

Facts and Figures – Housing (2004/2005 – 2021/2022)

May 2025

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Introduction

The statistics cover the number of homes permitted and delivered, affordable housing breakdown, family housing supply, scale of development and non-conventional accommodation.

We value accountability and transparency as a public authority that is why we have aggregated the planning data within two spreadsheets below, enabling access to comprehensive data and a review of housing delivery in the borough against our policy requirements. The data consists of all completions and approvals across different themes, from the financial years 2004 - 2021.

Source data: Summary of Housing Approvals 2004/2005 – 2021/2022

Source data: Summary of Housing Completions 2004/2005 – 2021/2022

Please note the Mayor of London-wide Authority Monitoring Report (AMR) may vary slightly to the data presented on Southwark webpages.

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1. Total Housing Delivery

The adopted London Plan (2021) housing target for Southwark is 23,550 homes by 2028/29 (2,355 homes annually), the 5th highest across London Boroughs.

Table 1 – Total net delivery of homes

Financial Year	No. of Homes (self-contained, non-conventional units and empty homes back into use)	Mayor of London's annual housing target (year of London Plan version)
2004/05	2,146	1,480 (2004)
2005/06	1,916	1,480 (2004)
2006/07	2,396	1,480 (2004)
2007/08	1,874	1,630 (2008)
2008/09	1,325	1,630 (2008)
2009/10	1,546	1,630 (2008)
2010/11	3,053	1,630 (2008)
2011/12	2,240	2,005 (2011)
2012/13	3,360	2,005 (2011)
2013/14	4,345	2,005 (2011)
2014/15	3,148	2,005 (2011)
2015/16	2,192	2,736 (2015)
2016/17	1,562	2,736 (2015)
2017/18	1,842	2,736 (2015)
2018/19	2,256	2,736 (2015)
2019/20	4,345	2,355 (2019)
2020/21	8,641	2,355 (2019)
2021/22	4,153	2,355 (2019)
Total	52,340	
Average	2,907.8	

Table 1 shows that over the past 18-year reporting period, 52,621 net new homes were delivered - averaging 2,907 per year. This was through the creation of self-contained homes (through new builds, conversions of non-residential floorspace, and extension to existing homes), non-conventional accommodation, such as student housing, shared living, and empty homes brought back into use by the collective efforts of the council and private owners (outside the planning system).

2. Permissions and delivery of self-contained homes

This section demonstrates the net total approved and completed self-contained homes over the 18-year reporting period, between 2004 and 2022.

Table 2 – net approved and completed self-contained homes

Financial Year	Net approved self-contained homes	Net completed self-contained homes	Mayor of London's annual housing target (year of London Plan version)
2004/05	3,832	1,227	1480 (2004)
2005/06	2,499	1,394	1480 (2004)
2006/07	2,980	1,958	1480 (2004)
2007/08	3,053	1,249	1630 (2008)
2008/09	3,175	1,041	1630 (2008)
2009/10	1,808	1,333	1630 (2008)
2010/11	3,083	1,391	1630 (2008)
2011/12	2,130	1,084	2005 (2011)
2012/13	3,363	1,065	2005 (2011)
2013/14	4,022	1,669	2005 (2011)
2014/15	3,175	1,216	2005 (2011)
2015/16	2,208	1,390	2736 (2015)
2016/17	1,563	2,587	2736 (2015)
2017/18	1,842	857	2736 (2015)
2018/19	2,578	3,211	2736 (2015)
2019/20	2,094	1,512	2355 (2019)
2020/21	8,508	1,109	2355 (2019)
2021/22	3,845	1,420	2355 (2019)
Total	55,758	26,713	
Average	3,098	1,484	

From 2004-2022, the council has achieved an annual approval of 3,097 homes. During the same period, the number of homes completed totalled 26,713 homes, delivering 48% of the overall number approved.

The approval of schemes does not necessarily mean they are delivered. Nonetheless, the statutory planning function of the council remains to be one of the most powerful instruments to manage development positively and generate potential for increased housing delivery.

Please note that approvals and completions within a given year should not be compared, as the figures relate to different schemes. The actual delivery of approved schemes comes forward at a different rate due to the time taken to build homes.

Over the reporting period, some major schemes contributed a significant number of new self-contained homes, including;

- Phases of the Bermondsey Spa Regeneration programme
- Neo Bankside
- Ontario Point of the Maple Quay regeneration scheme at Canada Water
- The Silwood Estate Regeneration Scheme
- Elephant Park

3. Permissions and delivery of affordable homes

Our affordable housing policy seeks to ensure all developments deliver a minimum of 35% of approved housing as affordable, preferably on-site. This is calculated by habitable rooms in order to maximise the proportion of affordable housing. For some schemes, on-site affordable housing would not have been possible. The off-site delivery (or equivalent in-lieu payments) invested in affordable housing delivery is not necessarily reflected in the figures, as shown below.

Table 3- Percentage of approved gross affordable homes on major developments

Financial Year	Total homes on major developments (10 or more units)	Affordable homes total	% of total homes for affordable housing
2004/05	3,729	1,732	46%
2005/06	2,250	1,094	49%
2006/07	2,740	1,339	49%
2007/08	2,762	1,104	40%
2008/09	2,872	934	33%
2009/10	1,699	853	50%
2010/11	2,928	1,001	34%
2011/12	2,173	465	21%
2012/13	3,960	800	20%
2013/14	4,155	964	23%
2014/15	2,960	853	29%
2015/16	4,490	1,978	44%
2016/17	1,102	404	37%
2017/18	1,799	743	41%
2018/19	2,344	860	37%
2019/20	4,155	964	23%
2020/21	8,271	2,739	33%
2021/22	3,571	1,369	38%
Total	57,960		
Average	3,220		

It is important to look at the affordable housing proportion in gross approval terms because the minimum 35% affordable housing policy is calculated on the gross delivery of new homes on a site. Over the past 18 years, a total of 20,183 new affordable homes were approved, equating to 1,121 per year. The affordable housing provision overall equated to 35% of major developments (with 10 or more units), showing consistency with the 35% policy target.

The types of homes that the council consider affordable have changed over time. Please see the Appendix for a list of the affordable tenure types with definitions and dates that these policies were active.

Table 4 – Gross approved affordable homes by tenure

Financial Year	Affordable Home Total	Social Rent	Affordable Rent	Other Intermediate	London Living Rent	Discounted Market
2004/05	1,732	1,055	0	677	0	0
2005/06	1,094	837	0	257	0	0
2006/07	1,339	588	0	751	0	0
2007/08	1,104	634	6	464	0	0
2008/09	934	512	35	387	0	0
2009/10	853	608	0	245	0	0
2010/11	1,060	591	140	329	0	0
2011/12	475	271	46	158	0	0
2012/13	802	308	146	348	0	0
2013/14	976	593	19	364	0	0
2014/15	882	457	85	340	0	0
2015/16	1,986	1,405	5	576	0	0
2016/17	429	259	0	170	0	0
2017/18	756	420	58	221	0	57
2018/19	860	490	13	143	53	161
2019/20	663	418	20	225	0	0
2020/21	2,748	1,742	0	645	19	342
2021/22	1,490	1,113	0	377	0	0
Total	20,183	12,301	573	6,677	72	560
%	100%	61%	3%	33%	0%	3%

Table 5 – percentage of new affordable homes against total homes approved on major developments

Financial Year	Total homes on major developments (10 or more units)	Affordable homes total	% of total homes for affordable housing
2004/05	3,458	1,465	42%
2005/06	2,174	1,032	47%
2006/07	2,685	1,291	48%
2007/08	2,762	986	36%
2008/09	2,872	804	28%
2009/10	1,526	681	45%
2010/11	3,269	920	28%
2011/12	1,727	33	2%
2012/13	3,080	67	2%
2013/14	3,889	441	11%
2014/15	2,663	612	23%
2015/16	1,823	-341	-19%
2016/17	1,101	404	37%
2017/18	1,546	634	41%
2018/19	2,244	812	36%
2019/20	1,827	644	35%
2020/21	8,402	2,739	33%
2021/22	3,764	1,393	37%
Total	50,812	14,617	29%
Average	2,823		

Table 6 – Net approved affordable homes by tenure

Financial Year	Affordable Home Total	Social Rent	Affordable Rent	Other Intermediate	London Living Rent	Discounted Market
2004/05	1,465	791	0	674	0	0
2005/06	1,032	776	0	256	0	0
2006/07	1,291	541	0	750	0	0
2007/08	986	517	6	463	0	0
2008/09	804	384	35	385	0	0
2009/10	681	438	0	243	0	0
2010/11	968	505	134	329	0	0
2011/12	41	-163	46	158	0	0
2012/13	67	-425	146	346	0	0
2013/14	439	56	19	364	0	0
2014/15	639	215	85	339	0	0
2015/16	-333	-914	5	576	0	0
2016/17	428	259	0	169	0	0
2017/18	643	307	58	221	0	57
2018/19	812	442	13	143	53	161
2019/20	663	418	20	225	0	0
2020/21	2,748	1,742	0	645	19	342
2021/22	1,443	1,065	0	377	0	0
Total	14,817	6,954	567	6,663	72	560
%	100%	47%	4%	45%	0%	4%

Taking into account the existing units demolished on new developments, there have been 14,817 additional new affordable homes approved through the planning system (823 homes per year). This contributed to almost one-third of the additional housing permitted over the period. **Table 6** shows 47% of the tenure within affordable housing was social rent, with the rest being intermediate.

Table 7 – Proportion of gross affordable homes against total homes delivered on major developments

Financial Year	Total Completions on Major developments	Affordable Homes Completed overall	Percentage of total homes for affordable housing
2004/05	1,562	719	46%
2005/06	1,491	611	41%
2006/07	1,917	946	49%
2007/08	1,502	950	63%
2008/09	800	326	41%
2009/10	1,123	708	63%
2010/11	1,334	664	50%
2011/12	890	604	68%
2012/13	926	535	58%
2013/14	1,481	487	33%
2014/15	1,216	388	32%
2015/16	1,005	583	58%
2016/17	2,278	592	26%
2017/18	602	177	29%
2018/19	3,059	802	26%
2019/20	1,177	327	28%
2020/21	880	323	37%
2021/22	1,108	340	31%
Total	24,351	10,082	41%
Average	1,352.8	560	

Between 2004 and 2022, 10,892 affordable homes were delivered, with an annual average of 560 homes. The affordable housing delivery was equivalent to 41% total new homes generated from major developments.

4. Permissions and delivery of family homes

Table 8 – Gross approved family homes and those approved on major developments

Financial Year	Total Family Homes	Family Homes on major developments	Total homes on Major developments	Percentage of Major Developments for family homes
2004/05	480	300	3,729	8%
2005/06	257	127	2,250	6%
2006/07	344	239	2,740	9%
2007/08	434	289	2,762	10%
2008/09	594	470	2,872	16%
2009/10	385	272	1,699	16%
2010/11	694	605	2,928	21%
2011/12	606	490	2,173	23%
2012/13	657	566	3,960	14%
2013/14	944	845	4,155	20%
2014/15	665	548	2,960	19%
2015/16	1,524	1,439	4,490	32%
2016/17	303	210	1,102	19%
2017/18	348	288	1,799	16%
2018/19	455	366	2,344	16%
2019/20	287	287	4,155	7%
2020/21	1,996	1,932	8,271	23%
2021/22	637	576	3,571	16%
Total	11,610	9,849	57,960	16%
Average	645	547	3,220	

Our policy ensures developments delivery a range of housing sizes, especially three or more-bedroom homes, for people of all incomes and different needs.

In the Core Strategy 2011, major developments (of 10 or more homes) were required to provide at least 60% two or more-bedroom homes, with a proportion of three-, four-, or five-bedroom homes required in designated areas: density zones, action area cores and opportunity areas. This requirement was carried through to the New Southwark Plan.

Table 9 sets out the proportion of family homes (three or more bedroom homes) approved and delivered on major developments across the borough. Even though the level of requirements for family size homes varies by designated area, it is a useful indicator of the overall provision of family homes in Southwark during the 18-year reporting period.

We report this in gross terms due to the unavailability of historic data from earlier regeneration schemes. This missing data makes it difficult to know the net change (in terms of family homes), as some homes, demolished through redevelopment, did not have the number of bedrooms recorded.

Table 9 – Gross approved affordable family homes by tenure

Financial Year	Total family homes	Total affordable	Family Housing-Social Rent	Family Housing-Affordable Rent	Family Housing-Intermediate
2004/05	480	264	205	0	59
2005/06	257	157	134	0	23
2006/07	344	221	188	0	33
2007/08	434	188	167	0	21
2008/09	594	220	202	0	18
2009/10	385	260	246	0	14
2010/11	694	280	217	15	48
2011/12	606	187	152	9	26
2012/13	657	238	180	0	58
2013/14	944	210	163	0	47
2014/15	665	203	176	4	23
2015/16	1,524	673	566	0	107
2016/17	303	108	84	0	24
2017/18	348	145	118	0	27
2018/19	455	191	162	7	22
2019/20	287	134	97	0	37
2020/21	1,996	871	753	0	118
2021/22	637	357	308	0	49
Total	11,610	4,907	4,118	35	754
Average	645	272.6	228.8	1.9	41.9
% Affordable	42%	42%			
% of tenure		100%	84%	1%	15%

Table 10 – Gross family homes built overall and those built on major developments

Financial Year	Total Family Homes	Family Homes on major developments	Total homes on Major developments	Percentage of Major Developments for family homes
2004/05	254	162	1,562	10%
2005/06	178	89	1,491	6%
2006/07	207	75	1,917	4%
2007/08	169	101	1,502	7%
2008/09	137	43	800	5%
2009/10	244	169	1,123	15%
2010/11	151	101	1,334	8%
2011/12	287	142	890	16%
2012/13	234	165	926	18%
2013/14	391	326	1,481	22%
2014/15	296	219	1,216	18%
2015/16	345	250	1,005	25%
2016/17	495	368	2,278	16%
2017/18	164	105	602	17%
2018/19	656	603	3,059	20%
2019/20	204	142	1,177	12%
2020/21	147	116	880	13%
2021/22	287	206	1,108	19%
Total	4,846	3,382	24,351	14%
Average	269	188	1,353	

Table 11 – Gross completed Affordable family homes by tenure

Of the total family homes delivered, 45% were affordable (2,191 homes) of which 86% were social rent and 14% were intermediate. This equates to 1,892 homes and an annual average of 105 homes.

Financial Year	Total family homes	Total affordable	Family housing- Social Rent	Family housing- Affordable Rent	Family housing- Intermediate
2004/05	254	170	165	0	5
2005/06	178	59	52	0	7
2006/07	207	68	64	0	4
2007/08	169	127	117	0	10
2008/09	137	67	62	0	5
2009/10	244	178	151	0	27
2010/11	151	76	65	0	11
2011/12	287	204	195	0	9
2012/13	234	150	136	0	14
2013/14	391	164	137	3	24
2014/15	296	138	84	20	34
2015/16	345	127	92	9	26
2016/17	495	187	171	1	15
2017/18	164	40	34	3	3
2018/19	656	187	162	0	25
2019/20	204	63	55	0	8
2020/21	147	65	52	0	13
2021/22	287	121	98	0	23
Total	4,846	2,191	1,892	36	263
Average	269.2	121.7	105.1	2.0	14.6
% Affordable	45%	45%			
% of tenure		100%	86%	2%	12%

5. Glossary

Self-Contained Homes: A home that has all the necessities (bedroom, living, cooking, and washing facilities) behind its own lockable front door.

Gross figures: Proposed/new units created from the developments.

Net figures: Difference between the created units and existing units demolished from the development.

Major development: The creation of 10 or more dwelling houses.

Minor development: The number of dwellings to be constructed between one and nine homes.

Non-self-contained/non-conventional housing: Different units or households sharing certain communal facilities, such as kitchens and bathroom

6. Appendix

Affordable Housing Product	Definition	Time Period during which the policy applied/ applies
Social Rented Housing	Affordable housing for low-income households, with rent levels set by the Regulator of Social Housing. Rents and service charges should not exceed 40% of net household income. Allocation is based on housing need, and homes are intended to remain permanently available unless sold through Right to Buy.	2007- present (report published May 2025) Southwark Plan UDP 2007, required developments providing 10 or more homes to provide 35% social rented and intermediate housing. Southwark Plan 2022 requires all housing developments to provide 35% affordable housing (25% social rent and 10% intermediate).
Intermediate Housing	A category of affordable housing for households whose income is too high for social rent but not enough to afford market housing. It includes options like shared ownership, London living rent or discounted market rent, helping eligible residents access suitable accommodation in high-cost areas.	2007- present (report published May 2025) Southwark Plan UDP 2007, required development providing 10 or more homes to provide 35% social rented and intermediate housing. Southwark Plan 2022 requires all housing developments to provide 35% affordable housing (25% social rent and 10% intermediate).
Shared Ownership	A form of intermediate housing where buyers purchase a share or a home (typically starting at 25%) and pay rent on the remaining share. Over time, they can increase their ownership – known as ‘staircasing’- until they own the property outright. Rents are capped below market levels.	2007- present (report published May 2025) Since the Southwark Plan UDP 2007, Southwark has considered shared ownership as an affordable intermediate product.
London Living Rent (LLR)	A type of genuinely affordable housing funded by the Mayor of London, aimed at helping renters move towards shared ownership. Rent levels are capped based on a third average local household incomes and vary by location and property size. The GLA sets and updates	2017- present (report published May 2025) London Living Rent was introduced by the Mayor in 2017 and Southwark has since accepted this intermediate product as genuinely affordable for its residents.

Discounted Market Sale	A form of intermediate housing where homes are rented at a reduced rate, typically 20% below local market rents. It is aimed at working households who do not qualify for social housing but struggle to afford full market rents.	2007 - 2022 Since the adoption of the Southwark Plan 2022, the council no longer accepts these rates as genuinely affordable for its residents.
London Affordable Rent (LAR)	A type of low-cost rented housing introduced by the Mayor of London, intended for households on low incomes. It offers rents below market levels. Rent levels are set by the GLA and updated annually.	2007 - 2022 Since the adoption of the Southwark Plan 2022, the council does no longer accepts LAR as social rented or intermediate housing as these benchmarks are not genuinely affordable in Southwark and inner London
Affordable Rent	A type of housing where rents are set at up to 80% of local market levels, including service charges. It is aimed at households in housing need who cannot afford full market rent but do not qualify for social rent.	2007 - 2022 After the adoption of the Southwark Plan 2022, these rates were determined to not be genuinely affordable for Southwark residents, therefore the council does not accept Affordable Rent as social rented or intermediate housing.