



ITEM REF NUMBER:	13/ 2009	MEETING DATE:	10 June 2009
ITEM TITLE:	Local Development Framework Core Strategy Preferred Options and Housing Strategy 2009-2016		
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1. Summary

This report summarises the Local Development Framework Core Strategy Preferred Options and the Housing Strategy. It sets out the main issues covered by each document and explains the overlaps between the two strategies.

It provides feedback on the issues received on the Core Strategy Issues and Options at the Southwark Alliance Board meeting on the 10 December 2008.

2. Recommendations

The Board is asked to:

- 2.1 Comment on the Core Strategy Preferred Options. The main document is attached as Appendix 1.
- 2.2 Comment on the draft Housing Strategy. The consultation document is attached as Appendix 2. A draft of the housing strategy will be tabled and presented at the meeting.

3. Introduction to the Core Strategy and Housing Strategy

The Core Strategy

- 3.1 The Core Strategy will provide the overarching planning framework for the borough. It will be a spatial plan which delivers the vision and objectives for Southwark set out in Southwark 2016. Looking forward to 2026, it will set out the kind of place we want Southwark to be, showing the areas in which growth will be expected to occur, those areas Southwark wishes to protect - such as open spaces, locations for employment uses - and Southwark's approach to maintaining a stable and balanced community through the delivery of schools, affordable housing and leisure facilities. Like all development plans, the Core Strategy must be consistent with national planning guidance and in general conformity with the London Plan. It must show how Southwark will deliver its regional housing target, as well as targets set for the opportunity areas (Elephant and Castle and London Bridge/Bankside) and areas for intensification (Canada Water). It will also need to focus on implementation and show when development in strategic areas will be delivered. It will also need to address how transport and social infrastructure, such as schools, which is needed to support growth, will be provided.
- 3.2 Last year the council consulted on the Core Strategy Issues and Options report, which was presented to the Southwark Alliance on the 10 December 2008. This looked at the wider issues affecting the borough and offered options for how we could deal with each of these issues. We are now at the preferred options stage, where we have narrowed down the options to a preferred approach to growth and a preferred option for each of the strategic topics. We will be consulting on this document until 23 July 2009.

The Housing Strategy

- 3.3 Southwark Council and the new Southwark Housing Strategic Partnership¹ are currently developing a new Southwark Housing Strategy. The Housing Strategy is a document that sets out our strategic approach to housing, describing the key housing issues in the borough and the Council's priorities for tackling those issues over the life of the strategy. It covers housing across all tenures (public and private sector housing) with a particular focus on housing demand and supply, housing conditions and how housing and housing services can contribute to meeting wider strategic priorities, such as improving health, tackling poverty and creating safer and stronger communities.
- 3.4 The timescale for the Housing Strategy is 2009 to 2016 will bring it into line with the timetable for the Sustainable Communities Strategy, 2016. However the Housing Strategy will be reviewed at intervals throughout this time to respond to changes in Southwark, and changes in regional and national policy.
- 3.5 There was a two stage consultation process for developing the strategy. Stage 1 took place from July 2008 to October 2008, and involved asking people their top five

¹ A thematic partnership of Southwark Alliance, a cross tenure partnership made up of representatives of the Council (including Executive Member for Housing, Chief Executive, officers from Housing Strategy and Planning, housing associations, private landlords, house builders, council tenants, council leaseholders and private residents)

housing issues.. Stage 2 centred on a consultation document, and lasted from February 2009 to the end of April 2009. The Housing Strategy team sent an offer to attend all the thematic partnerships with the housing strategy and attended the following;

- Safer Southwark Partnership
- Healthy Southwark
- Young Southwark
- Community Legal Services Partnership
- Sustainable Environment Partnership
- Joint Enterprise and Employment and Skills Partnership

4. Links between the Core Strategy and the Housing Strategy

- 4.1 The council's Planning Policy and Housing Strategy sections have worked closely together to produce the two documents. This has included taking them to Overview and Scrutiny Panel together in May 2009.
- 4.2 The five housing policies in the Core Strategy (providing new homes; homes for people on different incomes; family homes; student homes; homes for Gypsies and travellers) are reflected in the Housing Strategy. In particular, the second objective in the Housing Strategy on increasing supply reflects the Core Strategy's housing policies.

5. The Core Strategy

The approach taken

- 5.1 We are faced with many challenges in making sure the Core Strategy meets the needs of our diverse population and environment. These include:
- How we can achieve sustainable development by balancing environmental, social and economic needs to ensure a good quality of life for now and in the long term.
 - How we can build more housing and how it can meet the needs of such a diverse population. This includes how we can provide family housing, housing for first time buyers, social rented housing and different types of housing such as flats and houses.
 - How we can balance the need for more housing with other demands on the land such as for community facilities, open spaces, new offices and leisure centres
 - How we can continue to develop our economy and link local people to jobs.
 - How we can make sure we provide space for new small businesses and creative industries
 - How we can continue to improve the accessibility of Southwark including safeguarding land for possible new public and river transport and improving walking and cycling routes.
- 5.2 At the Board meeting in December 2008, two main options for future development were presented for consideration. The first of these was described as a 'growth areas' approach (i.e. an approach concentrating development in specific parts of the borough), while the second was based on giving overall priority to housing development. Based on the feedback received on our issues and options report, we

have decided to take forward mainly the growth areas approach, with some ideas from the housing led approach, as our preferred option.

5.3 We will prioritise development in the following growth areas:

- the London Plan's Central Activities Zone (which, in Southwark, covers Borough & Bankside, London Bridge and Elephant and Castle)
- Elephant and Castle opportunity area
- Peckham and Nunhead action area
- Canada Water action area
- Bankside, Borough and London Bridge opportunity area
- Aylesbury action area
- West Camberwell housing regeneration area
- Old Kent Road regeneration area.

5.4 Most new development will happen in these areas. We are aiming to balance providing as many homes as possible with growth of other activities that create successful places such as places to work, leisure, arts and culture, sports, health centres and tourist activities. We will encourage developments to focus on the strengths of places that make the different areas of the borough distinctive.

The policies

5.5 The policies that we use to implement our growth areas approach are based on themes and objectives in the Sustainable Community Strategy 2016. These are:

- Sustainable development to make sure that all developments balance up the benefits and drawbacks of development. We want to make sure that all new development is sustainable, with the best development for each place based on an assessment of social, economic and environmental needs. We will retain requirements for sustainability assessment to measure this.
- Sustainable transport so that people can get around the borough and to destinations outside the borough very easily. In particular, we want to make Southwark accessible by sustainable types of transport, such as walking, cycling and public transport where possible, rather than the car. This approach will reduce congestion and pollution and make places easier to get to and around. We also want to improve our town centres so that people do not need to travel far to get to shops, libraries, open spaces, health and leisure centres. We will retain requirements for transport assessments to measure this.
- Shopping, leisure and entertainment to make sure we have a network of successful town centres which have a wide range of shops and services and things for people to do. Our centres will be well used because they are vibrant, easy to get to, friendly and safe. We will retain requirements for larger and busier developments to go into the town centres.
- Places to learn and enjoy, to make sure we have enough community facilities, such as schools, libraries, health centres and faith premises to help meet people's needs. These facilities can improve people's lifestyles, make places unique and

help create areas which are friendly and safe. We want to ensure that larger facilities are located in town centres and places which are easy to travel to. Smaller facilities that only serve the local community can be located anywhere. To do this we need a more joined up approach to how we will use our existing community buildings, schools and facilities. Along with building new schools and improving existing schools (Southwark Schools for the Future) to provide education for children in Southwark, we will continue to ask for payments for community facilities and schools that new people living in an area will use.

- Provide new homes to help 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. We will encourage new housing, as long as the local character, the environment, open spaces and Southwark's heritage are not harmed. We will do this by developing housing on sites we own, including sites in Elephant and Castle, Bermondsey Spa, Canada Water and Peckham, through our regeneration programmes.
- Ensuring that development is of the right size and character (density) for the area, so that we can build as many homes as possible while creating attractive places which fit well with their surroundings. We have changed some of these areas from the designations in the Southwark Plan. We have put more of the borough within the suburban zone to make sure that we build homes and developments that are of a similar size to those already there, in places where there will be little development. We will no longer allow higher density in areas just because they have high levels of public transport accessibility. Instead we will only allow high densities in the opportunity areas and core action areas, as this is where we want to focus the majority of our new development.
- We have set out the sites that could be available for the development of housing. This is to consult on sites that could help meet our housing targets. This does not mean that we consider housing to be appropriate on all of these sites. This is an early consultation stage. We will be setting out more detail about the type of development and how much development could go on each site at the next stage of consultation.
- Homes for people on different incomes, by providing homes that are affordable for people on a wide range of incomes, including social rented, intermediate and private housing.
- Family homes with 3 or more bedrooms for people on all incomes, to help make Southwark a borough which is attractive for families. We will ask for developments of 10 or more units a minimum of 30% to have 3, 4 or 5 bedrooms and a maximum of 35% of homes to have 1 bedroom. The only exception is the Elephant and Castle opportunity area, where 10% of homes in a development must have three bedrooms or more.
- Student homes which meet the needs of local communities whilst ensuring that they enhance areas, and that we have enough sites on which to build other types of homes including affordable homes.

- Gypsies and Travellers' site provision, which endeavors to meet the Mayor's targets.
- Increase the numbers of jobs in Southwark and reduce the barriers that prevent local people from finding people work. To achieve this we need to maintain and encourage a wide range of businesses within an environment so that they can thrive. The main places for this will be the Central Activities Zone, town centres, the core action areas and strategic cultural centres. We will protect and encourage small business units, tourist facilities, culture and creative industries and preferred industrial locations. We are proposing also to protect the Parkhouse Street industrial area for a tram or alternative depot and to remove protection of industrial uses as the Tower Industrial Estate to allow a wider range of uses. We will also target new jobs and training to local people through planning obligations. Hotels may be becoming dominant in particular areas, so we are considering restricting them in these places and encouraging them where they would enhance areas.
- Protection and improvement of open space to make places attractive and popular and provide sport and leisure opportunities. We will protect metropolitan open land, borough open land and other open space. We will protect nature reserves, woodlands, wildlife and trees. We will protect allotments and sports grounds. We will ask for new open spaces with developments, create and improve outdoor sports facilities, review open spaces to find out if more need protection, and protect some spaces as part of the green chain walk. We will also ask for payments for improving open spaces, access to open spaces, sports facilities, trees and nature conservation from developments, so that we can try to create more and better open spaces, especially in dense areas where there is lots of development.
- High standards of design to create distinctive places which are attractive and fit well with their surroundings, which are safe, easy to get around and feel comfortable to live, work, study and relax in. We are also trying to make sure that Southwark's places of historic value, including its conservation areas, listed buildings, archaeological priority zones and monuments, are protected or improved
- High environmental standards to achieve positive designs to improve the quality of places, provide higher living and working standards, improve the environment and reduce the impacts on climate change. To achieve this will introduce a policy for the highest possible standards for all development and we will set code for sustainable homes and BREEAM levels as standards. We will also allocate a site to process our waste.

Feedback on the Core Strategy Issues and Options report

5.6 The Core Strategy Issues and Options report was presented to the Southwark Alliance Board on 10 December 2008. The comments received on this report are set out below, showing how we have taken these comments into consideration when writing the preferred options report.

COMMENT RECEIVED	HOW THE COMMENT HAS BEEN INCORPORATED INTO THE PREFERRED OPTIONS

Maximising the benefit of the economic development of the north of the borough, by bringing development southwards where possible	Policy 10 protects existing business and encourages further business space in the Central Activities Zone, Town centres, core action areas and Strategic Cultural Areas. This includes the town centres in the south of the borough.
A need to be more proactive in encouraging inward investment in the current economic climate	The Core Strategy is proactive in encouraging inward investment through protecting and encouraging employment in certain areas. Through the Strategic Housing Land Availability Assessment that feeds into the Core Strategy we are looking at all land that is suitable for housing development and where land should be protected for employment use. This will continue to ensure we can encourage inward investment and will include talking with landowners about the sites. Our Area Action Plans and area specific Supplementary Planning Documents will also be proactive in encouraging inward investment.
A need for a diversity of sites used for economic purposes (i.e. not selling off all low value sites for housing)	Policy 10 protects industrial locations, businesses and arts and cultural uses. As set out in the comments above, as part of our work on the Strategic Housing Land Availability Assessment we are looking at all the sites above 0.25 in the borough to see where new housing can go and where we need to continue to protect employment space.
A higher proportion of family sized homes	Policy 7 requires a minimum of 30% of new development to have 3,4 or 5 bedrooms.
More mixed tenure	Policy 6 sets out the policy for homes for people on different incomes. This includes a new approach to tenure mix by requiring 5 wards to have a minimum of 35% private housing and for Elephant and Castle Opportunity Area to have at least 10 to 35% affordable housing and at least 35% private housing. This will encourage a more mixed tenure across the borough.
Consideration given to the type of jobs being encouraged and the degree to which local people can access these - as well as seeking to improve skills levels, so that local people are better equipped to compete in the labour market,	Policy 10 continues to protect some of our employment areas (as set out in comments above) and encourage more businesses in Southwark. We will continue to target new jobs and training opportunities which arise through development towards local people through section 106 planning obligations.
To encourage jobs which are suitable for parents with childcare needs - the latter being linked to the recently announced benefit reforms)	Policy 10 encourages and protects employment and businesses in some areas. It is beyond the scope of the Core Strategy to be able to go into the detail of encouraging certain jobs in the borough. However this is something that could be covered in

	the Employment Strategy and the Enterprise Strategy, which are two pieces of work being carried out by the economic development team and will build on the work in the Core Strategy.
Statutory agencies (e.g. Health) doing more as large employers to facilitate local employment and training providers; likewise, being funded to promote skills relevant to public services	As part of our consultation on the Core Strategy Preferred Options we will be meeting with statutory agencies (such as the PCT) to see how we can work together to implement the policies in the Core Strategy. We will need to produce an implementation plan which will set out how we will deliver the policies and who we will work with to do this. As set out in the comments above, this is also something that the Enterprise and the Employment Strategies could look at.
More done to make older housing stock more energy-efficient	This is beyond the scope of the Core Strategy. It is covered within the Housing Strategy which is also being presented alongside the Core Strategy,
Ensuring that religious institutions are not established in inappropriate locations	Policy 4 – Places to learn and enjoy, covers all community facilities including religious institutions. Community facilities will mainly be encouraged in the opportunity areas, action areas and town centres. Transport assessments will continue to be required for development generating a lot of traffic, such as religious institutions.
The encouragement of more multi-use buildings	Policy 4 encourages a more joined up approach to how we use our existing community buildings, schools and facilities. This will encourage more multi-use buildings.
The promotion of more local CHP, linked to affordable housing.	Policy 13 – High environmental standards sets out that major developments will be expected to set up and/or connect to local energy generation networks where possible. Further information will be set out in our area action plans and area specific supplementary planning documents.

6. The Housing Strategy

- 6.1 Following the close of consultation on the Housing Strategy at the end of April there has been significant work to take this consultation document and develop it in to a new housing strategy. This draft was not ready for sending out to LSP partners at the deadline for sending out this paper. The draft will be going to the Southwark Housing Strategic Partnership on 9 June so we will be able to say how they commented at the Southwark Alliance meeting on 10 June. When the Housing Strategy is nearly finalised drafts will be sent to the Southwark Housing Strategic Partnership and Southwark Alliance to offer chance for final comments and agreement before it is officially signed off by the Executive.

6.2 The Housing Strategy 2009 to 2016 consultation document contained the objectives and priorities in the table below. Consultation on the housing strategy did not raise the need to significantly alter these. The main comments were on the text within the priorities so there will be a fair amount of change on these bits of text. As mentioned in the section of this report about the Core Strategy, the objective on increasing supply has been edited to ensure alignment with the Core Strategy. The final document will also include a section on resources.

Proposed objectives	Proposed priorities (key priorities in bold)
1. Improve the quality of existing housing and use it more efficiently	Bring council homes up to the Southwark decent homes standard
	Use existing assets better to meet changing needs
	Bring empty homes back into use
	Improve the energy efficiency of homes in all tenures
	Improve and maintain the quality of private housing
	Improve housing management
2. Increase the supply of good quality housing	Increase opportunities for housing development
	Increase the supply, particularly of family sized homes
	Ensure new housing is of the right type and quality
	Ensure a supply of new affordable housing to meet a range of needs
3. Enable choice while meeting housing needs	Enable options for private renting in a high quality private rented sector
	Provide options to sustain home ownership
	Provide options to access home ownership
	Enhance social rented housing options
	Ensure the right type of housing for an ageing population, supporting independent living
	Provide support for young people to live independently
	Provide for special housing, supporting independent living
	Improve life chances by contributing to preventing and tackling worklessness
	Improve life chance by contributing to improving the education and skills of residents
	Improve life chances by contributing to tackling poverty
Improving life chances by contributing to improving the health of residents	

4. Prevent homelessness and reduce the use of temporary accommodation	Maximise opportunities for homeless prevention
	Reduce the use of temporary accommodation

6.3 Some of the key comments from consultation were:

- That the contribution to other LAA targets should be made more explicit
- Concern over there being less emphasis on affordable housing in the objective, it just says supply
- Concerns over the impact of major regeneration schemes on the supply of lettings
- Need larger rooms in new developments
- A need for larger intermediate housing
- More family housing generally
- Concern over an over reliance on the private rented sector
- Some concerns over selling Council properties to bridge the investment gap
- Issues over clarity of benefit entitlements and worklessness
- Need more support for young people to set up and sustain tenancies under local housing allowance.