



Lewisham Planning Service

Authority Monitoring Report 2022-23

Summary of Housing Completions and Approvals

January 2024

1 Introduction

- 1.1 The council prepares Authority Monitoring Reports (AMR) each year and has done so for the last eighteen years. The next AMR will set out key information about the operation of the Planning System in the London Borough of Lewisham, with a focus on the planning activities that have occurred between 1st April 2022 and 31st March 2023.
- 1.2 During the latter part of 2023, the council has focused upon the preparation for the submission of the Local Plan for Examination in Public. The Local Plan was submitted on 3rd November 2023. This has resulted in a delay to the preparation of this year's AMR, and it is now anticipated that the document reporting on the period 2022-23 will be published on the council's website at the end of February 2024.
- 1.3 Regulations 34 and 35 of the Town and Country Planning (Local Planning) (England) Regulations 2012 state councils must make any up-to-date monitoring information available as soon as possible after the information becomes available and that this should be published on the council's website. This summary paper seeks to comply with these regulations specifically in relation to data associated with housing completions and approvals.

2 Parameters

- 2.1 This paper provides a quick overview and the key results relating to housing completions and approvals during 2022-23. A full chapter related to housing will follow, with further detailed analysis, within the AMR 2022-23 document.
- 2.2 The sources of the data presented in this paper are a combination of the Greater London Authority's annual Housing Flow Return to Government, more detailed data taken from our in-house Acolaid system and the Starts and Completions survey that was carried out over the Summer. There are variations between the different sets of data, but they have been assimilated together to ensure effective monitoring at the local level.
- 2.3 The data presented here should be treated as minimum figures, as the data may not have captured all applications - such as smaller scale developments arising from householder applications or Certificates of Lawful Development.
- 2.4 As some of the small sites' data has yet to be finalised, sections 6 and 7 of this paper focus solely on major sites (those with 10 or more units that are required by policy to provide affordable housing) and exclude small sites.
- 2.5 The provisional data presented in this paper is *subject to change*. The data will be thoroughly reviewed before the final, definitive data is presented in the AMR 2022-23 published document.

3 Housing Completions

- 3.1 A total of 487 net homes were delivered during 2022-23, comprising:
- 455 net new self-contained homes (464 new homes completed and a loss of nine existing homes);
 - 32 net non-self-contained units, (with the following ratios applied: 1.8:1 for HMOs and 1:1 for C2 care homes).

- 3.2 The figure for the long-term vacant units that were brought back into use is yet to be published by Government and will be reported in the AMR in February 2024.
- 3.3 The 487 net new homes built is about half the amount that is usually built, considering the annual average of 1,017 per year, over the last 10 years.
- 3.4 The completed self-contained housing has been delivered on a range of sites:
- 75 small sites (less than 10 units) account for 199 (44%) of the net self-contained completions.
 - 10 major sites (10 or more units) account for 256 (56%) of the net self-contained completions, as shown in Table 1:

Site name	Number of net self-contained units
1 Creekside	55
9-19 Rushey Green	45
154-158 Sydenham Road	33
Haulage Yard, Hereford Place	26
Somerville Estate, 2-27 Wellington Close	23
The Haven and Betuna, Grove Park Road	20
Northwest Garages, Knapdale Close	17
Rutland House, Rutland Walk	14
1 Myron Place	12
Adjacent to Brasted Close	11

Table 1: Housing Completions on Major Sites

- 3.5 The following sets out the mix in terms of the type and size of the self-contained accommodation that has been completed:
- at least 28 (6%) were delivered as houses and the remainder developed as flats;
 - at least 56 (12%) were delivered as family sized dwellings (3 or more bedrooms) and the remainder developed as studio, 1- or 2-bedroom units;
 - no homes have been completed in buildings taller than eight storeys;
 - 284 (62%) were delivered as new builds and 171 (38%) as changes to existing buildings (through conversions, change of use and extensions);
 - only 23 (5%) of completions relate to prior approvals.

4 Performance in Housing Delivery

- 4.1 **Chart 1** tracks Lewisham's performance since 2011-12 against the annual housing targets in the London Plan. It shows:
- that housing delivery has fluctuated in the past, and continues to do so, with a downturn in the last three years;
 - there is a significant shortfall in 2022-23 when compared to the current 1,667 annual target in the London Plan.
- 4.2 It is evident that housing delivery is yet to return to normal following the Covid-19 Pandemic, Brexit and inflation pressures. This is reflective of the national housebuilding situation. The New Homes England statistics for 2022-23 demonstrates that housebuilding starts and completions were down across the nation as a result of the impact of tough economic conditions on the housebuilding industry over the past year. This is inclusive of build cost inflation, rising labour costs, material availability, building remediation issues and the duty to support tenants through a cost-of-living crisis, all of which hindered investment in new homes, leading to stalled or stopped schemes.

4.3 There are major sites within the borough nearing completion which we anticipate will result in a significant increase in completions in the next couple of years. However, we are also experiencing delays in building out approved schemes as a result of new fire legislation, resulting in applications being resubmitted to cater for additional stair cores and lifts.

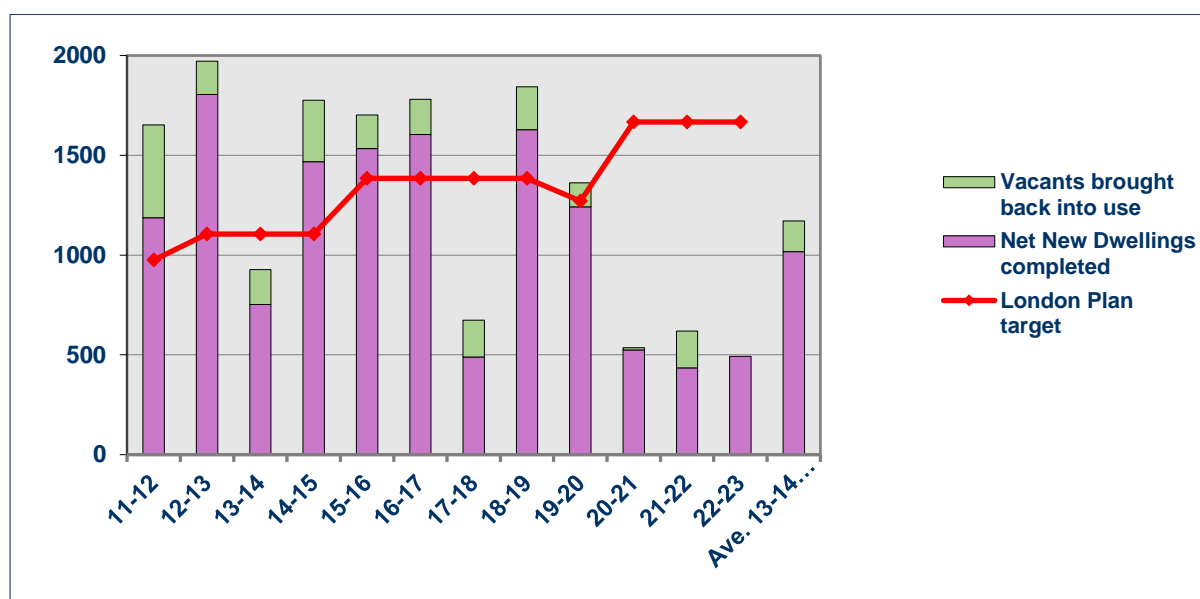


Chart 1: Housing Completions 2011-12 to 2022-23

5 Housing Approvals

5.1 Approvals made during 2022-23, if implemented, will result in a minimum net gain of 254 self-contained new homes and 39 non-self-contained units. This does not meet the 1,667 annual target in the 2021 adopted London Plan.

5.2 The approved self-contained housing will be delivered on a range of sites:

- 64 small sites (less than 10 units) will account for 159 (63%) of the net self-contained supply;
- four major sites (10 or more units) will account for 95 (37%) of the net self-contained supply, as shown in Table 2:

Site name	Number of net self-contained units
52-54 New Cross Road	35
56-60 Farmstead	24
34-40 Eastdown Park	21
Hesper House, Wells Park Road	15

Table 2: Housing Approvals on Major Sites

5.3 The council is continuing to grant resolutions to approve major developments in the borough. However, we are experiencing increasing delays on some major applications due to the time it takes to negotiate complex Section 106 agreements and/or applicants resubmitting applications with increased housing capacities or different models of housing or mix of uses to improve viability or respond to changing fire legislation.

6 Affordable Housing Completions

- 6.1 Affordable housing delivery in Lewisham fluctuates, with peaks in 2011-12, 2012-13 and 2018- 19 and lows in 2017-18, 2020-21, 2021-22 and 2022-23. Cumulatively since 2005-06, at least 5,022 affordable homes have been delivered.
- 6.2 Table 3 shows that during 2022-23, 87 net affordable self-contained homes were delivered on five qualifying sites that are required by policy to provide affordable housing (i.e., sites of 10 or more units). The remaining five qualifying sites did not provide affordable housing.
- 6.3 Small sites (less than 10 units) have not been included in section 6 as affordable housing data on small sites has yet to be finalised.

Site name	Number of net self-contained units	Social Rent/ London Affordable Rent	Affordable Rent	Intermediate	Market
1 Creekside	55	11		9	35
9-19 Rushey Green	45		9	6	30
154-158 Sydenham Road	33	6		6	21
Somerville Estate, 2-27 Wellington Close	23	23			
Northwest Garages, Knapdale Close	17	17			

Table 3: Affordable Housing Completions on Qualifying Sites

- 6.4 Table 4 provides a detailed breakdown of the 10 qualifying sites where net self-contained homes have been built. It shows:
- 66% were delivered as market housing;
 - 34% were delivered as a range of affordable housing tenures, below the Core Strategy borough wide target of 50%;
 - 22% were delivered as genuinely affordable housing (Social Rent/London Affordable Rent);
 - the tenure split ratio of 64% genuinely affordable and 34% intermediate is close to the 70:30 split specified in the Core Strategy.

Social Rent/LAR	%	Affordable Rent	%	Intermediate	%	Market	%	Total
57	22%	9	4%	21	8%	169	66%	256
Affordable housing (GLA and NPPF definition)						Market		
87						169		
34%						66%		
Genuinely Affordable Housing (Social Rent/ London Affordable Rent)		Other Affordable Housing (Affordable Rent/ Intermediate)		Market				
57		30		169				
22%		12%		66%				
Genuinely affordable: Intermediate ratio split 66%: 34%.								

Table 4: Tenure Split for Housing Completions on Qualifying Sites.

7 Affordable Housing Approvals

7.1 Table 5 shows that during 2022-23, 59 net affordable self-contained homes were approved on two qualifying sites. The remaining two qualifying sites did not provide affordable housing.

Site name	Number of net self-contained units	Social Rent/London Affordable Rent	Affordable Rent	Intermediate	Market
52-54 New Cross Road	35	17		18	
56-60 Farmstead	24	24			

Table 5: Affordable Housing Approvals on Qualifying Sites

7.2 Table 6 provides a detailed breakdown of the four qualifying sites where net self-contained homes have been approved. It shows:

- 38% will be delivered as market housing;
- 62% will be delivered as a range of affordable housing tenures, above the Core Strategy borough wide target of 50%;
- 43% will be delivered as genuinely affordable housing (Social Rent/London Affordable Rent);
- the tenure split ratio of 69% genuinely affordable and 31% intermediate is close to the 70:30 split specified in the Core Strategy.

Social Rent/LAR	%	Affordable Rent	%	Intermediate	%	Market	%	Total
41	%	0	%	18	%	36	%	95
Affordable housing (GLA and NPPF definition)						Market		
59						36		
62%						38%		
Genuinely Affordable Housing (Social Rent/London Affordable Rent)			Other Affordable Housing (Affordable Rent/Intermediate)			Market		
41			18			36		
43%			19%			38%		
Genuinely affordable: Intermediate ratio split 69%: 31%.								

Table 6: Tenure Split for Housing Approvals on Qualifying Sites.

8 Non-Self-Contained Supply

8.1 During 2022-23, completions have resulted in a net gain of 32 pro rata non-self-contained units, comprising:

- Five sites with 25 beds in HMO/hostel accommodation, with a ratio of 1.8:1 applied;
- One site with a seven bed C2 residential care home, with a ratio of 1:1 applied.

8.2 Approvals will result in a net gain of 39 pro rata non-self-contained units, comprising:

- Five sites with 30 beds in C2 residential care homes, with a ratio of 1:1 applied;
- One site with a six bed HMO, with a ratio of 1.8:1 applied;
- One site with an additional three purpose-built student bedrooms, with a ratio of 2.5:1 applied. This increases the total to 402 student beds at 164-196 Trundley's Road.

9 Conclusion

- 9.1 It is evident that housing delivery is yet to return to normal following the Covid-19 Pandemic, Brexit and inflation pressures. This is reflective of the national housebuilding situation. The New Homes England statistics for 2022-23 demonstrates that housebuilding starts and completions were down across the nation as a result of the impact of tough economic conditions on the housebuilding industry over the past year. This is inclusive of build cost inflation, rising labour costs, material availability, building remediation issues and the duty to support tenants through a cost-of-living crisis, all of which hindered investment in new homes, leading to stalled or stopped schemes.
- 9.2 There are major sites within the borough nearing completion which we anticipate will result in a significant increase in completions in the next couple of years. However, we are also experiencing delays in building out approved schemes as a result of new fire legislation, resulting in applications being resubmitted to cater for additional stair cores and lifts.
- 9.3 The council is continuing to grant resolutions to approve major developments in the borough. However, we are experiencing increasing delays on some major applications due to the time it takes to negotiate complex Section 106 agreements and/or applicants resubmitting applications with increased housing capacities or different models of housing or mix of uses to improve viability or respond to changing fire legislation.
- 9.4 The council's ability to set the pace of delivery on privately owned development sites is limited and factors such as viability, new legislation etc. which delay housing delivery is beyond our control.
- 9.5 Nevertheless, the council will continue to work with our development partners to increase housing delivery:
- by collaborating with landowners and developers in a positive and proactive manner to bring sites forward;
 - through continual monitoring in the AMRs;
 - taking predictive and preventative action in anticipation of future Housing Delivery Tests;
 - by catering for under-delivery from the last few years and identifying a suite of site allocations within the submitted Local Plan.