b>Owned outright</b>	7,970 (80.0%)	1,730 (17.4%)	260 (2.6%)	9,960 (8.2%)
<b>Owned with a mortgage</b>	14,440 (65.8%)	5,820 (26.5%)	1,690 (7.7%)	21,940 (18.1%)
<b>Rent from Council</b>	15,280 (31.9%)	25,320 (52.9%)	7,250 (15.2%)	47,850 (39.5%)
<b>Rent from RSL</b>	2,740 (24.7%)	7,310 (65.8%)	1,050 (9.5%)	11,110 (9.2% %)
<b>Private rent</b>	8,130 (26.9%)	18,320 (60.7%)	3,740 (12.4%)	30,190 (24.9%)
<b>Total</b>	<b>48,570</b>	<b>58,500</b>	<b>13,990</b>	<b>121,050</b>

3.49. It is notable that overcrowding is highest in the council rented sector [15%], whereas under-occupation is highest in the owner occupied sectors.

#### Unsuitable Housing

3.50. The Survey estimates that 38,426 households were living in unsuitable housing due to one or more factors. 13,986 of these households live in overcrowded housing. (figure 88, CDH4).

#### Housing Requirements

3.51. Not all households in unsuitable housing need additional housing. Some problems can be sorted out with the household in occupation, some want to leave the area entirely and some can afford to deal with the solutions themselves. The survey deducts all these households with alternative solutions to come up with a net figure of those in housing need, and comes up with a figure of 11,277 existing households who are unsuitably housed. It then adds in other households such as who are resident in temporary accommodation or sleeping rough for a final figure of 12,175 existing households in need (paragraph 4.34, CDH4).

3.52. The study then goes on to look at the effects of migration and movement upon housing need in the borough. After allowing for the effects of new household formation, household dissolution, and movement in and out of the area, plus the fact that each housing move in effect creates a vacancy, it produces a net overall all requirement for 10,660 additional dwellings across all tenures over a 5 year period (figure 107, CDH4).

3.53. The following figure seven (figure 107, CDH4) shows the net requirement for additional housing after the model has taken account of vacancies arising within the existing stock.

#### *Figure seven*

#### *5-year Net Housing Requirement by Housing Type and Size After Allocating*

*Below Intermediate Rent Affordability to Social Housing and Applying new Bedroom Standard*

Housing Requirement	Type of Housing			Total
	Market Housing	Intermediate Housing	Social Rented Housing	
<b>Solving Backlog over 10 Years</b>				
Shared housing for 25 years or under	3,020			3,020
1 bedroom	4,041	(298)	2,073	5,816
2 bedrooms	(239)	(1,579)	1,165	(652)
3 bedrooms	624	1,789	(284)	2,128
4+ bedrooms	(2,380)	(775)	3,504	349
<b>Total</b>	<b>5,066</b>	<b>(862)</b>	<b>6,458</b>	<b>10,662</b>

3.54. It identifies a need for some smaller dwelling and a surplus of market dwellings with 4 bedrooms or more. There is also a high requirement for smaller social rented dwellings and for social rented dwellings with four or more bedrooms. However, there is a surplus of social rented dwellings with 3 bedrooms, though this would only be realised if the larger properties were provided to enable overcrowded households to move to more appropriate housing. If larger properties are not provided, it is likely there will be sustained pressure on the existing 3-bed stock.

Mix of Affordable Housing

3.55. The following figure eight shows the identified mix for affordable housing, based on the shortfalls across the social and intermediate affordable housing sectors (figure 109, CDHR4). It shows a need for 79% of affordable housing to be social rented housing and 21% to be intermediate housing.

Figure eight- 5-year Net Housing Requirement by Housing Type and Size as Proportion of Total

Housing Requirement	Type of Affordable Housing		Total
	Intermediate Housing	Social Rented Housing	
<b>5-year Net Requirement</b>			
1 bedroom	-	24.3	<b>24.3%</b>
2 bedrooms	-	13.7	<b>13.7%</b>
3 bedrooms	21.0	-	<b>21.0%</b>
4+ bedrooms	-	41.1	<b>41.1%</b>
<b>Total</b>	<b>21.0%</b>	<b>79.0%</b>	<b>100%</b>

3.56. Summary

- 13,986 households live in overcrowded homes
- 12,175 existing households in need
- Identifies a net overall all requirement for 10,660 additional dwellings over a 5 year period.
- Of these 10,660 net new homes it identifies need for: market housing: 5066, intermediate: -862, social rented: 6458
- In terms of number of bedrooms: 5816 1 bedrooms, -652 2 bedrooms, 2128 3 bedrooms, 349 4 bedrooms
- 79% of the affordable housing should be social rented housing and 21% should be intermediate housing

### Assessment of Viability of Affordable Housing

3.57. This section provides an assessment of the viability of affordable housing as required by PPS3 paragraph 29.

- *Southwark Affordable Housing Viability Study (2010) (CDH16)*

3.58. BNP Paribas Real Estate and Christopher Marsh & Co carried out our Affordable Housing Viability Study. This report has examined, in terms of financial viability, the potential for development sites in Southwark to deliver affordable housing at varying percentages and mixes. Such testing is not only a requirement of national policy, specifically PPS3, and necessary in meeting the tests of 'soundness' within the LDF process, but is simple good practice in determining realistic and implementable policies.

3.59. The methodology followed standard development appraisal conventions. It is based on detailed market research in order to provide the evidential basis for the strategic policy review. It looked at 10 real sites and 10 notional sites that are typical of developments proposals in Southwark. All 20 sites were subject to a wide range of financial variables. The diagram below sets out the methodology followed (figure 3.1, CDH16)



3.60. The residual land value normally needs to exceed existing use value to make the development viable.

3.61. The study modelled a range of variables including (section 4.1, CDH16):

- Sales values by areas
- Density
- A range of percentages of family housing
- Code for sustainable homes level 4
- Base construction costs
- Exceptional costs

#### Family housing

3.62. The study tests the impact on viability of varying the unit mix to provide 10%, 15%, 20%, 25% and 30% family housing (3 bedrooms plus), with the assumption that all meet Code for Sustainable Homes level 4 and the larger room sizes proposed through core strategy policy 7. The results show a general trend that when the percentage of family units for each site increases, the residual value decreases (section 6.2, CDH16). The reasons for this are as follows:

- larger family units attract a lower value per sq ft than the smaller units;
- we have reduced the total floor area of the schemes as the amount of family units is increased. This was in order to take into account the larger amenity areas that are required in such schemes;
- When scheme composition changes from smaller units to larger units, there is a modest reduction in build costs, as the total number of kitchens and bathrooms provided will decrease. However, this saving is

3.63. This trend can be seen clearly in real site 3 in the study, where with 10% family housing the RLV minus EUV is £1.14m; when family housing is increased to 15% the RLV minus EUV decreases to £1.04m. This trend continues at higher levels of family housing, where at 20% it is £0.96m, at 25% it is £0.80m and at 30% it is £0.73m. So while an increase in the proportion of family housing does have some impact on residual values, it is unlikely in many cases to be sufficiently significant to affect the ability of developers to bring sites forward.

#### Viability on student schemes

3.64. The study tested the viability of the requirement for 35% of student housing to be an affordable housing payment in lieu (section 6.3, CDH16). The study looked at university owned student accommodation and privately owned student accommodation. The study assumed a higher level of rent would be charged for the privately owned schemes. The study shows the following Residual land value.

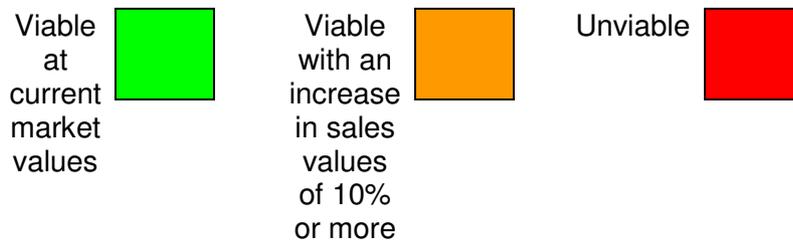
Rent levels	Residual value (no payment in lieu)	Residual value (including payment in lieu of £70,000 per bedspace)
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University	£14.13 m	-£17.72 m
Private provider	£36.35 m	£4.54 m

Overall viability

3.65. Within the residential sales value bands which are found within the borough (which generate high residual land values), there is scope for the a differential policy to affordable housing based on a target of up to 50% but amended in some special policy areas to be delivered especially on sites with low value existing uses such as low grade industrial or storage use. Across the Borough, a 35% affordable housing target can be justified, although variations to this requirement (both higher and lower) may be justified through site specific financial appraisals (section 7, CDH16).

3.66. The study sets out in its conclusions, which sites are viable based. The key conclusions modelling 35% affordable housing are set out below.



Real sites: 35% affordable with grant, 70% social rent / 30% intermediate

Site 1	Site 2	Site 3	Site 4	Site 5	Site 6	Site 7	Site 8	Site 9	Site 10

Real sites: 35% affordable no grant, 70% social rent / 30% intermediate

Site 1	Site 2	Site 3	Site 4	Site 5	Site 6	Site 7	Site 8	Site 9	Site 10

Notional sites: 35% affordable with grant, 70% social rent / 30% intermediate

Site 1	Site 2	Site 3	Site 4	Site 5	Site 6	Site 7	Site 8	Site 9	Site 10

Notional sites: 35% affordable no grant, 70% social rent / 30% **intermediate**

Site 1	Site 2	Site 3	Site 4	Site 5	Site 6	Site 7	Site 8	Site 9	Site 10

**Land capacity for housing**

3.67. The following research has contributed to understanding the housing capacity of our borough.

- 
- *GLA Strategic Housing Land Availability Assessment and Housing Capacity Study 2009 (CDR20)*
- 3.68. The London wide Strategic Housing Land Availability Assessment and Housing Capacity Study 2009 (SHLAA/HCS) is a comprehensive technical study into London's potential housing capacity and the land available to meet it. The results from the study form the basis of the revised housing targets in the draft replacement London Plan 2009 (CDR2).
- 3.69. The GLA undertook the study throughout 2009, with major input from each of the London boroughs. The primary role of the SHLAA was to identify sites with potential for housing; consider their housing potential; and assess when they are likely to be developed.
- 3.70. Boroughs considered the output from the study's site database and the assumptions for small sites and other sources of provision prepared by the GLA using borough data. Borough responses were then subject to evaluation by a GLA Project Group on the basis of the SHLAA/HCS methodology.
- 3.71. The methodology divided potential housing capacity into four sources:
- sites of more than 0.25 ha with planning approval for housing – to more effectively address national SHLAA requirements, the threshold for all specific sites was reduced from the 0.5 ha used in the 2004 GLA study.
  - sites of more than 0.25 ha publicly identified in development and other plans for housing other sites of more than 0.25 ha, not in the public domain, which have potential to contribute to strategic and local housing targets. These sites contribute to aggregate capacity and are solely for the purposes of the study and not for other planning purposes. The GLA therefore does not intend to publish individual details these sites.
  - trend based assumptions on the contributions to targets of sites of less than 0.25 ha, non-self contained accommodation and vacant dwellings returning to active housing use.
- 3.72. Housing capacity from the large sites over 0.25 hectares was the key component of the study. The large sites were categorised into *approved* (sites with planning permission), *allocated* (sites allocated in development plan documents) and *potential* housing sites (all potential housing sites that could come forward up to 2031). The SHLAA has made public through appendix one the approved and allocated sites that have been inputted into the SHLAA. It has kept confidential all sites from non-allocated or approved sites.
- 3.73. Boroughs were then asked to select the development status of each site. Those already with planning permission were automatically classified as 'planned development' status. The SHLAA methodology identified that

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these have reasonable prospect that housing will be developed on the site within the next five years (paragraph 3.17, CDR20).

3.74. Boroughs were asked to consider whether these sites were *deliverable* or *developable*. Deliverable sites are sites that have a reasonable prospect that housing will be delivered on the sites within the study period of the assessment. For a site to be considered developable it should be in a suitable location for housing development, and there should be a reasonable prospect that it will be available for and could be developed at a specific point in time. The questions asked were:

- General questions regarding the site including address, site size and existing land uses
- An assessment of the suitability of the site for housing development and likelihood of development for housing based on a set of policy, general/strategic environmental and local constraints on development
- Any actions, which may be required to overcome constraints and bring the site forward for development. Any impact which actions to overcome constraints will have on the net developable residential area of the site.
- An assessment of the likely 'phasing' of housing delivery on the site and determination of developability or deliverability. The initial assessment (based on potential constraints to delivery) is refined by boroughs based on local knowledge of individual sites.
- An assessment of how much housing could reasonably be expected to come forward on the site. The initial assessment (based on policy parameters of public transport accessibility and site location determining an appropriate density) is refined where necessary by boroughs' local knowledge of individual sites.

3.75. The GLA allowed some sites to be excluded from the study as not suitable for housing development. For a site to be excluded, boroughs had to identify from a list the reason for exclusion. The questions asked were:

- The site is a listed building or scheduled monument where redevelopment is unlikely
- The site is a hospital or school site with no planned redevelopment programme up to 2031
- The site is an area of private housing in multiple ownership with no known plans for redevelopment and where significant additional housing development is therefore unlikely
- The site is a social housing estate with no planned intensification programme up to 2031 and where significant additional housing development is therefore unlikely
- The site is a recently completed high value development (e.g. office or retail) which would make redevelopment for housing unlikely to be viable
- The site is less than 0.25 Hectares

- 
- The site was loaded in error (as the study aimed to assess all potential housing sites, it was made clear that this category should only be used for sites genuinely loaded into the system in error)

3.76. We could also exclude sites which were not considered developable such as on protected open space.

3.77. To assess the housing potential on identified sites the study system was designed to derive a 'notional' (unconstrained) capacity. This made a broad assumption of housing capacity based on the density matrix in the London Plan. For potential housing sites the study used the mid-point of the density ranges. When the site is designated as mixed use, the system only counted the percentage of the site allocated to housing. Where the residential proportion of mixed use was not known, the default value was set at 50%.

3.78. The study looked at the application of constraints and its impact on the potential housing output of a site (paragraph 3.27 to 3.42, CDR20). The system combined the calculated capacity with the probability of the site being developed for housing to generate the 'constrained' housing capacity for the site. It divided constraints into: planning policy constraints, strategic constraints and local constraints.

3.79. Annex 6 of the SHLAA (CDR20) sets out how this impacted on the probability of the development, to show how the three different types of constraints reduced the probability of sites coming forward. Boroughs also had to look at how to overcome any of these constraints such as through compulsory purchase for ownership constraints.

3.80. The study also looked at the housing capacity from windfalls sites and unidentified sites. This includes small sites under 0.25 hectares, windfall sites, non-self contained housing and supply from bringing vacant units back into use. The study identified the possible capacity for small sites based on the trends in the Local Development Database from 2004-2007 which enables the study to identify a development trend. This was also done to determine a trend for non-self contained housing.

3.81. To develop a figure for bringing vacant units back into use, the study decided to maintain the approach taken in the 2004 Capacity study and reduce the number of private sector dwellings vacant for longer than six months to 1% of the total private sector housing stock over a 10 year period. For borough with a under 1% figure already, there was no figure inserted into the study

3.82. The study then brings together the following to determine the capacity of each borough: developable and deliverable large sites over 0.25 hectares, sites under 0.25 hectares, non-self contained units and bringing back vacant units into use. This gives an estimated supply for each source. This is set out in figure below (from figure 3.2, CDR20).

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$$\begin{array}{r}
\text{Known housing capacity from 'planned' housing sites over 0.25ha} \\
+ \\
\text{Estimated housing yield from deliverable and developable housing sites over} \\
\text{0.25ha} \\
+ \\
\text{Projected housing yields from all sites below 0.25ha} \\
+ \\
\text{Non self-contained household spaces} \\
+ \\
\text{Long term vacant returning to permanent use} \\
= \\
\text{Total potential housing CAPACITY} \\
+ \\
\text{Broad assessment of market delivery of potential housing yield} \\
= \\
\text{BOROUGH HOUSING PROVISION TARGET}
\end{array}$$

3.83. The report sets out the results of the study. It sets out large site capacity between 2011 and 2021. The results show an overall figure for Greater London of 234,266. The figure for Southwark is 12,190 (table 4.3, CDR20). This is the 6<sup>th</sup> highest figure. Greenwich, Tower Hamlets, Newham, Barnet, Barking & Dagenham have higher figures for the large sites.

3.84. For small sites capacity the study sets out an overall figure for 2011 to 2021 of 100,558 for Greater London. This figure was then amended to take 10% off to account for the guidance in the draft Housing SPG restricted garden development to give an overall figure of 99,819. Southwark has been allocated a figure of 8625, which is the largest figure within the boroughs (table 4.6, CDR20). With the 10% taken off this figure is reduced to 6.576.

3.85. The overall figure for non-self contained accommodation is 18,491. Southwark's figure is 1300 (table 4.9, CDR20). We have no figure for bringing vacant units back into use.

3.86. Overall the study identifies a capacity from 2011 to 2021 of 360,062 new dwellings. Southwark's capacity is identified as 22115 (table 4.9, CDR20). This is the 5<sup>th</sup> highest figure. Those boroughs with highest capacities than Southwark are Newham, Tower Hamlets, Greenwich and Barnet

*Development Capacity Assessment March 2010 (CDH20)*

3.87. We have developed a spreadsheet to assess the potential capacity of sites across the whole of Southwark. This is our Development Capacity Assessment March 2010 (CDH20). We used the Mayor's Strategic Housing Land Availability Assessment (CDR20) as the basis for this study and then considered each of these sites in detail, and at sites

under 0.25hectares. As part of a cross council working group with officers from planning policy, development management, housing strategy, housing management and property, we relook at these potential housing sites every month. As part of this assessment we also look at the likelihood of the site coming forward including considering whether it has planning permission, information from discussions with RSLs and feedback from the HCA. The Development Capacity Study is an estimate of sites which could come forward for housing to assist us with implementing our housing policies. We do not expect every one of these sites to come forward. Further detail on why we do not think all of these sites will be developed is set out in section 2 of housing background paper two (CDB3). Based on this study SHLAA and our subsequent Development Capacity Assessment we have identified a 15 year housing supply, in accordance with PPS3 (CDN4). Further information is set out in housing background paper two (section 3, CDB3).

3.88.A summary of some of the key main information in the Development Capacity Assessment is set out below. This sets out the number of sites and amount of housing we have identified possible sites for over the next 15 years. We have set out how many of these already have planning permission and how many are on allocated proposals sites. We have classed allocated proposals sites as: those already allocated in the Southwark Plan 2007 (CDS1), those allocated in the now adopted Aylesbury Area Action Plan 2010 (CDAAP1) and those being allocated through the Canada Water Area Action Plan submission version 2010 (CDAAP2). We also set out how much could come forward for affordable housing applying the minimum policy requirements.

	<b>2011-2016</b>	<b>2016-2021</b>	<b>2021-2026</b>	<b>TOTAL</b>
<b>Number of dwellings</b>	13527	7510	2101	23138
<b>Number of sites</b>	174	63	29	266
<b>Number of allocated proposals sites</b>	40	26	4	70
<b>No of units on allocated proposals sites</b>	6194	2706	463	9363
<b>Number of sites with planning permission</b>	50	10	1	61
<b>Number of units with planning permission</b>	5597	1526	311	7434

<b>Amount of affordable housing</b>	4342	2680	807	7829
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3.89. A summary of the likely housing capacity for each of our areas with targets in the core strategy is set out below. This covers the 15 years of the core strategy from 2011 to 2026. We also set out how much already has planning permission and how much is likely to be affordable housing.

	<b>Bankside, Borough and London Bridge opportunity area</b>	<b>Elephant and Castle opportunity area</b>	<b>Canada Water action area</b>	<b>Aylesbury action area</b>	<b>TOTAL</b>
<b>Number of dwellings</b>	3295	4579	4356	1266	13496
<b>Number of dwellings with planning permission</b>	1129	1222	1555	1244	5150
<b>Amount of affordable housing</b>	972	1663	1138	608	4381

3.90. A summary of the likely housing capacity for our other action areas is set out below. Targets will be developed through the area action plans for these areas when we will be looking at the areas in much more detail.

	<b>Peckham and Nunhead action area</b>	<b>Cambewell action area</b>	<b>Old Kent Road action area</b>	<b>TOTAL</b>
<b>Number of dwellings</b>	2439	462	246	3147
<b>Number of dwellings with planning permission</b>	552	209	46	807
<b>Amount of affordable housing</b>	941	198	80	1219

- *Southwark Housing Capacity Study (2005) (CDH19)*

3.91. This document is based on internal Council records and surveys. It provides information about how much housing has been delivered in the period 1997 to 2003, and makes projections about how much housing will be delivered in the future to 2016.

3.92. The study is now out of date in terms of looking at housing delivery in the future as the SHLAA and our Development Capacity Study (CDH20) provide more up-to-date projections for housing capacity. However, it is useful in providing information on housing completions from 1997-2003 which form part of our evidence base.

3.93. The study looked at conventional self contained housing and non-conventional housing (including non-self contained and vacant homes brought back into use). The study assumed completions of small sites to be 50% of the permissions for the previous year. It is considered that an assumption of 75% may be overstating the case and it is appropriate to be more conservative until better information is available. Below we have inserted the table from the study showing the figures for large and small sites taking into account estimates of 50% for small sites.

	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>TOTAL</b>
10+ conventional sites	620	1346	806	320	644	964	467	5167
Small sites estimates at 50%	107	161	169	235	208	160	194	1234

3.94. We have also worked out how much would have come forward from small sites at 75% estimates.

	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>TOTAL</b>
Small sites estimates at 75%	160.5	241.5	253.5	352.5	312	240	291	1851

3.95. The study also sets out how much housing has come forward from non-self contained housing and bringing back empty homes.

	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>TOTAL</b>
Non-self contained	780	163	504	559	90	147	34	2209
Empty homes	23	68	79	80	89	61	67	467

3.96. The study then adds these together to show the total net new homes completed from 1997 to 2003.

	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>TOTAL</b>
Total achieved	1530	1738	1558	1194	1031	1332	964	9077

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### **Student housing**

3.97. This section sets out evidence and research on student housing. It provides information on existing student schemes, schemes in the pipelines and studies which provide more detail on students in London and Southwark.

#### *Southwark's current student homes*

3.98. We already have a lot of student homes in Southwark, as set out above from the Strategic Housing Market Assessment sub-report on students (CDH3)). Further information is also set out below as part of the review of the two further studies on students.

3.99. Appendix C shows our current student housing in Southwark. The map also shows schemes in the pipeline with planning permission – showing those which have been started and those which are yet to be started. Tables eighteen and nineteen below provide further information on recently completed schemes between 2004-2009 and schemes with planning permission

*Table eighteen- Completed student schemes 2004-2009*

<b>Application number</b>	<b>Address</b>	<b>Site area</b>	<b>Bedrooms</b>	<b>Status</b>
05-AP-0069	Rear of Southwark College, Harris Street	0.127	123	Completed 2008-2009
01-AP-0218	Grove Vale	0.233	200	Completed 2004-2005
02-AP-1290	Castle Service Station, Walworth Road	0.001	226	Completed 2004-2005

*Table nineteen - Planning permission granted for student scheme*

<b>Application number</b>	<b>Address</b>	<b>Units</b>	<b>Status</b>
08-AP-1330	Lavington Street and Great Suffolk Street	230	Started
09-ap-1647	61-63 Great Suffolk	671	Not started

	Street		
08-AP-2888	William Booth Training College, Champion Park	19	Not started
08-AP-2809	Paris Gardens	253	Not started
08-AP-2403 (plus another granted scheme 07-AP-1449 for the same site for 247 bed spaces)	Castle Industrial Estate, Elephant Road	243	Not started
08-AP-0224	Silex Street	20	Not started

3.100. At the time of producing this background paper there were a number of schemes either pending decision or at pre-application stage as well as a number of schemes that have been withdrawn and are likely to be resubmitted and a scheme awaiting the appeal decision.

- *London Student Housing Requirements Study (2007)(CDR23)*

3.101. This study and research was undertaken for the London Development Agency in order to assess the impact of growth in the Higher and Further Education sectors on housing requirements in Greater London. Increased pressure on housing is expected largely as a result of Higher Education Institutions themselves not keeping pace with projected growth in student numbers. Research undertaken by the Joseph Rowntree Foundation (University of York) found that Higher Education Institutions were largely unaware and unconcerned with the increased demand placed on private sector housing as a result of increased student numbers. The main aim of this study undertaken by the LDA was to inform housing policy for the London Plan to assess the requirements of student housing provision and to avoid any potential adverse impact on the general housing market. The main objectives of the report relevant to this paper include;

- The number of students in London and their current accommodation type.
- Analysis of Higher Education Institutions accommodation strategies.
- Projected growth in student numbers in London.
- Current and estimated future supply of student housing in London.
- Impact of student growth on London's housing market.

3.102. The methodology used to inform this research document included:

- Review of current education and housing policy.
- Analysis of baseline data on student accommodation.

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- Primary research in the form of a survey of London Higher Education Institutions.

3.103. This research then informed a forecast of student growth in the future and the associated accommodation needs with recommendations on an appropriate approach to student housing. The report focused mainly on Higher Education Institutions as these will have a more direct impact than further education colleges

3.104. Census data available from 2001 shows that there were approximately 506,800 students aged 16 or over resident in the Greater London region however it should be noted that for the purposes of student housing, it is likely that only students aged 18 or over would seek accommodation for educational purposes. The census data shows that 38% of students aged 20-24 and 60% of students aged 25 or over originate from outside the UK – illustrating the significant growth in overseas students. The data shows that the number of students in London has increased by 44,700 over a four year period reporting an annual growth of 11,000 students. Review of the census data shows approximately 377,800 students in London in 2004/2005 with approximately 77,700 living at home (paragraph 3.30 Table 3.9, CDR23).

3.105. Following the completion of surveys of higher education institutions (HEIs), several HEI's commented that there was a concern regarding a lack of provision of affordable student accommodation whilst others considered that there were many options available to students, including private accommodation specifically for students. With regards to existing student housing, the HEI's surveyed concluded that there was a good supply of good quality housing available but it was generally considered that this housing was not convenient as it is generally not located close to an HEI (para 12). It is agreed that the cost of student housing is generally rising, largely due to better quality accommodation and services being developed for students. The rising value and cost of land coupled with inflation have resulted in problems for HEI's in terms of developing their own housing for their own students (paragraph 13, CDR23). Whilst several Institutions note that they feel there is a shortage of student housing in London, others feel that students will come to London to study regardless of the issue of accommodation (paragraph 14, CDR23).

3.106. The study states that there are signs that there will be a decrease in the number of students entering higher education between 2010 and 2020 largely due to demographic changes but also now affected by the current economic downturn (paragraph 15, CDR23). Whilst there has been substantial growth in student numbers in past years, this can mainly be attributed to overseas students who may be more affluent and have different needs to UK students (paragraph 19, CDR23). Therefore overall student numbers are expected to rise as a result of the overseas market. The number of full-time undergraduate students is projected to

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increase by 2600 annually until 2010 and then 1800 annually afterwards (paragraph 20, CDR23).

3.107. The study shows that 2107 student rooms were completed in 2004/05 in Greater London and permission granted for an additional 4625 rooms. In order to maintain the number of households in communal accommodation constant, 2500 additional bed-spaces are needed annually (paragraph 25, CDR23).

*Research into the need for additional student housing in Southwark  
December 2008 (CDH15)*

3.108. Our Housing Strategy and Policy team carried out a study in 2008 as a response to growing numbers of planning applications for student accommodation and to inform the review of our Housing Strategy and preparation of the Local Development Framework

3.109. The main objectives of the study were to:

- -Better understand the needs and current housing arrangements of students primarily in Southwark
- -Identify the type of accommodation they want to live in
- -Review student housing sectors – university halls of residence, commercial halls, the private rented sector
- -Understand how student housing needs are to be met
- -Determine the type of accommodation needed to meet student housing need and preference
- -Consider where the future demand for student housing will be.

3.110. The methods used to complete the study included:

- -Review of existing policies and student studies including the GLA's study of student housing and a presentation made at a student accommodation seminar by Savills.
- -Review of existing data including the Housing Needs Study, 2001 Census and council tax records
- -Face to face and telephone interviews with four higher education establishments.

3.111. The study looked at four higher educational establishments. Three of these are within Southwark: Kings College of London (Institute of Psychiatry), South Bank University and University of the Arts London (consisting of five colleges – two of which are in Southwark. The study only looked at the Camberwell College of Arts College). The fourth establishment was Goldsmith College situated just across our border in Lewisham.

3.112. The study sets that there were around 242,000 full-time higher educational students in London during 200-5, with a projected increase to around 312,000 by 2010. At the time of the 2001 Census there were around 18,000 full time students resident in Southwark. If this figure

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increases as the same level as the whole of London of 2% per annum this will mean we would have around 24,000 fulltime students living in the borough by 2020 (Chapter 2, p15, CHH15).

3.113. In terms of comparing Southwark to the rest of London we have the highest amount of specialist purpose built student accommodation and overall when combined also with private bed spaces we have the second largest amount of student homes (after Islington). We have 3 to 4 students per bed space showing that compared to many other London boroughs we are well provided for with student accommodation (Chapter 3, pp21-22, CDH15). This information comes from the 2001 Census.

3.114. The majority of students living in communal accommodation (such as student halls) live in the north of Southwark, in Cathedral and Chaucer wards. Within these wards there were 1,689 living in Cathedral ward and 924 living in Chaucer wards. The next higher amount was 348 living in South Camberwell, 188 in Riverside and 150 in Grange wards. There remaining wards had very few of any students living in communal accommodation.

3.115. Through the study, the four higher educational establishments were asked about their plans for expansion, the type of accommodation they currently have and what they think they might need in the future. Detail on this is set out in the study. In summary:

- London South Bank University
  - Typically does not find housing an issue especially as the university attracts many London based students.
  - Felt that there is an adequate supply of accommodation to meet student need in the area.

Felt that the private sector can absorb any surplus that the university cannot accommodate.

Felt that consideration should be given to creating balanced communities and not allowing studentification.

Key development objective is to increase international student population. (Chapter 4, pp33-34, CDH15)

- Camberwell College of Arts (part of the University of the Arts London)
  - Felt that the demand for student accommodation outweighs the supply.
  - Plans for 700 new units over the next five years. Expecting growth from around 3,500 students to 4000 by 2010/2011.
  - A large amount of the need is met by the private sector. (Chapter 4 pp35-36, CDH15)
- Kings College London
  - Felt that the demand for student accommodation outweighs the supply.
  - Private accommodation currently meeting a lot of the need.
  - Students expect high quality facilities

- 
- Currently redeveloping its estate. (Chapter 4 pp37-38, CDH15)
  - Goldsmith University
    - Felt insufficient student accommodation for their needs.
    - Many of their students live in the private sector in Southwark. (Chapter 4, pp39-40)

### 3.116. Conclusions from the study

- The student housing market is complex due to the range of accommodation students live in.
- The number of higher education students has been increased over the last few years.
- There are already large number of students living in the borough north in purpose built and ordinary private accommodation.
- The student market is seen as profitable sector with potentially higher returns than ordinary buy to let housing. Much of this accommodation is taken up by international students who can afford the higher end prices for accommodation.

## **Travellers and Gypsies**

3.117. This section provides information on the need of Travellers and Gypsies, as required by PPS3 (CDN4).

- *London Gypsy and Traveller Accommodation Needs Assessment (2008) (CDR21)*

3.118. PPS3 (CDN4) and the London Plan (CDR1) requires boroughs to assess the accommodation needs of Gypsies and Travellers and also to undertake a review of the pitch capacity within the borough. This requirement follows on from central government guidance<sup>1</sup> which requires Boroughs to have regard to Gypsy and Traveller accommodation needs and to formulate policies to assess the suitability of new sites that may come forward.

3.119. The London Gypsy and Traveller Accommodation Needs Assessment (GTANA), commissioned by the GLA, provides an assessment of Gypsies and Travellers (including Travelling Showpeople and Eastern European Roma) accommodation, and quantifies the identified need in terms of residential and transit sites, and bricks and mortar accommodation. The aim of the study was to allow a proper focus upon the exact nature of accommodation problems, so that the task of setting appropriate policies at the borough, sub-regional and regional levels can be informed by the most up to date evidence. The Mayor has identified a number of pitches for each borough in the draft replacement London Plan table 3.4 (CDR2) "in light of the Gypsy and Travellers

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Accommodation Needs Assessment and a strategic view of needs across the region” (paragraph 3.47, CDR2).

Within Southwark, the Gypsy and Traveller Accommodation Needs Assessment recommends the need for provision for new pitches up to 2017. This recommended provision for Southwark is set out in the table below::

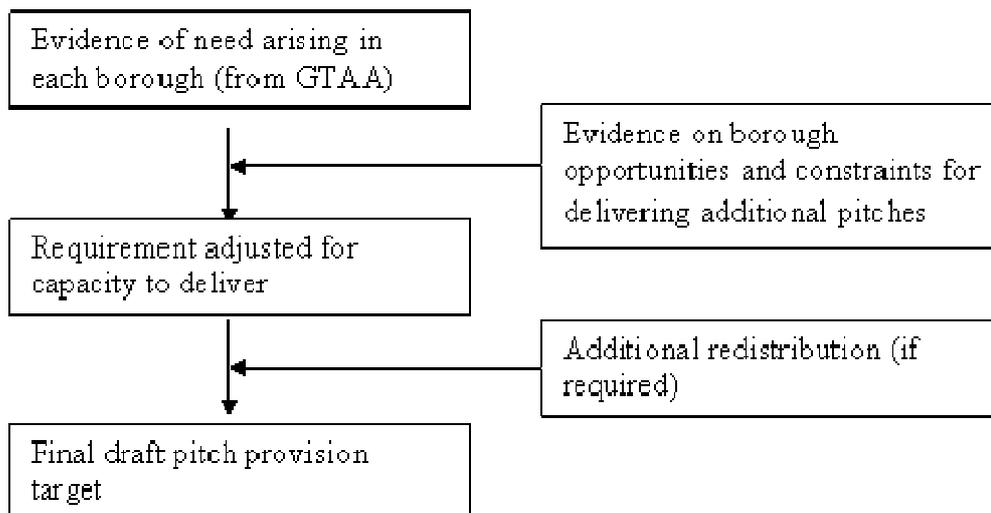
	Base Numbers 2007	Minimum Need		Maximum Need	
		Additional Need 2007-2012	Additional Need 2012-2017	Additional Need 2007-2012	Additional Need 2012-2017
<b>Unauthorised Pitches</b>	0	-	-	-	-
<b>Authorised Pitches</b>	38	6	6	10	7

Source: London Boroughs’ Gypsy and Traveller Accommodation Needs Assessment (March 2008)

3.120. Additionally, a need for 1 plot for travelling show people has been estimated over the period 2007-2017.

3.121. Southwark currently has 38 authorised Gypsy and Traveller pitches across four sites. This is 7% of the total authorised sites currently within London. There are no un-authorised sites within Southwark.

3.122. The provision of additional sites does not necessarily have to follow the geographical pattern of need for it. Whether need should be met where it arises or distributed more evenly will be a policy consideration for regional and local housing and planning bodies. The consultation included four scenarios for the distribution of new pitch requirements throughout London. In broad terms, a three-stage approach is proposed, as in the process chart below.



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3.123. Overall, the GTANA concluded that South East London is the sub-region with the largest Gypsy and Traveller population (1514 households out of a London total of 3223).

- *Developing minimum standards for permanent gypsy and traveller sites in South East London(CDH25)*

3.124. Tribal produced a concise set of minimum standards for permanent sites for Gypsies and Travellers for the South East London Housing Partnership. These standards includes

- Proposed minimum standards for sites which covers issues including location, site size, boundary treatments, infrastructure, fire protection, energy efficiency, amenity blocks, communal provision, play spaces and wheelchair and mobility needs amongst other topics
- Proposed minimum standards for management covers topics including health and safety, overall management, allocations, licence agreements, arrears, repairs and support needs along with other issues
- This document also includes, at appendix A, the Gypsy and Travellers' provision across the partnership boroughs.

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#### **4. DOCUMENT REFERENCES**

##### **NATIONAL**

- CDN1 Planning Policy Statement 1 Planning for Sustainable Development 2005
- CDN4 Planning Policy Statement 3 Housing (2006)
- CDN8 Planning Policy Statement 12 Local Spatial Planning (2008)
- CDN18 Circular 05/05 Planning Obligations
- CDN19 Circular 01/2006 Planning for Gypsy and Traveller Caravan Sites
- CDN20 Circular 04/2007 Planning for Travelling Showpeople
- CDN37 Office of National Statistics Census in 2001

##### **REGIONAL**

- CDR1 The London Plan Consolidated with alterations (2008)
- CDR2 Consultation draft replacement London Plan (October 2009)
- CDR4 London Housing Strategy (May 2009)
- CDR6 Housing SPG (2005)
- CHR7 Draft interim Housing SPG (2009)
- CDR11 Providing for Children and Young People's Play and Informal SPG (March 2008)
- CDR16 Strategic Housing Market Assessment in London. Statement from Government Office for London, the Greater London authority and London Councils (March 2008)
- CDR17 Addressing PPS3 requirements for a 15-year housing land supply (interim approach). Statement from Government Office for London and the Greater London Authority (March 2008)
- CDR20 GLA Strategic Housing Land Availability Assessment and Housing Capacity Study 2009

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CDR21 (May	Gypsies and Travellers Accommodation Needs Assessment 2008)
CDR23	London Student Housing Requirements Study (2007)
CDR46	GLA Strategic Housing Market Assessment (2008)
CDR84	Minor Alteration to the draft replacement London Plan Draft policy 3.9 Gypsies and Travellers (including travelling show people) (March 2010)

## **LOCAL**

CDL1	The Southwark Plan 2007
CDL2	Southwark 2016 – the Sustainable Community Strategy
CDL6	Annual Monitoring Report 08/09
CDL7	Annual Monitoring Report 07/08
CDL8	Annual Monitoring Report 06/07
CDL9	Annual Monitoring Report 05/06
CDL10	Annual Monitoring Report 04/05
CD11	Local Area Agreement 2009-2012

## **HOUSING**

CDH1 report	Draft Strategic Housing Market Assessment (2009) key findings
CDH2 report	Draft Strategic Housing Market Assessment (2009) core data
CDH3 students	Draft Strategic Housing Market Assessment sub report – (2009)
CDH4	Southwark Housing Requirements Study (2009)
CDH5 Camberwell	Southwark Housing Requirements Study sub report – (2009)

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CDH6 Bermondsey	Southwark Housing Requirements Study sub report – (2009)
CHH7 Rotherhithe	Southwark Housing Requirements Study sub report – (2009)
CDH8 (2009)	Southwark Housing Requirements Study sub report – Dulwich
CDH9 and	Southwark Housing Requirements Study sub report – Borough Bankside (2009)
CDH10	Southwark Housing Requirements Study sub report – Aylesbury Estate (2009)
CDH11	Southwark Housing Requirements Study sub report – Walworth (2009)
CDH12	Southwark Housing Requirements Study sub report – Peckham (2009)
CDH13 and	Southwark Housing Requirements Study sub report – Nunhead Peckham Rye (2009)
CDH14	Southwark Housing Strategy 2009-2016
CDH15 Southwark	Research into the need for additional student housing in
CDH16	Affordable Housing Viability Study 2010
CDH17	Private Sector Stock Condition Survey 2008
CDH19	Housing Capacity Study 2005
CDH20	Development Capacity Assessment 2010
CDH21	South-East London Housing Strategy 2006
CDH22	South East London Guide for RSLs and developers (2007)
CDH23	South East London Wheelchair Homes Design Guidelines (revised August 2009)
CHD24	Southwark Supporting People Strategy 2005-2010
CDH25	Developing minimum standards for permanent gypsy and traveller sites in South East London

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## **AREA ACTION PLANS**

- CDAAP1     *Aylesbury Area Action Plan 2009*
- CDAAP2     Canada Water Area Action Plan Publication/Submission 2010
- CDAAP3     Peckham and Nunhead Area Action Plan Issues and Options  
2009

## **SUPPLEMENTARY PLANNING DOCUMENT**

- CDSPD1     Draft Bankside, Borough and London Bridge SPD/ OAPF (2009)
- CDSPD2     Draft Dulwich SPD (2009)
- CDSPD7     Affordable Housing SPD 2008
- CDSOD8     Residential Design Standards SPD 2008
- CDSPD9     Design and Access Statement SPD (2007)
- CDSPD10    Elephant and Castle Development Framework SPG (2004)
- CDSPD11    Elephant and Castle Enterprise Quarter SPD (2008)
- CDSPD12    Walworth Road SPD (2008)
- CDSPD13    Canada Water SPG 2005

## **CORE STRATEGY BACKGROUND PAPERS**

- CDB2        Housing background paper one (CDB2)
- CDB3        Housing background paper two (CDB3)
- CDB4        Housing background paper three – density (CDB4)

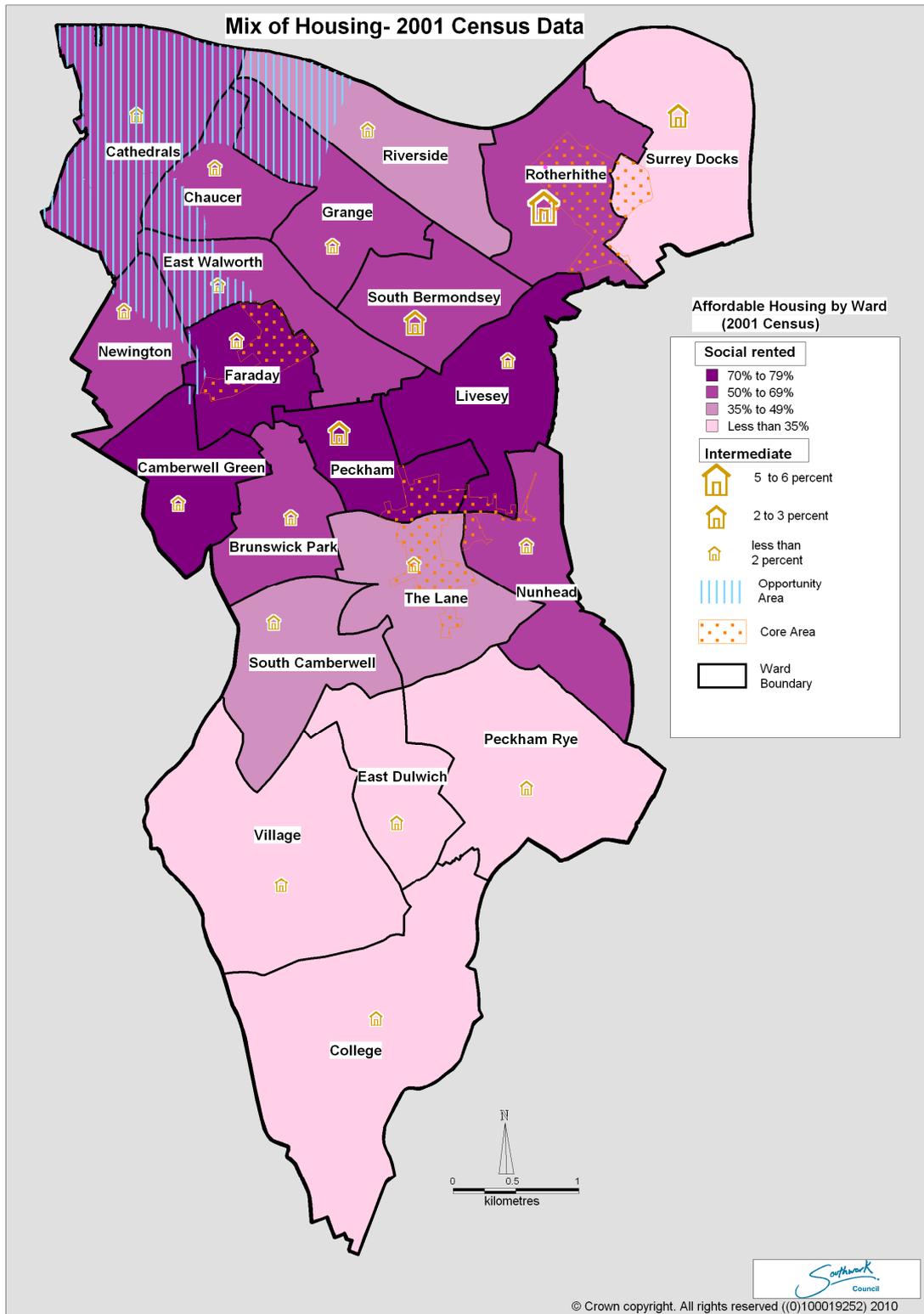
## **CORE STRATEGY DEVELOPMENT PLAN DOCUMENT AND SUPPORTING DOCUMENT**

- CDCS1       Core Strategy Submission/Publication 2009
- CDCS3       Equalities impact assessment
- CSCS4       Sustainability Appraisals and appendices

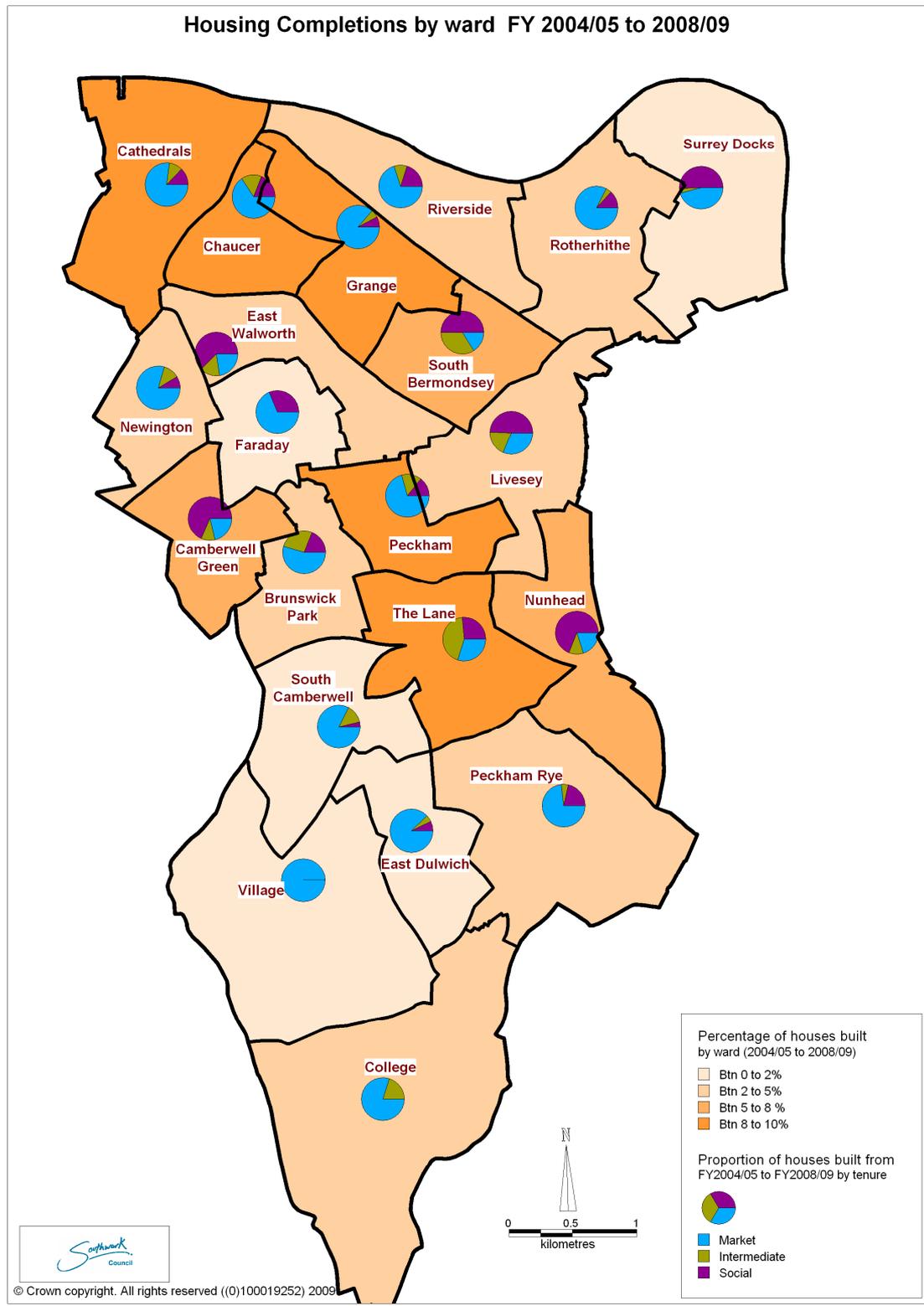
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CDCS6	Consultation statement and appendices
CDCS7	Changes to proposals map document and maps

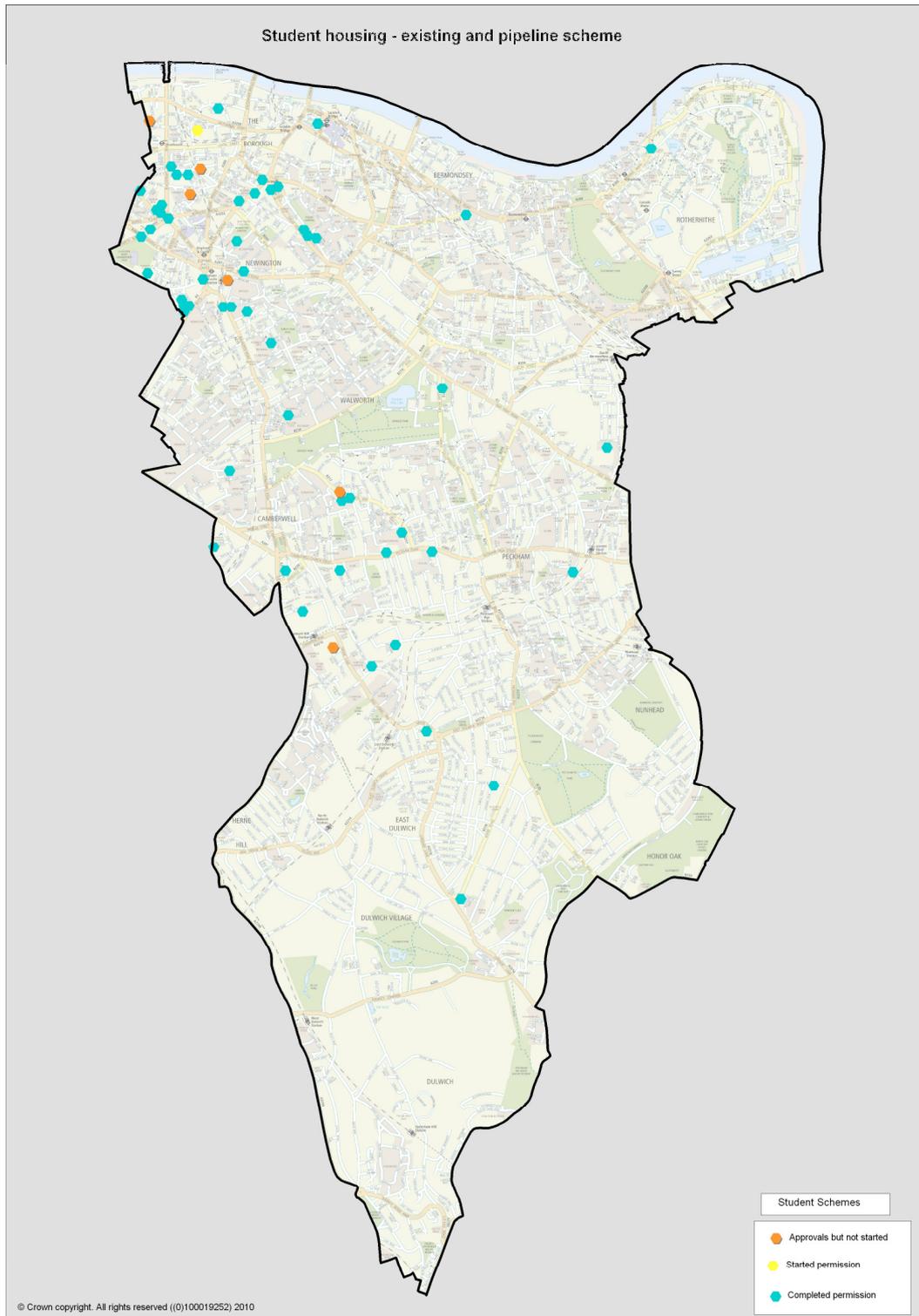
**APPENDIX A**  
**Mix of housing – 2001 Census**



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## Core strategy

CDB3. Housing Background Paper Two

March 2010



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## **1. INTRODUCTION**

1.1. We have produced three housing background papers to explain our five core strategy housing policies. This background paper explains our approach to housing, why we chose the housing policies, how they are in conformity with the London Plan and how they relate to our saved Southwark Plan (CDL1) policies (excluding the density policy in policy 5). It also provides some detail from the sustainability appraisal, equalities impact assessment and consultation responses, which have informed the core strategy publication/submission document. Section 3 also sets out our housing implementation strategy, with further detail being set out in the forthcoming housing development plan document and area action plans. Housing background paper one (CDB2) sets out the housing policy background, research and evidence that have informed our core strategy housing policies. It also provides a full list of all the document references. Housing background paper three (CDB4) explains our approach to density, why we chose the policy, how they are in conformity with the London Plan and how they relate to our saved Southwark Plan policies. Throughout this background paper we have referenced the core documents (CD) that have informed our strategy and a full list of these documents is in section 4 of this paper.

1.2. There are five housing policies in the core strategy.

- Policy 5 – Providing new homes
- Policy 6 – Homes for people on different incomes
- Policy 7 – Family homes
- Policy 8 – Student homes
- Policy 9 – Homes for Travellers and Gypsies

## **2. THE STRATEGY**

### **Background**

- 2.1. Section 1, page 10 of the publication draft core strategy sets out the important issues for housing of:
  - How much new housing should be built in different places in the borough, such as Elephant and Castle, Bankside, London Bridge, Peckham, Canada Water and Aylesbury.
  - How we can provide as many new, affordable and private homes as possible to meet needs.
  - How we will make development happen through delivery, regeneration and improvements.
  
- 2.2. Section 1, page 23 of the publication draft core strategy sets out the main challenges that we need to tackle and opportunities that we need to take to achieve our vision of improving our places for our diverse population between 2009 and 2026. The key ones for housing are to:
  - Achieve sustainable development by balancing environmental, social and economic needs to ensure a good quality of life for people now and in the long term.
  - Continue to reflect our diverse cultures positively in places.
  - Reduce the inequalities between people and communities through creating successful places.
  - Build more housing and meet the needs of our diverse population. This includes how we can provide family housing, housing for first time buyers, social rented housing, intermediate housing and different types of housing such as flats and houses.
  - Balance the need for more housing with other demands on the land such as for community facilities, employment and protection of open spaces.
  - Ensure the core strategy is deliverable and sustainable by taking into account the capacity of planned and existing infrastructure.
  - Consult and work in partnership effectively.
  - Protect the suburban character of Rotherhithe and south of the borough.
  - Work with Lambeth, Lewisham, Tower Hamlets, Bromley, Westminster, City and Croydon to make sure our growth and opportunity areas complement each other.
  - Work with Lambeth, Westminster, the City and Kensington and Chelsea in Central Activities Zone to improve the north west of Southwark as a part of central London.
  
- 2.3. Section 3, page 28 of the draft publication core strategy sets out our vision. This includes increasing the number of homes by around 10% from 123,945 to 148,398 between 2009 and 2026.

- 2.4. Section 3, page 29 of the draft publication core strategy sets out our themes and objectives to achieve our vision and the priorities in the community strategy. The key ones for housing are:
- Theme 1: Improving individual life chances
  - Theme 2: Making the borough a better place for people
  - Theme 4: Making sure positive change happens
  - Theme 5: Developing in growth areas.
- 2.5. Section 3, pages 30 to 32 of the draft publication core strategy sets out these themes to ensure integration with our other corporate plans and strategies. We compared the core strategy themes and objectives with the sustainability objectives of the sustainability appraisal. Within the themes we set a number of strategic objectives that cover housing:
- Strategic objective 1B: Achieve educational potential. Southwark schools, universities, pre-schools and colleges will be places where children and young people can achieve and gain the knowledge and skills to get a job. Southwark will be a place that creates positive futures by building, redeveloping and improving educational facilities with good access for everyone. Improving Southwark will help to attract good teachers to work in the borough.
  - Strategic objective 1C: Be healthy and active. Southwark's community will be healthy and active. High quality sports and leisure centres are located across the whole borough and everyone has access to them. Open spaces will be protected and the local community will be able to enjoy using these spaces, including parks and nature reserves and the River Thames. Good quality and accessible health facilities will be located across the whole borough. Southwark will be without concentrations of people with poor health because everyone has access to good health, sports and leisure facilities, and open spaces.
  - Strategic objective 2A. Create mixed communities. People will choose to live in Southwark because we have a mixture of different types of housing, jobs, shops, schools, community facilities, health centres, libraries, religious centres and leisure facilities needed by a diverse community.
  - Strategic objective 2C Provide more and better homes. The whole of the borough will offer more housing of a range of different types to meet the needs of the community. All the housing will be built to a high quality of design. There will be a choice of housing types including more family housing, housing for students and more affordable housing.
  - Strategic objective 2D: Create a vibrant economy
  - Strategic objective 4A Provide enough funding for regeneration to positively transform the image of Southwark. We will work with landowners and developers to achieve regeneration, continuing to make Southwark a place that people aspire to be in and that developers and landowners want to invest in. We will have a clear

and flexible plan to make sure the right investment decisions are made and that regeneration happens on time.

- Strategic objective 5A Developing in growth areas. We have a growth areas approach to achieving the vision to improve places prioritising development in the: Central Activities Zone, Elephant and Castle opportunity area, Bankside, Borough and London Bridge opportunity area, Peckham and Nunhead action area, Canada Water action area, Aylesbury action area, Camberwell action area, Old Kent road action area.

2.6. Section 3, pages 32 to 34 of the draft publication core strategy sets out our delivery programme to make sure that we have a comprehensive and ongoing set of actions that link through our core strategy to ensure that change takes place. The relevant issues for housing are:

- Setting out a strategy for implementation of each policy and each area
- Linking the core strategy to our council-wide evidence based strategies for issues such as housing, open space and enterprise and areas such as Aylesbury and Canada Water.
- Setting our detailed guidance, allocations of sites, delivery targets and monitoring through development plan documents on housing and development management.
- Setting out area visions, guidance, allocations of sites, delivery targets and monitoring through development plan documents in area action plans for Canada Water, Aylesbury, Peckham and Nunhead, Camberwell and Old Kent road.
- Setting out further guidance in supplementary planning documents for Dulwich, Bankside, Borough and London Bridge and Tower Bridge Business Complex.
- Making planning decisions on sustainable development through development management.
- Bringing our own land forward for development.
- Setting out the infrastructure required and how this will be developed.
- Providing a clear needs based borough-wide approach to planning obligations (section 106) based on the impact of development, implemented through a tariff.
- Improving our policy and decision making

## **Policy 5 Providing new homes**

### **Growth areas**

- 2.7. The Strategic Housing Market Assessment (CDH2) and the Housing Requirements Study (CDH4) identify the significant need for new homes in Southwark. Providing more housing and focusing this in the areas where there is greatest need will allow for more regeneration and housing on brownfield sites as required by paragraph 40 of PPS3 (CDN4). Focusing new housing in the growth areas will protect the landscape in other sensitive areas and promote varied townscapes through mixed use developments. Providing more new homes may increase the amount of car ownership in the borough however concentrating development in accessible locations should increase access to public transport.

### **Borough target**

#### **Issues and options, preferred option**

- 2.8. We have set the adopted London Plan (CDR1) target of 1630 as our target in policy 5 of the publication/submission core strategy. We have taken forward the same overall housing target as we set out in issues and options and preferred options consultation. We have also taken forward the growth options approach of focusing most housing in the growth areas, as these are the areas most suitable for new housing due to the supporting infrastructure including transport infrastructure already in place. At the preferred options stage we set out that we would provide more detail on the possible housing sites at publication. We have decided not to allocate sites for housing through the core strategy as in accordance with PPS12 (CDN8), there are no strategic sites that require allocation as they are all in area action plans or saved in the Southwark Plan (CDL1). PPS12 paragraphs 46 and 47 state that core strategies should only allocate sites central to the achievement of the strategy and that in general should not include site specific detail which can date quickly. Therefore we will be allocating housing sites through our area action plans and our housing development plan document. We have already identified sites in the draft Aylesbury (CDAAP1) and Canada Water area action plan (CDAAP2). We have also identified a set of sites in the draft Bankside, Borough and London Bridge supplementary planning document (CDSPD1) that could be allocated in the housing or development management development plan documents. We will be continuing to prepare these and other development plan documents as set out in the timetable in our Local Development Scheme (CDL5). Our Development Capacity Assessment March 2010 (CDH20) provides further information on possible sites that may come forward in the next 15 years to 2026.

## Sustainability appraisal

- 2.9. The sustainability appraisal (CDSC4) at issues and options stage identified that option 1 of focusing housing development in growth areas will allow more regeneration to help tackle poverty and encourage wealth creation in the areas in most need. For both options it identified that the quantum of development will have a negative impact upon climate change, air quality, waste and flood risk and that suitable mitigation measures will need to be identified. This was more of a concern for option 2 as there would be more housing development and as housing development would not necessarily be in areas with good public transport accessibility, which could have negative impacts on climate change and air quality as people may need to travel more.
- 2.10. The growth area approach taken forward at preferred options was identified as more positive by putting more of an emphasis upon the areas of the borough that require regeneration and provides a focus on promoting social inclusion, equality, diversity and community cohesion.
- 2.11. The final sustainability appraisal at the publication/submission stage identified that by providing more housing in the borough and focusing this in areas where there is the greatest need will allow for more regeneration on brownfield sites. Providing more housing in the areas where there is the greatest need will also help to improve the life for residents and make areas safer and more attractive, This will help to reduce levels of crime, reduce fear of crime, reduce inequalities and promote social inclusion. The appraisal also identified that new housing, as well as having many benefits is likely to have some negative impacts that need to be mitigated. These include an impact on climate change, air quality and waste as the new development will result in an increase in energy demand and consumption as well as the production of waste in both construction and operation. However, through other policies and guidance including core strategy policy 13 and our adopted Sustainable Design and Construction SPD 2009 this can be mitigated.

## Equalities impact

- 2.12. The Equalities Impact Assessment (CDSC6) identified that concentrating most housing development in growth areas, would have a positive impact on residents in equalities target groups such as race and ethnicity, faith and belief, and disability groups, Travellers and Gypsies and asylum seekers who tend to live in the more deprived growth areas.

## Consultation responses

- 2.13. Our consultation statement and appendices (CDCS6) set out a summary and full details of the consultation responses and the officer comments at both issues and options and preferred options consultation. The main responses from issues and options and preferred options consultation related to the need for the housing policies to be in conformity with the London Plan and that the targets should be minimums we should seek to exceed. The publication core strategy sets out clearly that these are minimum targets and this background paper and the core strategy (policy 5, CDCS1) shows how the policy is in general conformity with the London Plan.
- 2.14. There were also a number of responses on the need to have the supporting infrastructure including social infrastructure to support housing growth. We have included a detailed implementation table (tables 1 and 2, CDCS1) as part of the publication core strategy to show our supporting infrastructure and how we will implement our policies. We have also prepared a background paper on infrastructure (CDB10).
- 2.15. There was also concern at preferred options of the significance of the housing site boundaries we consulted on as part of our input into the Mayor's Strategic Housing Land Availability Assessment 2009 (CDR20). In accordance with PPS12 (CDN8) and due to the responses we received we made it clear in the core strategy publications that we are not allocating housing sites and that our Development Capacity Assessment March 2010 (CDH20) is to show an assessment of possible sites that we think may come forward for housing and to show the GLA how we think we will meet our housing targets. We will allocate sites through our area action plans and through the housing development plan document.

## Strategy

- 2.16. Our strategy is to provide as many homes as possible, including affordable homes to meet as much of the local need as possible whilst also providing other types of development and encouraging mixed communities. Southwark has a young and growing population with new residents mostly being workers in their 20s and 30s, with households getting smaller. This creates increased demand for services such as housing, schools and health services. The total population of Southwark was estimated to be 274,000 in 2008 by the GLA (an increase of 23% since 1981, compared to national increase of 8%). These residents live in an estimated 116,300 households and our population is projected to grow to around 309,600 by 2016 (CDH14). The number of homes in Southwark has increased greatly over the last decade. Our monitoring shows that over the 13 years from 1996/97 to 2008/2009 19,686 net new homes were built (table three, CDB2). When compared against other London boroughs completions over the four years from 2004/05 to 2007/08 Southwark

has completed the second largest amount of housing after Tower Hamlets (table seventeen, CDB2).

- 2.17. As recognised by the Mayor's plans housing is a strategic issue and some boroughs cannot meet need within their own boundary. Southwark has the largest number of affordable homes of any London borough with 45% of our 123,948 dwellings being affordable homes (CDH4). Our monitoring shows that 4475 new affordable homes have been built between 2000/01 and 2008/09 (table eight, CDB2). Our housing need is for a mixture of market, social rented and intermediate housing. Our SHMA sets out that Southwark needs to provide between 36.9 and 47.3% of new housing as market housing, between 34.8% and 41.5% as social rented housing and between 17.9 and 21.6% as intermediate housing (figure 132, CDH2). Our Housing Requirements Study (figure 107, CDH2) shows that there is a need for 10,660 net new homes over the next five years, of which there is a need for 5066 as market, 6458 as social rented and -862 as intermediate. This would require us to bring forward more housing than our target of 1630 net new homes a year. As set out below, we do not think this is implementable for the reasons set out. We are working to provide as much as possible using our own sites. This will have added benefits in helping to tackle poverty, reduce inequalities and encourage wealth creation and improving residents' health, quality of life and the quality of accommodation.
- 2.18. The adopted London Plan 2008 policy 3A.1 (CDR1) requires Southwark to exceed the target of 16,300 new homes from all sources between 2007/8 to 2016/17 (1630 per year on average). As the core strategy sets a target for 15 years until 2026 we roll forward the annual target as required by the Joint Statement from Statement from Government Office for London and the Greater London Authority Addressing PPS3 requirements for a 15-year housing land supply (interim approach) (March 2008) (CDR17). This sets us a target of 24,450 homes between 2011 and 2026. We expect to be able to deliver this amount of housing and our Development Capacity Assessment March 2010 (CDH20), which is an assessment of the possible sites in the borough which may come forward for development, shows this.

## **Area targets**

### Issues and options. preferred option

- 2.19. In addition to consulting on exceeding the borough housing target, we consulted on exceeding the London Plan 2008 (CDR1) targets of 6000 new homes in Elephant and Castle, 2500 in London Bridge and Bankside and 2000 in Canada Water at issues and options stage. We also consulted on exceeding 1200 new homes in Peckham. At preferred options stage we consulted on meeting our targets set out in

the London Plan 2009 (CDR1). The Mayor began consulting on the draft replacement London Plan (CDR2) in October 2009. This was after we had finished consulting on the preferred options. The draft replacement London Plan 2009 sets out new targets for Borough, Bankside and London Bridge Opportunity Area, Elephant and Castle Opportunity Area and Canada Water Action Area which we have taken forward through the core strategy publication version.

- 2.20. Through our area action plans we are allocating sites for housing, and through the area supplementary planning documents we are identifying sites and providing guidance on these sites, which may be allocated through the housing or development management development plan document.

### Sustainability appraisal

- 2.21. The sustainability appraisal (CDCS4) at issues and options and preferred options stages identified that locating most housing development in the growth areas will have less of an impact on the sustainability indicators. The three areas the Mayor sets us targets for are all growth areas. We have also identified the Aylesbury Action Area as a growth area and set a housing target in policy 5 and through the area action plan (CDAAP1). By focusing housing development in these areas with good public transport we reduce the need to travel and reduce the impact on climate change and air quality.
- 2.22. The final sustainability appraisal of the publication/submission core strategy identifies that by focusing new housing in the areas of greatest need will have a positive impact including making residents feel safe and improving the quality of life. Focusing most development in growth areas, and in particular in the opportunity areas and action areas identified in policy 5, will mean that landscape such as open spaces and conservation areas can be protected in other parts of the borough.
- 2.23. The sustainability appraisal also identified some potential negative impacts of building more housing in the growth areas. This included the impact of new development on the existing infrastructure. As a result the core strategy publication/submission version includes a detailed implementation plan setting out how we will implement our policies to ensure there is enough supporting infrastructure. This includes setting out the infrastructure for Elephant and Castle, Canada Water, Bankside, Borough and London Bridge, Peckham and Nunhead and Aylesbury (tables one and two, CDCS1). We have also prepared an infrastructure background paper to provide detail of the infrastructure such as schools and community facilities to support housing and population growth.

### Equalities impact

- 2.24. The Equalities Impact Assessment (CDCS6) identified that concentrating most housing development in growth areas, would have a positive impact on residents in equalities target groups such as race and ethnicity, faith and belief, and disability groups, Travellers and Gypsies and asylum seekers who tend to live in more deprived growth areas.

### Consultation responses

- 2.25. Our consultation statement and appendices (CDCS6) set out a summary and full details of the consultation responses and the officer comments at both issues and options and preferred options consultation stages.
- 2.26. In addition to the comments on the overall housing target and growth areas approach which are set out in the above section, there was overall supporting for higher levels of development in the core action areas. In particular there were high levels of support for development in Bankside, Borough and London Bridge Opportunity Area due to its good transport links.

### Strategy

- 2.27. Our strategy is to provide as much housing, including affordable housing as possible whilst taking into account the viability of schemes and the need for other types of development, and mixed and balanced communities. The adopted London Plan 2008 (CDR1) policy 5D.2 requires Southwark to meet area targets for Elephant and Castle opportunity area of 6000 new homes, London Bridge/Bankside Opportunity Area of 2500 new homes and Canada Water/Surrey Quays Area for Intensification of 2000 new homes between 2001 and 2026. These targets have been revised by the draft replacement London Plan (CDR2) through policy 2.13 to take into account completions since 2001. Annex 1 of the draft replacement London Plan sets out the new targets for our two opportunity areas and our area of intensification. We expect to be able to meet these area targets as set out in our Development Capacity Assessment March 2010 (CDH20) which sets out the possible sites which may come forward during the core strategy period. The consultation draft replacement London Plan requires Southwark to meet targets for the following:
- Borough, Bankside and London Bridge 1900 net new homes
  - Elephant & Castle 4,000 net new homes
  - Canada Water: 2,500 net new homes
- 2.28. We have set these draft replacement London Plan minimum guidelines for housing as the area targets in the core strategy. We expect to be able to meet these area targets totalling 8400 new homes

as set out in our Development Capacity Assessment March 2010 (CDH20). We have also set out a target for the Aylesbury Area Action of 4200 new homes through the Aylesbury Area Action Plan, giving a total of 12600 new homes within these targets (CDAAP1). These targets are consistent with our evidence base and is clear and consistent with the emerging London Plan policy.

- ~~2.29.~~ There are no targets for the rest of the borough in the adopted London Plan 2008 (CDR1) or in the draft replacement London Plan 2009 (CDR2). We propose to set targets when we prepare area action plans for Peckham and Nunhead, Old Kent Road and Camberwell when we consider detailed site capacities. Our evidence for the capacity and delivery of housing outside the areas with targets is set out in our Development Capacity Assessment March 2010 (CD20). Within housing background paper one (CDB2) we set out the housing we expect to come forward in these action areas. Further work will be done on this as part of the preparation of the area action plans.

### **Other factors that will impact on the targets**

- 2.30. Achieving these targets relies on changes within the emerging core strategy.
- The Tower Bridge Business Square will contribute to the projected total amount of housing. The core strategy through policy 10 (CDCS1) and employment background paper (section 5.1.26, CDB6) is removing Tower Bridge Industrial Estate from the Preferred Industrial Location. The site will make a significant contribution towards housing and through our estimates in the SHLAA we expect the site to deliver 1072 housing units. More information will be set out in the Tower Bridge Workshops Supplementary Planning Document. The timetable for this is set out in our Local Development Scheme (CDL5).
  - The delivery takes into account removing the public transport accessibility zone (PTAZ) subdivision from the density zones. The core strategy policy will replace Southwark Plan (CDL1) policy 4.1 which currently allows higher density when certain criteria are met in PTAZs. The core strategy proposes allowing higher densities within opportunity areas and action area cores rather than PTAZs and removes the PTAZ designation. This has a significant impact as many schemes in these areas could come forward at higher densities, providing more housing if this change is agreed.
  - The delivery takes into account increasing the suburban density zone. This will not have a significant impact on delivery as the majority of the area will see little new housing development and a lot of this area is protected open space.

### **General conformity with the London Plan**

## **Borough target**

- 2.31. The publication draft core strategy policy 5 is in general conformity with the adopted London Plan 2008 (CDR1) as we include the adopted London Plan borough housing figure and roll this on for the 15 year period of the core strategy.
- 2.32. The consultation draft replacement London Plan 2009 (CDR2) Policy 3.3 and table 3.1 requires Southwark to exceed the target of 20,050 in Southwark between 2011 and 2021 (2005 per year on average). This is an increase of 275 units per year from the 1630 per year in the adopted plan. We have included wording in the core strategy to be in general conformity with the London Plan as agreed with the Government Office for London and the Greater London Authority.

## London context

- 2.33. Although we would like to provide 2005 new homes per year, we do not consider this is achievable. We have objected to the target in the draft replacement London Plan 2009 (CDR2) and have suggested that we retain our housing target at 1630 per year. The target needs to be realistic for good planning and soundness of the core strategy, successful regeneration and reputational issues. We also receive funding at present for meeting our targets. Our target is the 5<sup>th</sup> highest in London and very high compared to most boroughs particularly as whilst we are classed as an inner London borough, approximately a fifth of Southwark is protected open space. The south of the borough in particular is very suburban and has very few development opportunities. Although our delivery over the past 4 years from 2004/05 to 2007/08 has been the second highest in London at 6313 net new homes (table seventeen, CDB2) in London, we dropped to the 4<sup>th</sup> highest in 2007/08. We have only exceeded the 1630 net new homes target four times in the last 13 years (1997/98, 2004/05, 2006/07 and 2007/08, table three, CDB2). We have only met the 2005 target once in 2007/2008 prior to the impact of the recession taking hold. The average delivery over the last 13 years including the boom years is 1514 (table three, CDB2). The credit crunch has severely impacted on our delivery reducing our numbers from 2602 in 2006/07 to 1389 in 2008/09 (table three, CDB2).
- 2.34. We have also recently agreed amendments to our Local Area Agreement housing targets (CDL11). Due to the recession and current problems with delivering housing, we were invited by Government Office for London to renegotiate our Local Area Agreement housing targets. The Local Area Agreement set out the priorities for a local area agreed between central government and a local area (the local authority and the Local Strategic Partnership and other key partners). Our local strategic partnership, Southwark Alliance have been working with the council to renegotiate the targets in the Local Area Agreement

(LAA). Whilst these targets are monitored separately to the London Plan targets they are approximately the same targets. They are therefore useful to show that the impact of the recession on our delivery has meant that we are able to agree lower targets for the next two years. This also highlights the issues we have with meeting the new draft replacement London Plan (CDR2), as set out under policy 5. We have agreed new LAA targets for national indicator: net new homes 154 and national indicator: gross affordable homes 155. We have negotiated the following targets:

- NI:154 (original target 1630 each year)\_
  - 2009/2010: 880 net new homes
  - 2010/2011: 1492 net new homes
- NI: 155 (original targets 09/10: 650, 10/11: 815)
  - 2009/10: 650 affordable homes
  - 2010/11: 802 affordable homes

National guidance on carrying out SHLAA provides flexibility in applying PPS3 in light of local circumstances. The challenge for this study was to address PPS3 policy and the principles of national SHLAA guidance in the very distinct circumstances of London.

#### Issues with meeting the draft replacement London Plan target

- 2.35. The Mayor's draft replacement London Plan (CDR2) target of 20,050 is based on the findings from the Mayor's Strategic Housing Land Availability Assessment (SHLAA) (CDR20). The SHLAA identified 21,190 new homes between 2011 and 2021 from large housing sites of over 0.25 hectares. It then also identified 8625 new homes from smaller sites and 1300 from non-self contained housing. Combined, the SHLAA identified that Southwark could bring forward 22,115 new homes between 2011 and 2021. These figures have been used to inform the figures in the draft replacement London Plan 2009 (CDR2) and annex 4 sets out that Southwark's annual housing target is 2005, of which 1877 has been identified from conventional housing and 130 from non-self contained housing. Whilst we agree with the figure for non-self contained housing, there are a number of issues for Southwark with this methodology for both over 0.25 strategic and under 0.25 small sites.
- 2.36. Draft replacement London Plan 2009 paragraph 3.18 sets out that LDF examinations in public may be supplemented by publicly accessible land availability information and such other information as boroughs may wish to provide. Our Development Capacity Assessment March 2010 (CDH20) provides some of this further information by building on the information in the SHLAA by reassessing each site and identifying smaller sites under 0.25 hectares. The key information from the

Development Capacity Assessment is set out in housing background paper one (CDB2).

### Over 0.25ha

- 2.37. Southwark had a very high delivery, target and capacity for delivery relative to other London boroughs and extremely high in relation to areas outside London. The SHLAA (table 4.3, CDR20) identified 21,190 new homes from large sites between 2011 and 2021. We consider this to be too high. Although the SHLAA takes into account factors on influencing delivery including reducing the probability of sites including strategic, local and general constraints it does not fully take into account our experience of past delivery. The figures arising from the SHLAA are an assessment of potential capacity and cannot be used as a target figure in Southwark for a number of reasons.
- The input into the SHLAA included all sites that could in theory be developed for housing. This has led to a higher potential capacity than from experience we do not consider will come forward.
  - The assumption through the SHLAA is that the majority of our proposals sites will come forward and should be deliverable or developable sites. We do not expect this to be the case. Our monitoring shows that since 2007 only 10 out of 59 proposals sites have been completed and only a third of proposals sites designated in the 1995 Unitary Development Plan (paragraph 3.22, section 3, CDB2). The SHLAA also identifies all sites that have planning permission as having reasonable prospect that housing will be delivered on the site within the next five years. This is not always the case and schemes with planning permission are not necessarily completed. Further information on this is set out in section 3 of this background paper.
  - This leads to a high level of risk and probability of sites not being developed. Therefore the target based on the assumption of all our proposals sites coming forward becomes unrealistic.
  - Our core strategy will require approximately 10% larger unit sizes than under our adopted Residential Design Standards SPD (CDSPD8). This will provide better quality homes and help to reduce overcrowding. However this will have an impact on delivery of housing as each unit will need to be bigger.
  - Our core strategy introduces a policy requiring more family homes. As with providing larger unit sizes, this will provide better quality homes and help to reduce overcrowding. It will also have an impact on delivery as the targets are measured on number of units. Whilst requiring more family homes will help to meet the significant need in Southwark for family homes, it will mean fewer units can be developed on each site as the number of homes will be reduced due to larger room sizes.
  - If the target is increased these units will need to be built outside the growth areas as we have agreed the targets for growth areas as

realistic as set out in the area targets section. This would increase the volume and density of development in the urban zone (outside the Canada Water and Aylesbury action area cores) and the suburban zone which would not be within the strategic approach of the London plan or core strategy.

- The figures are net so in regeneration areas, where some dwellings are demolished, and replacement properties are built, only the number of homes built over and above the original count towards the target. As these regeneration programmes are predominately to replace high rise bulky blocks, the replacement units will be considerable.
- There are a very high number of private sites where we can not control development coming forward for development. We are very proactive in working in partnership to bring forward developments. We are working with the HCA to unlock development sites that have been stalled due to the recession. We bring forward our own sites, work with developers, RSLs and others to bring forward development. However, a large number of the easy sites have been developed. It is much harder and more complicated to ensure delivery.
- The draft replacement London Plan 2009 (CDR2) policy 3.3, section c and paragraph 3.19 requires boroughs to roll on the targets beyond 2021 if a target is required past 2021. The core strategy needs to provide a 15 year target. The target for the first 10 years is derived from the figures in the SHLAA (CDR20). In addition to disagreeing with this target, we also do not think that it is appropriate to roll the target on to cover 15 years. Based on the figures inputted into the SHLAA and our Development Capacity Assessment March 2010 (CDH20) our assessment of projected housing capacity figures for 2021 to 2026 are considerably lower. To simply roll the SHLAA figures over the final five years of the core strategy would not be an accurate reflection of what can be delivered and implemented.
- The impact of the recession has slowed down our delivery rate. This could have significant issues if the recession continues for a number of years.

### Under 0.25ha

- 2.38. The SHLAA (table 4.6, CDHR20) identified that 8625 new homes will come forward from small sites over the 10 year period in the SHLAA. This is the largest figure for the whole of London. We have looked at small sites under 0.25 hectares as part of the preparation of our area action plans and area SPDs, and have included these into our calculations for meeting our housing figures for Elephant and Castle, Bankside, Borough and London Bridge, and Canada Water. The possible sites which may come forward are set out in our Development Capacity Assessment March 2010 (CDH20).

- 2.39. We consider the figure to be too high as:
- The SHLAA looked at the under 0.25hectare average completions over the last 4 years to provide the small housing sites figure. This average is 878 with small site completions ranging from 615 to 1198 new homes. However, this is not the usual situation and when we look at housing figures between 1997/98 and 2003/04 the situation is very different. Based on our 2005 Housing Capacity Study (CDHH19), which estimated how much of the net completions came forward from small sites, the figures are much lower. The study estimated 50% of completions coming from smaller sites which is an average of 176, and at 75% of completions from smaller sites an average of 259 (table four, CDB2). Even with the more generous estimation of 75% of completions, the annual figure from small sites is far less than the 862 in the SHLAA. It is unrealistic to expect 862 to come from small sites when historic trends show a very different picture.
  - Our core strategy will require 10% larger unit sizes. This will provide better quality homes, however this will have an impact on figures as there will be 10% more of each site.
  - Our core strategy introduces a policy requiring more family homes. As with providing larger unit sizes, this will provide better quality homes and help to reduce overcrowding. It will also have an impact on delivery as the targets are measured on number of units, and whilst requiring more family homes will help to meet the significant need in Southwark for family homes, it will mean fewer units can be developed on each site.
  - The figures are net so where there is a great deal of regeneration and there are replacement dwellings taken up to reprovide the homes that were there before we start counting new dwellings. Only new dwellings count towards the target.
  - There are a very high number of private sites where we can not control development coming forward for development. We are very proactive in working in partnership to bring forward developments. We are working with the HCA to unlock development sites that have been stalled due to the recession. We bring forward our own sites, work with developers, RSLs and others to bring forward development. However, a large number of the easy sites have been developed. It is much harder and more complicated to ensure delivery.
  - The impact of the recession has slowed down our delivery rate. This could have significant issues if the recession continues for a number of years.

#### The most up to date figures

- 2.40. Following on from our submission of the sites over 0.25 hectares into the GLA's SHLAA, we have updated our list of possible sites which may be developed through our Development Capacity Assessment March 2010 (CDH20) to monitor the estimated capacity for

development, delivery and opportunities. As set out in the draft replacement London Plan paragraph 3.18 (CDR2) and the SHLAA (paragraph 8.2, CDR20), the new housing target and figures derived from the SHLAA may be supplemented at LDF examinations by publically accessible land availability information.

- 2.41. The list of possible sites identified in our Development Capacity Assessment March 2010 (CDH20) sets out:
- Potential sites that could deliver housing
  - Very draft capacity figures based on the density of the location and the size of sites
  - An estimation of the affordable housing capacity based on the level where the site is located
  - When we think the sites may to come forward
  - Whether it already has planning permission to show our pipeline development and sites where we are more certain of the capacity.

## **Area targets**

### London context

- 2.42. We have included the draft London Plan 2009 (CDR2) figures as our area targets for clarity as we can meet both sets of targets that only differ due to dates of delivery. Our targets for opportunity areas are the one of the highest in London and are very high compared to most boroughs. The credit crunch has severely impacted on our delivery reducing our numbers. Borough-wide net completions were 1389 in 2008/09 compared to 1785 in 2007/08 and 2602 2006/07, as set out in the annual monitoring report 2008/09 (CDL6). Although 2006/7 and 2007/8 were peak years, the reduction was marked. Within Elephant and Castle Opportunity Area there were 80 net completions in 2008/09 compared to 185 in 2007/08. Within London Bridge Opportunity Area, there were 49 net completions in 2008/09 compared to 0 in 2007/08. Within the Canada Water Action Area there were 63 net completions in 2008/09 and 242 net completions in 2007/08 (tables nine, ten and twelve, CDB2). However we are confident that we can meet the figures over the longer time periods as set out in the possible sites that may come forward listed in our Development Capacity Assessment March 2010 (CDL20). There will be in conformity with adopted London Plan policy 5D.2 and draft replacement London Plan 2.13

### Saved policies

- 2.43. Policy 5 (excluding the density section as this is dealt with in housing background paper 3, CDB4) replaces the background section to the Southwark Plan on housing targets.

## **Policy 6 Homes for people on different incomes**

### Issues and options

- 2.44. We consulted on three issues related to affordable housing at the issues and options stage. The first issue was how much of the new housing should be affordable. Option 1 set out the aim to meet a target of 30% minimum affordable housing overall with different affordable housing requirements for certain areas. This included a minimum of 35% private housing in areas where there is a lot of social housing already such as Peckham or Livesey. A minimum 10% affordable housing in Elephant and Castle for new housing, with the requirement for replacement of affordable housing on the Heygate redevelopment still being met. 35% affordable housing in Bankside and London Bridge. Option 2 set out the aim to meet a 50% overall minimum amount of affordable housing by requiring a 50% minimum affordable housing on all sites of 10 or more units.
- 2.45. The second issue asked how much affordable housing should be reprovided when council estates are redeveloped. Option 1 was to not replace all affordable homes on estates, whilst option 2 was to replace all affordable homes on estates.
- 2.46. The third issue asked what the split should be between social rented and intermediate housing. Option 1 required 60% social rented and 40% intermediate on most sites, with different requirements in growth areas such as more shared ownership housing in areas with lots of social housing. Option 2 required 70% social rented and 30% intermediate.

### Preferred option

- 2.47. The preferred options set out that we will ask for different amounts of affordable and private homes in different areas. This is set out in figure 3 of the core strategy preferred options (CDCS9) which shows the areas where we require different amounts. Some areas were consulted upon having just a private housing requirement. We amended this approach for the publication core strategy to require a minimum amount of affordable housing across the whole of the borough as set out in the strategy section below.

### Sustainability appraisal

- 2.48. The sustainability appraisal (CDCS4) at issues and options stage identified that option 1 would see less affordable housing due to allowing estates to be redeveloped without replacing all the affordable housing. However, it also identified that option 2 requiring full

reprovision may make regeneration schemes unviable whereas option 1 would bring forward mixed and balanced communities.

- 2.49. At preferred options, the sustainability appraisal identified that the impact of the provision of additional housing in a range of tenures in different areas of the borough will promote social inclusion, equality, diversity and community cohesion, by developing more mixed and balanced communities. It identified that growth in more accessible locations will reduce the reliance on the car and promote sustainable modes of transport.
- 2.50. At the publication stage of the core strategy, the sustainability appraisal identified that providing more affordable homes will help improve the health of the population by improving the quality of accommodation. It also identified that providing more affordable housing may have a positive impact on promoting sustainable travel as people living in affordable homes are less likely to own a car.

#### Equalities impact

- 2.51. At issues and options and preferred options stages, as set out above, we looked at having differential affordable housing requirements across the borough. The Equalities Impact Assessment (CDCS6) identified this as a positive for some groups such as younger people who are more likely to want to live in areas such as Bankside and London Bridge but often cannot afford these areas.
- 2.52. The Equalities Impact Assessment also identified that by not requiring affordable housing in all of the borough, equality groups living in some areas may experience negative impacts as they may not be able to afford housing in their areas.
- 2.53. We have subsequently amended the publication core strategy to require affordable housing across the whole borough as this has a positive impact on all equalities groups.

#### Consultation responses

- 2.54. Our consultation statement and appendices (CDCS6) set out a summary and full details of the consultation responses and the officer comments at both issues and options and preferred options consultation.
- 2.55. Within the consultation responses there was concern regarding the affordable housing policy being applied too rigidly and not allowing enough flexibility to encourage development. Within this background paper we set out that financial appraisals can continue to be submitted to the council where developments cannot meet our affordable housing policy requirements.

- 2.56. There was also concern with the preferred option allowing some areas to have no affordable housing and with the low requirement in Elephant and Castle. We have amended this in the publication core strategy to require the maximum amount of affordable housing that is financially viable on sites of 10 or more units.
- 2.57. The consultation brought up the need to set a target for affordable housing. We have now done this through policy 6, as both an overall target and targets for some of our areas.

### Background to Southwark's affordable housing

- 2.58. In the 1970s, approximately 70% of Southwark's housing stock was social housing (council rented plus housing association rented) As at April 2009, this figure was down to 45% but is still 3 times the national average and the highest in London. 33% is council rented, 12% is housing association rented. 28% of the stock is owner occupied (well below national and London averages) and 27% of the stock is private rented (this figure having risen significantly over recent years) (CDH14). Southwark remains the largest local authority landlord in London having retained a lot of its stock. However, whilst there has been a steady increase in the amount of housing built in the last 15 years there has been a general trend of decreasing local authority housing stock within the borough (inclusive of stock owned by other local authorities). Registered social landlord stock has risen over this period, as has private dwelling stock. This loss may be attributed to the high uptake of the Right to Buy scheme, as well as redevelopment resulting in a decrease of council homes, and an increase in RSL homes.
- 2.59. Although Southwark has moved down the national league table of poverty in recent years at least in part through the intervention of the council and its partners, it is still estimated that Southwark is positioned as the 26<sup>th</sup> most deprived borough nationally (345 total) and the 9<sup>th</sup> most deprived in London. There are very low income levels in Southwark, especially among those in council rented housing. Figures from the Housing Requirements Study show that the medium average income is £16,800 and the mean average is £29,800 (paragraph 2.63, CDH4). The median for those who rent from the council is below £10,000. Home ownership is therefore out of reach for many households.
- 2.60. There is considerable inequality of wealth distribution across the borough with relatively high wealth in areas such as Herne Hill, Dulwich, London Bridge and Bankside and high levels of poverty in areas such as Peckham, Elephant and Castle and the Aylesbury Estate. Our Housing Requirements Study found that 53,500 (20%) of people living in Southwark said they had health problems and an

estimated 38,412 households living in unsuitable housing (paragraphs 4.16 and 6.41, CDH4). Over 40% of council renters – and 30% of housing association renters – contain at least 1 person with a health problem. Increasing the amount of affordable housing will mean that more people can afford to live in good accommodation helping to reduce poverty.

- 2.61. Despite Southwark having the highest amount of affordable homes in London, there still remains a shortage of affordable homes in Southwark as identified in the Strategic Housing Market Assessment (CDH1 and 2) and the Housing Requirement Study (CDH4) below. Providing more affordable homes will result in an improvement in the health of the population as a result of improved quality of accommodation. It will also reduce inequalities and provide a focus for promoting social inclusion, equality, diversity and community cohesion by reducing existing inequalities. Providing more affordable housing in growth areas will help to reduce the amount of cars and promote sustainable travel patterns as car ownership is generally lower amongst affordable housing occupants.
- 2.62. In addition to providing more affordable housing the council is also committed to improving our existing housing stock to provide better homes. This has an impact on our strategies for both policy 5 and 6. One of Southwark's Housing Strategy 2009-2016's objectives is to improve the quality of existing housing (CDH14). The Housing Strategy sets out the challenges of bringing forward our ambitious regeneration programmes, bringing council stock up to Decent Homes Standards and also meeting our housing targets. As set out in the Housing Strategy Southwark's housing options appraisal in 2006 showed that Southwark could retain both ownership and management of its stock, and meet the Government's Decent Homes Standard by 2010/11. Retention was seen as a positive option, particularly in light of a history of tenant opposition to other funding options, including three unsuccessful attempts at stock transfer. The 2008 Southwark Council Decent Homes Review, although recognising a significant investment gap, re-affirmed the commitment not to undertake wholesale change in management or ownership of the council stock to finance the council housing investment programme. As part of this review it was also recognised that the Government standard neither met the investment needs of the stock nor addressed resident aspirations for their homes and wider environment. A higher Southwark Decent Homes standard was therefore agreed; it was however acknowledged that this standard would cost more and take longer to deliver.
- 2.63. We also have a number of initiatives to encourage the best use of existing stock and develop as much new quality housing as possible. This includes the following schemes:
1. Small is beautiful makes the best use of existing stock by encouraging tenants in larger units to move into smaller units when

they no longer need the larger unit. This frees up large homes for families. Around 160 households currently move under this initiative each year. This scheme is currently under review with a view to substantially increasing the number of underoccupiers moving each year. In order to achieve this it may be necessary to explore creating or refurbishing properties which would be attractive to under occupiers.

2. De-conversions of existing stock involves converted family housing that previously was converted into flats back into family housing to make larger sized family units of between 4-7 bedroom units. Funding has been via the GLC Tackling Overcrowding funding, both on a local and sub-regional level. Since 2007, around 34 larger family homes have been completed. Two properties have also been extended to allow overcrowded families to remain in their current homes and ten families have been provided with a cash incentive to allow them to buy on the open market, thus freeing up larger homes for reletting.
3. Hidden homes involves looking at currently unused local authority sites such as garages within a housing block, old pram sheds and old laundries to be developed for housing.
4. Local Authority new build schemes on Brayards Estate and Lindley Estate to provide 24 new units.

### Viability

- 2.64. A key Government objective is to provide more affordable homes. PPS3 (CHN4) sets out in paragraph 9 that its key priorities include offering a wide choice of homes, increasing the supply of affordable housing and creating sustainable, inclusive, mixed communities. As required by policy 3A.10 of the London Plan (CDR1) and policy 3.13 of the draft replacement London Plan (CDR2) we will require as much affordable housing on developments of 10 or more units as is financially viable. Applicants will be required to submit a financial viability appraisal if they cannot meet out policy requirements. We will revise the Affordable Housing SPD (CDSPD7) as part of our preparation of our housing development plan document to look at how we can negotiate the maximum reasonable amount of affordable housing.

### Borough target

- 2.65. A key Government priority is to provide high quality housing for people who are unable to access or afford market housing. This is defined as affordable housing. PPS3 paragraph 26 (CDN4) requires the London Plan to set out the regional approach to affordable housing, including an affordable housing target for the region. PPS3 paragraph 29 and both the London Plans (CDR1 and CDR2) require boroughs to set an overall target for the amount of affordable housing to be provided over

the plan period. This should reflect an assessment of the economic viability of land for housing and the findings of housing need.

- 2.66. In accordance with PPS3 and the London Plan we have carried out assessments of need through the Southwark Housing Requirements Study (CDH4)) and the south-east London Strategic Housing Market Assessment (SHMA) (CDH1 and CDH2). Our housing need is for a mixture of market, social rented and intermediate housing. Our SHMA sets out that Southwark needs to provide between 36.9 and 47.3% of new housing as market housing, between 34.8% and 41.5% as social rented housing and between 17.9 and 21.6% as intermediate housing (figure 132, CDH2). Our Housing Requirements Study (figure 107, CDH2) shows that there is a need for 10,660 net new homes over the next five years, of which there is a need for 5066 as market, 6458 as social rented and -862 as intermediate. We cannot meet all of this need for affordable housing whilst also creating mixed and balanced communities. Our Housing Viability Study (section 7, CDH16) shows that 35% of affordable housing can be justified and in some areas up to 50% affordable housing could be achievable. Site specification financial appraisals should be submitted where the targets cannot be met. Further guidance on how we will negotiate the maximum financially viable level of affordable housing on each site will be set out in our housing development plan, which is identified in our Local Development Scheme (CDL5).
- 2.67. Through our work on bringing forward new housing sites up to 2026, we think we can bring forward a minimum of 8558 affordable homes. We have set this as our target in core strategy policy 6. This equates to 35% of our overall borough target. We have identified through our Development Capacity Assessment March 2010 (CDH20) many of these sites that are likely to come forward. The figures in the Development Capacity Assessment are based on applying the minimum policy requirements and we expect in practice for developers to achieve as much as financially viable as set out in the first bullet point of policy 6. We also expect to provide affordable housing through policy 8 as part of student housing. At the moment the Development Capacity Assessment does not include student housing.

#### Area affordable housing targets

- 2.68. It is also crucial to use housing growth to create more mixed and balanced areas. This will help to meet PSS3 (CDN4) objective of sustainable, inclusive mixed communities. Over the past 10 years, provision of new affordable homes has tended to gravitate to those areas where the concentrations of social housing are greatest. These are mostly in the middle of the borough, including the action areas of Camberwell, Aylesbury and Peckham (table one and two, CDB2). A key objective in these areas is to introduce a much greater mix of tenures than currently exists. Through the core strategy we have

developed the approach of requiring private homes, as well as affordable home, in those areas with the highest concentrations of affordable housing.

- 2.69. Projects, such as the Aylesbury Area Action Plan (CDAAP1) have demonstrated that community engagement is also key to ensuring that local people are both enthused by the prospect of regeneration and also reassured that the local authority is taking a balanced approach which does not promote housing growth at the expense of creating an area in which people will want to live.
- 2.70. We have set affordable housing targets for our action areas and opportunity areas as follows:
- Providing 875 affordable units in Canada Water Action Area between 2011 and 2026
  - Providing 2100 affordable housing units in Aylesbury Action Area between 2009 and 2026
  - Providing 665 affordable housing units in Bankside, Borough and London Bridge Opportunity Area between 2011 and 2026
  - Providing 2100 affordable housing units in Aylesbury Action Area between 2009 and 2026
  - Providing 1400 affordable housing units in Elephant and Castle Opportunity Area and Elephant and Castle housing sites between 2011 and 2026.
- 2.71. We have also set minimum affordable housing unit percentages for some of our areas. We will require a minimum of 35% affordable housing units outside the opportunity area/action area cores. We will also require this within the Bankside, Borough and London Bridge Opportunity Area. We will require 50% affordable housing in the Aylesbury Action Area. We also set out in policy 6 that we will set out minimum affordable unit percentage for our action area cores and action plans. Through the publication version Canada Water Area Action Plan (CDAAP2) we have proposed a 35% minimum policy across the whole of the AAP area. We have suggested to the Planning Inspector through our table of changes that this is added into core strategy policy 6. We will set out this detail for the other area action plans as they are developed.
- 2.72. We have also identified 2095 new homes within the Aylesbury Area Action Plan between 2009 and 2026 and the AAP includes a masterplan and phasing plan for this development.

#### Requiring a minimum of 35% private housing

- 2.73. PPS3 paragraph 9 seeks to create sustainable, inclusive, mixed communities (CDN4). London Plan 2008 (CDR1) policy 3A.5 and draft replacement London Plan 2009 (CDR2) policy 3.8 also requires us to

ensure new development offers a range of housing choices. This should include market housing as there is a need for market housing identified in the Housing Requirements Study (CDH4) and the SHMA (CHH1 and CDH2).

- 2.74. Southwark has one of the highest amounts of social housing stock as set out in the overview section above. The figures from the 2001 Census break this down into wards as shown in appendix B of CDB2. They show these areas with the highest amounts of affordable housing. Our housing completions figures from the Annual Monitoring Report also show that most of the affordable housing completions are in these same wards (appendix A and B, CDB2). Based on a combination of figures for existing stock and recent completions, the wards with the highest levels of affordable housing (mostly social rented housing) are Faraday, Camberwell Green, Brunswick Park, Peckham, Livesey, South Bermondsey, Nunhead and the Lane. We want to make sure that these areas provide a range of housing types with varied neighbourhoods. This policy will make sure that there will be a choice of housing types in the future in these areas rather than these areas being dominated by one type of housing.

#### Replacement affordable housing

- 2.75. Policy 3A.12 of the London Plan 2008 (CDR1) and policy 3.15 of the draft replacement London Plan 2009 (CDR2) states that development plan policies should prevent the net loss of housing, including affordable housing.
- 2.76. Therefore, the council's strategy expressed in its policies is to allow for the loss of affordable housing to other tenures to provide for the creation of more mixed communities whilst maintaining growth overall. This strategy also allows for investment into housing estates, both by private owner-occupiers, and in order to bring investment into an estate and allow cross funding to bring all affordable homes up to Southwark's Decent Homes Standards. 47.2% of the council owned stock does not meet Decent Homes Standards. We cannot replace all affordable housing due to viability and as we also need to improve the quality homes including meeting Decent Homes Standards and providing more family homes. Therefore the council should be flexible in securing funding to make improvements, and it is appropriate that this might include cross funding through partnerships with the private sector in estate regeneration. Further information on Decent Homes is set out in section above and in the council's Housing Strategy (CDH14)

#### General conformity

- 2.77. The London Plan 2009 (CDR1) reiterates PPS3's objective for more affordable housing by requiring development plan policies to set

overall targets for affordable housing. London Plan policy 3A.9 requires this to be based on housing need and a realistic assessment of supply. The London Plan's strategic objective is for 50% of housing to be affordable. The draft replacement London Plan 2009 (CDR2) policy 3.12 sets out that boroughs should set out an overall target and that this may be expressed as in absolute or percentage terms. Our approach is to set a numerical target of 8558 affordable housing units between 2011 and 2026. This is 35% of our overall housing target. We also set percentage policies for some areas. This is in conformity with both the London Plans and is based on assessment of need, assessment of viability and the need to create mixed and balanced communities.

- 2.78. London Plan 2008 policy 3A.5 states that boroughs should take steps to identify the full range of housing needs within their area and offer a range of housing choices. Requiring an element of private housing in the parts of the boroughs currently dominated by affordable housing means that we can offer a range of housing choices. Draft replacement London Plan 2009 policy 3.10 also sets out that a more balanced mix of tenures should be sought particularly in neighbourhoods where social renting predominates. Policy 6 is in conformity with both these policies.

#### Saved policies

- 2.79. Core strategy policy 6 will replace sections i, ii and iii of Southwark Plan Policy 4.1 (CDS1). The section of policy 4.4 setting out the mix of social rented and intermediate housing within affordable housing will continue to be used. We will review this part of the policy through the preparation of the housing development plan document identified in our Local Development Scheme (CDL5). Southwark Plan policy 4.4 will be saved until the core strategy is adopted.

## **Policy 7 – Family homes**

### **Issues and options**

2.80. We consulted on two options at issues and options. One option was to require 25% family housing on all sites but set different levels in growth areas. Within the growth areas: Central Activities Zone including Elephant and Castle, Bankside and London Bridge as 10% family housing. The second option was to have no set requirement and decide on a site by site basis.

### **Preferred options**

2.81. We consulted on:

- At least 60% of homes in a development to have 2 or more bedrooms
- At least 30% of homes in a development to have 3, 4 or 5 bedrooms except in the Elephant and Castle Opportunity Area where 10% of homes to have 3 or more bedrooms
- Around 50% of 3, 4 or 5 bedroom units to be private or intermediate and 50% social rented housing
- A maximum of 35% of homes in a development to have 1 bedroom
- Investigating how many homes with 2 or 3/more bedrooms should have larger unit sizes than the minimum.
- Investigating how many homes with 2 or 3/more bedrooms should have a minimum of two double bedrooms.
- A maximum of 5% of homes will be allowed to be studios and only for private housing.

2.82. We amended the approach at publications stage to take into account comments received through consultation, findings for the EQIA and SA and further research in our housing studies. The approach taken forward is also more straight forward and implementable than the approach consulted upon at preferred options. The strategy is set out in the section below and links the requirement for family homes with density levels.

### **Sustainability appraisal**

2.83. The sustainability appraisal (CDCS4) of the issues and options core strategy identified that option 1 of having more family housing will have a positive impact by promoting social inclusion, equality, diversity and community cohesion by developing more mixed and balanced communities. This was identified as a positive in terms of offering a wider range of housing types in the borough which will help to provide everyone with the opportunity to live in a decent home.

2.84. Option 2 at issues and options was identified as possibly having a negative impact on social inclusion, equality and community cohesion

as deciding the amount of family housing on a site by site basis may result in less family housing. This could mean that people cannot afford to live in appropriate accommodation.

- 2.85. This led to the development of option 1 as the preferred option as it was identified as have a positive impact by developing more mixed and balanced communities.
- 2.86. The sustainability appraisal of the publication core strategy highlighted that policy 7 will have a positive impact by offering a wider choice of housing types. It will also have a positive impact by locating most housing, including family housing in growth areas reducing the need to travel by car.

### Equalities impact

- 2.87. The Equalities Impact Assessment (CDCS6) identified that the area-based approach to family housing will have a positive impact on equalities target groups who live in these specific areas. It identified at those in some faith and belief, race and ethnicity equality target groups are most in need of family housing and so this policy would have a very positive impact on these groups.

### Consultation responses

- 2.88. Our consultation statement and appendices (CDCS6) set out a summary and full details of the consultation responses and the officer comments at both issues and options and preferred options consultation.
- 2.89. The responses at the issues and options stage were very mixed in terms of preferring option 1 or option 2. Option 1 was taken forward with amendments as set out below as it helps to create more mixed and balanced communities and provides for some of our identified housing need.
- 2.90. Concern was raised with ensuring that family housing is in the right locations with access to gardens. We subsequently changed the policy approach in the publication core strategy to require higher levels of family housing in the suburban zone.
- 2.91. The preferred options approach setting how much of the family housing should be social rented was seen as too detailed and we have taken this out and it will now be covered in our housing development plan document.

### The strategy

- 2.92. Of the borough's existing 122,800 households 34% live in 3 bedroom dwellings, 35% in 2 bedrooms dwellings, 26% in 1 bedroom dwellings and 5% in studios as identified in our Housing Requirements Study (CDH4). Our strategy is to provide as many family homes as possible in Southwark. We also aim to provide housing of different sizes and types to meet the needs of specific groups. This is to work towards meeting the full range of housing need as set out in Housing Requirements Study and the Strategic Housing Market Assessment. This meets the requirements of PPS3 (CDN4) paragraphs 9 and 22, London Plan 2008 policy 3A.5 (CDR1)) and the new draft replacement London Plan 2009 policy 3.8 (CDR2). PPS3 and both the London Plans require boroughs to provide a good mix of housing taking into the account the housing requirements of different groups. To achieve this we require individual developments of more than 10 units to provide a mix of accommodation.

### Family housing

- 2.93. Our strategy is to provide a range of housing sizes with as many family sized dwellings (3 bedrooms plus) as possible. The provision of larger units will provide a wider range of housing types in the borough helping to ensure everyone has the opportunity to live in a decent home and provide a choice of housing. We take a spatial approach to provision, requiring more family housing in less dense areas. We will also bring forward higher levels of larger sized dwellings on sites where we are a landowner such as the Aylesbury where we are developing 30% family housing including 7% as 4 bedrooms and 3% as 5 bedrooms. This requirement is only applied to those sites suitable for the provision of on-site family housing, namely sites of 10 or more units for viability reasons. The levels are more limited in denser areas as these are less suitable for family housing and also units need access to private outdoor amenity space as they accommodate families. This requirement for private amenity space for family homes is set out in our Residential Design Standards SPD (sections 2.6m 3.1 and 3.2, CDSPD8). The Mayor's Providing for Children and Young People's Play and Informal Recreation SPG (section 4.21, CDR11) also requires new housing developments with family housing to provide communal play areas for children, and this is reiterated in our Residential Design Standards SPD and through policy 3.6 of the draft replacement London Plan (CDR2). Our Affordable Housing Viability Study 2010 (section 6.2, CDH16) shows that whilst an increase in the proportion of family housing does have some impact on residual values, it is unlikely to be sufficiently significant to affect the ability of developers to bring sites forward.
- 2.94. Our monitoring over the past four years through the Annual Monitoring Reports shows that we have completed between 8 and 13% of new homes as 3 bedroom plus units (table five, CDB2). This has not been enough to meet our need for family housing.

- 2.95. Our Strategic Housing Market Assessment and Housing Requirement Study (CDH1, CDH2 and CDH4) identify that there is a need for more family housing in the borough across all tenures. The SHMA shows there is 60% need for 3 bedroom plus dwellings when modelled against the London Plan targets (figure 122, CDH2). The London SHMA (CDR46) and paragraph 3.41 of the draft replacement London Plan (CDR2) refer to the failure to provide enough larger homes has seen over-crowding among families grow by a third over the decade to 2007. Providing more family housing will help to meet the housing requirements of local residents which will help to reduce poverty in the borough and mean that families do not need to move out of the borough to find suitable accommodation. At the moment, as identified in our Housing Requirements Study 13,986 households live in overcrowded accommodation (figure 88, CDH4). Providing more family housing will help reduce overcrowding in the borough and ensure more people have access to high quality accommodation which will help to improve the health of the population. The provision of more family housing in accessible locations will help to reduce the need to travel by car. More family housing will also promote social inclusion, equality, diversity and community cohesion, by developing more mixed and balanced communities. Through the core strategy we set out the housing mix may be split between private, social and intermediate housing. We will look at providing more detailed policies on whether we should specify the housing mix for different tenures through the preparation of the housing development plan document, which we will be consulting on in early 2011, as set out in our Local Development Scheme (CDL5).

#### Studios, 1 and 2 bedroom housing

- 2.96. Our strategy is to require at least 60% of new units in schemes of 10 or more units to be 2 bedrooms or larger. Our monitoring through the Annual Monitoring Report over the past four years shows that we have completed between 60 and 70% of new homes as 2 bedroom plus units (CDL6, CDL7, CDL8 and CDL9). This demonstrates that this policy is implementable.
- 2.97. Our SHMA shows that there is a need for 2 bedroom dwellings, particularly within market housing. The SHMA shows a need for 21% of new dwellings over the next five years to be 2 bedroom dwellings (figure 122, CDH2). 2 bedrooms dwellings also frequently provide homes for families in need of larger dwellings due to the deficit of 3 bedroom plus homes.
- 2.98. Our monitoring through the Annual Monitoring Report over the past four years shows that we have completed between 29.8% and 41% of housing as 1 bedroom units (CDL6, CDL7, CDL8 and CDL9). Although there is a need for one bedroom units, the economics of development push towards this size of accommodation. The SHMA

identifies a need for 19% of new homes over the next 5 years to be 1 bedroom dwellings (figure 122, CDH2). Our strategy is not to provide specific protection or promotion of these units is not required as they are likely to be provided as part of a mix of dwellings in any case.

- 2.99. From our monitoring through the Annual Monitoring Report over the past three years, very few studio flats are built with less than 0.2% being built (CDL6, CDL7 and CDL8). They generally do not meet housing need. In particular they do not meet the needs of social rented tenants and are unpopular with people on the housing register.

Minimum overall floor sizes

- 2.100. Our strategy is for all developments to meet our minimum overall floor sizes set out in policy 7. This will help to ensure new development is of a high quality with good living conditions. Ensuring an adequate amount of space is provided will help to create pleasant and healthy living environments. Research commissioned by the GLA in 2006, Housing Space Standards showed that the UK homes are built to far smaller standards than the rest of Europe (section 1.3.6, CDR47). There can be many long-term effects of overcrowding including affecting how children perform at school. Our Housing Requirements Study (figure 88, CDH4) shows 13,986 households currently live in overcrowded housing. Requiring larger room sizes will help to ensure sufficient space is provided for play, work and study, and for privacy and quiet.

- 2.101. Our standards have been derived by comparing the standards in our Residential Design Standards SPD, the Aylesbury Area Action Plan and the draft replacement London Plan/draft Housing Design Guide (policy 3.5 and table 3.3, CDR2 and section 4.1.1, CDR48) as set out in table one below.

*Table one- comparison of dwelling size*

No of bedrooms	Adopted residential design standards SPD	Residential design standards SPD + 10% (as consulted on at preferred options	Aylesbury AAP	Draft replacement London Plan 2009 and Mayor’s draft Housing Design Guide	<b>Proposed through core strategy</b>
Studio	32.5	35.75	32.5	-	<b>36</b>
1 bedroom	45	49.5	47.5-52.3	50	<b>50</b>
2 bedroom	60	66	60-86.9	61-83	<b>70</b>
3 bedroom	75	82.5	82.5-106.7	74-102	<b>86</b>
4+ bedroom	90	99	90-126	90-113	<b>95</b>

### Conformity with the London plan

- 2.102. London Plan 2008 (CDR1) policy 3A.5 and draft replacement London Plan 2009 (CDR2) policy 3.8 requires us to make sure that new development offers a range of housing choices and that we carry out an assessment of housing need. We have undertaken a Southwark Housing Requirements Study and a sub-regional Strategic Housing Market Assessment (CDH1, CDH2 and CDHD4)
- 2.103. The draft replacement London Plan policy sets out through policy 3.5 and table 3.3 minimum space standards for new developments. These are the same standards as proposed in the Mayor's draft Housing Design Guide (CHR48). Developers are encouraged to exceed these standards. Table one above compares the core strategy standards against those in the draft replacement London Plan.
- 2.104. Policy 3A.6 of the London Plan and policy 3.5 of the draft replacement London Plan both require housing developments to take into account quality and design. Requiring larger minimum dwelling sizes will assist in building high quality developments.

### Saved policies

- 2.105. Policy 7 replaces policy 4.3 for housing mix except for wheelchair housing. The whole policy be saved until the core strategy is adopted and the section on wheelchair housing will continue to be saved after the adoption and will be reviewed through the housing development plan document.

## **Policy 8 – Student homes**

### **Issues and options**

- 2.106. We consulted on whether we should be allowing student accommodation only in growth areas or whether we should make decisions on a site by site basis throughout the borough.

### **Preferred options**

- 2.107. We consulted on allowing student homes when they are for local universities or colleges and that they should be located in areas with good access to public transport or where they are close to the university or college with which they are linked. We also consulted on requiring student homes to provide an element of affordable housing to assist with provision of affordable and family housing to meet identified needs. We consulted on asking for money to overcome the negative impacts of the development. We also consulted on the option of a saturation policy to encourage new student accommodation only in suitable areas

### **Sustainability appraisal**

- 2.108. The sustainability appraisal (CDCS4) identified that option 1 of focusing student accommodation in growth areas with good public transport accessibility will have a positive impact as it will reduce the need for travel and promote sustainable forms of transport.
- 2.109. Option 1 was developed into the preferred option and the request for an element as affordable housing was seen as having a positive impact to offer everyone the opportunity to live in a decent home.
- 2.110. The publication core strategy sustainability appraisal identified that building student homes in appropriate locations will result in more mixed and balanced communities. By only allowing student accommodation in town centres and areas with good public transport accessibility the impact on air quality and climate change will be minimised and it will reduce the need to travel by car.

### **Equalities impact**

- 2.111. The Equalities Impact Assessment (CDCS6) identified that the equality target groups living in the areas where we allow student housing may experience negative impacts. A large proportion of the people in these areas come from BME groups. These equalities target groups may feel that the land could have been set aside for a different use such as more housing or jobs for the local community or for a new community facility. However, it may also promote cohesion between

different groups as student housing will be located in the areas most suitable to accommodate it. Furthermore, we will require a section 106 agreement and affordable housing within student housing schemes which will have a positive impact by making sure that the communities where new student housing is located also benefit from the development.

### Consultation responses

- 2.112. Our consultation statement and appendices (CDCS6) set out a summary and full details of the consultation responses and the officer comments at both issues and options and preferred options consultation.
- 2.113. The consultation raised that we should be meeting the need for student accommodation for local universities in the borough.
- 2.114. Concern was raised with asking for affordable housing as part of student schemes. The reasons why we are doing this is set out in the strategy section below.
- 2.115. Objection to limiting student accommodation. We have not taken forward a saturation policy as a result.

### The strategy

- 2.116. Our strategy is to work with local universities and colleges to make sure that new student housing is built where it is needed. We encourage student housing in town centres and places with good public transport accessibility.
- 2.117. We recognise the need for more student accommodation across London as set out in the London Student Housing Requirements Study 2007 (CDR23). This concludes a need for 2600 new students in Greater London annually until 2010 and 1800 after this (paragraph 20, CDR23). These are mainly overseas students studying in London. This has to be balanced with the significant need in Southwark for more conventional housing, particularly affordable housing and family housing. Our Strategic Housing Market Assessment (CDH1, CHD2 and CDH3) and Housing Requirements Study (CDH4) both highlight this need. We want to make sure that there is enough land to meet our wider housing needs so we require provision of affordable sites when developments for housing including student housing come forward. This is to encourage wider conventional housing in addition to encouraging student housing where it does not harm the local character and is supported by local educational institutions.

### Locating in town centres and areas with good public transport accessibility

2.118. Locating student accommodation is consistent with PPS3 (CDN4) and London Plan (CDR1 and CDR2) policies which require boroughs to locate dense development in areas with good public transport accessibility. Most student schemes are very intensive development with many bed spaces in the development meaning a large increase in the number of people putting pressure on the surrounding infrastructure. Town centres and areas with good public transport accessibility are the best location for these developments and provision of student housing in these areas will help to make places safer and more attractive helping to reduce levels of crime and fear of crime. The impact of providing more student housing on existing infrastructure will need to be assessed by the individual schemes.

### Affordable housing provision

2.119. This option has been taken forward to provide more student housing whilst also helping to ensure more people in the borough have access to suitable accommodation that is affordable by requiring 35% of schemes to be affordable.

2.120. Southwark has the highest percentage of students in the south east of London (4.1% with 4097 student bed spaces in halls of residence) as set out in the SHMA (figure 3, CDH3). There were around 18,000 full-time students resident in Southwark when the 2001 census was carried out (chapter 2, page 15, CDH15). Evidence through the council's Research into the Need for Additional Student Housing in Southwark 2008 suggests that if figures increase at the same level as predicted across London of 2% per annum, then Southwark will have 24,000 fulltime students living in the borough by 2010 (chapter 2, page 15, CDH15). Southwark already has the highest amount of specialist purpose build student accommodation and overall when combined with private bed spaces, we have the second largest amount of student homes in London (chapter 3, pages 21-22, CDH15). The Strategic Housing Market Assessment identifies that Southwark have 4097 bedspaces in halls of residence (figure 2, CDH3).

2.121. Our Strategic Housing Market Assessment and our Housing Requirements Study identify the significant need for more family and affordable housing. Student housing traditionally does not contribute towards increasing the supply of either of these types of housing. The draft replacement London Plan policy 3.8 (section g) (CDR2) sets out that boroughs should look at requirements for student housing meeting a demonstratable need by working closely with higher and further education agencies and without compromising capacity for conventional homes. Many of the sites that come forward as speculative student housing are identified as possible housing sites as part of the Strategic Housing Land Availability Assessment 2009 (CHR20) and our Development Capacity Assessment March 2010

(CDH20) and are necessary to meet our housing target. We also need the smaller sites under 0.25hectares to come forward as conventional housing to help meet our targets including our affordable housing targets and to meet as much of the housing needs as possible in Southwark. Within the evidence for policy 6 we also identified many of these sites as necessary to ensure we meet our affordable housing target. Provision of student accommodation on these sites will compromise our ability to provide conventional homes, including the significant need for affordable and family homes.

- 2.122. Our Affordable Housing Viability Assessment (CDH16) tested a hypothetical student scheme for a university run residence (which has lower rents than a privately run scheme) and a private sector run scheme. The study concludes that for university run schemes it is unlikely to be viable to request a 35% payment in lieu for affordable housing. For a private run scheme the study concludes that it could be viable and as an indicative figure for the hypothetical scheme tested, it leaves a residual value of £4.54million (section 6.3, CHH16). We will set out within our housing development plan document how we will implement this element of the policy.

### Implementation

- 2.123. Where there is a need for student accommodation we work with our local universities to make sure that they can develop enough student housing developments to meet their needs. We recently worked with South Bank University to develop the Enterprise Quarter supplementary planning document 2008. This is frequently on university owned land. Since 2004/05, 549 student bed spaces have been completed across three schemes in Southwark. We have also granted planning permission for 1436 bed spaces across six schemes, of which one of 230 bed spaces has started to be built. One of these schemes in the north of the borough is particularly large at 671 bedspaces. At the time of producing this document there were also a number of other schemes at pre-application and planning application stage.

### Conformity with the London plan

- 2.124. London Plan 2008 (CDR1) policy 3A.5 and draft replacement London Plan 2009 (CDR2) policy 3.8 requires us to attempt to identify the full range of housing needs within our borough and offer a range of housing choices. The draft replacement London Plan policy 3.8 (section g) sets out that boroughs should look at requirements for student housing meeting a demonstratable need by working closely with higher and further education agencies and without compromising capacity for conventional homes. Policy 3A.7 of the London Plan encourages boroughs to look at a range of sources of supply of affordable housing including provision for non-self contained housing.

The draft replacement London Plan through paragraph 3.60 also sets out that boroughs should look at potential sources of supply of affordable housing including provision from non-self-contained housing. As set out in the Mayor's Housing SPG 2005 (CDR6) non-self contained housing includes student housing, and this is how it is recorded through the AMR and the London Development Database.

### Saved policies

- 2.125. The student policy is a new policy and does not replace any policies in the Southwark Plan 2007 (CDL1). The requirement of non self-contained housing to demonstrate need is being saved as part of the Southwark Plan 2007 policy 4.7. This will be replaced in the housing development plan document as set out in our Local Development Scheme (CDL5). We will review our Affordable Housing SPD (CDSPD7) as we prepare the housing development plan document. We will begin consulting on this in early 2011. It will set out how we will implement the requirement for 35% affordable housing to look at whether it will be provided on site, off-site or as an in-lieu payment.

## **Policy 9 Travellers and Gypsies**

### Issues and options

- 2.126. We consulted on the options to provide between 12 and 17 new pitches. This was the initial evidence of need coming out of the London Gypsy and Travellers Accommodation Needs Assessment 2008.

### Preferred options

- 2.127. We consulted on setting out in the publication/submission version how we will try to meet the need for Travellers and Gypsy pitches within Southwark. This was awaiting the final target that was being prepared as part of the Mayor's new London Plan

### Sustainability appraisal

- 2.128. The sustainability appraisal (CDCS4) identified that the option to provide new pitches would help promote equality for all and have a positive impact.
- 2.129. This helped to develop the publication core strategy policy 9 and by protecting all our Traveller and Gypsy sites we will ensure we have a positive impact community cohesion. Setting criteria for new sites will ensure that they are appropriately located and that they have a minimal impact on the environment.

## Equalities impact

2.130. The Equalities Impact Assessment (CDCS6) was taken to the Equalities and Diversity Panel at every stage of consultation. At issues and options stage the panel advised us to consider the overcrowding of existing Traveller and Gypsy sites. We have subsequently set out criteria for how we may allocate Traveller and Gypsy sites in the future. This may improve community cohesion and good relation by making sure that new sites are located in suitable areas. We are also protecting the four existing gypsy and traveller sites. This will have a very positive impact on the gypsy and traveller group.

## Consultation responses

- 2.131. Our consultation statement and appendices (CDCS6) sets out a summary and full details of the consultation responses and the officer comments at both issues and options and preferred options consultation.
- 2.132. The consultation responses suggested that the council should continue to maintain and improve Traveller and Gypsy sites. There were also comments asking the council to protect its current sites. The publication core strategy now protects all four of our Traveller and Gypsy sites.

## The strategy

- 2.133. PPS3 requires boroughs to consider the need to accommodate Travellers and Gypsies (paragraph 21, CDN4). London Plan 2008 (CDR1) policy 3A.14 and draft replacement London Plan 2009 (CDR2) policy 3.9 reflect PPS3 and require boroughs to protect their Traveller and Gypsy sites. We have 38 Traveller and Gypsy authorised pitches across four sites which is 7% of the total authorised pitches across London. We will protect all four sites and our proposals map will be amended to show their protection (CDCS7). All four sites have permanent planning permission.
- 2.134. Providing more pitches in suitable locations in the borough for Travellers and Gypsies will help to reduce poverty for people in this group and help to ensure that people in this group have access to education, health and other facilities. Safeguarding existing pitches and identifying new sites will help to meet the accommodation needs of Travellers and Gypsies and the criteria for new sites will help to mitigate the risk of sites to flooding. Evidence has shown that having suitable Traveller and Gypsy sites leads to an improved quality of life for people in this group and improved health. The criteria for additional sites will ensure that sites have appropriate facilities and safe access,

which will help to reduce crime and fear of crime and promote equality for all and increase social inclusion, diversity and community cohesion. Identifying new sites for gypsies and travellers with regard to the availability of essential services such as waste disposal and water, will help to reduce levels of waste and promote more sustainable use of water in the borough. Safeguarding existing sites and identifying suitable sites for additional pitches may help to protect the quality of existing townscapes and landscapes. The council are also refurbishing the existing sites. Ilderton Road and Bridale Close sites have been recently been refurbished, Burnhill Close is currently being refurbished and we are planning to refurbish Springtide Close.

### Conformity with the London plan

2.135. London Plan 2008 (CDR1) policy 3A13, requires boroughs to assess the accommodation needs of Travellers and Gypsies and review the pitch capacity of each borough. It requires development plan documents to: provide existing sites, site out criteria for identifying the suitability of new sites and identify them where shortfalls are identified. The draft replacement London Plan 2009 (CDR2) policy 3.9 sets out that boroughs should translate the pitch targets in table 3.4 into specific LDF site allocations. The draft replacement London Plan (CDR2) initially set out that Southwark's allocation is 15 pitches between 2007 and 2017. This has subsequently be amended through the minor alteration to the draft replacement London Plan (CDR84). The minor alteration sets out that our allocation will be for 8 pitches. The London Gypsy and Traveller Accommodation Needs Assessment (CDR21) has fed into the pitch requirements in both the draft replacement London Plan and the minor alteration.. Our Local Development Scheme (CDL5) contains a housing development plan document which will manage the need for provision of accommodation for Travellers and Gypsies. This is the most suitable document to consider providing new sites as this is where we will provide the detailed policies and allocations.

### Saved policies

2.136. The core strategy policy will replace the Southwark Plan 2007 (CDL1) policy 4.8 Travellers and Gypsies. The current Southwark Plan policy will be saved until the new core strategy is adopted. The housing development plan document will manage the need for provision of accommodation for Travellers and Gypsies.

### **3. HOUSING IMPLEMENTATION STRATEGY**

- 3.1. In accordance with PPS3 (CDN4) we have developed a housing implementation strategy.
- 3.2. Paragraph 52 of PPS3 (CDN4) requires us to develop policies and implementation strategies to ensure that sufficient, suitable land is available to achieve our housing and previously-developed land delivery objectives. This should include Local Development Documents setting out policies and strategies for delivering housing, including identifying broad locations and specific sites that will enable continuous delivery of housing for at least 15 years from the date of the plan adoption. The five housing policies within the core strategy set out our strategic policies to deliver housing. More detailed housing policies will be set out in our area action plans and our development management and housing development plan documents
- 3.3. This section of the background paper sets out our implementation strategy, as developed for the core strategy. We will further develop this strategy alongside the preparation of our area action plans and housing and development management development plan document.

#### Delivering a flexible supply of land

- 3.4. Paragraphs 53 to 57 of PPS3 (CDN4) sets out the requirement to identify broad locations and specific sites to ensure the continuous delivery of housing.
- 3.5. Core strategy strategic targets policy 2 and strategic policy 5 set out the broad locations for housing growth in Southwark. These policies set out the housing targets for the Bankside, Borough and London Bridge Opportunity Area, Elephant and Castle Opportunity Area, Canada Water Action Area and Aylesbury Action Area. The majority of our housing growth will be within these areas.
- 3.6. We will also be setting housing targets for our other action areas (Camberwell, Peckham and Nunhead, and Old Kent Road through the preparation of area action plans for these areas.
- 3.7. As part of the preparation of the core strategy we have looked at all our potential housing sites. We have developed a spreadsheet to assess the potential capacity of these sites. This is our Development Capacity Assessment March 2010 (CDH20). We used the Mayor's Strategic Housing Land Availability Assessment (CDR20) as the basis for this study and then considered each of these sites in detail, and at sites under 0.25hectares. As part of a cross council working group with officers from planning policy, development management, housing strategy, housing management and property, we relook at these potential housing sites every month. As part of this assessment we

also look at the likelihood of the site coming forward including considering whether it has planning permission, information from discussions with RSLs and feedback from the HCA. Based on this study we have identified a 15 year housing supply, in accordance with PPS3 (CDN4). We do not expect all of these sites to come forward, for the reasons as set out above under policy 5. However, we are doing everything we can to bring forward as many of these as possible.

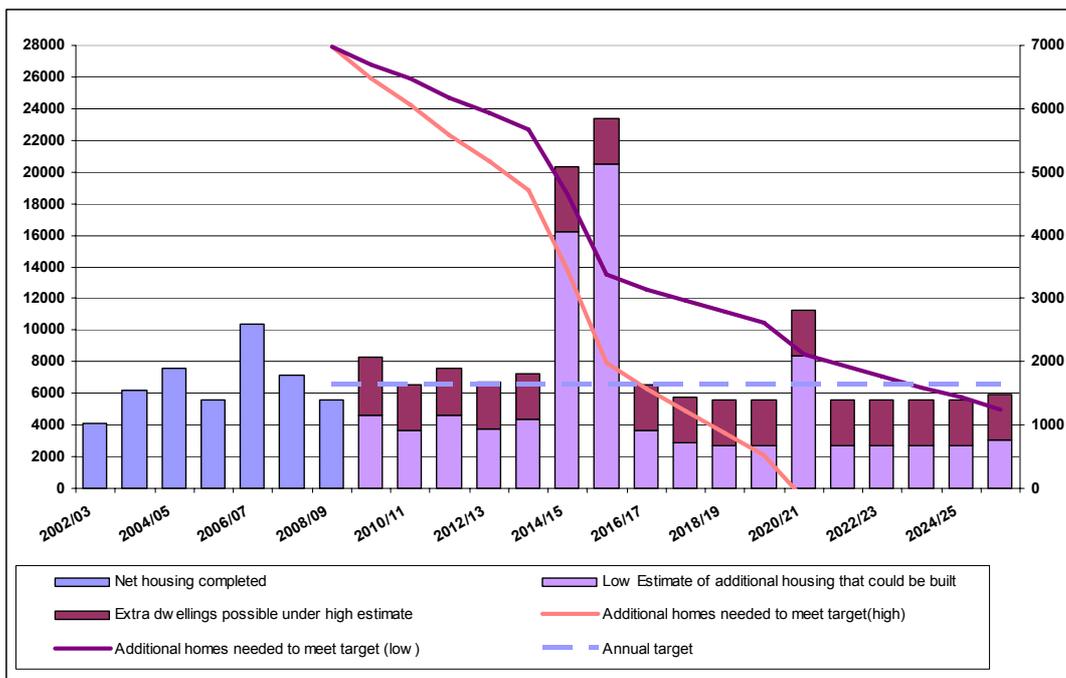
- 3.8. From our Development Capacity Assessment March 2010 (CDH20) we have identified a 5 year supply of deliverable sites. We will continue to update the Development Capacity Assessment on a monthly basis. In accordance with PPS3 these sites are available, suitable and achievable. We have identified that there could be 13,527 new homes delivered for the first 5 years of the core strategy between 2011 and 2016. Of these, 5697 already have planning permission over 50 sites, increasing the certainty of these sites being developed. 6194 of these homes are on allocated sites (across 40 of our proposals sites). Whilst we are not allocating sites for housing through the core strategy, we are continuing to save the proposals schedule from the Southwark Plan where the site has not already been developed. We have also allocated sites for housing through the adopted Aylesbury Area Action Plan (CDAAP1). We are also allocating sites for housing through the Canada Water Area Action Plan (CDAAP2). Allocating sites for housing should increase the likelihood of the sites being developed for housing. We will also be allocating other sites for housing through the area action plans and the housing development plan document. The implementation strategy will be further developed alongside the preparation of these more detailed development plan documents.
- 3.9. From our Development Capacity Assessment March 2010 (CDH20) we have also identified developable sites for the further 10 years of the plan from 2016 to 2026. We have identified 9611 new homes could come forward in this time period. 3169 of these are within allocated proposals sites.

#### Housing trajectory

- 3.10. Our housing trajectory sets out our estimate of housing supply. It illustrates the expected rate of housing delivery throughout the 15 years of the plan. We have put forward to the Inspector that a revised housing trajectory should be inserted in the core strategy to replace figure 20. As advised by the Government Office for London this now covers the 15 years of the core strategy. The revised housing trajectory is set out below in figure one. The trajectory takes into account projections of housing delivery on our Southwark Plan proposals sites the proposals sites being allocated through the Canada Water area action plan (CDAAP2) and the sites allocated through the Aylesbury area action plan (CDAAP1). It also takes into account projections for five schemes being developed with the council. These are our major estate regeneration schemes of Wooddene,

Elmington, Silwood, Coopers Road and East Dulwich Estate. The trajectory also takes into account an expected amount of housing to be delivered on windfall sites. Paragraph 59 of PPS3 (CDN4) says that windfall sites should not be included in the first 10 years of land supply, unless we can provide robust evidence of genuine local circumstances. In our case, looking back historically to 2004/05 we have delivered 1263 new homes annually on non-allocated windfall sites. As a result we have continued to include a figure for windfall sites in our housing trajectory. We have inserted a high and a low figure. The low figure is based on our Housing Capacity Study 2005 (CDH19) of 541. The high figure is based on past completions over the past 5 years of 1263 homes. We will revise the housing trajectory yearly, and will add further proposals sites as we allocate them through other development plan documents. We will also revise the windfall figure as appropriate.

Figure one –revised housing trajectory to cover the plan period



**Implementation, delivery and infrastructure**

- 3.11. Strategic policy 14 of the core strategy sets out our approach to ensure that our strategic vision and objectives are implemented. Within this policy we set out who we will work with to ensure we deliver our policies. Further detail is also set out in tables 1 and 2 on implementation, delivery and infrastructure for both policies and areas. This sets out detail on how we will implement all five housing policies, and also housing aspects for some of our growth areas.
- 3.12. As a council we are already engaged with the HCA, developers and RSLs to work together to bring forward more housing, including more

affordable housing in Southwark. This is in accordance with paragraph 62 of PPS3 (CDN4). This has included:

- The council holds regular quarterly review meetings with all the RSLs actively developing in the borough, and ad hoc meetings on specific issues as required. These meetings and monthly scheme progress updates have been in place for several years. In recent times these processes have provided scheme by scheme health-checks and projections.
- Strategic quarterly meeting between the RSLs and the council at a Southwark level (SOUHAG) and on a sub-regional basis (SELHAG).
- There is also direct engagement with the private developers about a range of schemes in Southwark. This ranges from major partnerships in progress for example at Canada Water, to market testing and dialogue around major land disposals in the borough eg at Elmington Estate and Wooddene. This engagement provides a barometer of developer appetite for a range of mixed tenure opportunities in Southwark. Engagement has also occurred on a range of other schemes where viability assessments have been conducted as part of the planning process.
- This intelligence derived has been collated into Southwark's housing development database and the new housing supply and demand model. Housing delivery projections are therefore based on robust and up to date information, and are therefore viewed to be realistic and achievable.
- The programme of liaison about affordable housing delivery in Southwark that was held with the former Housing Corporation has continued with HCA. In addition the council and the HCA have formed a formal partnership arrangement to secure housing delivery, and which is the vehicle in Southwark for the HCA's Single Conversation. We have agreed a delivery schedule of schemes, including Aylesbury and Canada Water where both organisations focus on complementary objectives. We are also committed to using the HCA's Developer Panel for delivering Phase 1 of the Aylesbury redevelopment.
- Another layer of engagement with developers, both private and RSL, occurs through the Local Strategic Housing Partnership, which has just had its first Housing Strategy adopted by the council. Here the emphasis has been on the challenge of meeting the housing delivery targets as would be expected, but with a focus on innovation and problem solving informed by the knowledge and experience of the Partnership members.

### Monitoring

3.13. We will continue to monitor and review our delivery of housing through our Annual Monitoring Report. Every year we update our housing

trajectory as part of the AMR. We review all the proposals sites to review how much housing comes forward on our proposals sites. As we designate more sites for housing through area action plans and the housing development plan document, we will add these sites into the AMR review process. We also review the Development Capacity Assessment at our monthly internal meetings to ensure we are working towards delivering our housing targets.

- 3.14. As set out in the core strategy through section 7 and table 3, we will also continue to monitor our housing policies through the AMR to review the effectiveness of our policies and whether we need to change any of our policies or develop new policies in the forthcoming area action plans and housing development plan document.

#### The impact of the recession

- 3.15. Our monitoring to date shows that the experience of the recession in Southwark has been the slowing and realigning of many schemes, and projected starts of new schemes not happening. This is not unique and can happen with individual schemes at the best of times. However there are a number of important examples which have stalled considerably and have impacted on our current delivery of housing.

- 3.16. These include:

- *London Park Hotel SE11 – 470 total, 145 affordable, 325 private. Original completion 2010-11 now expected 2014-15.*

This scheme is part of the London Wide Initiative (English Partnerships), and located in the Elephant and Castle core development area; it was intended to be one of the major early landmark developments. In the worsening market circumstances, the scheme immediately ran into viability problems. The developer had agreed options for revised delivery, alterations to the tenure mix, and obtained a deed of variation to the S106. However, viability issues associated with the development of the proposed tower could not be overcome and the scheme will now need to be revisited and is currently being considered by HCA for inclusion in the Private Rented Sector Initiative (PRSI)'. .

- *Elephant Rd Volvo Site SE17 - including 76 affordable units. Original completion 2010-11.*

Also a key strategic site at the Elephant and Castle, incorporating infrastructure works to service the core development. The scheme is a mixed use development, but has run into viability problems because of a shortage of bank funding and reduced sales values. The developer has recently started negotiations with a sovereign wealth fund and is confident that the scheme will proceed, but it will not complete in time to assist with meeting our current local area agreement housing target. .

- *Bermondsey Spa Phase 3 & 4 SE16 - 232 affordable units, 87 private. Original completion 2010-11 now 2013-14.*

In the initial 2008/11 NAHP programme, only one phase was allocated funding. As the opportunities for cross-subsidy receded, the overall project was reviewed and resubmitted to HCA as part of the regular market engagement process. Although now in receipt of funding, there has however been significant slippage in the completion programme.

- *Maltby St SE1 - 66 private units, 22 affordable through S106. Original completion 2009-10 now 2011-12.*

Started on site 2005. The original developer ran into financial difficulties and the scheme was delayed. The developer then ceased trading altogether, although the site has been bought and is being completed by others.

- 3.17. We will continue to monitor our schemes and bring forward as much housing as possible. In particular we have been using a number of innovative ways to support delivery. These have included:
- Southwark was one of the first authorities to build reviews into S106 agreements, so that if end values in developments increase beyond an agreed baseline, there is scope to improve the affordable proportion. This has been the case on a number of schemes including two sites at Canada Water. At the Decathlon site in Canada Water, 27% affordable housing has been permitted for phase 1 with the development needing to have begun implementation within 2 years. Prior to the implementation of phase 2 a new affordable housing viability assessment will need to be submitted. For the Surrey Quays Leisure Park site (Mast Leisure) outline application, 25% affordable housing has been agreed, with the requirement for a new financial appraisal alongside each reserved matter.
  - The council has also adopted the practice of granting short consent periods on smaller schemes where concessions are made on the affordable proportion, to encourage their early delivery.
  - The council has shifted from the longstanding policy of not supporting the use of Social Housing Grant for S106 affordable housing delivery. Now, where developments have a 3 Dragons economic appraisal that shows the need for additional finance to enable the scheme to deliver, and the quality of the units reach the required standards and provide the required mix of units to address housing need in the borough, support is given for bids to the HCA. This policy development has been conducted in a controlled fashion with external validation (eg by the District Valuer on individual schemes). Obviously this has assisted in making schemes viable overall and improved the proportion of affordable housing.
  - Shared ownership units being changed to general needs rent or another form of intermediate tenure, for example intermediate rent, and /or private units changed to an intermediate, other than shared ownership or general needs rent.
  - The council has liaised with developers and supported bids for Kick Start funding on a number of large developments. Unfortunately, only one scheme in Southwark has been accepted.

- The council is also investing resources in unlocking important schemes, for example at Elmington Estate where a mixed scheme of redevelopment of and investment to Decent Homes standard has been agreed.
- 3.18. We have also continued to work closely with the HCA to secure further funding. In addition to the formal delivery partnership arrangements described above, we are working with the HCA to develop a Borough Investment Plan which will formalise the relationship developed through the 'Single Conversation' process
- 3.19. Partly as a result of our close working with the HCA, we have secured high level of funding for schemes. This has included:
- 2009/10 – HCA allocated £82,732,274 to new schemes and existing stock in Southwark (1106 new homes)
  - 2010/11 – HCA allocated £68,010,453 to new schemes and existing stock in Southwark (692 new homes)
  - Total: 2009-2011 – HCA allocated £150,747,727 to new homes and existing stock in Southwark (1,798 homes). This is the highest amount in the south-east region.
  - Of this total, £143,316,225 was allocated for new build between 2009-2011.  
£21,963,991 was allocated for intermediate (516 homes)  
£121,352,234 was allocated for social rent (999 homes).
- 3.20. We will continue to work closely with our partners and continue to create innovative ways of bringing forward as much housing, including affordable housing as possible.

#### **4. DOCUMENT REFERENCES**

##### **NATIONAL**

- CDN1 Planning Policy Statement 1 Planning for Sustainable Development 2005
- CDN4 Planning Policy Statement 3 Housing (2006)
- CDN8 Planning Policy Statement 12 Local Spatial Planning (2008)
- CDN18 Circular 05/05 Planning Obligations
- CDN19 Circular 01/2006 Planning for Gypsy and Traveller Caravan Sites
- CDN20 Circular 04/2007 Planning for Travelling Showpeople
- CDN37 Office of National Statistics Census in 2001

##### **REGIONAL**

- CDR1 The London Plan Consolidated with alterations (2008)
- CDR2 Consultation draft replacement London Plan (October 2009)
- CDR4 Draft London Housing Strategy (May 2009)
- CDR6 Housing SPG (2005)
- CHR7 Draft interim Housing SPG (2009)
- CDR11 Providing for Children and Young People's Play and Informal SPG (March 2008)
- CDR16 Strategic Housing Market Assessment in London. Statement from Government Office for London, the Greater London authority and London Councils (March 2008)
- CDR17 Addressing PPS3 requirements for a 15-year housing land supply (interim approach). Statement from Government Office for London and the Greater London Authority (March 2008)
- CDR20 GLA Strategic Housing Land Availability Assessment and Housing Capacity Study 2009
- CDR21 Gypsies and Travellers Accommodation Needs Assessment (May 2008)

- CDR23 London Student Housing Requirements Study (2007)
- CDR46 GLA Strategic Housing Market Assessment (2008)
- CDR84 Minor Alteration to the draft replacement London Plan  
Draft policy 3.9 Gypsies and Travellers (including travelling  
show people) (March 2010)

## **LOCAL**

- CDL1 The Southwark Plan 2007
- CDL2 Southwark 2016 – the Sustainable Community Strategy
- CDL6 Annual Monitoring Report 08/09
- CDL7 Annual Monitoring Report 07/08
- CDL8 Annual Monitoring Report 06/07
- CDL9 Annual Monitoring Report 05/06
- CDL10 Annual Monitoring Report 04/05
- CD11 Local Area Agreement 2009-2012

## **HOUSING**

- CDH1 Draft Strategic Housing Market Assessment (2009) key findings  
report
- CDH2 Draft Strategic Housing Market Assessment (2009) core data  
report
- CDH3 Draft Strategic Housing Market Assessment sub report –  
students (2009)
- CDH4 Southwark Housing Requirements Study (2009)
- CDH5 Southwark Housing Requirements Study sub report –  
Camberwell (2009)
- CDH6 Southwark Housing Requirements Study sub report –  
Bermondsey (2009)

CHH7	Southwark Housing Requirements Study sub report – Rotherhithe (2009)
CDH8	Southwark Housing Requirements Study sub report – Dulwich (2009)
CDH9	Southwark Housing Requirements Study sub report – Borough and Bankside (2009)
CDH10	Southwark Housing Requirements Study sub report – Aylesbury Estate (2009)
CDH11	Southwark Housing Requirements Study sub report – Walworth (2009)
CDH12	Southwark Housing Requirements Study sub report – Peckham (2009)
CDH13	Southwark Housing Requirements Study sub report – Nunhead and Peckham Rye (2009)
CDH14	Southwark Housing Strategy 2009-2016
CDH15	Research into the need for additional student housing in Southwark
CDH16	Affordable Housing Viability Study 2010
CDH17	Private Sector Stock Condition Survey 2008
CDH19	Housing Capacity Study 2005
CDH20	Development Capacity Assessment March 2010
CDH21	South-East London Housing Strategy 2006
CDH22	South East London Guide for RSLs and developers (2007)
CDH23	South East London Wheelchair Homes Design Guidelines (revised August 2009)
CHD24	Southwark Supporting People Strategy 2005-2010
CDH25	Developing minimum standards for permanent gypsy and traveller sites in South East London

## **AREA ACTION PLANS**

- CDAAP1 *Aylesbury Area Action Plan 2009*
- CDAAP2 Canada Water Area Action Plan Publication/Submission 2010
- CDAAP3 Peckham and Nunhead Area Action Plan Issues and Options 2009

### **SUPPLEMENTARY PLANNING DOCUMENT**

- CDSPD1 Draft Bankside, Borough and London Bridge SPD/ OAPF (2009)
- CDSPD2 Draft Dulwich SPD (2009)
- CDSPD7 Affordable Housing SPD 2008
- CDSOD8 Residential Design Standards SPD 2008
- CDSPD9 Design and Access Statement SPD (2007)
- CDSPD10 Elephant and Castle Development Framework SPG (2004)
- CDSPD11 Elephant and Castle Enterprise Quarter SPD (2008)
- CDSPD12 Walworth Road SPD (2008)
- CDSPD13 Canada Water SPG 2005

### **CORE STRATEGY BACKGROUND PAPERS**

- CDB2 Housing background paper one
- CDB3 Housing background paper two
- CDB4 Housing background paper three – density
- CDB6 Employment background paper

### **CORE STRATEGY DEVELOPMENT PLAN DOCUMENT AND SUPPORTING DOCUMENT**

- CDCS1 Core Strategy Submission/Publication 2009
- CDCS3 Equalities impact assessment
- CSCS4 Sustainability Appraisals and appendices
- CDCS6 Consultation statement and appendices

CDCS7 Changes to proposals map document and maps

## Core strategy

CDB4. Housing Background Paper Three - Density

March 2010



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## 1. INTRODUCTION

1.1. The purpose of this background paper is to set out the context for planning the density of residential development in Southwark and the rationale behind the guidelines set out in the emerging core strategy policy 5. It will:

- summarise the key national, regional and local policies that have influenced the emerging core strategy
- outline the research that we have undertaken in reviewing the density guidelines and the decisions made as part of the inquiry into the Southwark unitary development plan
- consider the issues, options and preferred options that have influenced the density element of core strategy policy 5
- set out our strategy for ensuring that development is within the appropriate density parameters
- set out the saved policies and conformity issue with the London plan

## 2. POLICY BACKGROUND

National Policy

*Planning Policy Statement 1 2005: (PPS1) Creating sustainable communities [CDN1]*

2.1. Paragraph 27, point 8 states that developments plans should “promote the more efficient use of land through higher density, mixed use development and the use of suitably located previously developed land and buildings”. Paragraph 35 highlights the importance of high quality and inclusive design that supports the efficient use of resources.

*Planning Policy Guidance Note 13 2001: (PPG13) Transport [CDN9]*

2.2. Paragraph 3 outlines the role of land use planning in delivering the government’s integrated transport strategy. By shaping the pattern of development and influencing the location, scale, density, design and mix of land uses, planning can help to reduce the need to travel, reduce the length of journeys and make it safer and easier for people to access jobs, shopping, leisure facilities and services by public transport, walking and cycling. Paragraph 21 states that local authorities should seek to make maximum use of the most accessible sites, proactively promoting intensive development of these areas through planning briefs, development plan allocations and using CPO powers where necessary.

*Draft Planning Policy Statement 3 2006: Housing – [CDN4]*

2.3. Paragraph 46 says that Local Planning Authorities should develop housing density policies having regard to:

- The spatial vision and strategy for housing development in their area, including the level of housing demand and need and the availability of suitable land in the area.

- The current and future level and capacity of infrastructure, services and facilities such as public and private amenity space, in particular green and open space.
- Using land efficiently to reduce and adapt to the impacts of climate change.
- The characteristics of the area particularly the current and proposed mix of uses.
- The desirability of achieving high quality, well designed housing.

2.4. Paragraph 50 says that density is a measure of the number of dwellings which can be accommodated on a site or in an area. The density of existing development should not dictate that of new housing by stifling change or requiring replication of existing style or form. If done well, imaginative design and layout of new development can lead to a more efficient use of land without compromising the quality of the local environment.

## Regional Policy

### *The London Plan consolidated with alterations 2008 [CDR1]*

- 2.5. Objectives 1, 2 and 5 of the London Plan set out to accommodate London's growth within its boundaries, make London a better city for people to live in and improve London's accessibility.
- 2.6. Paragraph 1.58 says that economic and population growth in higher density, intensive developments will make it more economic to ensure the provision of broadband and new technologies.
- 2.7. Paragraph 2.13 sets out those opportunity areas generally include major brownfield sites with capacity for new development and places with potential for significant increases in density. Their development should be geared to the use of public transport and they are either located at areas of good access or would require public transport improvements to support development.
- 2.8. Policy 3A.2 set targets for housing development which local authorities, through their core strategies should seek to exceed. To do this, development plans should identify new sources of supply including having regard to intensification of housing provision through development at higher densities particularly in opportunity areas and with intensification of housing provision through development at higher densities where consistent with the principles of sustainable residential quality set out in the density matrix in Table 3A.2. Also, to review existing and proposed sites on the proposals map to consider capacity of housing and to monitor approvals against targets.
- 2.9. Policy 3A.3 says that boroughs should ensure that development proposals achieve the maximum intensity of use compatible with local context, the design principles in Policy 4B.1 and with public transport capacity. Also that boroughs should develop residential density policies in their DPDs in

line with this policy and adopt the residential density ranges set out in Table 3A.2 and which are compatible with sustainable residential quality.

- 2.10. Paragraph 3.22 says that appropriate density ranges are related to setting in terms of location, existing building form and massing, and the index of public transport accessibility. This indicates the ease and extent of access by public transport or, where it can be used as a proxy, the degree of access to the public transport network. PTALs are calculated for grid points to produce maps showing accessibility. The values are determined by walking times to public transport access points such as bus stops and stations together with the frequency and reliability of the service. PTAL values of 1 to 6 are identifiable for each location with 1 being a low level of accessibility and 6 being the best. Appropriate density ranges are related to setting in terms of location, existing building form and massing, and the index of public transport accessibility (PTAL).
- 2.11. There are three zones, the characteristics of which are identified in paragraph 3.23 of the London Plan as follows:
- central – very dense development, large building footprints and buildings of four to six storeys and above, such as larger town centres all over London and much of central London
  - urban – dense development, with a mix of different uses and buildings of three to four storeys, such as town centres, along main arterial routes and substantial parts of inner London
  - suburban – lower density development, predominantly residential, of two to three storeys, as in some parts of inner London and much of outer London
- 2.12. Paragraph 3.199 says that central London's accessibility and environment should be enhanced by locating high density developments at points of good public transport accessibility where sufficient capacity exists or is being introduced.
- 2.13. Policy 3.17 says that Development Plan Document policies should reduce transport congestion through locating high density developments at accessible locations.
- 2.14. Paragraph 3.268 says that higher densities will improve town centres through contributing to London's evening economy.
- 2.15. Paragraph 4.120 says that the compact city and intensive development do not necessarily imply high-rise buildings. London has achieved some of its highest residential densities in relatively low-rise areas, while isolated, poorly designed tower blocks have not necessarily delivered high density or usable public space.

*The draft new London Plan 2009 [CDR2]*

- 2.16. Paragraphs 2.38 and 2.64 say that while the density of housing varies widely across inner London, generally higher levels of public transport accessibility open up scope for higher density development here (Policies 3.4–3.5).

- 2.17. Paragraph 2.40 says that higher densities in inner London improves the quality of and access to open space (7.18) and play space (3.6) and also offers particular opportunities for developing district energy infrastructure (see Policies 5.5–5.6). Map 5.1 shows heat demand density across London which, when used in conjunction with other relevant spatial factors (such as social housing density, major development and regeneration areas), can help identify opportunities for decentralised energy networks.
- 2.18. Policy 3.4 says that local development frameworks should optimise housing potential in line with table 3.2 based on different types of location taking into account local context, the design principles in Chapter 7 and public transport capacity. Paragraph 3.22 says that the density ranges are broad and they should not be applied mechanistically. Also that these broad ranges provide the framework within which boroughs can refine their local approaches to implementation of this strategic policy through their local development frameworks.
- 2.19. Paragraph 3.32 says that, at the neighbourhood level, a new housing SPG will address the relationship between strategic density Policy (3.4) and different local approaches to its implementation.
- 2.20. Paragraph 4.42 says that areas in and around town centres will be most appropriate for higher density development in line with the locational strategy in Chapter 2.

Setting	Public Transport Accessibility Level (PTAL)		
	0 to 1	2 to 3	4 to 6
<b>Suburban</b>	<b>150–200 hr/ha</b>	<b>150–250 hr/ha</b>	<b>200–350 hr/ha</b>
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
<b>Urban</b>	<b>150–250 hr/ha</b>	<b>200–450 hr/ha</b>	<b>200–700 hr/ha</b>
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
<b>Central</b>	<b>150–300 hr/ha</b>	<b>300–650 hr/ha</b>	<b>650–1100 hr/ha</b>
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

**Figure 1 Table 3.2 Density Matrix from the draft replacement London Plan [CDR2]**

*Draft revised interim Housing Supplementary Planning Guidance (SPG) October 2009 [CDR7]*

- 2.21. Policy 3A.3 Maximising the potential of sites says that the Mayor will, and boroughs should, ensure that development proposals achieve the maximum intensity of use compatible with local context, the design principles in Policy 4B.1 and with public transport capacity. Boroughs should develop residential density policies in their DPDs in line with this policy and adopt the residential density ranges set out in Table 3A.2 and which are compatible with sustainable residential quality.
- 2.22. Paragraph 3.1 says that securing development of the highest quality is a key Mayoral priority and must be coordinated with making the best use of development opportunities, with growth focused on areas with good public transport accessibility so that it can be truly sustainable.
- 2.23. Paragraph 3.3 says that in order to simplify implementation of the policy, the density guidelines/matrix have been streamlined in the consolidated plan. Car parking standards (which have significant implications for density of land use), are now dealt with separately (in paragraphs 3.36 –

3.40 and Annex 1 of the draft revised interim Housing Supplementary Planning Guidance [CDR7]). However, because of the way the policy has been implemented in the past, its outcomes have not always been in line with all the Plan's objectives:

- some developments have been brought forward which do not adequately respect local context;
- some developments have not adequately reflected other policy objectives (in terms of dwelling mix, for example); and,
- some densities have simply been above the relevant guidelines without considering fully the implications for wider policy objectives.

2.24. Paragraph 3.4 says that these unintended outcomes are due to a variety of factors, not least the dynamism of the London housing market which has borne particularly on the size of some dwellings produced by the private sector. However, implementation of the policy, especially through the development control process also appears to have been an important reason. This is due mainly to undue weight being attached to only one part of the policy (Table 3A.2 – the density matrix) when coming to a view on densities suitable for a particular site. It is essential that when coming to such a view, appropriate weight is given to the range of relevant qualitative concerns set out in Policy 4B.1 and a judgement is made about the point at which a development proposal falls within the wide density range for a particular type of setting/location. Too often it has simply been accepted that the maximum of the range can be taken as a 'given' or even a minimum expectation. Negotiations on this basis can even lead to developments coming forward which are beyond the relevant range. Unless additional reasons to justify exceeding the top of the appropriate range can be demonstrated rigorously, they should be resisted.

2.25. Paragraph 3.5 says that conversely, undue weight has sometimes been given to local context rather than to location or public transport accessibility. This can result in densities which do not reflect scope for more sustainable forms of development which take fuller advantage of good public transport accessibility in a particular location. Paragraph 3.6 says that coming to decisions on housing density means having to strike a sensitive balance between a complex range of factors.

## **Local**

### *Southwark Unitary Development Plan 2007 [CDL1]*

2.26. The Southwark plan has two policies (3.11 and 4.1) along with appendix 2 which are currently used for setting policy for residential density. Policy 4.1 is being replaced by the core strategy strategic policy 5. Policy 3.11 and appendix 2 are being saved until they are replaced by new policies in the forthcoming development management development plan document or through area action plan documents. The contents of these policies are set out below:

### **Policy 4.1 - Density of residential development**

2.27. This sets out the ranges for residential density throughout the borough taking into account the quantity and impact of any non-residential uses and their location within the borough. These are divided into the Central Activity Zone, Urban Zone, Suburban Zone and the Public Transport Accessibility Zones. Section 4 below sets out how strategic policy 5 will be replacing this policy.

### **Policy 3.11 Efficient use of land**

2.28. This policy requires that all developments, among other criteria, maximise the efficient use of land, whilst also protecting the amenity of neighbouring occupiers, ensuring a satisfactory standard of accommodation and amenity, responding to the local context and design

### **Appendix 2 Residential density standards**

2.29. There are four density standards for residential development within Southwark, which are based on the general character of the area and its accessibility by public transport. The three areas of Central Activities Zone, Urban Zone and Suburban Zone lie in broad bands across the borough, while the Public Transport Accessibility Zones are discrete locations. These zones reflect the Density Location and Parking Matrix in the London Plan. Detailed for each area is set out in this appendix. This appendix also sets out to calculate density for residential developments and mixed use developments where only an element of it is residential.

### **3. RESEARCH AND EVIDENCE**

*Study of residential density within the London Borough of Southwark, January 2005 [CSH21]*

- 3.1. The purpose of this study was to identify and define density characteristics within the London Borough of Southwark. There is a wide variation in the character, density and accessibility across many parts of the borough. The results of the study support the new core strategy designations for the central, urban and suburban zones. The study used site visits, density analysis, open space analysis and consideration of levels of accessibility to determine whether areas of the borough had the correct density designations. By assessing factors such as the character, PTAL and amount of open space, appropriate density designations were set out for different parts of the borough (the Northern Sample Area, Middle Sample Area, Southern Sample Area and the Suburban Zone). Taking all of the data into consideration, the main change recommendation of the study was that the Northern Sample Area (Canada Water and Rotherhithe) would be more appropriate within the definition of 'suburban' in the London Plan than 'urban'.

*Southwark Unitary Development Plan Inspector Report (2006) [CDL14]*

- 3.2. The Southwark Unitary Development Plan was examined with density zones as set out in the emerging core strategy. The inspector set out in paragraph 2.4.9 of his report that policies 3.11 and 4.1 of the Southwark Unitary Development Plan (policy 4.1 is being replaced by core strategy policy 5) are closely related to each other and, in different but related ways, amplify national policy concerning the need to secure the full and effective use of land and the need to achieve high residential densities at appropriate locations. In paragraph 2.4.28 he concluded that policies 3.11 and 4.1 and Appendix 3, tempered by other material considerations, should give the Council a sound and reasonable foundation for that approach to its decision-making.
- 3.3. In paragraphs 2.4.29 to 2.4.41 he addressed the GLA objection to the current core strategy and examined Southwark plan 2005 zones. The inspector concluded in 2.4.42 that "the Council is seeking to achieve appropriate densities throughout Southwark. The standards will assist it in its endeavours, but they must be tempered by other, sometimes outweighing, considerations". He recommended that Policies 3.11 and 4.1 and Appendix 3 be modified in accordance with the Southwark Plan 18<sup>th</sup> July 2005 map.

*Secretary of State direction (2007) [CDL15]*

- 3.4. The Secretary of State directed us to make further modifications which we proposed in March 2007. The Southwark Unitary Development Plan was adopted in July 2007 with these modifications. These included changing the urban and suburban zones so that the area covered was the same as

the first rather than second deposit Southwark Unitary Development Plan and current emerging core strategy.

## **How we developed the strategy**

### Issues and Options [CDCS8] and Preferred Options [CDCS9]

- 3.5. The Issues and Options paper [CDCS8] suggested saving policy 4.1 along with a minor change to the public transport accessibility zone in the Walworth area as set out in the Aylesbury AAP papers CDAAP1.
- 3.6. For the preferred option [CDCS9] we decided to take forward the growth options approach. We made some changes based on the consultation responses received. These:
- Set out the same approach to the density zones as the issues and options along with enlarging the suburban zone,
  - Substituted core action areas and opportunity areas for public transport accessibility zones as areas for growth where density could be exceeded based on criteria.
  - Removed the public transport accessibility level divide to make the density ranges the same for each zone (central, urban, suburban).

### Publication/ submission version [CDCS1]

- 3.7. Policy 5 has been altered following consultation responses, the sustainability appraisal, the equalities impact assessment and information from our evidence base. This is in line with the planning policy statement 1 and planning policy statement 12.
- 3.8. The core strategy publication policy 5 sets a density range for both residential and mixed use development. Further detailed information on policies will be in our area action plans, supplementary planning documents and our development management development plan documents.

## **Sustainability appraisal [CDCS4]**

- 3.9. We have made changes to the core strategy policies based on the findings of the sustainability appraisal. Policy 5 has had the following changes made following on from the findings in the sustainability appraisal.

### Issues and options

- 3.10. The issues and options stage, as set out above, discussed density in terms of existing policy. It also looked at it indirectly through the two different options, growth areas versus housing led growth.
- 3.11. The sustainability appraisal when examining option 1 recognised that the quantum of development within growth areas will have a negative impact upon climate change, air quality, waste and flood risk and that suitable mitigation measures will need to be identified. However by locating growth in more accessible locations it will reduce the reliance on

the car and promote sustainable modes of transport, which could have positive impacts upon climate change and air quality in the long term.

- 3.12. In turn when looking at option 2 it identified that providing more new homes in the borough, which would have a similar impact to option 1 but the quantum of development proposed may not be as viable and deliverable as option 1 and will not necessarily be built in accessible locations where sustainable modes of transport can be promoted.

#### Preferred options

- 3.13. At preferred options policy 5 aims to provide more housing at appropriate density ranges. The sustainability appraisal identified that the growth area approach (option 1) to new housing and development and by setting densities for various areas of the borough results in more emphasis upon the areas of the borough that require regeneration and through policy 5 provides a focus on promoting social inclusion, equality, diversity and community cohesion.

#### Publication version

- 3.14. The sustainability appraisal carried out alongside the preparation of the publication core strategy identified the following impacts in terms of sustainability for policy 5:
- by focusing new housing and development in the growth areas it will protect the landscape in other sensitive areas and promote varied townscapes through mixed use developments. Tall buildings will be required to have an exemplary standard of design and make a positive contribution to regenerating areas and creating unique places. The height and design of development will need to protect and enhance the strategic views and be appropriate to its context and important local views. Further guidance is provided in the Design and Access SPD, AAPs and Sustainable Design and Construction SPD. The Southwark Design Review Panel will be used to assess the design quality of development proposals,
  - more development in the borough, including housing, may have a negative impact on open spaces and further mitigation measures to enhance biodiversity will need to be considered such as the greening of buildings in the design process including the use of green roofs and living walls. Further guidance on mitigation is provided in the Sustainable Design and Construction and Sustainability Assessment SPDs.
  - more development, will have a negative impact on levels of flood risk in the borough and mitigation measures will need to be taken to address this in the design process. This will need to be set out in a Flood risk assessment that considers flood resistant design of buildings. The Strategic Flood Risk Assessment should be used when considering the location of vulnerable uses in the borough,
  - providing more new homes may increase the amount of car ownership in the borough however concentrating development in accessible locations

should increase access to public transport. Provision will need to be made for new development in terms of public transport capacity and other mitigation measures can be put in place such as travel plans and car parking restrictions.

### **Equalities Impact assessment [CDCS3]**

3.15. The Equalities Impact assessment (CDCS3) did not identify any issues specifically related to density. It did identify that as we are taking forward option 1, growth areas, with new development, jobs, shops and community facilities concentrated in the growth areas it would have a positive impact on residents in equalities target groups. This is due to these areas containing concentrations of the most deprived parts of Southwark. The differential impact of this may be that residents living in other areas of the borough, in other equalities target groups such as sexuality, no faith, gender and age, are located further away from jobs and services such as shops and community facilities.

3.16. The detailed approach to the different areas is provided in the EQIA.

### **Consultation responses [CDCS6]**

3.17. Our consultation statement and appendices (CDCS6) set out a summary and full detail of the consultation responses and the officer comments at both issues and options and preferred options consultation. The main responses from issues and options and preferred options consultation related to:

- *Overall support for allowing increased density in core action areas and opportunity areas. We have changed the density zones across the borough to focus higher density in the core action areas and opportunity areas, and to make more of the borough part of the suburban zone.*
- *Core Strategy should not include a maximum density figure, but instead the density of development proposals should be guided by the existing local context, proposed plot sizes, design quality and public transport capacity in accordance with the London Plan. The density requirements are expressed as ranges and should not be taken as precise requirements. There is range for a higher density in certain appropriate areas where this can be justified*
- *The statement that Southwark will “no longer allow higher densities in areas just because have high PTAL” is contrary to both the advice set out at national level by the Government and within the London Plan. Within both these documents high density development is encouraged where a site has good/excellent public transport accessibility. Such decisions should be balanced with the schemes ability to demonstrate good design. We are following the approach of allowing high density development where a site has good/ excellent public transport accessibility and is of a good design as set out in the comment. The issue is that mixed use*

*should be in growth areas rather than areas where there is high public transport.*

- Larger development and higher density ranges should also be promoted in other areas specifically with a high PTAL, where redevelopment of the site would give wider community benefits and assist in on-going regeneration. *Larger development should be in mixed use, growth areas rather than just where there is high levels of public transport.*
- The fact box should be amended to accord with national policy in relation to the use of planning obligations, such that any contributions sought are reasonable in all respects. *Planning obligations are now addressed within the new policy 14 implementation.*
- Support changing more of the borough into a suburban zone and not to link the designation to PTAL index: transport provision can change very quickly and is not a true indicator of whether the transport infrastructure can cope with the increased demand of urban status/density. *Support noted.*

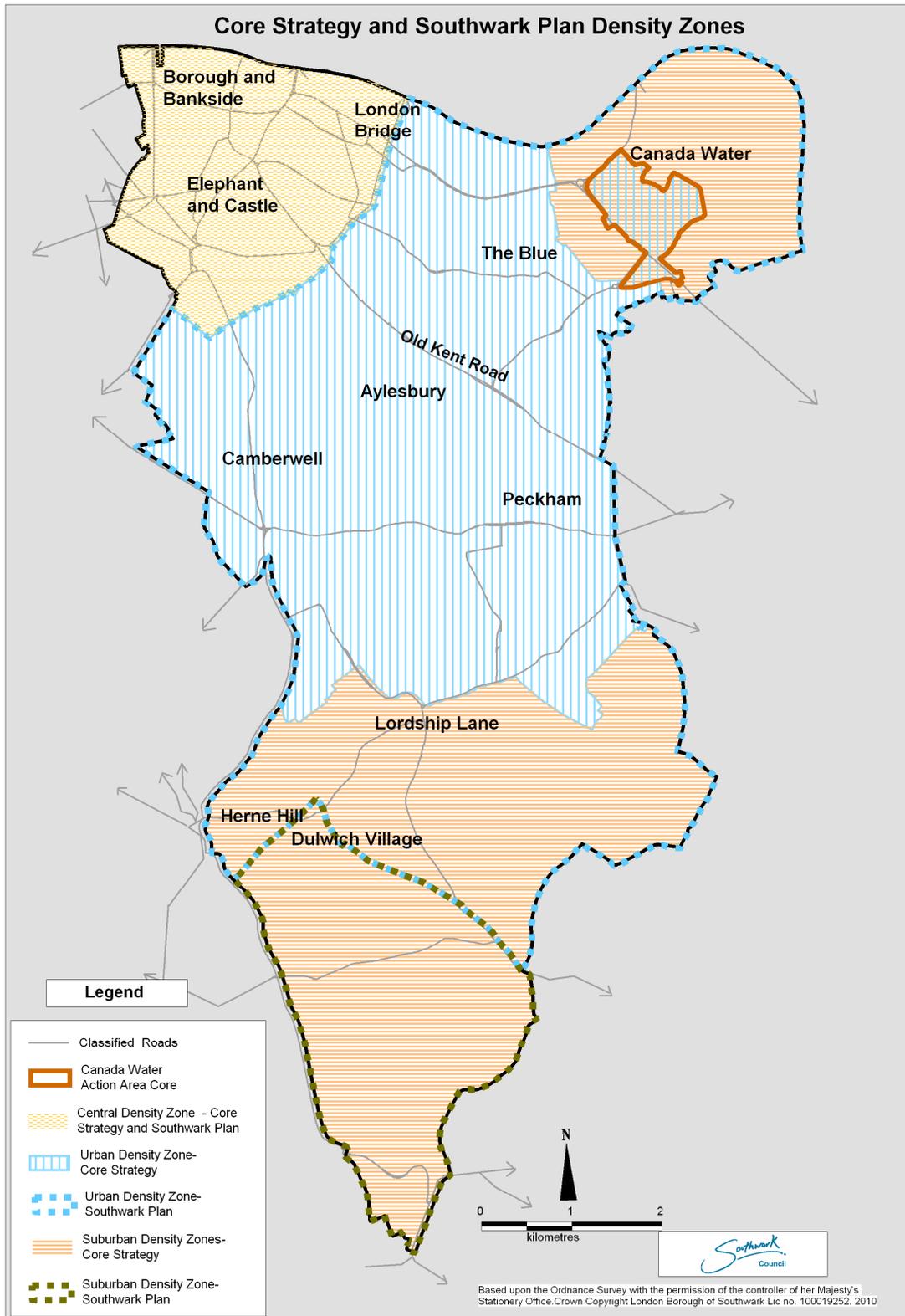
3.18. As a result of the consultation we have amended the policies to provide more detail in relation to the density ranges of the different areas in the borough. In particular in the “how this will look” (figure 19 of the core strategy CDCS1) shows clearly the different density zones throughout the borough. This is supported by the justification set out in the “we are doing this because” which sets out the impacts of this density policy. It will ensure that we make efficient use of our land by providing as much housing as possible without negative impacts on the environment or where they can be mitigated against, as advised by the sustainability appraisal. It also highlights that we will bring forward as much housing as possible while protecting the character of places. Finally the density fact box has been amended following comments from consultation to make it more concise and removes references to planning obligations to policy 14. The publication core strategy policies 5 and 14 (CDCS1), along with the saved policies in the Southwark Plan, addresses these issues within the detailed policies, in tables 1 and 2 and in the justification text.

3.19. There were also a number of responses on the need to have the supporting infrastructure including social infrastructure and community facilities to support growth and higher densities in the borough. We have included a detailed implementation table (tables 1 and 2, CDCS1) as part of the publication core strategy to show our supporting infrastructure and how we will implement our policies. We have also prepared a background paper on infrastructure (CDB10).

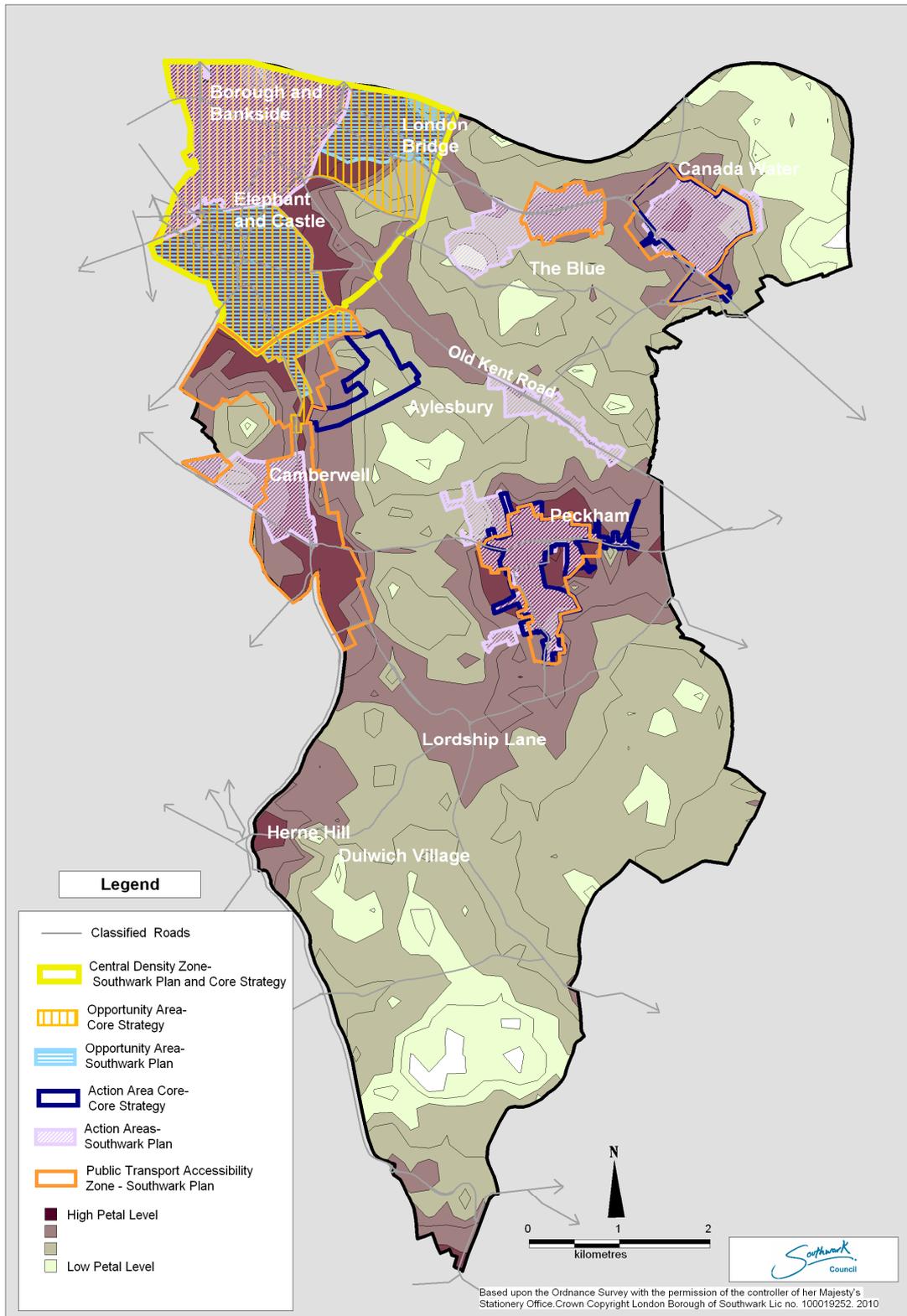
### **3. OVERALL STRATEGY**

#### Strategic Policies

- 3.1. The purpose of the housing density guidelines set out in emerging core strategy policy 5, the saved elements of Southwark unitary development plan appendix 2 are to provide guidance on assessing the suitability of a housing scheme for a particular site. The density strategy to achieve this is an important contributor to the growth areas option for preparing the core strategy, particularly in a borough as diverse as Southwark. The consideration of density is based on the need to accommodate growth and encourage more sustainable patterns of development, while protecting the character of our places and creating places where people want to live.
- 3.2. Our approach is to set density ranges for different areas so we can make sure that the right amount of development happens in the right places. We have divided Southwark into central, urban and suburban density zones as suggested by the criteria in London Plan paragraph 3.23. These are illustrated in table 3A.2 of the London Plan. These ranges apply to both residential and mixed use development. They are higher in the growth areas and central activities zone, medium in the urban zone outside the growth areas, and lower in the suburban areas as illustrated in figure 1. There is a focus on higher density in the growth areas (opportunity areas and action area cores) replacing higher density in the public transport accessibility zones as illustrated in figure 2. There will be cases where development may exceed the density ranges within the growth areas when there is an exemplary standard of design, high living standards and a contribution towards transport. The detailed criteria for development management purposes will be set out in our Housing and Development Management Development Plan Documents.



**Figure 2 Core Strategy and Southwark Plan Density Zones**



**Figure 3 PTAL map**

3.3. The density of a development is not an indication of the quality of design. Higher density developments may display good or bad quality as can low density developments. Higher density developments may, however, have

a greater visual impact due to their size and are not always appropriate in a particular context. Therefore the density considerations are linked to the guidelines and criteria for the location and requirements for taller buildings. These are set out in the emerging core strategy policy 12 and the Southwark Unitary Development Plan saved policy 3.20. Policy 12 sets out a strategy approach and policy 3.20 Tall Buildings includes criteria relating to design, accessibility, impact and suitable locations.

## Changes from the Southwark Unitary Development Plan

### *Core strategy changes*

- 3.4. The strategy set out in policy 5 of the emerging core strategy uses planning policies to ensure a continuous supply of housing to meet our housing targets while creating places with all of the necessary services for people to want to live and work in them. New housing will be built to similar densities to the Southwark Plan. The central activity density zone is the same as and the majority of the urban zone is the same as the Southwark Unitary Development Plan policy 4.1 and London Plan table 3A.25 and paragraph 3.23. The areas to be included in each zone have been determined based on the analysis set out in section 3 of this background paper. This is based on London plan paragraph 3.22 which says that appropriate density ranges are related to setting. The main considerations include location, existing building form and massing, and the index of public transport accessibility. Paragraph 3.22 says that the density ranges are broad and they should not be applied mechanistically. They follow the approaches set out in the national and London policy section 2 above.
- 3.5. The first change is to increase the suburban zone to all areas where the local character is suburban as illustrated in figure 1. The local character of these areas is set out in our research in the Core Strategy Boroughwide Tall Building research paper CDD1. These changes are important as we consider development should be in line with existing building form and massing and the suburban character. Although current local characteristics are taken into account through policy 3.11 of the adopted Southwark Plan further detailed considerations of the efficient use of land are taken into account within the broad density zone. The urban density zone context in areas of suburban characteristics provides a confusing background for decision making. This approach is supported as PPS1 [CDN1] paragraphs 27 and 35 which state that development should positively respond to the local context and that developments out of context with their surroundings can constitute poor design. Also the London Plan [CDR1] policy 3A.3 says that developments should achieve the highest possible intensity of use compatible with the local context.
- 3.6. The second change is to remove the subdivision of the urban area so there is no longer medium and lower density. The ranges set out in the emerging core strategy policy 5 have been simplified from the London Plan [CDR1] matrix in two ways as they were for the Southwark Unitary Development Plan [CDL1]. Habitable rooms per hectare have been used rather than both habitable rooms and units.

- 3.7. A new simplification has been introduced in the emerging core strategy; to remove the public transport accessibility level divide in each zone. The reason for the change is to reflect local character and the other measures of density. This is supported by the London Plan [CDR1] paragraph 3.22 which says that appropriate density ranges are related to setting. The main considerations for this include location, existing building form and massing along with the index of public transport accessibility. Public transport accessibility is used as one of the characteristics to determine the broad central, urban and suburban zoning. However a further split within the zones is considered arbitrary and unhelpful. Southwark is very diverse and has many places with distinct characteristics in each zone so a 'one-size-fits' approach all is simplistic with a broader range being more appropriate. Furthermore often sites with a public transport accessibility level of 3 are in areas with a character of higher buildings than sites with a level of 4. Also sites across the street can often have differing levels and when considered in detail at development management stage the level can sometimes change. This leads to confusion when sites are considered in context at development management stage and can constrain redevelopment particularly of existing high rise high density council blocks. This is in line with the London Plan table 3A.2 and the Mayor's approach as he considers the density matrix to set a strategic framework for appropriate densities at different locations. It aims to reflect and enhance existing local character by relating the accessibility of an area to appropriate development. Also with paragraph 3.22 of the new draft replacement London Plan 2009 [CDR2] which says that the density ranges are broad and they should not be applied mechanistically. Therefore these broad ranges also provide the framework within which boroughs can refine local approaches to implementation of this strategic policy through their Local Development Frameworks. The general zones achieve this aim and the additional split concentrates too much on transport rather than local character of places.
- 3.8. The third change allows higher densities in opportunity areas and core action areas and to remove the public transport accessibility zones as set out in figure 1. The public transport accessibility zones were designated based on areas in Southwark that had a public transport accessibility level of 4, 5 and 6. These generally coincide with the growth areas where change and regeneration are improving places for considerable activity and growth. Where these overlap, the policy will continue to allow higher density development where criteria are met as set out in strategic policy 5 of the core strategy [CDCS1] and in section 2.2 of the residential design standards supplementary planning document. We will be reviewing these criteria as part of the preparation of the housing and development management development plan documents. However, developments in locations which are not included in the growth areas which have the higher levels of public transport accessibility will not be considered as appropriate for exceeding the density levels. This is because the character of these areas does not lend itself to the higher densities and they should remain urban. This is in line with our core strategy approach to improve the different places within Southwark building on their characters and regeneration strategies. This is supported by paragraph 2.13 of the

London Plan 2008 [CDR1] which sets out that opportunity areas generally include major brownfield sites with capacity for new development and places with potential for significant increases in density.

#### *Other Local Development Framework changes*

3.9. The Aylesbury Area Action Plan [CDAAP1] was adopted by Council Assembly on the 27<sup>th</sup> January 2010. The Aylesbury Area Action Plan designates the core area around the existing estate and specifies density ranges of each of the proposal sites. The Aylesbury AAP background paper, Housing density [CDAAP4], explaining this in more detail. Proposed changes have already been made in the draft Aylesbury Area Action plan.

3.10. The core strategy designates the core area of Canada Water as an urban area (figure 1). The boundaries for this area are defined in the Canada Water Area Action Plan [CDAAP2].

3.11. The area supplementary planning documents CDSPD1 and 2 are based on the density changes set out in the core strategy.

#### **4. CONFORMITY WITH THE LONDON PLAN**

4.1. The characteristics of the density zones identified in the emerging core strategy are in general conformity with criteria provided under Policy 3A.3 and Table 3A.2 of the London Plan 2008 [CDR1]. This policy supports policy 3A.2 as it provides areas for intensification of housing provision through providing higher densities in opportunity areas and core action areas. Also, with policy 3A.3 which says that boroughs should ensure that development proposals achieve the maximum intensity of use compatible with local context, the character of the central, urban and suburban zones are in general conformity with the characteristics identified in paragraph 3.23 of the London Plan 2008. The policy would also be in conformity with the draft interim Housing SPG 2009 (CDR4) and the draft replacement London Plan (CDR2).

#### **5. SAVED POLICIES**

5.1. Policy 3.20 of the Southwark Plan [CDL1] will be replaced by emerging core strategy policy 5 except for the detailed consideration of criteria for exceeding density zone ranges. This will be replaced in the housing and development management development plan documents.

5.2. Policy 4.1 will be replaced by core strategy policy 5 of the Southwark Plan.

## **6. DOCUMENT REFERENCES**

### National

Planning Policy Statement 1 2005: (PPS1) Creating sustainable communities [CDN1]

Draft Planning Policy Statement 3 2006: Housing [CDN4]

Planning Policy Guidance Note 13 2001: (PPG13) Transport [CDN9]

### Regional

The London Plan consolidated with alterations 2008 [CDR1]

The draft new London Plan 2009 [CDR2]

Draft revised interim Housing Supplementary Planning Guidance (SPG) October 2009 [CDR7]

### Local

#### General

Southwark Unitary Development Plan 2007 [CDL1]

Study of residential density within the London Borough of Southwark, January 2005 [CSH21]

Southwark Unitary Development Plan Inspector Report (2006) [CDL14]

Secretary of State direction (2007) [CDL15]

#### Core strategy development plan document and supporting documents

Core Strategy Publication/ submission 2009 [CDCS1]

Equalities Impact assessment [CDCS3]

Sustainability appraisal [CDCS4]

Consultation statement and appendices [CDCS6]

Issues and Options [CDCS8]

Preferred Options [CDCS9]

#### Background papers

Background paper on infrastructure [CDB10]

#### Design, heritage, conservation and tall buildings

Core Strategy Boroughwide Tall Building research paper [CDD1]

#### Area Action Plans

Aylesbury Area Action Plan (Jan 2010) [CDAAP1]  
Draft Canada Water Area Action Plan Submission/Publication Report (Jan  
2010) [CDAAP2]  
Aylesbury AAP background paper, Housing density [CDAAP4]

Draft and adopted supplementary planning documents

Draft Bankside, Borough and London Bridge SPD/ OAPF (2009) [CDSPD1]  
Draft Dulwich SPD (2009) [CDSPD2]