



ITEM REF NUMBER:	16/ 2008	MEETING DATE:	10 December 2008
ITEM TITLE:	Planning Policy Changes for the Borough: Local Development Framework Core Strategy: Issues and Options Consultation		
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1. Summary

This report summarises changes to the Southwark planning framework that are currently underway, outlines how the Core Strategy fits into this new planning framework and highlights the importance of the LSP in the preparation of new planning documents. The Local Development Framework (LDF) will replace the Unitary Development Plan (UDP) as the main planning framework for the borough and the Council is current preparing several LDF documents including the Core Strategy and Area Action Plans for Peckham, Canada Water and Aylesbury.

The Core Strategy must set out where new housing and jobs will be located in the future and identify where new shops and community facilities will go in order to support new housing. It needs to take forward the aims of Southwark 2016 and show how these will be delivered by local planning guidance. The Core Strategy provides the opportunity to change the planning guidance in the Southwark Plan, the Unitary Development Plan (UDP), and create new polices based on what we want to deliver in different areas and what we want different places to be like in the future

Public consultation is currently being carried out on the Issues and Options for Core Strategy. The Council has identified a range of issues that it thinks the Core Strategy should address and asks for views on how those issues should be dealt with. A presentation will be given at the meeting and the Board will have an opportunity to discuss the implications of the new core strategy.

2. Recommendations

The Board is asked to:

2.1 Note the introduction of the Local Development Framework as a replacement of Unitary Development Plans and the requirement of the LSP to get involved in the preparation of the LDF, including the Core Strategy and other planning documents being prepared.

2.2 Comment upon the matters raised in the Core Strategy, Issues and Options report, and in particular the issues highlighted in Section 6. The issues will be introduced in a presentation and discussion on the key issues during the meeting. The outcomes of the discussion will be used to inform the next stage in the preparation of the Core Strategy.

2.3 Provide a formal response to the Core Strategy Issues and Options consultation and consider the most effective way for the LSP to feed into the LDF preparation and inform policy-making that will contribute to the delivery of Southwark 2016 and the LAA.

3. Introduction

- 3.1 In 2004 the Government introduced Local Development Frameworks (LDF) as a replacement for Unitary Development Plans (UDP). Both UDPs and LDFs are required to set out the planning policies for council areas. However, while UDPs were more focused on zoning land for different uses, LDFs are required to set out aims for different areas and implementation plans to ensure the plans are achieved.
- 3.2 Southwark Council is preparing four new planning policy documents. Once adopted, all the plans will be part of the council's local development framework (LDF). The plans include the Core Strategy and Area Action Plans for Peckham, Aylesbury and Canada Water. Once adopted they will be used to determine planning applications in the area. Together they will partly replace the Southwark Plan 2007 (though certain policies in the Southwark Plan may be saved beyond 2010 for development control purposes).
- 3.3 The Core Strategy will provide the overarching planning framework for the borough. **It must deliver the vision and objectives for Southwark which are set out in Southwark 2016, the Sustainable Community Strategy.** It will look ahead to 2026 and set out the kind of place we want Southwark to be, showing the areas in which housing growth will occur, areas for protection, such as open spaces, locations for employment uses, and Southwark's approach to creating successful places through the delivery of schools, affordable housing and leisure facilities.
- 3.4 Like all planning documents, the Core Strategy must be consistent with national planning guidance and in general conformity with the regional planning guidance for London, the London Plan (2008). It must show how Southwark will deliver its regional housing target, as well as housing and jobs targets set for specific areas such as Elephant and Castle (4,200 new jobs and 6,000 homes), London Bridge/Bankside (30,000 jobs and 2,500 homes) and Canada Water (2,000 new jobs and homes) - targets that are set out in the London Plan. It also needs to focus on implementation of the Core Strategy policies, such as when development will be delivered in different areas and who will be the key partners in making this happen (e.g. Transport for London). It will need to address how the transport and social infrastructure will be provided to support new housing and jobs.
- 3.5 National planning guidance sets out what is expected to be achieved by the LSPs involvement in the LDF:

The new planning system both offers, and requires, the development of a stronger leadership role for local authorities and elected members, built on collaboration through LSPs and accountable delivery through LAAs. The government intends that spatial planning objectives for local areas, as set out in the LDF, should be aligned not only with national and regional plans, but also with the shared local priorities set out in Sustainable Community Strategies where these are consistent with national and regional policy. To achieve this, the Local Government White Paper strongly encourages local authorities to ensure that:

- their SCS takes full account of spatial, economic, social and environmental issues;
- key spatial planning objectives for the area as set out in the LDF Core

- Strategy are in harmony with SCS priorities; and**
- **the LAA, as the delivery agreement with central government, is based on the priorities of the SCS and supported by local planning policy to deliver the outcomes agreed.**

(Planning Policy Statement 12, DCLG, 2008)

4. The Core Strategy Timetable

- 4.1 The programme for preparing the Core Strategy has been agreed by the Secretary of State and is contained in Southwark's Local Development Scheme (LDS). The process for preparing the Core Strategy is slightly different from that of preparing a unitary development plan. Under the new planning system, the council must consult on options prior to consulting on the draft plans themselves. Following consultation on the draft plans (May- July 2009), they are submitted to the Secretary of State (November 2009) who will appoint a planning inspector to hold a public examination of the Core Strategy (2010).
- 4.2 We are currently at the Issues and Options stage of the Core Strategy. At Issues and Options, the council must consult on strategic options for the Core Strategy. These must be fairly broad, but establish distinct and viable alternative approaches for future growth and development. It is important that at this stage the LSP recognises that the borough is not starting from scratch. In a number of respects, Southwark's strategy has already been tied down. The Elephant and Castle regeneration is already underway, as is the regeneration of Bermondsey Spa. The issues and options report is not turning back the clock and must focus on those alternatives that are genuinely still open. For this reason the Core Strategy is not revisiting some issues which were agreed in the Southwark Plan such as the density of development in different areas, open spaces to be protected, sustainable transport, and our approach to conservation and heritage.

5. The Two Options for Growth

- 5.1 The Core Strategy options must be strategic at the Issues and Options stage. They must also be coherent and avoid contradiction. For this reason, the options for the Core Strategy have been grouped under two headings: Housing-led growth and Growth Areas.
- 5.2 Within the housing-led growth scenario, regeneration would focus on the delivery of new homes and this would become the top priority. In addition to progressing regeneration projects, such as Elephant and Castle, Peckham and Bermondsey Spa, housing growth would be dispersed throughout the borough. It would mean that more new homes could be provided, with the potential to significantly exceed London Plan targets. Moreover, through maintaining the existing target, that 50% of all new homes are affordable, this option would result in more affordable housing provision. This option would also imply that the provision of new homes would take precedence over other objectives, such as the creation of new jobs and the promotion of tourism. For example, industrial land and employment sites could be released for residential development in order to provide more housing.
- 5.3 In the Growth Areas option, the council would continue with the area-based growth approach in the Southwark Plan, which focuses on mixed-use development in certain

areas, such as the Elephant and Castle, Bermondsey Spa and Peckham. This option would create new Growth Areas in the Central Activities Zone (The Central Activities Zone is an area designated in the London Plan as a hub for new jobs, tourism and commercial activities), Elephant and Castle, Bankside and London Bridge, Peckham, Canada Water and Camberwell and direct new housing and jobs towards these places. This option will focus on balancing housing growth, with other land uses, such as employment, leisure provision, arts and culture and social and community infrastructure. It would focus on the elements that make the different areas of the borough distinctive and seek to draw on their strengths. As in the Southwark Plan this option would also promote regeneration and large housing developments and community facilities in Bermondsey Spa and the Aylesbury. Outside of the areas identified above, housing growth would be restricted. The council would protect offices throughout the borough and industry in the strategic industrial locations at Bermondsey and the Old Kent Road.

- 5.4 The Growth Areas option would differ from the Southwark Plan as it would produce less affordable housing (it would also produce less housing overall than the Housing-led growth option). We will be acknowledging that the 50% affordable housing target is unrealistic and that in a borough with such a high level of social housing, a 30% affordable housing target would be a more successful approach to creating mixed communities and providing a wide range of housing types. This approach would require the agreement of the Greater London Authority. We would take an area-based approach to the provision of affordable housing to achieve mixed and balanced communities. Provision of family sized housing would be prioritised in some areas while affordable housing requirements and the split between social rented and intermediate housing would be varied in different areas, with a lower requirement for affordable and social rented housing in those areas which already have very high concentrations of affordable homes, such as Peckham, Faraday and Livesey wards.

6. Input from Southwark Alliance

- 6.1 The Southwark Alliance Board is asked to give their views on following:
- The relationship between the Core Strategy and the Community Strategy: Is it clear how the Core Strategy (and the local planning framework in general) can be used to help deliver the aims and objectives of Southwark 2016 and are there any other ways the planning system can help to deliver the aims of the community strategy (e.g. how can the Core Strategy help to improve the health of people who live in Southwark, is it just about access to open spaces or is it more to do with encouraging walking and cycling in new developments?).
 - The two options for growth: What is the preferred option? Which option is more suited to the aims of Southwark 2016?
 - The approach to affordable housing: Is it best to take a borough-wide approach to delivering affordable housing, so that the same amount is asked for on all sites or should we allow different amounts of affordable housing to be provided in different areas?
 - The approach to employment land: What areas should we focus new jobs in? What types of jobs do we want to create in the borough? Should we tailor the type of jobs to different areas in the borough?