

Item No. 6.1	Classification: Open	Date: November 4 2009	Meeting Name: Council Assembly
Report title:		Proposed changes to the Core Strategy based on the consultation draft replacement London Plan October 12 2009	
Ward(s) or groups affected:		Borough-wide	
From:		Strategic Director (Regeneration and Neighbourhoods)	

RECOMMENDATIONS

1. That council assembly consider the officer changes on the Core Strategy set out in this report in relation to:
 - Paragraph 98 of the council assembly report (see supplemental agenda no. 2)
 - Policy 4.3 - page 97 of appendix G 'Saved Southwark Plan policies'
 - Strategic Policy 6 - Homes for people on different incomes
 - Strategic Policy 5 –Providing new homes
 - Camberwell action area plan

BACKGROUND INFORMATION

2. Council assembly is asked to consider these proposed officer changes in conjunction with the report on the Core Strategy circulated in Supplemental Agenda No. 2.

KEY ISSUES FOR CONSIDERATION

3. This report informs members of developments since the Executive meetings on October 14 and October 20 2009 and the circulation of the open papers for Assembly.

Administration error in the report

4. Paragraph 98 of the Council Assembly report omits the following comment from Planning Committee and change by the Executive.
5. Policy 10 Jobs and businesses, 'We will do this'. The change suggested was to add in the following: We will provide further detail on protection of employment land in development management documents particularly the development management DPD and area action plans.
6. This change has been made in appendix A 'the Core Strategy' and is part of Member's papers. Therefore this is a point of information.

Administration error in appendix G

7. There was an administration error on page 97 of appendix G 'Saved Southwark Plan policies' in policy 4.3. The following section of the policy

should not have been deleted and should be reinstated. The impact of removing this guidance would mean that we would not have a policy to use when making decisions on conversion of single dwelling houses. This would mean that dwelling houses could be converted into smaller homes.

8. This part of the policy needs to be saved for development control purposes as it is not being replaced by the Core Strategy and so we could not introduce a new policy to replace this until at least 2012.
9. The following should be reinstated: (crossed through is as illustrated in appendix G, underlined is the text that we would like reinstated).
 - ~~Permission will not be granted for the conversion of a single dwelling house of 130 square metres or less original net internal floorspace into two or more dwelling units.~~
 - Permission will not be granted for the conversion of a single dwelling house of 130 square metres or less original net internal floorspace into two or more dwelling units.

Policy changes as a result of consultation on the draft replacement London Plan October 12 2009.

10. The council was made aware of the draft replacement London Plan when the Mayor sent this out to consultation on October 12 2009. This is still a consultation document and does not have more status than the London Plan 2008. However, this sets out the new direction by the Mayor and boroughs are being encouraged to take these policies into account as they are preparing their planning policies and guidance. Officers are being advised that to receive the letter of general conformity from the Mayor, the Core Strategy should comply with as much of the replacement London Plan as possible.
11. One such policy change is that we can set numerical or percentage based targets for affordable housing instead of setting a 50 percent target. The detailed policy changes are set out below.
12. The adopted London Plan 2008 Policy 3.A9 requirement for us to set an overall target taking into account:
 - The Mayor's strategic target for affordable housing that 50 per cent of provision should be affordable.
 - The promotion of mixed and balanced communities.
 - An assessment of all housing needs and a realistic assessment of supply.
13. The draft replacement London Plan policy 3.12 says that affordable housing targets may be expressed as a figure or percentage. This should take the following into account:
 - Boroughs should set an overall target.
 - These targets should take account of current and future housing requirements.
 - The London target of 13,200 more affordable homes per year.
 - The need to promote mixed and balanced communities.
 - The capacity to accommodate development including consideration of supply.
 - The viability of future development.

14. The draft replacement London Plan policy 3.13 says that the maximum reasonable amount of affordable housing should be sought when negotiating on individual private residential and mixed use schemes. This should take the following into account:
- Current and future requirements for affordable housing at a local and regional level.
 - The need to promote mixed and balanced communities.
 - Affordable housing targets as set out above.
 - The need to encourage rather than restrain residential development.
 - The size and type of affordable housing needed in particular locations.
 - The specific circumstances of individual sites.

Revised wording

15. The revised wording proposed for adoption by Council Assembly is set out below. The crossed through text is for deletion and the underlined text is new text:

Strategic Policy 6 - Homes for people on different incomes

How we will create our vision to improve our places:

SO 2A: Create mixed communities.

SO2C: Provide more and better homes.

SO4A: Provide enough funding for regeneration to positively transform the image of Southwark.

SO5A: Developing in growth areas

Our approach is:

Development will provide homes including social rented, intermediate and private for people on a wide range of incomes. Development should provide as much affordable housing as is reasonably possible whilst also meeting the needs for other types of development and encouraging mixed communities.

We will do this by:

- Requiring as much affordable housing on developments of 10 or more units as is financially viable.
- ~~Development will provide~~ Providing 8558*** net new affordable housing units ~~homes~~ between 2011 and 2026.
- Providing 665*** affordable housing units in Bankside, Borough and London Bridge Opportunity Area between 2011 and 2026.
- Providing 1400*** affordable housing units in Elephant and Castle Opportunity Area and Elephant and Castle housing sites between 2011 and 2026.
- Providing 875*** affordable housing units in Canada Water Action Area between 2011 and 2026.
- Providing 2100*** affordable housing units in Aylesbury Action Area between 2009 and 2026.

- ~~These are: A minimum of 35% affordable housing borough-wide.~~
- Requiring a minimum of 35% affordable housing units outside the opportunity and action area/action area cores. ****
- Requiring a minimum of 35% affordable housing units within Bankside, Borough and London Bridge opportunity area***.
- Requiring 50% affordable housing and 50% private housing in the Aylesbury Action Area.*****
- Requiring a minimum of 35% private housing units in the Elephant and Castle opportunity area and South Bermondsey, Faraday, Livesey, Peckham, The Lane, Brunswick Park and Camberwell Green wards***.
- Monitoring and reviewing our targets annually with changes if required to ensure that we meet our targets.
- ~~The mix for the action areas may be set out in their area action plans.~~
- We will set minimum affordable housing unit percentages for Canada Water and Peckham and Nunhead action area cores and the Old Kent road and West Camberwell action areas in area action plans.
- Developments of 10 or more units must provide a mix of housing as set out in figure 22 (Appendix A).

Footnotes:

***Our target is in general conformity with the adopted London Plan 2008. We will provide evidence at the EIP to demonstrate that we can meet this target.

**** Canada Water and Peckham and Nunhead area action plans are currently being drafted and therefore have cores where most development will take place. Old Kent road and West Camberwell will have cores when these area action plans are drafted. Until then the policy will apply to the entire action area.

***** The Aylesbury Area Action Plan has been found sound by the Planning Inspector. This is due to be adopted on January 27th 2010.

We are doing this because:

There is a shortage of affordable homes, in Southwark, across London and the whole of the UK. So a key objective of the government, the Greater London Authority and Southwark is to provide more affordable housing. Providing people with access to homes they can afford is a priority for us to make sure that Southwark is a better place for people to live, irrespective of their income. We will use our own land ~~and to~~ work with the government, the Greater London Authority, private developers, registered social landlords and the Homes and Communities Agency to bring forward the maximum reasonable amount of affordable housing.

Our Strategic Housing Market Assessment and our Housing Requirements Study support our priority of needing more affordable housing to meet local need. They set out that there is a large need for more affordable housing, including both social rented and intermediate housing. We can not meet all of this need as we also need to create mixed and balanced communities with a range of types of housing in all areas. We have set numerical targets for affordable housing. These are 35% of the numerical targets for the total number of units set out in policy 5. The one exception is the Aylesbury Action Area where the target is 50%. We require developments of 10 or more units to provide a minimum of 35% of development as affordable housing as shown in figure 22 (Appendix A). The same 35% minimum affordable housing policy will apply to both new and replacement housing. We will set out our required split between social rented and intermediate housing in our housing development plan

document. This is to provide increased housing choice, a wide range of housing types and to unlock the development of sites which would not otherwise be viable. This is being saved in Policy 4.4 ~~Affordable Housing with this split is being saved in the of the Southwark Plan~~. This will help to meet some of the need identified in our studies. Based on how much housing we expect to deliver between 2011 and 2026, ~~new~~ development will provide 8558*** ~~net new~~ affordable homes.

Our Affordable Housing Viability Study shows that this is an achievable amount of affordable housing to build across most of the borough. Our requirement for affordable housing units needs to be within the context of our family homes policy where we are requiring larger room sizes and more family homes. This will mean that more affordable homes will be larger.

We currently have one of the highest amounts of affordable housing in the whole country, with 45% of our 123,948 dwellings being affordable homes. We own 33% of the housing in the borough, 12% is owned by registered social landlords and 55% is privately owned. Certain areas in the borough contain a lot of affordable housing and also the majority of new affordable housing is built in these areas. Based on the existing levels of affordable housing and new affordable housing built over the last 10 years, the areas with the highest amounts are: Elephant and Castle Opportunity area and the wards of Faraday, Camberwell Green, Brunswick Park, Peckham, Livesey, South Bermondsey and the Lane. Within these areas our annual monitoring report shows that there are mainly 100% affordable housing developments being built. We want to make sure that these areas provide a range of housing types with varied neighbourhoods. Our policy requiring an element of private housing in these areas will make sure in the future that there is a choice of housing types rather than areas being dominated by one type of housing. Having an area based approach where most development will happen in the growth areas will deliver our Community Strategy (Southwark 2016) objectives and our strategic housing and affordable housing targets.

Strategic Policy 5 –Providing new homes

How we will achieve our vision to improve our places:

SO 1C: Be healthy and active

SO 1D: Culture, creativity and diversity

SO 2A. Create mixed communities

SO 2C: Provide more and better homes

SO5A: Developing in growth areas

Our approach is:

Development will meet the housing needs of people who want to live in Southwark and London by providing high quality new homes in attractive environments, particularly in our growth areas. Development will provide as much housing as possible whilst also making sure that we have enough land for other types of development and that new housing is in keeping with the character of the area.

We will do this by:

- Providing 24,450* new homes between 2011 and 2026.
- Meeting targets* for the following areas between 2011 and 2026:
 - Borough, Bankside and London Bridge Opportunity Area – 1900* net new homes.
 - Elephant and Castle Opportunity Area – 4000* net new homes.

- Canada Water Action Area -2500* net new homes.
 - Aylesbury Action Area – 4200***** new homes (2009 to 2021).
- The density of developments being within the range set out in table 1.

Footnotes:

*The consultation draft replacement London Plan 2009 target of 2005 net units per year was released on 12 October 2009. We will work with GLA officers to reach a common view on the most appropriate target.

***** The Aylesbury Area Action Plan has been found sound by the Planning Inspector. This is due to be adopted on January 27th 2010. This timescale is between 2009 and 2011.

Other proposed change

- 16. Camberwell action area will have an area action plan ~~supplementary planning document~~ to provide further guidance.

Policy implications of the revised wording

- 17. *Policy 6 Homes for people on different incomes.* The policy has been changed to:
 - Provide area numerical targets rather than require a blanket 35%. This will enable the character and needs of areas to be considered along with the viability of developments to enable us to provide a more local approach.
 - The policy now provides links to policy 5 where we set out the total housing numbers we require for areas.
 - There will be the opportunity for provision of more affordable housing as we require units rather than allowing a choice of habitable rooms or units.
 - There will be the opportunity for provision of more family housing as we are using affordable units rather than allowing a choice of habitable rooms or units.
 - The requirement of units will provide consistency with policies 5 and 7 for total housing and family housing.
- 18. *Policy 5 Providing new homes.* The policy has been changed to include the total housing target for the Aylesbury. This will provide the context for the affordable housing target in policy 6.
- 19. *Other proposed change.* Camberwell action area will have an area action plan rather than a supplementary planning document to provide further guidance. This will enable further detail to be provided on housing targets and affordable housing targets.

Community Impact Statement

- 20. This is set out in the open report on the main agenda.

Resource/Financial Implications

- 21. This is set out in the open report on the main agenda.

REASONS FOR URGENCY

22. As set out in the open report, and in respect of this addendum report. The core strategy needs to be considered by the council assembly on November 4 2009 to ensure that the council meets the requirements of its Local Development Scheme. The Local Development Scheme sets out our consultation and adoption timetable for our planning documents. This enables the council to inform the public about when we will be consulting so that they can prepare themselves to be involved in the consultation. Failure to meet the timetable would mean that we are not providing the public with clear consultation dates with suitable notice. The current timetable requires the core strategy to be published from November 2009 until February 2010 in order to invite representations prior to submission to the Secretary of State in March 2010. Furthermore failure to meet the submission time table may lead to financial penalties in the form of reduction in the housing & planning delivery grant.

REASONS FOR LATENESS

23. The council was made aware of the draft replacement London Plan October 12 2009 when the Mayor sent this to consultation. This was not early enough for officers to provide this information for Member's consideration.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
The Draft Replacement London Plan October 12 2009	Planning Policy Team Tooley Street	Sandra Warren 020 7525 5471
The Core Strategy – appendix G to the Council Assembly report of November 4 2009 'The Saved Southwark Plan policies.'	Planning Policy Team Tooley Street	Sandra Warren 020 7525 5471
The Core Strategy – appendix A to the Council Assembly report of November 4 2009	Planning Policy Team Tooley Street	Sandra Warren 020 7525 5471

LIST OF APPENDICES

Appendix A: Figure 22 Affordable and Private Housing requirements

AUDIT TRAIL

Lead Officer	Anne Lippitt, Strategic Director of Regeneration and Neighbourhoods	
Report Author	Julie Seymour, Head of Planning Policy	
Version	Final	
Dated	November 3 2009	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / EXECUTIVE MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director of Communities, Law & Governance	Yes	No
Departmental Finance Manager	Yes	Yes
Executive Member	Yes	No
Date final report sent to Constitutional Team		November 3 2009