#### Merton Council Borough Plan Advisory Committee 26 November 2020 Supplementary Agenda

- 4 Presentation Merton's housing development viability report 1 26
- 5 Presentation Merton's draft borough character study 27 48

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Anthony Lee 26 November 2020



## Introduction

- Concepts and approach to testing
- Merton delivery in wider London context
- Study results
- Policy approaches
- Discussion / questions





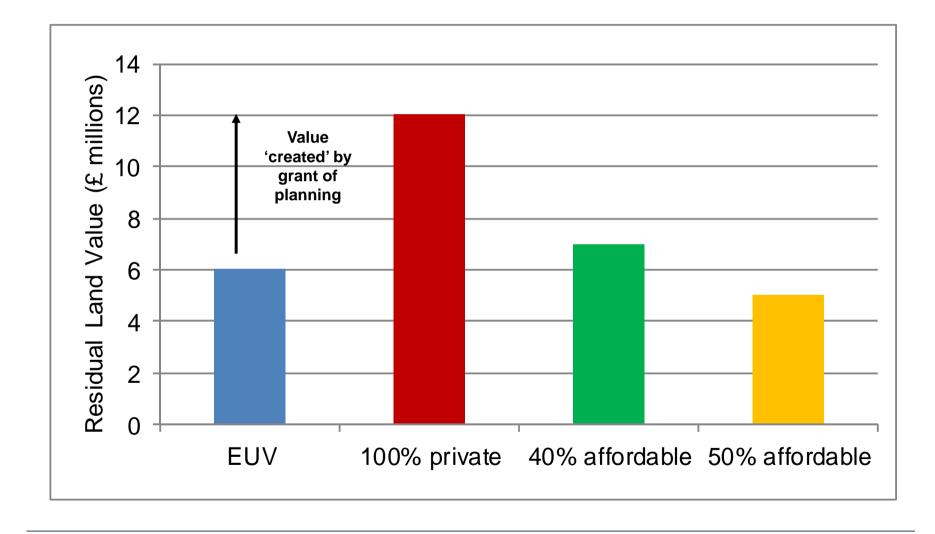


## Why do LPAs need to viability test their policies?

- Local Plan vision relies on private sector bringing sites forward
- Need to ensure development can generate adequate returns
- Housing land supply vs other land use options
- Requirement of national policy and guidance
- Examination of the Plan by PINS

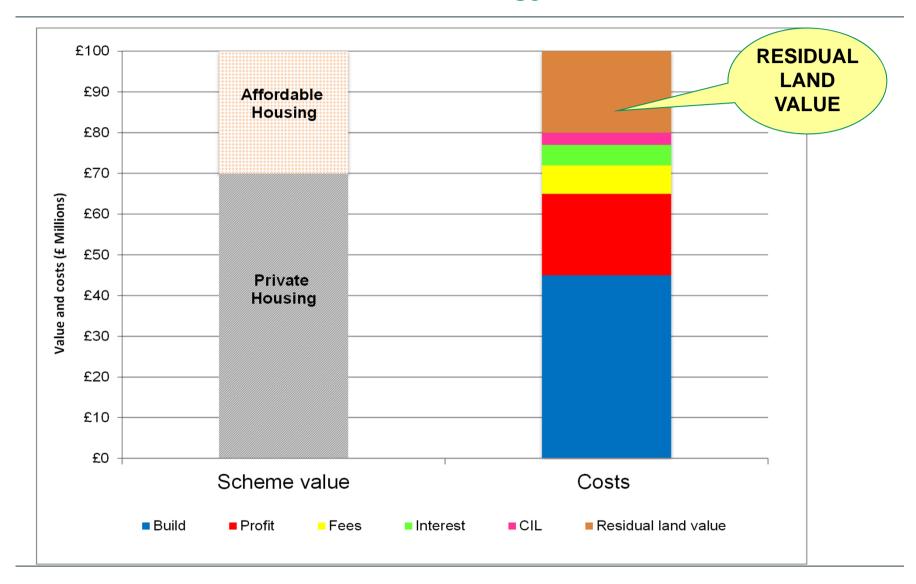


#### Mediating between public and private interests



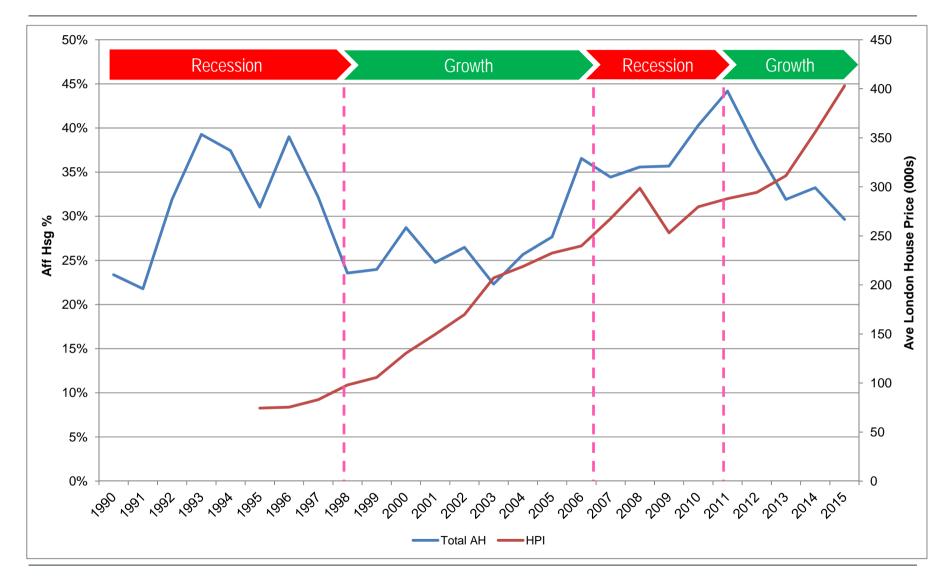


## **Residual Land Value methodology**



Page 6

## What has gone wrong in the recent past

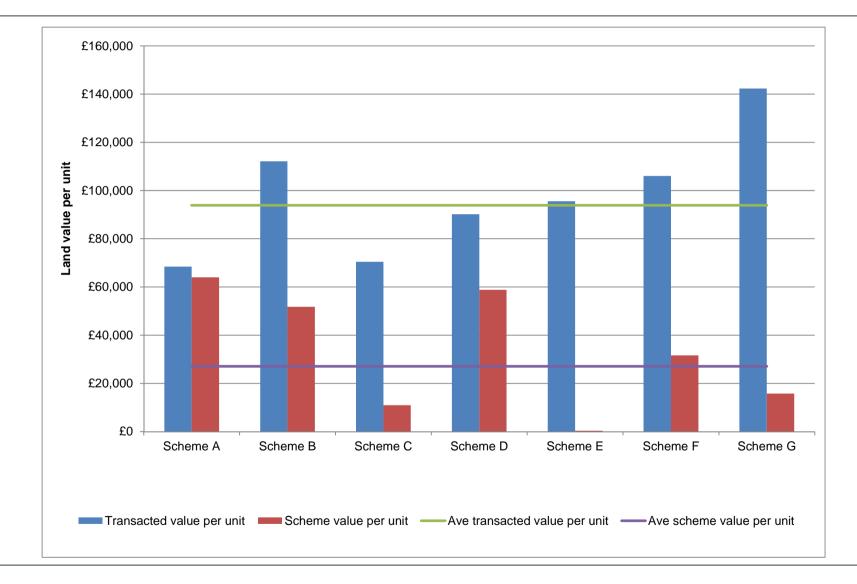


BNP PARIBAS REAL ESTATE

Real Estate for a changing world

Page 7

## What has gone wrong in the recent past



#### 2019 Planning Practice Guidance resets the rules

#### PPG Viability Para 014 – revised May 2019

- Benchmark land value to be based upon existing use value
- Alternative use value also acceptable, but policy compliant
- Moves away from market value or prices paid for sites



# 2 AFFORDABLE HOUSING DELIVERY – MERTON IN WIDER LONDON CONTEXT



## Merton delivery in wider London context

	Total Ne	et Conve	entional		Afforda	ble as %	of Total	Net
Borough	2015	2016	2017	Total	2015	2016	2017	All
Waltham Forest	670	307	151	1,128	69%	30%	21%	42%
Barking and Dagenham	325	199	191	715	41%	32%	32%	36%
Tower Hamlets	886	1,164	566	2,616	36%	27%	28%	30%
Havering	601	52	7	660	35%	9%	3%	26%
Hounslow	172	251	244	667	22%	22%	27%	23%
Greenwich	827	-29	523	1,321	33%	-1%	28%	20%
Hackney	246	232	261	739	17%	20%	23%	19%
Kensington and Chelsea	67	23	73	163	20%	12%	22%	19%
Islington	222	99	72	393	21%	14%	19%	19%
Ealing	236	339	146	721	22%	27%	10%	19%
Camden	184	140	252	576	19%	11%	27%	18%
Southwark	120	552	183	855	9%	23%	22%	18%
Haringey	62	148	253	463		20%	21%	18%
Enfield	52	302	-11	343	8%	34%	-3%	18%
London	7,018	6,894	4,703	18,615	20%	17%	15%	17%
Redbridge	98	52	122	272	19%	7%	26%	16%
Lambeth	138	192	294	624	10%	17%	19%	16%
Barnet	205	470	341	1,016	12%	21%	14%	16%
Lewisham	237	303	47	587		19%	9%	16%
Wandsworth	519	378	202	1,099		17%	10%	15%
Newham	423	365	76	864	29%	15%	4%	15%
Hammersmith and Fulham	35	148	237	420	9%	14%	15%	14%
Merton	91	86	83	260	13%	19%	13%	14%
Croydon	383	331	248	962	19%	12%	12%	14%
Richmond upon Thames	99	41	41	181	18%	9%	11%	13%
Westminster	180	156	82	418	20%	12%	7%	12%
Hillingdon	118	59	66	243		7%	8%	9%
Brent	52	281	-147	186		21%	-21%	6%
Kingston upon Thames	-7	15	29	37		5%	13%	5%
Sutton	9	10	37	56		2%	5%	3%
Bromley	10	45	7	62		5%	1%	3%
Bexley	-148	180	0		-136%	22%	0%	3%
City of London	0	0	0	0		0%	0%	0%
Harrow	-94	3	27	-64	-10%	0%	4%	-3%





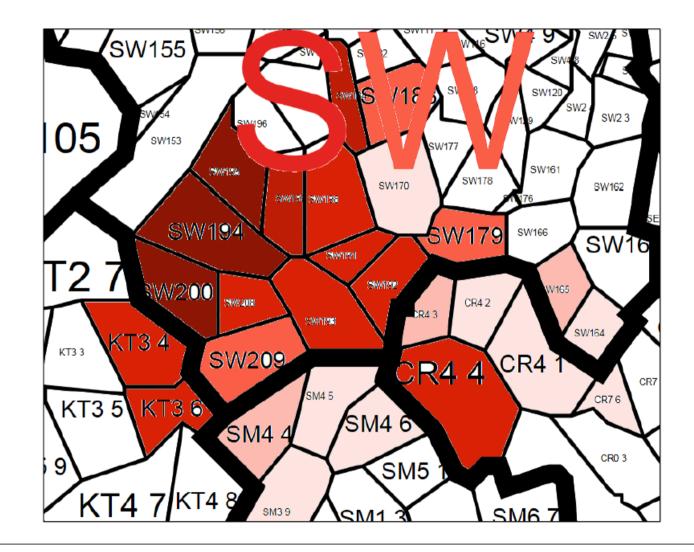


## What we did

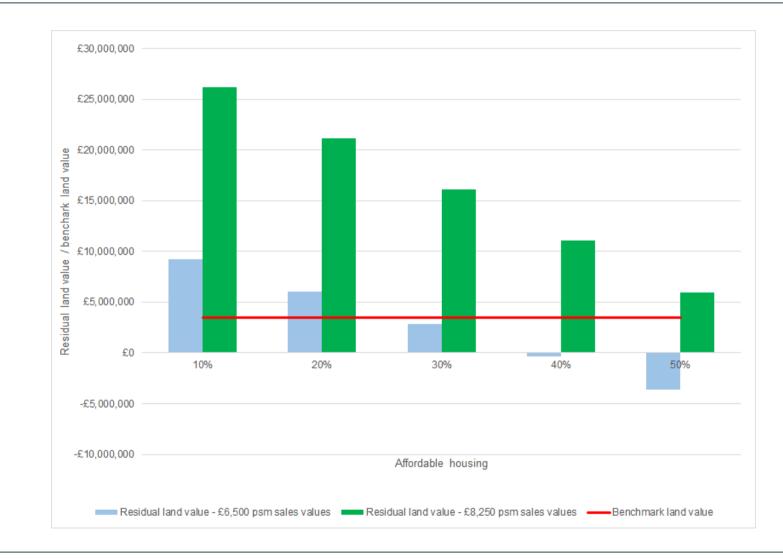
- Testing of 30 development typologies:
  - 10 small schemes (9 or fewer units: houses, flats)
  - 12 medium schemes (10 to 75 units: houses, flats, mixed)
  - 8 large schemes (100 to 1,000 units: flats
  - Some schemes with retail on ground floor to reflect location
- Reflecting variation in sales values (£4,850 £10,300 per sqm)
- Five different benchmark land values (including 20% premium):
  - Existing residential: variable £21.6 million to £49.4 million per ha
  - Secondary offices: £29.25 million per ha
  - Secondary industrial: £9.4 million per ha
  - Community uses: £3.45 million per ha
  - Garden and other undeveloped land: £0.5 million per ha

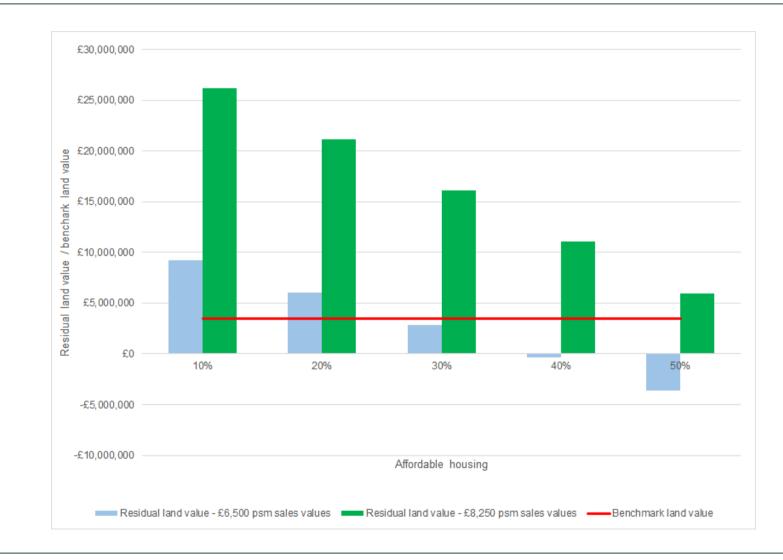


#### Sales values across Merton









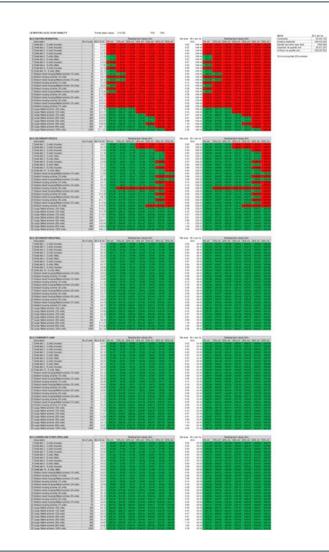






#### Range of results - lowest to highest sales values







#### Small sites (low sales values)

BL۱	: EXISTING RESIDENTIAL			Residual land values (£m)							
	Description	No of units	BLV (£ m)	0% AH	10% AH	20% AH	30% AH	35% AH	40% AH	50% AH	
1	Small site 1 - 2 units (houses)	2	£0.45	£0.07	£0.06	£0.04	£0.03	£0.02	£0.01	-£0.0	
2	Small site 2 - 3 units (houses)	3	£0.57	£0.09	£0.07	£0.05	£0.03	£0.02	£0.01	-£0.0	
3	Small site 2 - 4 units (houses)	4	£0.80	£0.30	£0.27	£0.24	£0.21	£0.19	£0.18	£0.1	
4	Small site 3 - 5 units (houses)	5	£1.03	£0.38	£0.34	£0.31	£0.27	£0.25	£0.23	£0.1	
5	Small site 4 - 5 units (flats)	5	£0.54		-£0.03	-£0.06	e0.03-	-£0.10	-£0.11	-£0.14	
	Small site 5 - 6 units (flats)	6	£0.62	-£0.01	-£0.04	-£0.07	-£0.10	-£0.12	-£0.13	-£0.1(	
7	Small site 6 - 8 units (houses)	8	£1.54		£0.51	£0.46	£0.40	£0.37	£0.35	£0.29	
8	Small site 8 - 8 units (flats)	8	£0.85	-£0.01	-£0.06	-£0.10	-£0.14	-£0.16	-£0.18	-£0.2	
9	Small site 9 - 9 units (houses)	9	£1.83	£0.66	£0.60	£0.53	£0.47	£0.43	£0.40	£0.3	
10	Small site 10 - 9 units (flats)	9	£0.93	-£0.03	-£0.07	-£0.11	-£0.16	-£0.18	-£0.20	-£0.2	
11	Medium mixed housing/flatted scheme (10 units)	10	£1.18	£0.45	£0.39	£0.34	£0.28	£0.26	£0.23	£0.1	
12	Medium housing scheme (10 units)	10	£2.00	£0.72	£0.65	£0.58	£0.51	£0.48	£0.44	£0.3	
13	Medium mixed housing/flatted scheme (15 units)	15	£1.83	£0.58	£0.49	£0.41	£0.33	£0.28	£0.24	£0.16	

Site area	BLV per ha	Residual land values (£m)									
	(£m)	0% AH	10% AH	20% AH	30% AH	35% AH	40% AH	50% AH			
0.02	£21.60	£3.55	£2.76	£1.98	£1.20	£0.81	£0.42	-£0.37			
0.03	£21.60	£3.48	£2.70	£1.91	£1.13	£0.73	£0.34	-£0.45			
0.04	£21.60	£7.98	£7.20	£6.41	£5.63	£5.24	£4.85	£4.06			
0.05	£21.60	£7.99	£7.21	£6.42	£5.64	£5.25	£4.86	£4.07			
0.03	£21.60	-£0.34	-£1.39	-£2.44	-£3.50	-£4.02	-£4.55	-£5.60			
0.03	£21.60	-£0.38	-£1.43	-£2.49	-£3.54	-£4.07	-£4.59	-£5.65			
0.07	£21.60		£7.19	£6.40	£5.62	£5.22	£4.83	£4.04			
0.04	£21.60	-£0.35	-£1.40	-£2.46	-£3.51	-£4.04	-£4.57	-£5.62			
0.08	£21.60	£7.82	£7.05	£6.29	£5.52	£5.14	£4.76	£3.99			
0.04	£21.60		-£1.65	-£2.67	-£3.70	-£4.21	-£4.73	-£5.75			
0.05	£21.60	£8.21	£7.20	£6.18	£5.17	£4.66	£4.15	£3.14			
0.09	£21.60		£7.05	£6.28	£5.52	£5.13	£4.75	£3.98			
0.08	£21.60	£6.80	€5.81	£4.83	£3.84	€3.35	£2.86	£1.87			

BL\	: GARDEN AND OTHER OPEN LAND		[	Residual land values (£m)								
	Description	No of units	BLV (£ m)	0% AH	10% AH	20% AH	30% AH	35% AH	40% AH	50% AH		
1	Small site 1 - 2 units (houses)	2	£0.01	£0.07	£0.06	£0.04	£0.03	£0.02	£0.01	-£0.01		
2	Small site 2 - 3 units (houses)	3	£0.01	£0.09	£0.07	£0.05	£0.03	£0.02	£0.01	-£0.01		
3	Small site 2 - 4 units (houses)	4	£0.02	£0.30	£0.27	£0.24	£0.21	£0.19	£0.18	£0.15		
4	Small site 3 - 5 units (houses)	5	£0.02	£0.38	£0.34	£0.31	£0.27	£0.25	£0.23	£0.19		
5	Small site 4 - 5 units (flats)	5	£0.01	-£0.01	-£0.03	-£0.06	-£0.09	-£0.10	-£0.11	-£0.14		
6	Small site 5 - 6 units (flats)	6	£0.01	-£0.01	-£0.04	-£0.07	-£0.10	-£0.12	-£0.13	-£0.16		
7	Small site 6 - 8 units (houses)	8	£0.04	£0.57	£0.51	£0.46	£0.40	£0.37	£0.35	£0.29		
8	Small site 8 - 8 units (flats)	8	£0.02	-£0.01	-£0.06	-£0.10	-£0.14	-£0.16	-£0.18	-£0.22		
9	Small site 9 - 9 units (houses)	9	£0.04	£0.66	£0.60	£0.53	£0.47	£0.43	£0.40	£0.34		
10	Small site 10 - 9 units (flats)	9	£0.02	-£0.03	-£0.07	-£0.11	-£0.16	-£0.18	-£0.20	-£0.25		
11	Medium mixed housing/flatted scheme (10 units)	10	£0.03	£0.45	£0.39	£0.34	£0.28	£0.26	£0.23	£0.17		
12	Medium housing scheme (10 units)	10	£0.05	£0.72	£0.65	£0.58	£0.51	£0.48	£0,44	£0.37		

Site area	BLV per ha	Residual land values (£m)										
	(£m)	0% AH	10% AH	20% AH	30% AH	35% AH	40% AH	50% AH				
0.02	£0.50	£3.55	£2.76	£1.98	£1.20	£0.81	£0.42	-£0.37				
0.03	£0.50		£2.70	£1.91	£1.13	£0.73	£0.34	-£0.45				
0.04	£0.50	£7.98	£7.20	£6.41	£5.63	£5.24	£4.85	£4.06				
0.05	£0.50	£7.99	£7.21	£6.42	£5.64	£5.25	£4.86	£4.07				
0.03	£0.50	-£0.34	-£1.39	-£2.44	-£3.50	-£4.02	-£4.55	-£5.60				
0.03	£0.50	-£0.38	-£1.43	-£2.49	-£3.54	-£4.07	-£4.59	-£5.65				
0.07	£0.50	£7.97	£7.19	£6.40	£5.62	£5.22	£4.83	£4.04				
0.04	£0.50	-£0.35	-£1.40	-£2.46	-£3.51	-£4.04	-£4.57	-£5.62				
0.08	£0.50	£7.82	£7.05	£6.29	£5.52	£5.14	£4.76	£3.99				
0.04	£0.50	-£0.62	-£1.65	-£2.67	-£3.70	-£4.21	-£4.73	-£5.75				
0.05	£0.50	£8.21	£7.20	£6.18	£5.17	£4.66	£4.15	£3.14				
0.09	£0.50	£7.82	£7.05	£6.28	£5.52	£5.13	£4.75	£3.98				



## Small sites (high sales values)

V: EXISTING RESIDENTIAL		Residual land values (£m)							
Description	No of units	BLV (€ m)	0% AH	10% AH	20% AH	30% AH	35% AH	40% AH	50% AH
Small site 1 - 2 units (houses)	2	£1.04	£0.86	£0.78	£0.69	£0.61	£0.56	€0.52	£0.4
Small site 2 - 3 units (houses)	3	£1.31	£1.09	£0.98	£0.87	£0.76	£0.71	£0.66	£0.5
Small site 2 - 4 units (houses)	4	£1.83	£1.69	£1.54	£1.38	£1.23	£1.16	£1.08	£0.9
Small site 3 - 5 units (houses)	5	£2.35	£2.17	£1.97	£1.78	£1.58	£1.49	£1.39	£1.2
Small site 4 - 5 units (flats)	5	£1.24	£1.39	£1.24	£1.09	£0.94	£0.87	£0.79	£0.6
5 Small site 5 - 6 units (flats)	6	£1.41	£1.58	£1.41	£1.24	£1.07	£0.99	0e.0£	£0.7
/ Small site 6 - 8 units (houses)	8	£3.54	£3.26	£2.97	£2.67	£2.38	£2.24	£2.09	£1.8
8 Small site 8 - 8 units (flats)	8	£1.95	£2.17	£1.94	£1.71	£1.48	£1.36	£1.24	£1.0
Small site 9 - 9 units (houses)	9	€4.18	£3.80	£3.46	£3.12	£2.78	£2.61	\$2.44	\$2.1
Small site 10 - 9 units (flats)	9	£2.12	£2.33	£2.08	£1.83	£1.58	£1.46	£1.33	£1.0
Medium mixed housing/flatted scheme (10 units)	10	£2.71	£3.31	£3.00	£2.70	£2.39	£2.24	£2.08	£1.7
2 Medium housing scheme (10 units)	10	£4.57	£4.16	£3.78	£3.41	£3.04	£2.85	£2.67	£2.2
3 Medium mixed housing/flatted scheme (15 units)	15	£4.19	£4.90	£4.44	£3.97	£3.51	£3.28	£3.05	£2.5

Site area	BLV per ha	Residual land values (£m)									
	(£m)	0% AH	10% AH	20% AH	30% AH	35% AH	40% AH	50% AH			
0.02	£49.44	£41.15	£37.07	£32.99	£28.91	£26.87	£24.83	£20.74			
0.03	£49.44	£41.09	£37.00	£32.92	€28.83	£26.79	\$24.75	£20.66			
0.04	£49.44	£45.58	£41.50	£37.42	£33.33	£31.29	£29.25	£25.17			
0.05	£49.44	£45.59	£41.50	£37.42	€33.34	£31.30	£29.26	£25.18			
0.03	£49.44	£55.11	£49.22	£43.33	£37.45	£34.50	£31.56	£25.67			
0.03	£49.44	£55.07	£49.18	£43.29	£37.40	£34.46	£31.52	£25.63			
0.07	£49.44	£45.57	£41.49	£37.41	£33.32	£31.28	£29.24	£25.15			
0.04	£49.44	£55.09	£49.21	£43.32	£37.43	£34.49	£31.54	£25.66			
0.08	£49.44	£44.91	£40.89	£36.87	€32.84	£30.83	£28.82	£24.80			
0.04	£49.44	£54.24	£48.44	£42.64	£36.85	£33.95	£31.05	£25.25			
0.05	£49.44	£60.31	£54.73	£49.16	£43.58	£40.80	£38.01	£32.43			
0.09	£49.44	£44.91	£40.88	£36.86	£32.84	£30.83	£28.82	£24.79			
0.08	£49.44	£57.85	£52.40	£46.95	£41.49	£38.77	£36.04	£30.59			

BLV	: GARDEN AND OTHER OPEN LAND			1	Residual land values (£m)								
	Description	No of units	BLV (€ m)	0% AH	10% AH	20% AH	30% AH	35% AH	40% AH	50% AH			
1	Small site 1 - 2 units (houses)	2	£0.01	£0.86	£0.78	£0.69	£0.61	£0.56	£0.52	£0.44			
2	Small site 2 - 3 units (houses)	3	£0.01	£1.05	98.03	£0.87	£0.76	£0.71	£0.66	£0.55			
3	Small site 2 - 4 units (houses)	4	£0.02	£1.85	£1.54	£1.38	£1.23	E 61.16	£1.08	£0.93			
4	Small site 3 - 5 units (houses)	5	£0.02	£2.17	£1.97	£1.78	£1,58	£1.49	£1.39	£1.20			
5	Small site 4 - 5 units (flats)	5	£0.01	£1.35	£1.24	£1.09	£0.94	£0.87	£0.79	£0.65			
6	Small site 5 - 6 units (flats)	6	£0.01	£1.58	E1.41	£1.24	£1.07	£0.99	£0.90	£0.73			
7	Small site 6 - 8 units (houses)	8	£0.04	£3.26	£2.97	€2.67	£2.38	€2.24	£2.09	£1.80			
8	Small site 8 - 8 units (flats)	8	£0.02	£2.17	£1.94	£1.71	£1.48	£1.36	£1.24	£1.01			
9	Small site 9 - 9 units (houses)	9	£0.04	£3.80	E3.46	£3,12	£2.78	£2.61	£2.44	E2.10			
10	Small site 10 - 9 units (flats)	9	£0.02	62.33	62.08	£1.83	£1.58	£1.46	£1.33	£1.08			
11	Medium mixed housing/flatted scheme (10 units)	10	£0.03	£3.31	£3.00	E2 70	£2.39	£2.24	£2.08	£1.78			
12	Medium housing scheme (10 units)	10	£0.05	£4.16	€3.78	£3.41	£3.04	£2.85	\$2.67	£2.29			
13	Medium mixed housing/flatted scheme (15 units)	15	£0.04	£4.90	E4.44	£3 97	£3.51	£3.28	£3.05	£2.59			

Site area	BLV per ha			Residua	I land valu	ies (£m)	*****	
	(£m)	0% AH	10% AH	20% AH	30% AH	35% AH	40% AH	50% AH
0.02	£0.50	£41.15	£37.07	£32.99	£28.91	€26.87	€24.83	£20.74
0.03	£0.50	£41.09	£37.00	€32.92	£28.83	£26.79	£24.75	£20.66
0.04	£0.50	£45.58	£41.50	£37.42	£33.33	€31.29	£29.25	£25.17
0.05	£0.50	£45.59	£41.50	£37.42	£33,34	£31.30	£29.26	£25.18
0.03	£0.50	€55.11	£49.22	€43.33	£37.45	€34.50	€31.56	\$25.67
0.03	£0.50	£55.07	£49.18	£43.29	£37.40	£34.46	€31.52	£25.63
0.07	£0.50	£45.57	£41.49	£37.41	£33.32	£31.28	€29.24	£25.15
0.04	£0.50	£55.09	£49.21	€43.32	£37.43	€34.49	€31.54	£25.66
0.08	£0.50	£44.91	£40.89	€36.87	£32.84	£30.83	€28.82	£24.80
0.04	£0.50	£54.24	£48.44	€42.64	£36.85	£33.95	£31.05	£25.25
0.05	£0.50	€60.31	€54.73	£49.16	£43.58	£40.80	£38.01	£32.43
0.09	£0.50	£44.91	£40.88	€36.86	£32.84	€30.83	€.28.82	£24.79
0.08	£0.50	£57.85	£52.40	£46.95	£41.49	£38.77	£36.04	£30.59



## Policy trade offs

- Tenure and overall Aff Hsg percentage 70/30 vs 50/50
- Climate change mitigation increases costs by 1.5% to 6.5%:
  - High value areas: circa 2% reduction in affordable housing
  - Low value areas: circa 10% reduction in affordable housing
  - Precise impact will vary, depending on existing use values







## Policy approaches

- Fine grain policy approaches with different targets
  - Benchmark land value
  - Sales value
  - Type of scheme
- PPG approach a target that is achievable in almost all cases
- 'Maximum reasonable' approach high target, not always met
- 15 year policy longevity of approaches
- Heterogeneity of study outcomes points to 'max reasonable'
- Policy target of up to 40% is supported by the evidence base



## Payments in lieu for small sites

- Significant proportion of new housing supply from small sites
- Emerging policy payment equivalent to 20% on-site AH
- Ability to contribute varies largely driven by existing use on site
- 'Maximum reasonable' approach high target, not always met



# 5 QUESTIONS AND DISCUSSION



# MERTON Character Study

Member summary - November 2020

Agenda Item 5

Allies and Morrison Urban Practitioners Solidspace

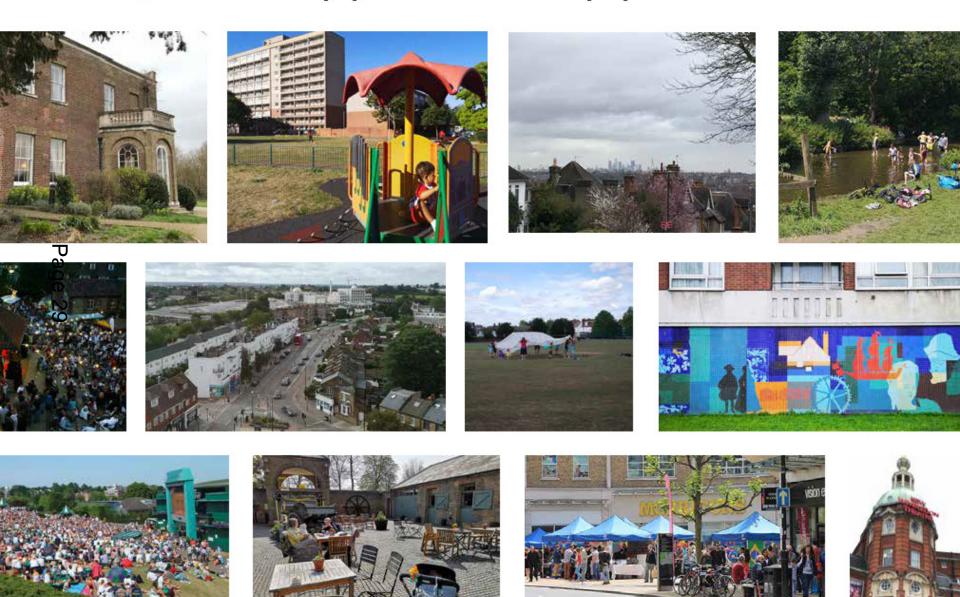
- This work is funded by the GLA's Homebuilding Capacity Fund, which aims to increase housing delivery to meet identified housing need.
- We need 918 new homes every year to meet Merton's housing need.

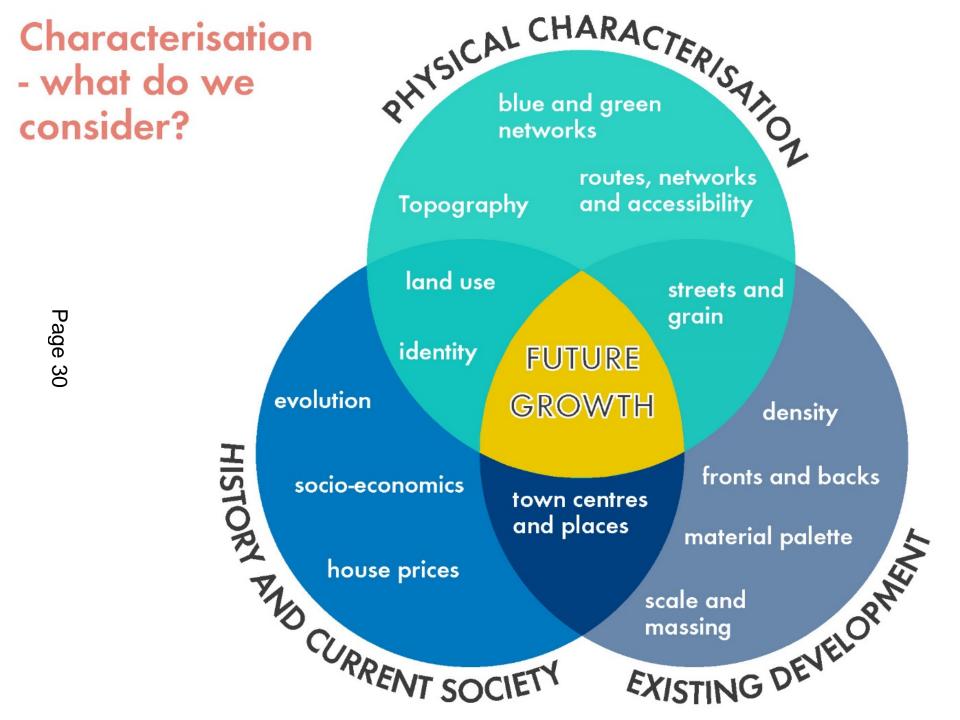
#### To date we have:

- Page 28 Undertaken extensive analysis of Merton's history, development, typology and character
- Community group engagement
- Residents' survey
- Residents' workshop



#### Character is more than buildings and spaces It is social, historical and physical - and the interplay between these factors

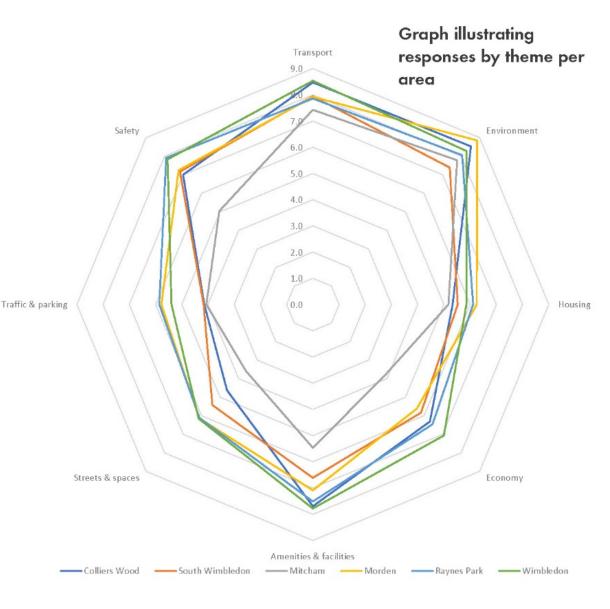




## **Public consultation - digital survey**

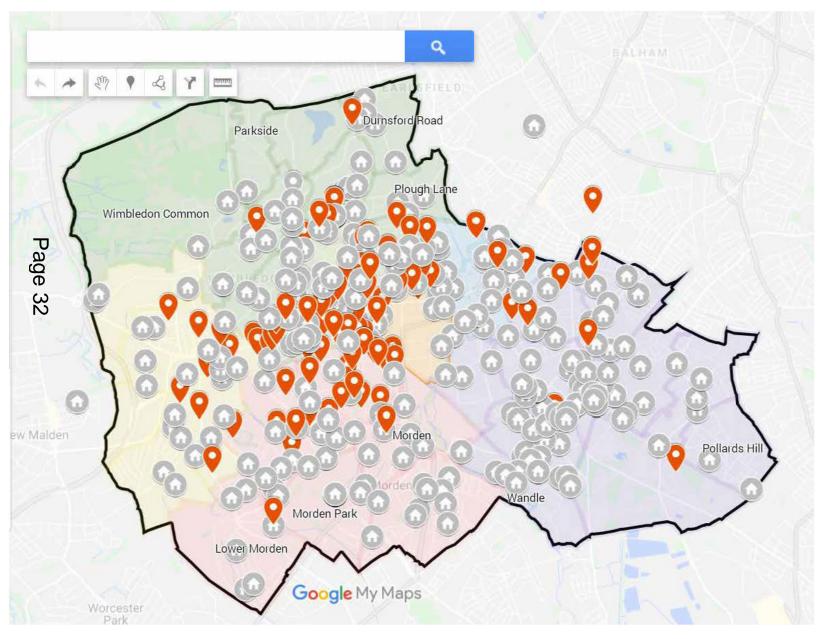
A digital survey (7 Sept - 5 Oct 2020) which 416 people responded to

- test proposed Theighbourhoods • geview boundaries
- understand what people value about each area
- understand what could change and improve



# **Public consultation**

3/4 respondants were happy with the way the boundaries had been drawn...



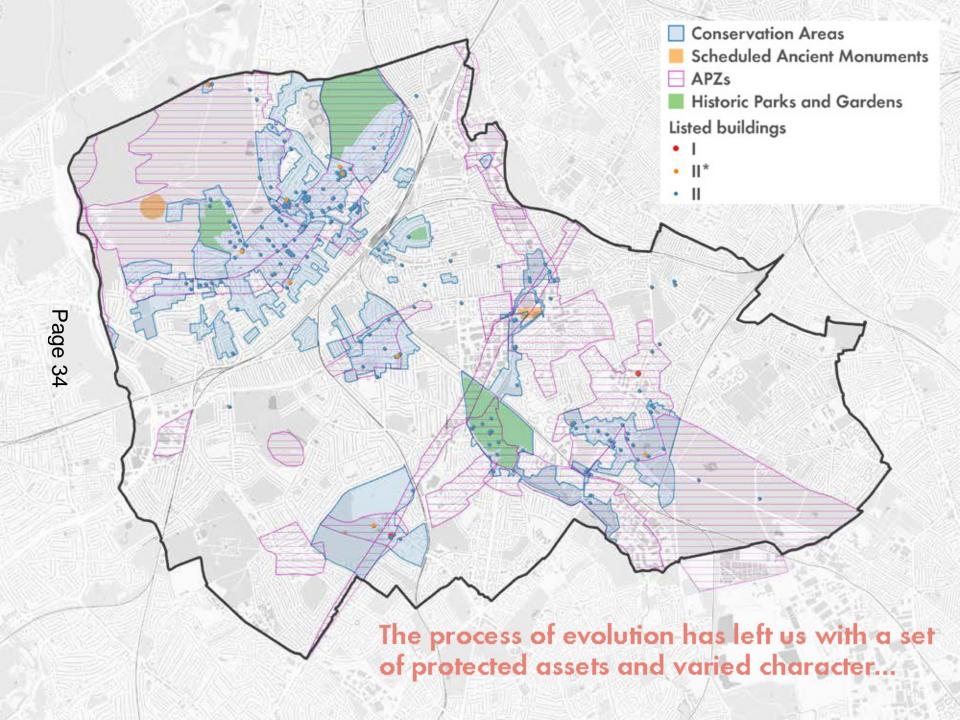
## **Historic analysis**

Understanding how the borough has evolved gives us a better understanding of the current day

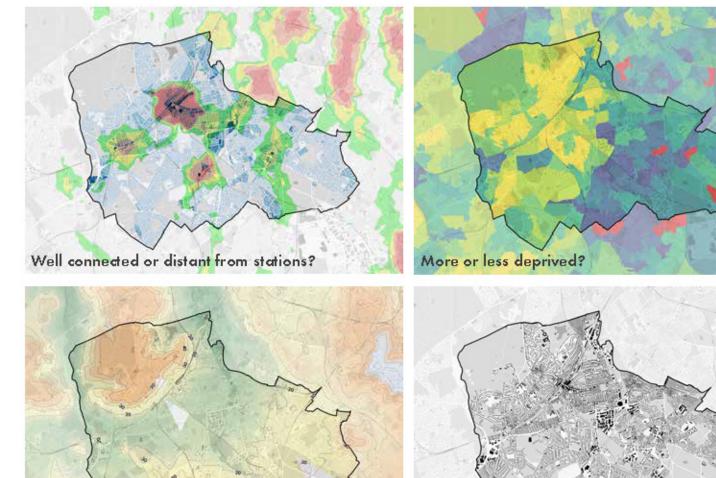
- the borough's street pattern
- building types
- how evolution has continued to change its character • uses and town centres
- •<sup>w</sup>interesting social history
- identity and psyche

....so that the past helps to shape the future

....acknowledging that character is a shifting thing....



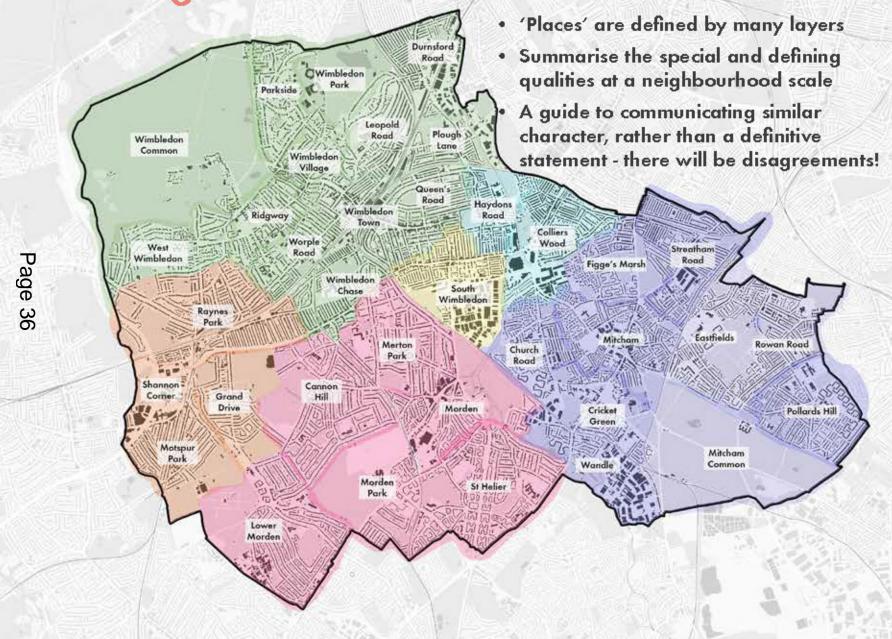
How do we best communicate this variety in character? And provide guidance for areas of the borough outside of conservation areas? What are the common characteristics?



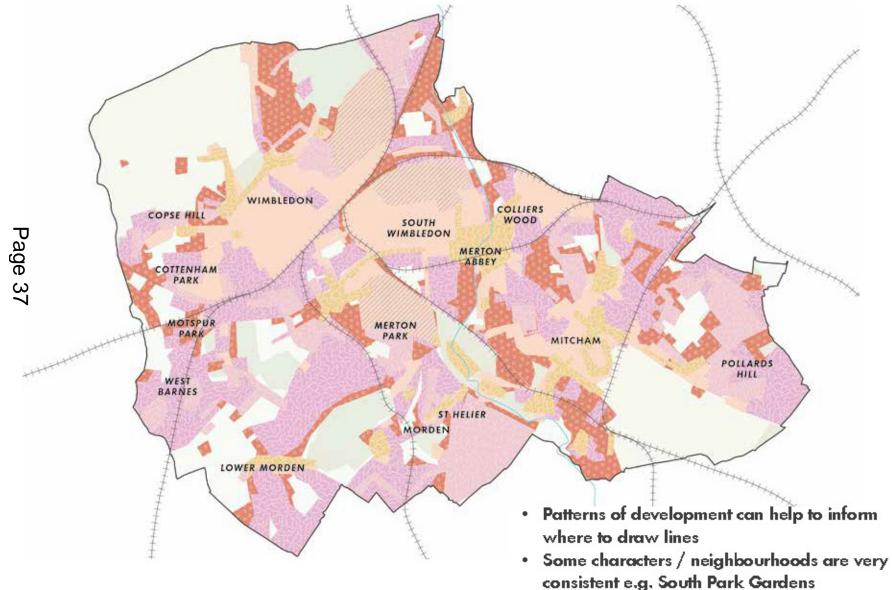
Physical differences - hilly or flat?

Big or small buildings? Tall or consistent in height?

#### Define neighbourhood character areas...



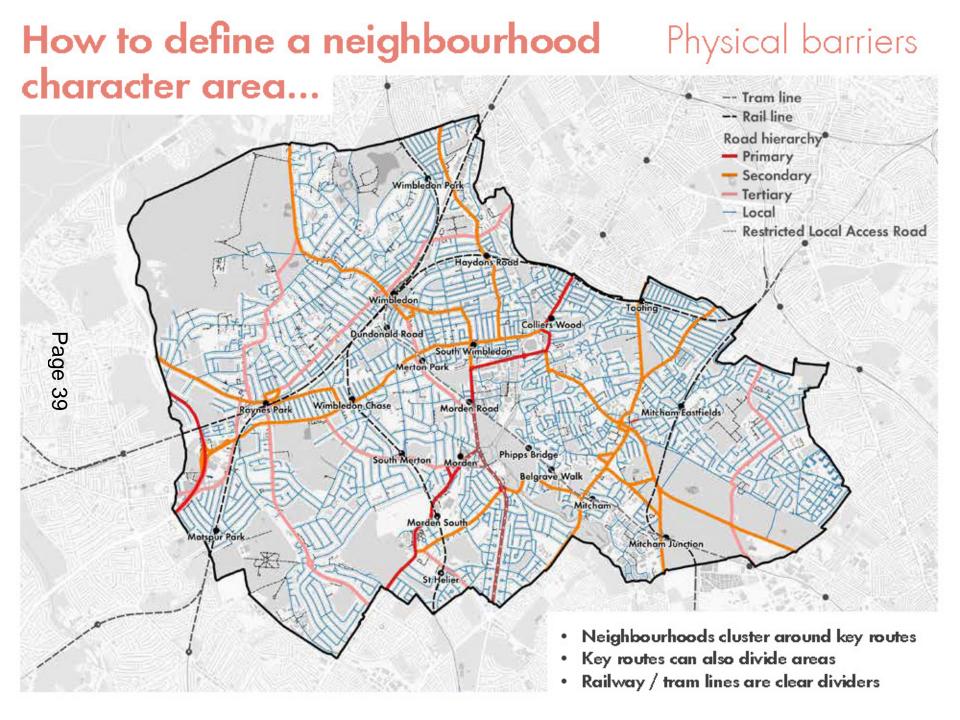
# How to define a neighbourhood character area...



History

## How to define a neighbourhood Building typologies character area...





## How to define a neighbourhood character area...

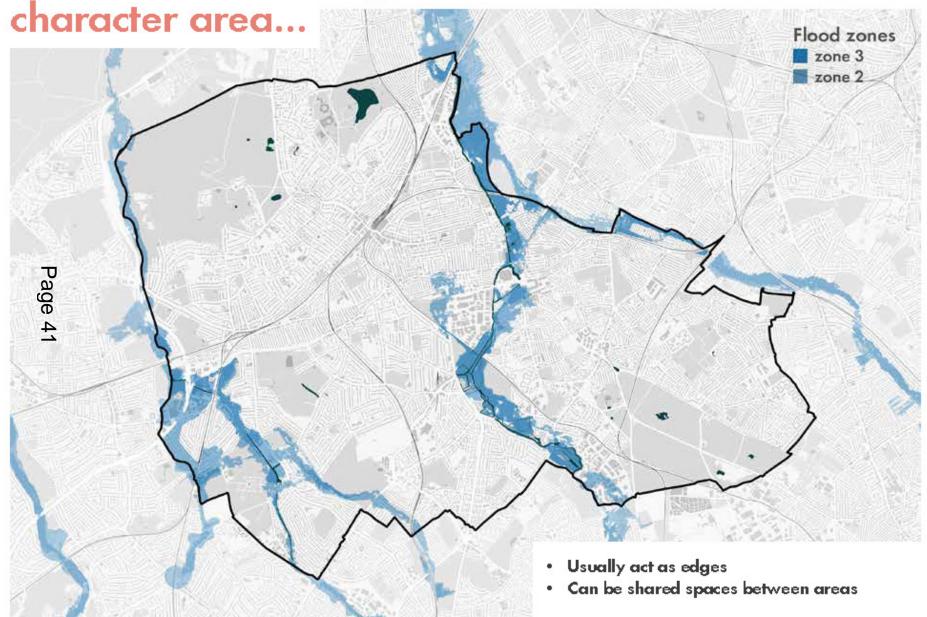
Page 40

#### Green space

- Some green spaces have their own character
- Green spaces can be focal points
- Can also be natural dividers between areas

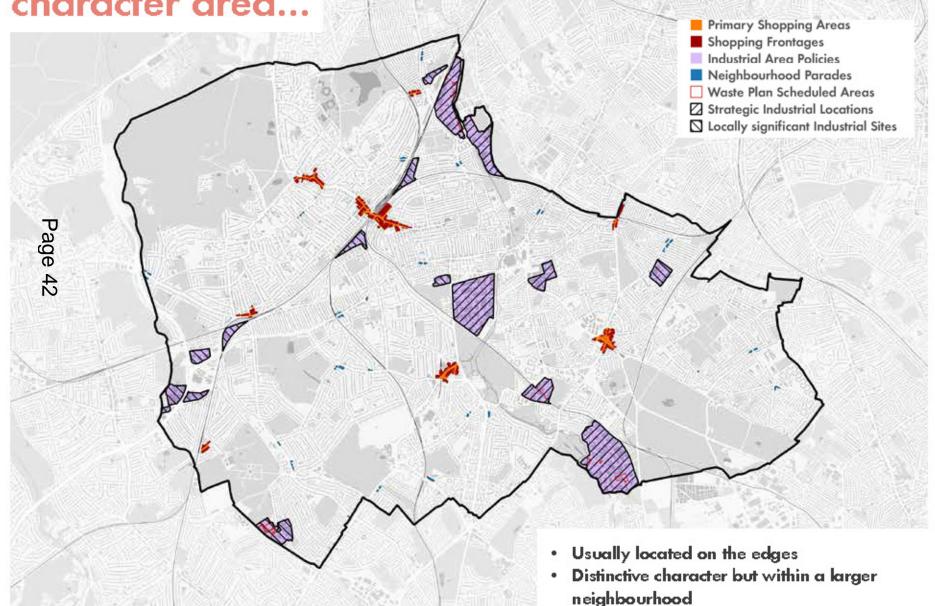
## How to define a neighbourhood

### Wandle



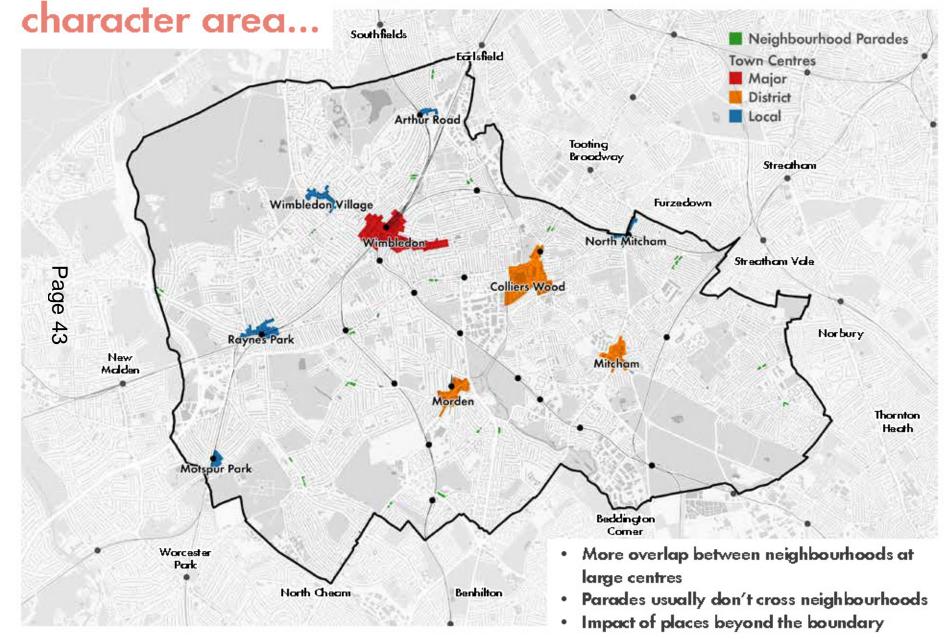
## How to define a neighbourhood character area...

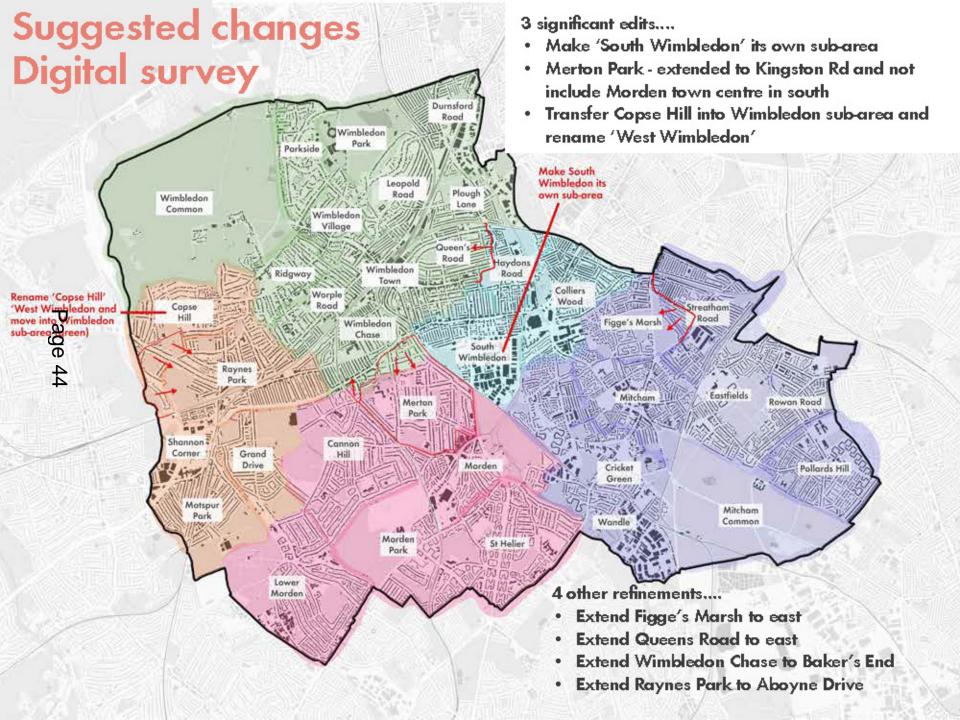
### Employment

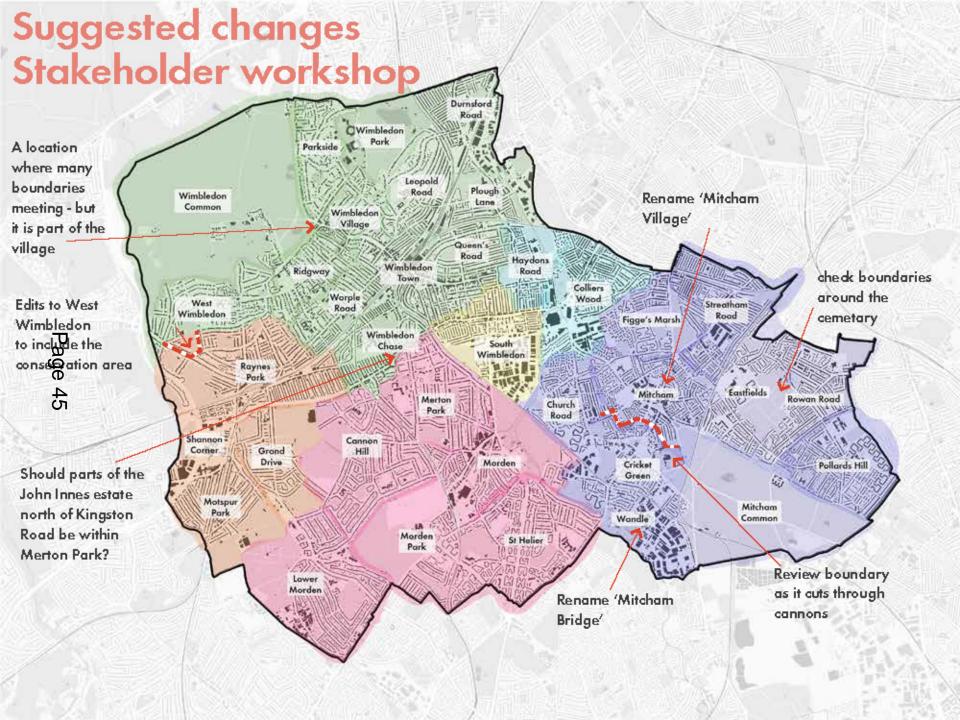


## How to define a neighbourhood

#### Town centres



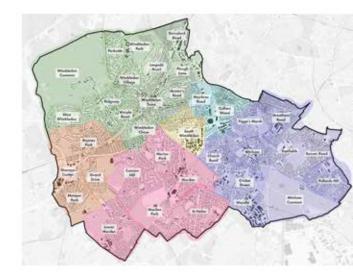




## Borough areas - ideas and opportunities

Purpose:

- Draw out the distinctiveness in different areas of the borough - What do we want to emphasise in terms of the existing character and heritage in each area?
- How could/should each area continue to Bevolve?
- Growth delivered by repairing, reinforcing or reimagining character - in even the most sensitive historic settings. Development that responds to existing grain, evolution, building typologies and local need

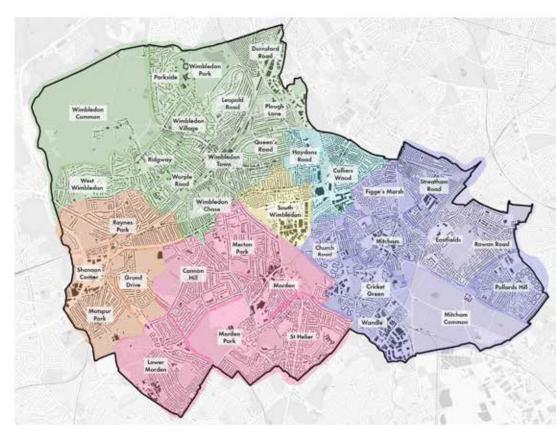


### Next steps

Develop a policy approach and design guidance for each of the areas to feed into the emerging Local Plan

Draft Characterisation Study early 2021

Togbe adopted as a Supplementary Planning Document (SPD) - with a formal 6 week consultation period



**Questions?** 

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