

# Preparing the Lambeth Local Development Framework

## Core Strategy Issues and Options Consultation

Final report  
July 2008

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## **1.0 Executive Summary**

### **1.1 Issues**

In the main, the issues are well received although consultation respondents do find it hard to prioritise them as they see them as interlinked. In particular people have difficulty prioritising housing and employment: most see them as equally important and interdependent. Some respondents think there should be more emphasis in the 'issues' on transport and on Lambeth's relationship with its geographic neighbours.

### **1.2 Vision**

Similarly, most are positive about the draft vision of the core strategy and think that detailed, realistic policies and delivery plans are vital if it is to be achieved. Therefore, the core strategy should set out, or refer to, as far as possible the mechanisms and resources which are being put in place to deliver against the vision.

Some participants would like a specific mention of older people and community engagement within the vision; they would also like to see an acknowledgement of equalities aspects – i.e. that the vision is more difficult to achieve for Lambeth's excluded and deprived communities. Other respondents suggest including references to making Lambeth a place that people and families want to settle in; and to the role that Waterloo and Vauxhall play as part of central London.

### **1.3 Objectives**

There is general support for the strategic objectives. Some respondents would like to see a specific reference to increasing public transport capacity, as well as accessibility. Others want an additional focus on improving the quality of the existing built environment and on creating attractive residential neighbourhoods in particular. A number of respondents think that the objectives should be more explicit about the types of infrastructure to be delivered. Some think there should be an additional objective which specifically covers the provision of school and youth facilities

### **1.4 Density and accommodating population growth**

Many respondents find it hard to think about accommodating an increased population within the borough as they already see Lambeth as being very densely populated. Indeed some think the council should be challenging existing targets for residential development and questioning whether the population will actually increase in the future given the current economic downturn.

Many individual and community-based respondents feel that the best way to accommodate population growth would be through regeneration of existing unoccupied and run down buildings. However, there is more support for mixed development schemes among landowners and developers.

### **1.5 Flat conversions**

Opinion about flat conversions is mixed. While some feel they should be allowed anywhere and others think they should be stopped in areas that already have a high proportion, the largest group think flat conversions should be allowed if there is a proven housing need for this sort of accommodation. All feel that sufficient infrastructure needs to be put in place to support flat conversions and many feel this is an area which currently needs to be addressed.

### **1.6 Tall buildings**

As with flat conversions, there are also mixed views about tall buildings. While there is limited support for tall buildings as a means for delivering additional accommodation; respondents seem far more open to tall buildings as a solution for delivering additional employment space. Among the minority who support residential high-rise buildings the quality of building design, infrastructure and tenure are all thought to play a role in determining the success of the development. All qualitative respondents feel that tall buildings, whether for residential or commercial need to be sympathetically sited and in keeping with their surrounds.

### **1.7 Tenure of housing required**

Most think that more social housing is needed, rather than private sector accommodation. However, there are mixed views about where this should be concentrated across the borough with some thinking it would be best to focus social housing in existing areas to allow family groups to stay within the same locality; while others think a geographic spread would be better as it would encourage more mixed communities. The core strategy needs to be clear about its role in delivering additional social and affordable housing within the borough and the extent to which it can influence its location.

### **1.8 Size of housing required**

Most believe that larger, family sized accommodation, particularly in the social sector, is most needed in Lambeth. However, there is a tension between this and the fact that similar numbers of respondents also support the building of smaller homes as a means to deliver additional housing. Again, many feel that dwelling size should be determined by local need rather than fixed percentages within the core strategy.

### **1.9 Mixed communities**

Successful mixed communities are seen as extremely positive and respondents think the core strategy should seek to promote and develop them in any way possible. People want to see mixing not just in terms of housing size and tenure, but in terms of age, ethnicity and culture. They recognise that building mixed size and tenure homes will help to facilitate mixed communities, but think that local infrastructure, like community centres, libraries and local employment is needed in order for meaningful interactions and relationships to develop. Therefore anything the core strategy can do to promote and develop this sort of community infrastructure will be well received.

### **1.10 Economic growth**

There is considerable support for growing Lambeth's economy. The majority of community group and stakeholder representatives think that economic growth should focus on local opportunities for local people via small scale, niche jobs in the arts, retail, cultural and hospitality sectors. However, representatives from larger organisations think that local employment can be achieved through large and even multi-national businesses. All groups think safeguarding existing employment space is very important, as far as this is possible, and that the development of business premises should be flexibly determined by local need.

### **1.11 Infrastructure**

Infrastructure is seen as extremely important to the successful physical development of the borough and stakeholders recognise that planning will have to develop relationships with organisations from a number of different sectors, both private and public, to ensure that sufficient infrastructure is provided to support additional homes and businesses. A number of specific areas are identified for infrastructural improvement and protection including public transport, youth facilities, health facilities, education facilities and parks.

### **1.12 What makes Lambeth unique?**

Official consultation respondents and focus group participants are positive about Lambeth's built environment, existing attractions and diverse local communities. Parks and open spaces are also singled out for praise.

## 2.0 Introduction

All councils are required to produce a Local Development Framework (LDF) for their area. An LDF is a 'folder' of documents designed to guide the physical development of the borough over the next 10 – 15 years. Above all the LDF must ensure that future development (such as new housing or business accommodation) is socially, economically and environmentally sustainable and that both present and future needs can be met.

Lambeth's LDF will be an important tool in helping to implement the Lambeth Sustainable Community Strategy (SCS). In particular, it will focus on the spatial aspects of the SCS, such as addressing geographic inequality and guiding where development should be located.

The Core Strategy is the first and most important document in the LDF 'folder'. It will set out the overall vision for the sustainable development of the borough, Lambeth's spatial objectives and the strategic policies required to achieve them. More detailed policies and guidance will be contained in other LDF documents which must all align with the Core Strategy.

As part of the development process underpinning the strategy's development a detailed programme of consultation and communications was undertaken between 28<sup>th</sup> April and 16<sup>th</sup> June 2008. The aim of the consultation was to understand public and stakeholder views and to invite feedback on the issues and options for the Core Strategy to build on previous consultation work conducted in February 2008.

### **3.0 Background**

This consultation process builds upon previous engagement work carried out in February 2008. In February a consultation document was sent to key stakeholders and made available on Lambeth's website. This asked for comments on the following:

- Nine key issues that Lambeth Planning believed the core strategy needed to address. People were invited to comment on these issues, whether they thought any were missing and to identify any priorities or conflicts within them.
- The geographic focus of the strategy. People were asked to think about how the strategy should cater for area differences across the borough.
- A vision for the strategy and how it could best link with the visions that already exist for the Sustainable Community Strategy and Lambeth's Regeneration Delivery Plan.
- The evidence base that would need to be considered when developing the strategy. Respondents were asked whether the evidence base was comprehensive and for any further documents that would need to be considered.

Lambeth's planning policy team took the findings from this first consultation phase, along with the findings of other recent consultations on the Sustainable Community Strategy, Residents' Survey and Future Lambeth, and used them to develop a Core Strategy Issues and Options consultation document (Appendix One). The findings of the second stage issues and options consultation conducted between April and June 2008 are detailed in this report.

## 4.0 Methodology

Altogether 724 people or organisations participated in the consultation process; these came from a range of different sources as detailed below.

Consultation channel	Responses received
<b>Quantitative responses</b>	
Street surveys	600
Online and postal questionnaires	42
Written responses not using the questionnaire	36
<b>Subtotal</b>	<b>678</b>
<b>Qualitative responses</b>	
LVAC focus groups	25
Stakeholder focus groups	12*
Councillor focus group	2
<b>Subtotal</b>	<b>51</b>
<b>TOTAL</b>	<b>724</b>

\* of which 5 also submitted a written response

**Street surveys:** 100 street surveys were conducted in each of the six town centre areas, North Lambeth, Stockwell, Clapham, Brixton, Streatham and Norwood. Interviews lasted around five minutes. A line of sight methodology was used, where interviewers randomly selected respondents, approaching every 5<sup>th</sup> person who passed by a set point and quotas were set to ensure a mix of residents and workers (a maximum of 25% workers only). Reverse order show cards were used to avoid any order effects on the data collected. The street surveys were conducted by a local external contractor – Your Shout (See Appendix 2 for the questionnaire).

**Postal / online questionnaires:** Lambeth developed an Issues and Options consultation document which explained in detail the LDF and Core Strategy and contained a questionnaire for people to complete to give their views (See Appendix 1 for the consultation document). Approximately 1,100 of these documents were posted to contacts on the Planning Division's consultation database and a pdf version was posted on the Lambeth planning website for people to download. People were able to complete the same questionnaire online, with a link to the questionnaire available from the Lambeth planning website. Consultation documents were also sent to all Councillors, all LSP theme partnership members, the LDF technical working group, and the LAMHAG RSL group.

**Broader publicity and communications:** The 'official' consultation activity described above was supported by a range of other communications designed to increase awareness of the consultation and the development of the LDF and the core strategy. These broader publicity activities included:

<b>Activity</b>
Promotion through other websites and e-bulletins e.g.: <ul style="list-style-type: none"> <li>• Lambeth Business Support Network e-bulletin</li> <li>• Social enterprise e-bulletin</li> <li>• Lambeth Arts e-bulletin</li> <li>• Local area e-bulletins e.g. North Lambeth Now, Clapham &amp; Stockwell e-bulletin</li> <li>• GIFTS database (approx 1,900 voluntary and community sector organisations)</li> <li>• LVAC networks, including Community Advocates</li> <li>• Disability Advice Service Lambeth website (DASL)</li> <li>• Schools bulletin</li> </ul>
Copies of the consultation document in Town Planning Advice Centre (TPAC)
Copies of the consultation document in all libraries
Newsletter and summary in all libraries, leisure centres, Town Hall, Customer Centres and TPAC.
Article in Lambeth Life (1 May)
Press release to local press
Promotion on plasma screens in Customer Centres and Brixton Town Hall
Meeting of the LDF Technical Working Group (officers)
A letter and copy of the consultation document sent to all members of Lambeth First and reports or presentations to the following Lambeth First theme partnership meetings: <ul style="list-style-type: none"> <li>• Lambeth First Executive – 13 March</li> <li>• Health &amp; Social Care Partnership Executive –2 April, 2 June 14 July</li> <li>• Enterprise Board 27 February and 11 June</li> <li>• Investment Board 29 February and 9 July</li> <li>• Children and Young People’s Partnership Board 26 March and 16 July</li> <li>• Employment &amp; Skills Board 11 March</li> </ul>
Attendance at existing meetings: <ul style="list-style-type: none"> <li>• Leaseholders Council 30 April</li> <li>• Tenants Council 8 May</li> <li>• Waterloo Community Development Group 14 May</li> <li>• Brixton Area Forum 10 June</li> </ul>
Promotion at Lambeth Climate Change Conference 13 June
Promotion at Lambeth Country Show 19-20 July

## Breakdown of responses

In all, 42 people provided their views using the questionnaire either online or on paper. There was also an opportunity for people to provide more detailed feedback by emailing their views to [planningpolicy@lambeth.gov.uk](mailto:planningpolicy@lambeth.gov.uk) or writing to the Planning Division, without using the consultation questionnaire; 36 responses were received in this way

These 78 written responses represented a range of organisations:

Type of organisation	Questionnaire responses	'Non-questionnaire' responses	Total
Individual	14	5	19
Landowner/ developer (or consultant on their behalf)	11	4	15
Local group*	10	3	13
Non-council infrastructure provider	3	8	11
Lambeth Council service	1	7	8
Neighbouring borough	1	1	2
Individual business	1	0	1
Statutory body**	0	8	8
Not stated	1	0	1
<b>Total</b>	<b>42</b>	<b>36</b>	<b>78</b>

\*includes community organisations, amenity societies, tenants' and residents' associations and business networks (such as the South Bank Employers Group)

\*\* includes Government Office for London, Greater London Authority, Transport for London, English Heritage, Commission for Architecture and the Built Environment, Environment Agency, Natural England and the Arts Council

A number of respondents to the official consultation provided in-depth replies. This report summarises the key messages from both the questionnaire and 'non-questionnaire' responses. The Council's Planning Division holds the full detailed feedback received and will be considering how these detailed, often area-specific responses will be incorporated.

**Community representative focus groups:** Lambeth Voluntary Action Council (LVAC) organised five focus groups, on behalf of the planning division, with representatives of the following equality streams within Lambeth. These groups were held at the YMCA and were facilitated by the corporate research and consultation team.

- older people's organisations (4 attendees)
- disabled organisations (4 attendees)
- faith groups (5 attendees)
- children and young people's organisations (7 attendees)
- ethnic minority groups (5 attendees).

Each focus group lasted an hour and a half and followed the same topic guide (See Appendix 3 for a copy of the discussion guide).

**Stakeholder focus groups:** Respondents to the initial consultation in February 2008 who expressed an interest in staying involved with the development of the LDF were invited to attend one of two stakeholder focus groups. This followed the same topic guide as the community focus groups. Organisations represented at these sessions were:

- Waterloo Community Development Group
- Southbank Employers' Group
- Metropolis Planning and Design
- Genesis Housing
- Homebuilder's federation
- Chilli Chutney restaurant
- Stockwell Partnership
- Hi Trees Community organisation
- Metropolitan housing trust
- Transition town Brixton
- Brixton market traders federation
- Youth council

**Councillor focus groups:** Councillor Peck is leading a working group of councillors around the core planning strategy. An additional focus group was set up to provide an opportunity for all councillors to find out more about the strategy and to give their views. Two councillors attended the session.

## 5.0 Key findings

This section outlines the main findings of the consultation. A summary of the key findings is included in the box at the start of each section.

### 5.1 Issues

In the main, the issues are well received although consultation respondents find it hard to prioritise them as they see them as interlinked. Some respondents think there should be additional 'issues' which cover transport and Lambeth's relationship with its geographic neighbours.

Both the formal consultation and the qualitative research ask respondents to consider five key proposed issues:

1. Accommodating population growth.
2. Promoting community cohesion and strong, safe neighbourhoods.
3. Achieving economic prosperity and fairness for all.
4. Tackling climate change.
5. Creating attractive, distinctive places.

Respondents generally feel that the five issues are a good summary of things the strategy needs to address; and that Lambeth Planning has a good understanding of them. However, two of the respondents to the official consultation feel that delivering change is more important than the issues themselves..

*'The issues are good. It's how they get translated into practice on individual sites which is the challenge'*

Local group respondent to the official consultation

Many of the focus group respondents note that the five issues are linked and need to be achieved in collaboration.

*'They all interact. To do one, you have to do the other'*

Ethnic minorities group

*'The top one would need to be met to achieve the second one, so I feel they all seem to join up in many ways for me anyway.'*

Children and young people's group

*'I don't think you can do any without the others they are all completely interlocked.'*

Stakeholder group

Within the focus groups, respondents prioritised the issues. *'Promoting community cohesion and strong, safe neighbourhoods'* is the most important to the children and young people's and older people's groups.

*'Strongly, I would put community cohesion as top.'*

Children and young people's group

*'I would put community cohesion to be number one really. Very serious problem in Lambeth a lot of migratory people coming in and out and you don't know what's happening.'*

Older people's group

The disability group strongly believe that *'Achieving economic prosperity and fairness for all'* is the most important issue to be tackled.

*'I think you need to achieve jobs and prosperity firstly.'*

Disabled people's group

On the other hand, ethnic minority and faith community representatives and stakeholders could not reach a consensus and thought all areas were important.

Both councillors interviewed place climate change as one of their top two issues and believe that planning controls need to be much tougher on new developments to ensure that they meet high environmental standards. In one of the stakeholder groups climate change and environmental impact was a key feature throughout the discussion; it is also mentioned in detail in some of the email and written responses.

*'I would put climate change at the top.'*

Councillor group

*'I think the planning process should reduce people's needs to use a car.'*

Stakeholder group

*The question of adaptation to climate change needs greater prominence... biodiversity needs greater prominence as an issue.*

Written or email response

*Lambeth needs to manage the tension between 'low carbon' design and built heritage.*

Written or email response

Respondents were also asked whether there are any issues that they believe are missing from the list. One of the stakeholder groups believes that there should be a sixth issue around Lambeth's place within London and in relation to neighbouring boroughs.

*'There is a context issue missing: the wider context. This is a plan for Lambeth, but we don't sort these problems alone....Where, and how, does Lambeth fit into the context of London? There's a danger of constantly looking inwards.'*

Stakeholder group

The same group, as well as some of the email and written responses, point out that a lot of the issues are bigger than Lambeth alone, for example the development of Waterloo and Vauxhall stations needs to be thought about by central government, the mayoral office and local authorities together; and the Core Strategy needs to address that requirement for collaborative working. The importance of the north of the borough is also emphasised by respondents to the official consultation and in the email responses.

*'Much of the north of the borough is strategically important both in economic terms and transportation and it is identified as part of the Central Government security zone'*

Public sector service provider respondent to the official consultation

*Waterloo and Vauxhall should be identified as major issues, fundamental to the development of the borough.*

Written or email response

The theme of collaborative working is echoed by some community representatives in the focus groups, mainly in regard to infrastructure. They believe that London boroughs need to work together more, especially with regard to transport and education facilities.

*'We're unique in Upper Norwood in that we're on the border of lots of different boroughs...bring the councils to work together. We live in different areas and we can't get anything done.'*

Older persons group

The neighbouring borough that responded to the official consultation identified the Vauxhall/ Nine Elms/ Battersea area as another border area where public transport capacity needs to be improved to *'unlock the development potential'* of the area.

One of the stakeholder groups also notes that there needs to be a more explicit mention of increased public transport capacity within the issues, and a respondent to the official consultation suggested parking is the *'biggest issue'*. Similarly, some of the respondents who emailed or wrote in with feedback, also identified transport as an overarching issue which needs to be included.

*It's interesting that on that list there is no 'highways, transport, parking'; because from a business point of view both parking and loading are sadly lacking*

Stakeholder group

*Include a clearer link to overarching transport policy and to the need to increase public transport capacity as well as public transport accessibility. Regeneration projects need to take this into account. Transport is a key issue in its own right.*

Email or written response

One of the stakeholder groups also mentions that the aim should not be to create, but to maintain and develop existing distinctive places.

*The aim shouldn't be creating, but preserving, attractive distinctive places*

Stakeholder group

This view that the council should promote and protect places that contribute to the economy and character of Lambeth is echoed by a respondent to the official consultation who wants us to *'protect our existing cultural institutions/ assets'*.

A number of respondents to the official consultation focus on the issues facing particular areas, with Waterloo, the South Bank, Vauxhall, Kennington and Streatham all being mentioned. One respondent believes that the local element of the issues should be developed within the final strategy.

*'Virtually no detailed consideration is given to the issues and challenges faced in specific areas of the borough...'*

Neighbouring borough respondent to the official consultation

A further issue that respondents to the official consultation focus on is the need for regeneration of areas within the borough. One respondent feels that this is of *'such importance'* that it should be included as an overarching issue not just a strategic objective.

## 5.2 Vision

The vision is well received by consultation respondents and focus group participants. However, many feel that there is no point having an inspirational vision if the detailed policies to deliver do not underpin it. Some participants would like a specific mention of older people and community engagement within the vision; they would also like to see an acknowledgement that this vision is more difficult to achieve for Lambeth's excluded and deprived communities.

A draft vision was developed for the Core Strategy, setting out the high level direction for Lambeth's physical environment in 2020. Focus group participants and official consultation respondents were asked to consider this vision:

*By 2020 Lambeth will be at the centre of London's thriving economy and will be home to a skilled workforce and a growing number of businesses and jobs accessible to local people. Lambeth will be known for its cutting edge culture and creativity, for its vibrant, welcoming and safe town centres, and for the world class South Bank Centre.*

*Lambeth's neighbourhoods will house mixed, cohesive communities that thrive on the diversity of their population. They will be safe, healthy, walkable areas that enable 'low carbon' lifestyles. Although high in density, they will excel in the sustainable design and management of their built environment and public spaces. Lambeth's communities will foster active, enterprising citizens, empowered to expect and deliver excellent local services, including health, social care, education, transport, policing, leisure, open space and shops. The achievements of Lambeth's young people will be widely celebrated. The level of worklessness in the borough will have significantly declined.*

Respondents are generally positive about the vision. In all, 14 of the respondents to the official consultation made positive comments on the vision.

Focus group participants are also generally supportive of the vision; stakeholders think that it provides a good strategic drive for the document and others think it represents Lambeth well and references the borough's strengths.

*'I think it's quite a good vision because it is distinctive to Lambeth.'*

Stakeholder group

*'I like (the inclusion of) culture and creativity... If anything is unique here, that is.'*

Stakeholder group

Some participants in the community focus groups are particularly positive about the inclusion of local jobs within the vision.

*'[It's] good that 'jobs for local people' is included because most of the people who work in Lambeth come from outside. More effort should be made to employ local people. They should be trained so that they are employable.'*

Disabled people's group

This is echoed within the official consultation responses.

*'We welcome the focus on the economy and facilitating business growth within the borough'*

Landowner/ developer respondent to the official consultation

Some respondents support the vision but see the main question as being whether it can be implemented and are more sceptical about how it might be achieved. They want to see strong, clear and realistic policies that will outline how planning will achieve the aims it sets out.

*'It is good, although is it realistic and achievable?'*

Individual respondent to the official consultation

*'The words are nice, but the implementation is another thing'*

Ethnic minorities group

*'It does seem very up in the sky ... how that works on a grass roots level is another issue... It is a little bit 'box-tick'y'*

Faith group

*'I think it is fantastic to have that vision, but unless we go about things in a different way it isn't going to happen.'*

Stakeholder group

*'I think that's very good but ...we need to get across to the community at large what that will actually mean so that we can achieve those objectives.'*

Councillor group

A few respondents to the official consultation feel that the vision is unrealistic.

*'I do not think the timeframe for implementing all your suggested proposals is feasible...'*

Individual respondent to the official consultation

*'The emphasis on market-based progress is unrealistic.'*

Individual respondent to the official consultation

Two respondents to the official consultation think the vision could be clearer.

*'The vision lacks clarity. The vision needs to be simpler so everyone can understand it. It is too wordy, too general and not very specific.'*

Individual respondent to the official consultation

*'Much of the language used is ambiguous, for example what does the term walkable mean?'*

Public service provider respondent to the official consultation

Some respondents to the official consultation identify areas where they believe the vision could be strengthened. These include: mentioning sports facilities, public transport, and Lambeth's 'historic assets'; emphasising Lambeth's contribution to making London a 'World City'; 'cyclable' as well as 'walkable' neighbourhoods and including reference to green spaces; the elderly, population increase, and wellbeing.

*'... extra emphasis on making borough as green as possible and preserving parks, gardens etc.'*

Local group respondent to the official consultation

There is also concern that it fails to mention older people and other vulnerable and minority groups, a view echoed by the older people's focus group who believe.

*'Young people are mentioned however the elderly are omitted.'*

Public service provider respondent to the official consultation

*'OK but does not include older adults in any way. For a cohesive community we need to keep our elders close...'*

Local group respondent to the official consultation

*'There is unmet affordable housing need for the elderly, people with disabilities (physical and learning) and people with mental health issues [ this needs to be addressed]... People with mental health problems need good access to open space in particular; allotments are very important and need to be protected,. [The vision needs] to include a fuller reference to the needs of older people and those with mental ill-health.'*

Written or email response

The older people's focus group are similarly keen that elderly people are referenced in the vision, especially in relation to the need for day centres and sheltered accommodation.

*'The things that are missing are for old age people – sheltered accommodation, that's number one. That should be referenced in the vision, of course it should be.'*

Older people's group

The faith group note that the vision is much more easily achievable by some residents than others, and that one way of achieving the vision would be to try and 'get rid' of low income people within the borough. It may therefore be useful to explicitly state within the Core Strategy that the vision is to be achieved by improving the chances of all, including excluded and deprived groups.

*'It's a question of who is having the vision. If you had a job, somewhere to live, a good relationship and some money in your pocket that might be quite achievable. But if you've got none of those things, how do you get there?'*

Faith group

Some participants in the ethnic minorities' focus group and a respondent to the official consultation also feel there should be a specific mention of community engagement or involvement.

*It doesn't say anything about community consultation, which I think it should.*  
Ethnic minorities group

While the recognition of the *'importance'* of the South Bank Centre in the vision is welcomed by one respondent to the official consultation, others have a different view, feeling that other areas are being excluded, or that there needs to be more of a focus on local areas.

*'There is too much emphasis on South Bank Centre. How about Vauxhall, Brixton, and etc. Why do you mention an area that is already progressing well?'*  
Individual respondent to the official consultation

One respondent to the official consultation believes the wording in the vision "low carbon' lifestyles" should be changed to *'sustainable lifestyles'* which is seen to be a more *'serious, all-encompassing statement that goes beyond the recent carbon neutral discourse'*.

### 5.3 Objectives

There is general support for the strategic objectives. Some respondents would like to see a specific reference to increasing public transport capacity, as well as accessibility. Others want an additional focus on improving the quality of the existing built environment and on creating attractive residential neighbourhoods in particular. A number of respondents think that the objectives should be more explicit about the types of infrastructure to be delivered. Some think there should be an additional objective which specifically covers the provision of school and youth facilities

The consultation document contains a set of 12 strategic objectives that underpin the vision. These are:

1. Increase the overall supply and mix of housing, including affordable housing.
2. Provide the essential infrastructure to support population growth.
3. Develop mixed, cohesive, safe communities accessible to all.
4. Provide good access to local services and community facilities within neighbourhoods.
5. Increase the number and variety of jobs in the local economy, including local jobs for local people.
6. Support the growth of key economic sectors through new business development, business retention and inward investment.
7. Create viable, safe and well managed town centres.
8. Support the regeneration and renewal of London Plan Opportunity Areas.
9. Reduce carbon emissions from residents, businesses, public services and buildings.
10. Increase public transport accessibility and promote walking and cycling.
11. Maximise the efficient use and management of resources, including water, energy and waste.
12. Create distinctive local places through excellent design, valuing heritage, identity and the natural environment.

Respondents to the formal consultation were asked to comment on the objectives. In all, four respondents said that they agree with or support the objectives. Over half the remaining respondents commented on the existing objectives or made suggestions for additional objectives that should be included and the comments have been passed to the Planning Service for consideration. Set out here is the feedback where more than one respondent has made the same or a related comment on an objective.

The objective that most respondents have commented on is objective 12: 'Create distinctive local places through excellent design, valuing heritage, identity and the natural environment'. Three respondents would like to see a focus on '*high quality*' and '*better*' places and suggest additions relating to improving the quality of the existing '*run down*' built environment in parts of Lambeth and renovating social housing. One respondent asks for objective 12 to be expanded to make specific reference to the borough's important '*cultural assets*', another respondent believes these are of such importance that there should be a separate objective to '*promote and support... the South Bank as a world class cultural location*'. Two

respondents point out that when it comes to historic buildings or conservation areas there are *'conflicting priorities'* of reducing carbon emissions from buildings and valuing heritage. One suggests that reducing carbon emissions should be put first and that adaptations to provide sustainable energy should be allowed in conservation areas.

The next objective that is most commented on by respondents is objective 10: *'Increase public transport accessibility and promote walking and cycling'*. Increasing walking and cycling are seen as high priorities by two respondents. A further two respondents would like to see a reference made to *'reducing the need to travel by car'* and *'emissions from cars'*. A number of responses state that the issue is not just the accessibility of public transport but also its *'capacity'*. One response would like to see the development of *'East-West, non-radial travel in South London'* given priority.

Two respondents have commented on objective 4: *'Provide good access to local services and community facilities within neighbourhoods'*. One thinks that the focus should be on *'sustainable local services and facilities'*, while another stresses the importance of having these local facilities to provide an area *'focal point'* without which it is *'impossible to create a thriving happy community'*.

Not all the objectives are viewed as being clear. One respondent suggests that *'nobody knows'* what the London Plan Opportunity Areas are. Although the objectives are not listed in any order of priority, two respondents have read them as being listed in this way. The final core strategy should make it clear that the objectives are not listed in order of priority.

Three respondents believe that there should be an additional objective about providing sufficient school places in *'excellent schools'*, and youth facilities, to aid the development of young people and *'meet the changing needs of residents'*.

Two respondents would like to see an objective making a specific reference to open space, one stating that we should aim to *'create more open space in the north of the borough'*.

## 5.4 Accommodating population growth

Many respondents find it hard to think about accommodating an increased population within the borough as they already see Lambeth as being very densely populated. Indeed some think the council should be challenging existing targets for residential development and questioning whether the population will actually increase.

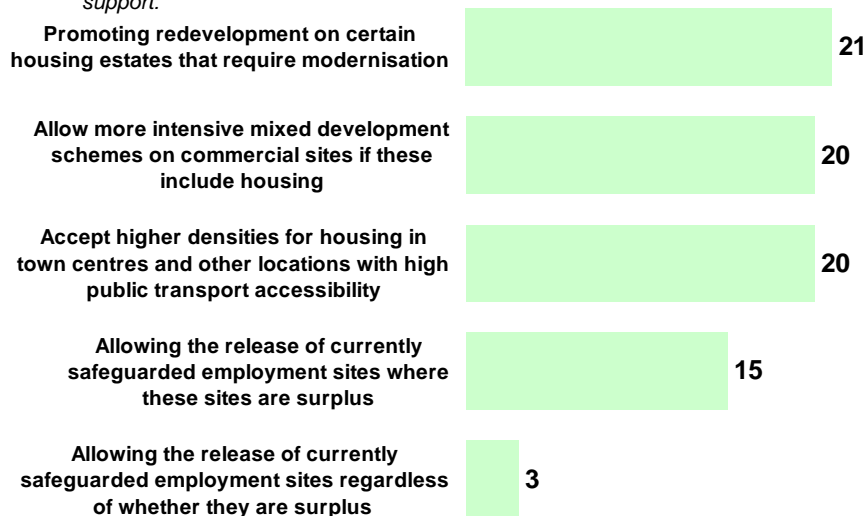
Many individual and community-based respondents feel that the best way to accommodate population growth would be through regeneration of existing unoccupied and run down buildings. However, there is more support for mixed development schemes among landowners and developers. Other solutions (tall buildings and flat conversions) are discussed in the next sections.

Official consultation respondents think that promoting redevelopment on certain housing estates that require modernisation is the best way to accommodate future population growth. In all, 21 respondents support this option and it is the most supported option among individuals (supported by 9) and local groups (supported by 6). However, only two of the respondents who support this option are landowners/ developers. The option that receives the most support from landowners/ developers (supported by 7) is allowing more intensive mixed development schemes on commercial sites.

**Graph 5.4.1**

### Accommodating population growth

Q4 *There is a need to identify additional opportunities for the development of new homes. In addition to existing policies this could be achieved through various means. Please indicate the options you support:*



Source: Lambeth Core Strategy Official consultation, base 42, Consultation period April – June 9 2008

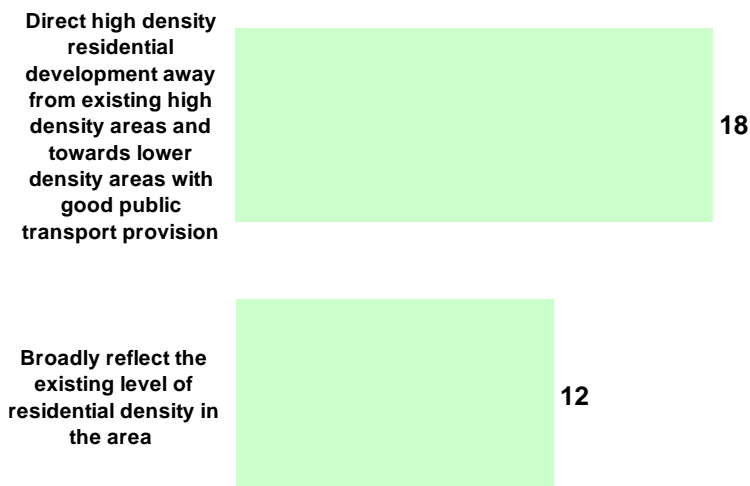
The official consultation also asked respondents how the most appropriate level of housing density should be determined. There is most support among the official consultation respondents for directing high density residential development away from existing high density areas and towards lower density areas with good public transport provision. This option is strongly supported by the individual respondents (9 support this option). Opinion among landowners/developers and local groups is equally split

between the two options. Each option is supported by three landowners/ developers and by four local groups. One of the emailed responses to the consultation particularly notes that smaller site outside town centres, in more suburban areas could be developed at higher density for flats.

## Graph 5.4.2

### Determining population density

Q4 How should we decide the right level of density for new residential development?



Source: Lambeth Core Strategy Official consultation, base 42, Consultation period April – June 9 2008

Focus group respondents were also asked to consider ways to increase Lambeth’s housing density in order to accommodate the projected population growth. There is a general consensus that Lambeth is already a densely populated borough and many people find it hard to think about how increased population growth could be accommodated.

*‘The whole borough is already densely populated.’*

Councillor group

*‘I don’t think there’s any space in Lambeth all over.’*

Older people’s group

*‘Lambeth is one of the most densely populated places on the planet’*

Stakeholder group

Indeed, one of the stakeholder groups believe that Planning should be challenging the London Mayoral Plan targets and questioning whether population growth is likely to continue at the projected levels given the current economic downturn.

*'I think we should challenge it and send a message to the new London mayor... I'm concerned that we are planning on projections that are estimating that trend [of growth] to continue, when the economic downturn means that might not be the case.'*

Stakeholder group

When asked how more housing could be provided, focus group participants think that the borough should focus on existing unoccupied and run-down buildings.

*'There are big houses there that are idle - they have been idle for a long time. That's where Lambeth could come in, send in its architects and think what could we do with that piece of land, well we can put maybe two [or] three families.'*

Older people's group

*'For me the most attractive option is to regenerate existing, older, run-down housing developments'*

Ethnic minorities group

*'Empty properties seem to be quite prevalent, so I think trying to keep on top of that situation.'*

Children and young people's group

*'[There are] lots of empty properties owned by [both] local authorities and private [owners] that are empty and underused.'*

Disabled people's group

Some participants are particularly keen to see the council take the lead rather than private developers.

*'The council has many properties which are old and instead of selling them to developers, they should invest in the future of their own people. They should acquire old properties that are slightly dilapidated and build on them – not the 20 storeys, but 3 or 4 storeys.'*

Older people's group

*'[There are] lots of dilapidated council properties that need refurbishing. [It] would be good if you could demolish and rebuild, make them more accessible.'*

Disabled people's group

*'There are council houses in Lambeth that are going in to disrepair, they could be done up and possibly extended.'*

Children and young people's group

*How will council owned assets be used to help achieve the objectives of the Core Strategy?*

Written or email response

In terms of specific areas the following are identified as providing the potential for accommodating future growth through regeneration:

- the area around West Norwood cemetery,
- opposite Sainsbury's on Wandsworth Road,
- Slade gardens estate.

Generally people living in or representing organisations from the north of the borough are more likely to feel the southern areas like Norwood and Streatham would be best placed to accommodate future growth. Some stakeholders mention the need to look at statistics and assessments of housing need before deciding where to allocate future developments.

Discussions around accommodating population growth outside of regeneration predominantly focused on flat conversions and tall buildings.

## 5.5 Flat conversions

Opinion about flat conversions is mixed. While some feel they should be allowed anywhere and others think they should be stopped in areas that already have a high proportion, the largest group think flat conversions should be allowed if there is a proven housing need for this sort of accommodation. All feel that sufficient infrastructure needs to be put in place to support flat conversions and many feel this is an area which currently needs to be addressed.

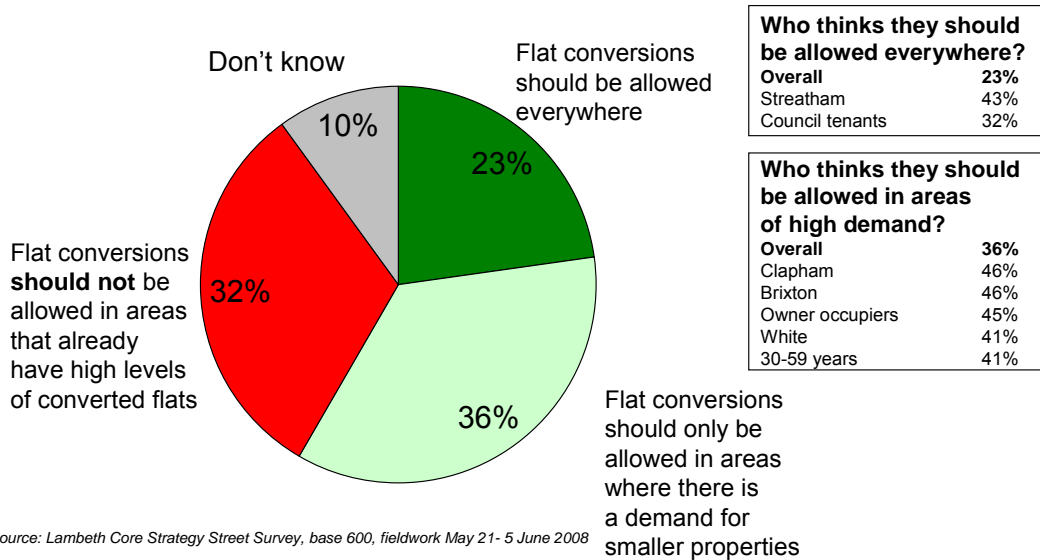
The views on flat conversions emerging from the consultation are mixed. Street survey respondents are generally in favour with 23% believing they should be allowed everywhere, 36% believing they should only be located in areas where there is a demand for them but almost a third of respondents (31%) thinking they should not be allowed in areas that already have high proportions of converted flats.

Respondents in Streatham (43%) and people who rent from the council (32%) are more likely to feel that flat conversions should be allowed everywhere whilst respondents in North Lambeth (16%) and Brixton (13%) are less likely to believe this. Respondents in Clapham and Brixton (46%), owner occupiers (45%), white people (41%) and people aged 30-59 years (41%) are more likely to feel that flat conversions should only be allowed in areas with demand.

**Graph 5.5.1**

### Flat conversions – street survey

Q4 Many houses in Lambeth have been converted into flats, changing the character of areas and the availability of family sized accommodation. Which best represents your view about flat conversions:



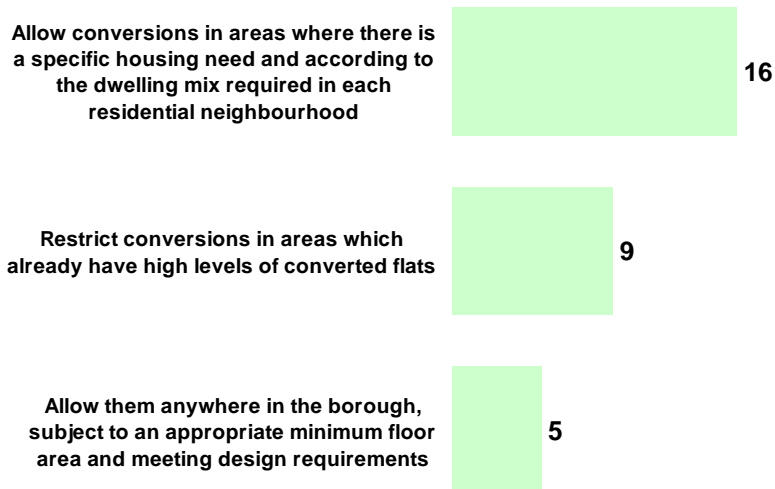
The views of official consultation respondents reflect those of the street survey. There is most support for flat conversions in areas where there is a specific housing need and according to the dwelling mix required in each residential neighbourhood. This option is supported by 16 respondents, of which six are individuals, and six are local groups, only one is a landowner/ developer. This may be an issue that is of less

interest to landowners/ developers as seven failed to answer this question. Among individuals, there is almost as much support for restricting conversions in areas which already have high levels of converted flats (supported by five respondents).

## Graph 5.5.2

### Flat conversion – official consultation

Q4 Where should we allow new conversions of houses into flats?



Source: Lambeth Core Strategy Official consultation, base 42, Consultation period April – June 9 2008

Some representatives of children and young people’s organisations are positive about flat conversions believing that they provide a good location for vulnerable families.

*‘There are advantages, working with vulnerable families, for them to be housed in a small conversion. That is better for them than housing them on a large estate where they can get swamped.’*

Children and young people’s group

While others disagree and think that flat conversions exclude families from living in particular areas.

*‘You are excluding families from an area and end up with much more transitory students and people moving in and out of the area which in turn impacts on neighbourhoods’.*

Ethnic minorities group

All groups believe that more thought needs to be given to infrastructure to cope with the increased population if houses are going to be converted into flats and people are especially concerned about parking.

*'More account needs to be taken of the infrastructure that needs to go in around [flat conversions. Like] parking and local amenities'*

Children and young people's group

*'Our planning policies have failed to capture that increase in pressure on amenities. If we are to consider increasing flat conversions we need to be much tougher. We are never going to persuade people that they are a good thing if we don't deal with the impact on the neighbourhood.'*

Councillor group

*The location of new housing should be assessed in terms of proximity to all services and infrastructure, not just public transport.*

Written or email response

Participants in the focus groups also feel that any conversions need to take account of what the area is currently like and what facilities exist there.

*'Close to schools there is social housing and large houses that is disappearing and people with no real stake in the borough are moving in. It damages the community. We need to say this road is a long way from schools so it's ok to convert there. But this road is close to schools so we can't convert there.'*

Stakeholder group

*'I think that flat conversions should be allowed anywhere, but there should be an additional check about the demographics... there can be areas where the concentration of small units can cause real problems.'*

Stakeholder group

Both of the councillors who came to the discussion group are from the Streatham town centre area and are concerned about increasing the number of flat conversions in that area. They note that Streatham currently has a high proportion of flat conversions and that this can cause problems. The perceptions of the councillors are interesting given the street survey findings which show that Streatham residents are in fact more positive about flat conversion and are more likely to think they should be allowed everywhere (graph 5.4.1) and are more likely to support the creation of additional homes through building smaller properties (graph 5.7.2).

*'[I am] concerned about conversion of houses into flats... [this] seems to be a main issue in Streatham and Brixton..'*

Councillor group

*'We're going from having mixed communities to turning them into a monoculture of flats.'*

Councillor group

*'I don't have an objection to very large houses being converted, its when you see the kind of housing that a fairly broad spectrum of the community can aspire to live in gets converted because that's about can we keep people living in the area because people have to move further away.'*

Councillor group

## 5.6 Tall buildings

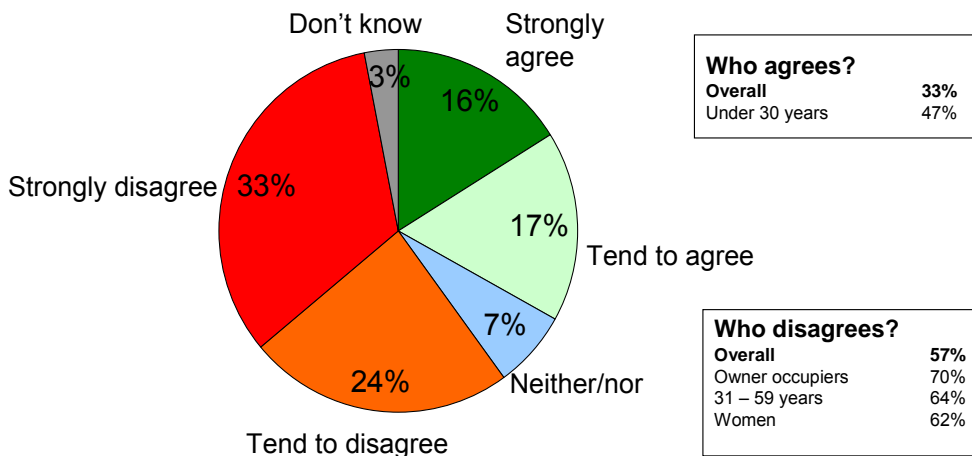
There are mixed views about tall buildings. While there is limited support for tall buildings as a means for delivering additional accommodation; respondents seem far more open to tall buildings as a solution for delivering additional employment space. Among those who support residential high-rise buildings the quality of building design, infrastructure and tenure are all thought to play a role in determining the success of the development. All qualitative respondents feel that tall buildings, whether for residential or commercial need to be sympathetically sited and in keeping with their surrounds.

Street survey respondents are, on balance, negative towards tall buildings as a solution for delivering more accommodation. Just under three in five respondents (57%) do not think that Lambeth should create more housing by building taller buildings compared to a third (33%) who agree. Younger people (under 30) are more likely to support taller buildings as a means of accommodating residential growth (47%) whilst those aged between 31 and 59 (64%), owner occupiers (70%) and women (62%) are more likely to disagree (62%).

**Graph 5.6.1**

### Creating more housing through tall buildings

Q3d There are a number of ways we could improve the quantity and quality of housing in Lambeth. Please tell us how much you agree or disagree with the following statements about improving housing in Lambeth: Lambeth should create more housing by building taller buildings



Source: Lambeth Core Strategy Street Survey, base 600, fieldwork May 21- 5 June 2008

The topic of tall buildings provoked interesting debate amongst the focus group participants. Initial responses that they are a bad thing seemed to stem from the negative perception of high rise flats as slums and areas associated with high levels of crime and low cohesion.

*'I don't think that tall buildings contribute to community cohesion and strong safe neighbourhoods. Residential should be low rise, I'm less convinced that people interact in high rise.'*

Stakeholder group

*'They are currently demolishing lots of high rise buildings because of crime – in Peckham and Southwark. We shouldn't be building them here. I really don't agree with high density buildings.'*

Ethnic minorities group

However when people started to discuss high rise buildings in more detail, they began to agree that the tenure and quality of the development is very important in their success or failure. Participants think that high rise buildings work well for private development when the buildings are built to a high standard with good facilities, but often work less well for social housing. They use the private developments along the river as examples of successful high rise living.

*'I think high rises are a good idea if they are designed and built properly. When people start designing for people who live in social housing they think they don't have the requirements that everybody else has.'*

Children and young people's group

*'I think to use as little land space as possible there are advantages of tall buildings in an area like Lambeth.'*

Ethnic minorities group

*'If you go to the South Bank – all along the river they are building high rise buildings, they are marvellous. Nowadays people like living high, you pay more to live on the upper floors.'*

Disabled people's group

While there are some concerns about high-rise buildings for residential use, in the faith, ethnic minority and stakeholder groups there is considerable support for high rise commercial properties.

*'If you talk about tall buildings for accommodation, the trend for the last ten years has been to knock them down... it's happened on the Aylesbury estate and many more. People don't like them, they find them alienating. But impressive business tall buildings are a different matter, like the gherkin. They can be status symbols.'*

Faith group

Most stakeholders think that high rise developments need to be looked at individually in relation to their immediate area and intended use when considering planning permission.

*'We need to be flexible and respond to the context of each design.'*

Stakeholder group

*'It's the wrong question – it's about the density, the design of them, the community benefit that flows from them and the impact of them at ground level. You shouldn't be talking about tall buildings you should be talking about what is needed in terms of different sites.'*

Stakeholder group

The group of representatives of disabled and older people's organisations point out that sometimes high rise buildings can lead to older and disabled people becoming isolated and cut off from the local community. They believe that developments of approximately three or four floors will work better and that accessible provision for disabled people should be provided on the ground floor.

*'Very high buildings are not safe; the lifts keep breaking down... [and the] elderly people stuck up there become isolated.'*

Older people's group

*'When it comes to disabled people anything can happen to the lift and then it can take months to fix. Disabled people need low [rise] customised buildings to meet [their] needs.'*

Disabled people's group

The issue of using planning to ensure the inclusion of vulnerable groups at risk of isolation is also identified in the email and written responses to the consultation.

*Vulnerable adults can become very isolated and need support networks locally. This means space for support services to be based in neighbourhoods, but also local community facilities and day centres.*

Written or email response

Again, participants feel that it is essential that any tall buildings have good facilities, especially good open spaces around them for their inhabitants.

*'I think that's very important if you are going to go up you have to make sure that people have a voice and community workers to encourage that and a centre where they can meet.'*

Children and young people's group

*'[If you build tall residential buildings] you have to make sure you are providing enough space for young people to play, for parking, to allow people to mix.'*

Ethnic minorities group

*'Open spaces will be very important if we are going to have to build more housing.'*

Faith group

There is support for high rise buildings in areas where they are thought to be more appropriate. For example, in the north of the borough where there are already tall buildings, and smaller high rise buildings in town centre areas and along main roads. Councillors stated that high-rise developments in town centre and main road locations often get fewer objections from the public.

*'I think different heights will work in different parts of the borough, comes back to the statutory obligation to follow through on the context in the London plan. I think it's important that the core strategy follows through on that regional context.'*

Stakeholders group

*'You don't just want tall buildings happening all over the borough... they need to be sited sympathetically.'*

Ethnic minorities group

*'I think done in the right way tall buildings can be quite attractive. It depends how they are placed.'*

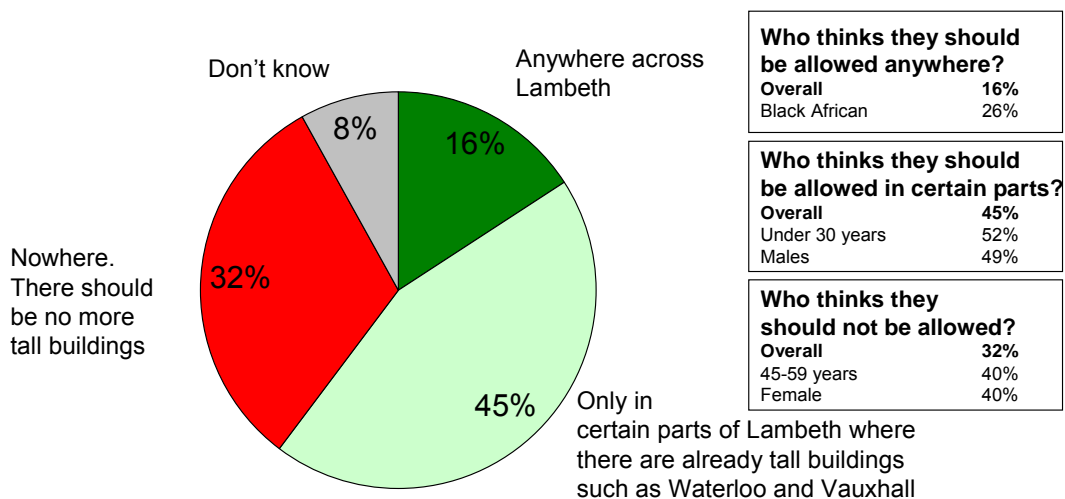
Faith group

These perceptions are supported by the street survey findings. When asked where tall buildings should be located in Lambeth, 44% of street survey respondents believe that they should be located only where there are already tall buildings, 32% think that there should be no more tall buildings within the borough and 16% of respondents think they should be allowed anywhere. Black African respondents are most likely to support tall buildings in any location; younger people and males are more likely to think they should only be allowed in certain parts (52% and 49% respectively) while middle aged people and women are most likely to think they should not be allowed anywhere (both 40%).

### Graph 5.6.2

#### Location of tall buildings – street survey

Q6 Where do you think tall buildings (more than 10 storeys) should be located in Lambeth?



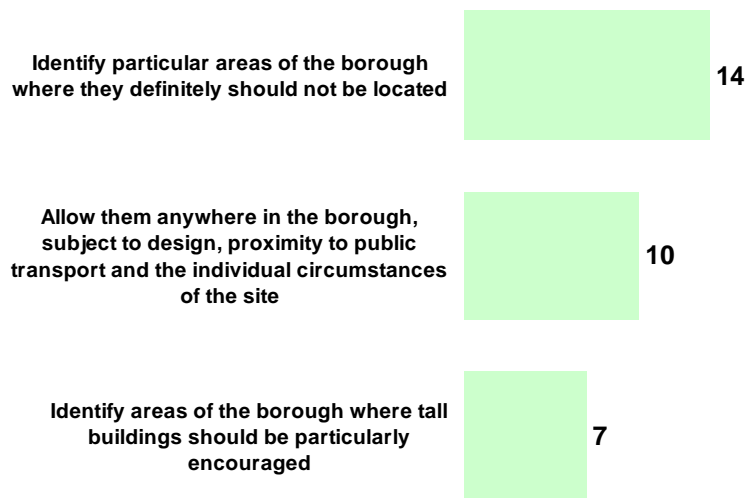
Source: Lambeth Core Strategy Street Survey, base 600, fieldwork May 21- 5 June 2008

Official consultation respondents were also asked about the location of tall buildings within the borough. The most support is for identifying particular areas of the borough where tall buildings definitely should not be located. This option is strongly supported by individuals (6 support this option) and by local groups (6). Among landowners/ developers there is more support for allowing tall buildings anywhere in the borough, subject to design, proximity to public transport and the individual circumstances of the site. This option is supported by six landowners/ developers.

### Graph 5.6.3

#### Location of tall buildings – official consultation

Q4 *Where should we locate tall buildings, subject to safeguarding protected views and World Heritage Sites?*



Source: Lambeth Core Strategy Official consultation, base 42, Consultation period April – June 9 2008

## 5.7 Affordability and social housing

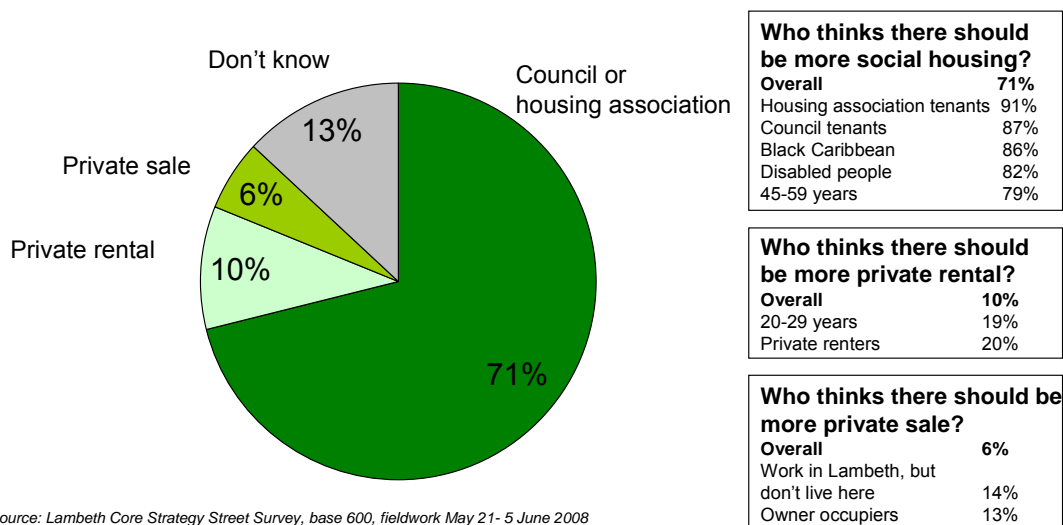
Most people (stakeholders, community groups, official consultation respondents and members of the general public) think that more social housing is needed, rather than private sector accommodation. However there are mixed views about where this should be concentrated with some thinking it would be best to focus social housing in existing areas to allow family groups to stay within the same locality; while others think a geographic spread would be better as it would encourage more mixed communities.

There is a general consensus from people involved in the consultation that there is a need for more social housing within Lambeth. The street survey responses show that 71% of respondents believe that council or housing association properties are most needed in their local area. Housing association and council tenants are most likely to think there should be more social housing (91% and 87% respectively); other groups who are more likely to think additional social housing is needed in Lambeth include black Caribbean people (86%), disabled people (82%) and middle-aged people (79%). Those in their twenties (19%) and existing private renters (20%) are more likely to think more private rental accommodation is needed; and owner occupiers (13%) and people who work in Lambeth, but don't live in the borough (14%) are more likely to think homes for private ownership are required.

**Graph 5.7.1**

### Tenure of housing required

Q8 And what kind of housing do you think is most needed?



Similarly, there is support from those who submitted a written or emailed response for flexibly supplied, family-sized, social housing and one response which supported the need for additional student accommodation.

*Highest demand on the housing waiting list is for family sized social rented accommodation. While there are many single applicants, these tend to be in the lowest category of priority.*

Written or email response

*The priority for social housing supply is to increase choice in the type and location of properties available, consistent with the Choice Based Lettings approach to housing allocations.*

Written or email response

*Student accommodation is needed close to higher education institutions.*

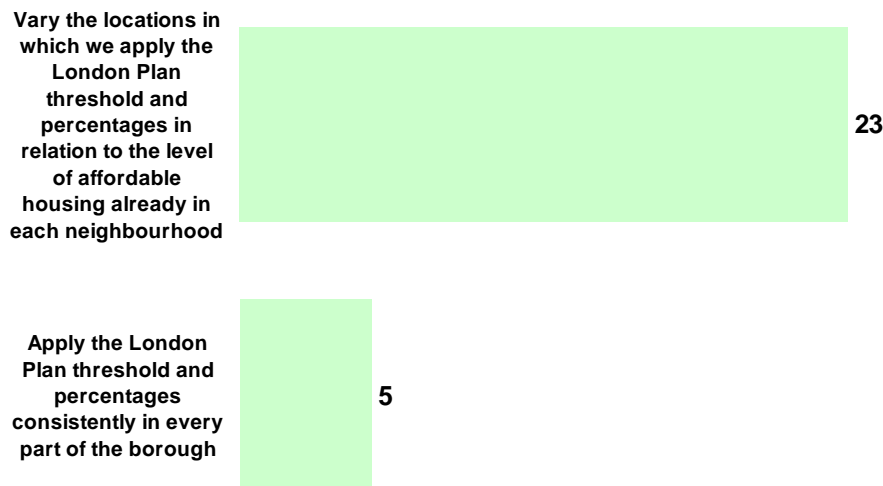
Written or email response

Official consultation respondents think that a flexible approach is needed to ensure the right mix of affordable and market priced housing. There is clear support for varying the locations in which the London Plan thresholds and percentages are applied in relation to the level of affordable housing already in a neighbourhood. This is supported by 23 respondents, whereas only five believe the London Plan thresholds and percentages should be applied consistently. None of these five are landowners/ developers.

## Graph 5.7.2

### Affordable vs. market-priced housing

Q4 How can we achieve the right mix of affordable and market-priced housing?



Source: Lambeth Core Strategy Official consultation, base 42, Consultation period April – June 9 2008

Among the email and written responses some note that the core strategy needs to address the shortfall of affordable and shared ownership housing particularly within the private sector by examining eligibility criteria.

*'The management of affordable housing within private sector schemes is often a problem and needs to be controlled through the planning system.'*

Written or email response

*'The stock of affordable housing is shrinking and shared ownership housing is not affordable.'*

Written or email response

*'The eligibility criteria for key-worker housing need to be widened to include a broader spectrum of public sector workers... The salary threshold for key-worker housing may be too high at present.'*

Written or email response

Like street survey respondents, many focus group participants express concern about the availability of social housing about the number of people who currently live in hostel or bed and breakfast accommodation within Lambeth, unable to get a property through the council.

*'There are 15,000 people on the housing list; there must be a lack of affordable housing. Where do these people live now – homeless, hostels, hotels? How are you going to house people on the housing list?'*

Disabled people's group

*'Certainly at the moment there is plenty of evidence for mainly rented social housing. I don't think it's specific to any part of the borough'*

Stakeholder group

*I don't think that the kind of social housing we have can address the problem. There ought to be more experimentation about how we accommodate more people.*

Faith group

However, unlike the official consultation which found support for a flexible approach there are mixed views about the location of future social housing among qualitative respondents. Some feel it is most needed in areas near to existing social housing to enable the children of current residents to get accommodation near to their family. Councillors state that this is a prevalent theme at their surgery sessions and community group representatives also note this as an issue.

*'Communities get shunted around – you've got to make sure there is enough social housing so that people who've had families here for generations can still go on living here.'*

*'People have to move away because they can't get social housing, those families get broken up and people get forced out.'*

Children and young people's group

*'If you've got somebody who lives in their parent's council home and needs a place of their own, they want it to be near their family.'*

Councillor group

*'I see young people who come to my church that could never live in Brixton. They have to look for cheap accommodation in Thornton Heath or Croydon way. People are having to move away from a place they already know.'*

Faith group

However, others think that by concentrating social housing in specific locations Lambeth would not be promoting mixed tenure communities and so it would be better to apply consistent thresholds across the borough.

*'I think it should be promoted where it is needed most; but then having a standard spread [of affordable housing] would encourage more mixing. I can see the advantages of both.'*

Faith group

Within the focus groups there is also some concern about the extent of development for private rental and private sale within Lambeth. Some participants feel that land has been sold off and that the subsequent private developments do not provide facilities for the whole community, merely for the people who live within them. There is a feeling that these more affluent residents do not necessarily mix well with the rest of the local community.

*'Near me, there are housing association properties that were sold off to a private developer and I find that quite disturbing.'*

Children and young people's group

*'Lambeth council should have a policy whereby they stop the developers coming in and building flats for rich people. Instead the council should take over the old houses that are being bought by developers and turn them into flats for the people.'*

Older people's group

*'There are some very rich pockets in Lambeth and I think it is not a very cohesive society in those areas because often they leave London at weekends.'*

Children and young people's group

Some participants within the disabled, ethnic minority and stakeholder groups talk about the importance of shared ownership schemes in raising people's aspirations about the possibility of owning their own home.

*'If people in employment want to buy they should be helped, for example you can buy a share of the property and a housing association owns the rest. [This] should be available more in Lambeth. It's not subsidising, not charity but people can think 'that house will become mine one day.'*

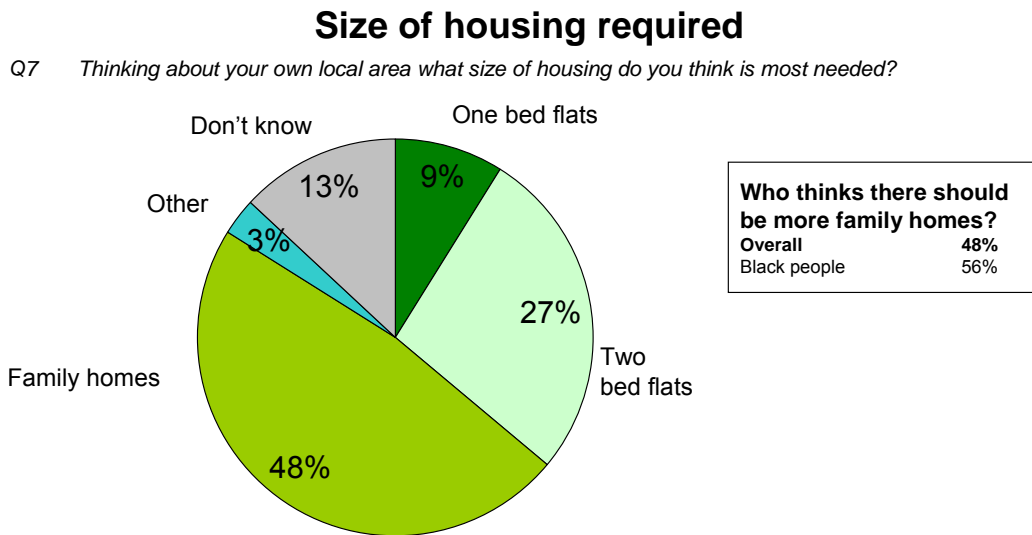
Disabled people's group

## 5.8 Size of housing

Most respondents believe that it is larger, family-sized accommodation, particularly in the social sector, which is most needed in Lambeth. However, there is a tension between this and the fact that similar proportions also support the building of smaller homes as a means to deliver additional housing. In terms of location, official consultation respondents are keen that a mix of dwelling sizes is achieved through a flexible, neighbourhood-based approach where shortfalls of particular housing sizes are identified and these gaps are then filled.

Just under half of street survey respondents (48%) believe that larger family homes are most needed in Lambeth, followed by two bedroom flats (27%), with least support for one bed flats (9%). Black people are more likely to think there is a need for family homes (56%).

**Graph 5.8.1**



Source: Lambeth Core Strategy Street Survey, base 600, fieldwork May 21- 5 June 2008

This perception was also reflected within the discussion groups

*There are huge needs in Lambeth, and there are huge waiting lists particularly for larger accommodation.*

Stakeholder group

*The real need for housing is family homes, not just one and two bedroom flats*

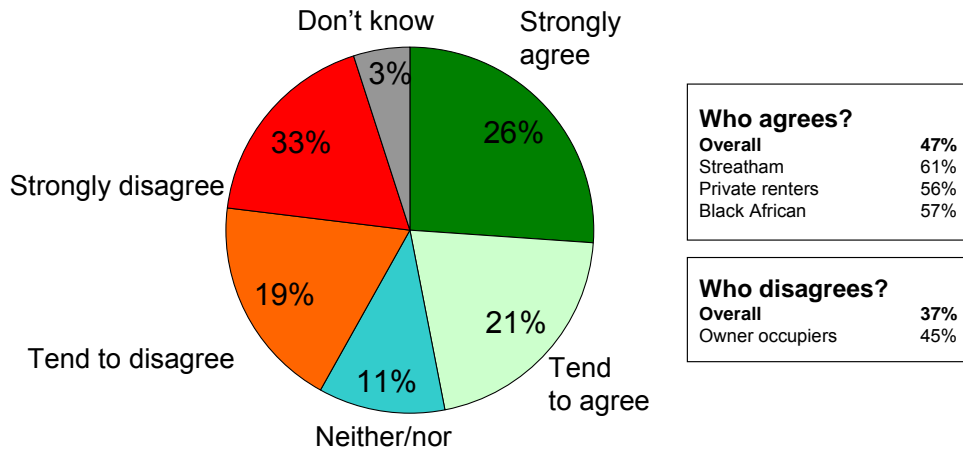
Stakeholder group

However, while people see the biggest need for large family homes (48%), a similar proportion (47%), think that Lambeth should create more housing by building smaller properties. Streatham residents (61%), private renters (56%) and Black African people (57%) are most likely to support smaller homes as a means for delivering additional housing; whereas owner occupiers (45%) are more likely to disagree.

**Graph 5.8.2**

**Creating more housing through building smaller homes**

Q3c *There are a number of ways we could improve the quantity and quality of housing in Lambeth. Please tell us how much you agree or disagree with the following statements about improving housing in Lambeth: Lambeth should create more housing by building smaller homes*



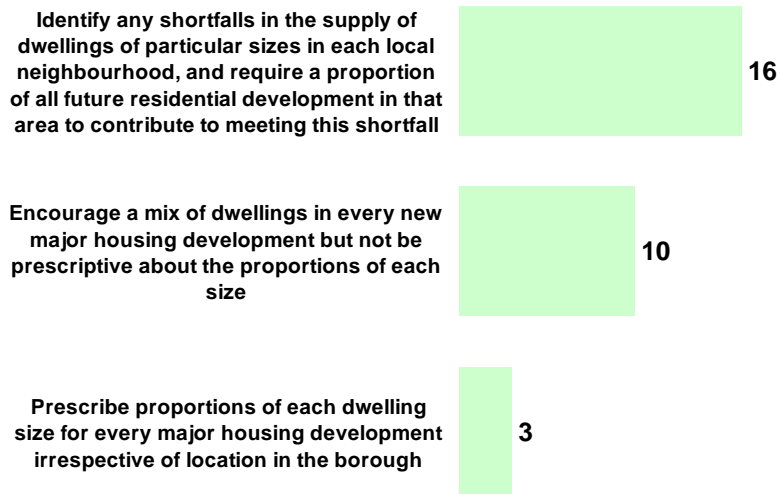
Source: Lambeth Core Strategy Street Survey, base 600, fieldwork May 21- 5 June 2008

Respondents to the official consultation give most support to achieving a mix of dwelling sizes through identifying shortfalls in each neighbourhood and requiring a proportion of future development to meet that shortfall. In all, 16 respondents favour this option, although only one of these is a landowner/ developer. The most favoured option for landowners/developers is encouraging a mix of dwellings in new developments without being prescriptive (supported by five landowners/ developers).

### Graph 5.8.3

## Achieving a mix of dwelling sizes

Q4 *How should we achieve a mix of dwelling sizes to meet housing need (e.g. mix of one and two bedroom flats and larger family homes)?*



Source: Lambeth Core Strategy Official consultation, base 42, Consultation period April – June 9 2008

## 5.9 Mixed communities

Successful mixed communities are seen as extremely positive and respondents think the core strategy should seek to promote and develop them in any way possible. Respondents recognise that there are already successful mixed communities in the borough but think that more should be done in the future to build on this. People want to see mixing not just in terms of housing size and tenure, but in terms of age, ethnicity and culture. They recognise that building mixed size and tenure homes will help to facilitate mixed communities, but that local infrastructure - like community centres and libraries - and local employment are also needed in order for meaningful interactions and relationships to develop.

The concept of mixed communities received widespread support from all focus group attendees who believe that this is the key to creating cohesive communities.

*'I think that [young and old people living side by side] will contribute substantially because it will bring young people and old people together and at the same time the intergenerational gap that has been building up can be broken down.'*

Older people's group

*'I am for mixed housing, I think that you can't box estates all in one place, I think it needs to be mixed, not just for the different groups, but also ages, [a] cultural mix, [an] ethnic mix.'*

Children and young people's group

*'[It is] good to have mixed housing, not just different age groups but different income groups as well because that's how you get community cohesion.'*

Disabled people's group

*'There is something to be said for mixing housing so that social groups are living together; so some affordable for minimum wage, and others costing more. I like that idea.'*

Faith group

*'There are especially benefits of mixed communities for children when they grow up together with others who are different or better off than them.'*

Ethnic minorities group

Some participants believe that many parts of Lambeth already have mixed communities.

*'I think Waterloo definitely has a mixed community..... It has this mix of offices and jobs and communities and culture: Fifty per cent affordable and fifty per cent private housing.'*

Stakeholder group

*'I think most people would say that are communities are fairly mixed at the macro level anyway.'*

Councillor group

*'I think a lot of that goes on anyway; housing is quite mixed already'*

Faith group

However, others think that although Lambeth is a diverse borough, and diversity is one of its strengths, they feel that different communities do not mix as well as they could.

*'What you don't want is what you've got in Tulse Hill, where there is a big estate on the right with a failing school and a lot of troubles on the estate and right across the road is this huge gated development.'*

Faith group

*'There are many different communities based in Stockwell; we know very little about each other and in that sense we are isolated although we live in the same locality. I think the council can make it possible for the communities to come together by providing facilities and accommodation. From there cooperation and working together will come.'*

Ethnic minorities group

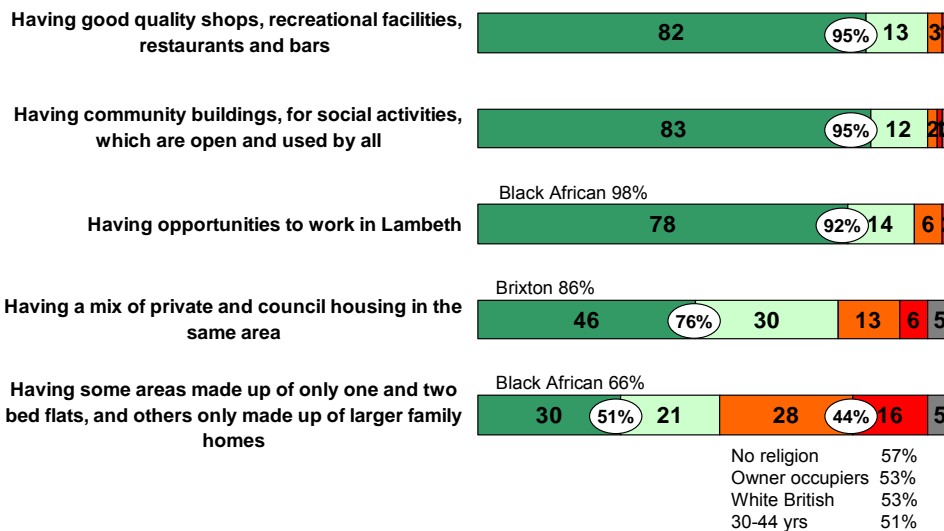
Overwhelmingly street survey respondents think that good facilities are essential to underpinning strong communities. Street survey respondents believe that community buildings with activities open to all (95%) and good quality shops, recreational facilities, bars and restaurants (95%) are important for achieving strong communities. There is also considerable support for local employment as means for supporting a sense of community (92%), with Black African people particularly supportive of this (98%).

**Graph 5.9.1**

### What is important in building a strong community

Q5 There are a number of factors which can help to make a strong community. How important or unimportant do you think the following are in building strong community in Lambeth

Very important Fairly important Not very important Not at all important Don't know



Source: Lambeth Core Strategy Street Survey, base 600, fieldwork May 21- 5 June 2008

Focus group participants also see local facilities and opportunities for local employment as vital catalysts to community cohesion.

*'You have to encourage people to go out of their homes, to be encouraged to use whatever facilities are around. So I think along with the housing you need to provide community centres, small shops.'*

Children and young people's group

*'[You] need a community centre where you can get lots of people together and have police services, health services and nurseries. Instead of being scattered people can come together.'*

Older people's group

*'Facilities could be the driver to ensure we get a mixed community and I think the asset base is a key driver in this.'*

Stakeholder group

*'Having a library, having a shopping centre will create that mix as people will want to go and live there.'*

Stakeholder group

*'Migrant communities tend to congregate together, but it is in the employment arena that people actually mix together'*

Stakeholder group

One email respondent note that arts and culture can play a key role and as such these sorts of buildings should be protected through the core strategy.

*Give even more prominence to the role that arts, culture and cultural assets can play in helping to deliver wider objectives, such as community cohesion, worklessness and positive activities for young people. The loss of music venues is a concern.*

Written or email response

Three quarters of street survey respondents (76%) think that having a mix of council and private housing helps to build communities. However, there appears to be less certainty about having a mix of different housing sizes in an area as a means for developing strong communities. Just over half (51%) of respondents agree that some areas should only be made up of one and two bed flats and others of only family homes compared to 44% who disagree. Brixton residents and employees are most in favour of mixed social and private housing estates (86% compared with 76% overall); and Black African people are more in favour of a homogeneous approach (66% compared with 51%). Conversely, people who are not religious (57%), owner occupiers (53%), white British people (53%) and those aged 30-44 years (51%) are more opposed to homogeneous communities comprised of either 1-2 bedroom flats or larger family homes as a means for facilitating successful communities.

There is some concern from participants over how mixed communities would work in practice.

*'In an ideal world mixed is good – if you want community cohesion that is what you need to do. But in the real world each community might reject other communities. It's a challenge but it could be done.'*

Disabled people's group

*'I think in principle yes – but some of the changes don't lend themselves to being shoehorned into existing street patterns of buildings. It can create problems.'*

Councillor group

Stakeholder groups feel more affluent people are maybe less keen on living on existing social housing estates even if the new homes built there are of a higher quality.

*'Whether you will attract middle class owner occupiers into those areas is another question.'*

Stakeholder group

*'I'm not aware of any high density modern development where family owner occupiers will buy. We may be able to persuade social renting residents who have got no choice but I don't think private owners will buy into those sorts of developments'*

Stakeholder group

## 5.10 Business and jobs

There is considerable support for growing Lambeth's economy. The majority of community group representatives think that economic growth should focus on local opportunities for local people via small scale, niche jobs in the arts, retail, cultural and hospitality sectors. However, representatives from larger organisations think that local employment can be achieved through large and even multi-national businesses. All groups think it is of paramount importance to safeguard existing employment space as far as this is possible and that the development of business premises should be flexibly determined by local need.

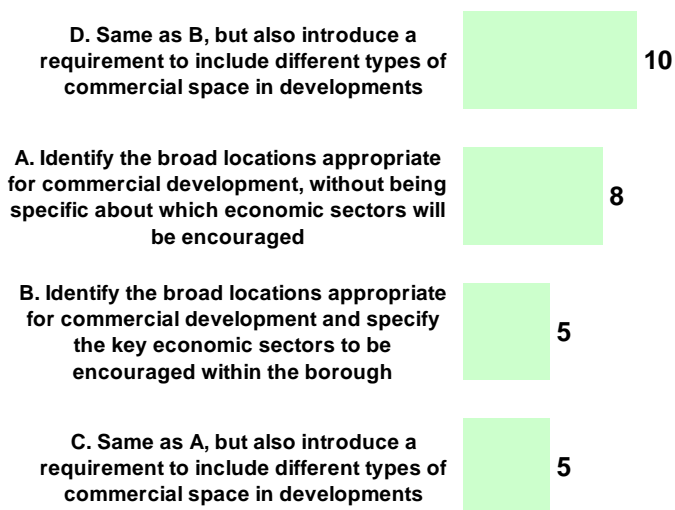
As discussed in the previous section three quarters of street survey respondents (76%) think that opportunities to work in Lambeth are very important to building a strong community, with Brixton residents particularly supportive (86%).

Official consultation respondents have mixed views on how the number and variety of jobs in the borough can be increased. Ten respondents say that broad locations appropriate for commercial development should be identified as should the key economic sectors to be encouraged within the borough and a requirement to include different types of commercial space. This option is supported by seven individuals, but no landowners/ developers. The most support among landowners/ developers (supported by 3 landowners/ developers) is for identifying the broad locations appropriate for commercial development, without being specific about which economic sectors will be encouraged.

**Graph 5.10.1**

### Increasing employment

Q4 How should we increase the number and variety of jobs in the borough?



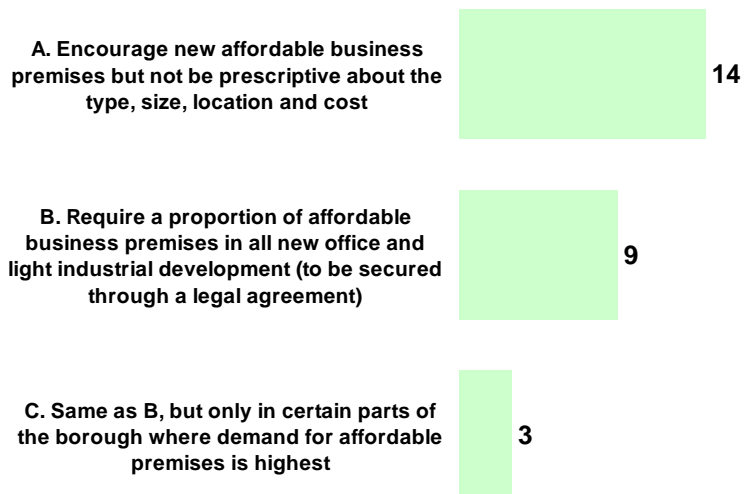
Source: Lambeth Core Strategy Official consultation, base 42, Consultation period April – June 9 2008

Most official consultation respondents think that new affordable business premises should be encouraged but that planning should not be prescriptive about the type, size, location and cost. This is supported by 14 respondents with a fairly even mix of support from individuals (4), local groups (4), and landowners/ developers (3). Option B, requiring a proportion of affordable business premises in all new office and light industrial development, has a similar level of support from individuals (5) and local groups (4), but is not supported by any other group of respondents.

## Graph 5.10.2

### Increasing affordable business premises

Q4 How can we achieve an adequate supply of affordable business premises?



Source: Lambeth Core Strategy Official consultation, base 42, Consultation period April – June 9 2008

In several of the focus groups, and particularly the stakeholder groups, respondents assert that it is vital that land for employment use, particularly industrial space, is safeguarded. Some respondents are particularly concerned about what they perceive to be ‘changes in use’ which happen too quickly.

*‘Stockwell has always had a lot of housing, but over the last few years the small amounts of industry we had have been lost.’*

Stakeholder group

*Industrial areas should be protected because they provide services to other local businesses, thus maintaining the range and type of employment in the borough.*

Written or email response

*‘In Brixton so much commercial land has been lost to residential; for example along Coldharbour Lane.’*

Stakeholder group

*‘It’s important to be clear how you define an unused business space. I’ve seen applications go through on shops that have been converted too quickly.’*

Ethnic minorities group

*'We work with private developers and what they tend to do is create commercial spaces that are not attractive, but would be relatively easy to convert. There are a whole variety of approaches for clever developers to make sure that commercial properties stay vacant.'*

Stakeholder group

Although people want employment spaces to be safeguarded, they recognise that a flexible approach is often required to achieve the best possible solutions for the borough.

In one of the stakeholder discussion groups an example was given of a large employment space now being used as a storage facility employing relatively few people. One of the stakeholders had applied to convert the property into mixed use residential and commercial which would have provided more employment and accommodation as well; however, this was rejected as the site was safeguarded for employment use only.

*'Lambeth needs a flexible approach to the development of employment land, allowing mixed use and prioritising the replacement of jobs rather than the protection of floorspace.'*

Written or email response

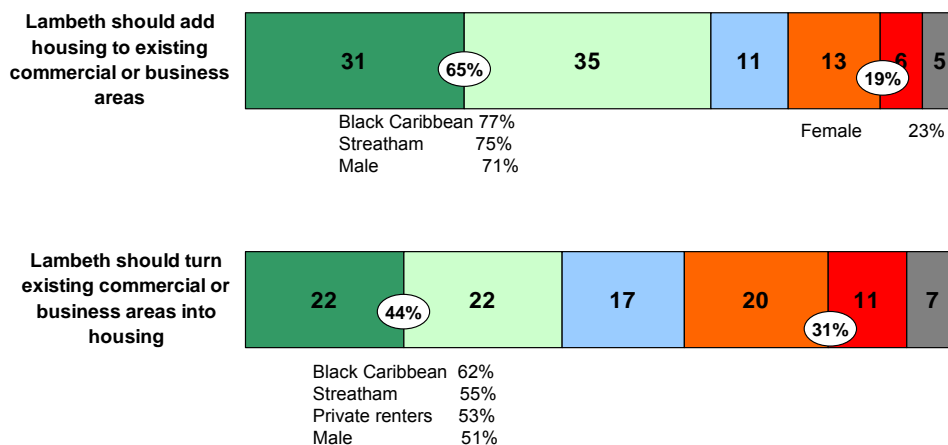
This issue of protecting employment land is also picked up in the street survey: while two thirds (65%) are in favour of adding housing to existing commercial or business areas far fewer think that existing commercial or business areas should be replaced with housing (44%). Black Caribbean, Streatham and male respondents are most supportive of both options (77% and 62%; 75% and 55%; and 71% and 51% respectively); while private renters are more likely to favour the conversion of commercial areas into housing (53%).

**Graph 5.10.3**

**Combining employment and residential spaces**

Q3a-b There are a number of ways we could improve the quantity and quality of housing in Lambeth. Please tell us how much you agree or disagree with the following statements about improving housing in Lambeth

Strongly agree Tend to agree Neither/nor Tend to disagree Strongly disagree Don't know



Source: Lambeth Core Strategy Street Survey, base 600, fieldwork May 21- 5 June 2008

Linked with this there is considerable support for appropriately developed mixed-use residential and employment facilities.

*Residential led mixed use development can help to achieve new and improved space for small businesses.*

Written or email response

*Encourage self-employment and working from home; the borough needs more live-work space.*

Written or email response

In terms of specific industries there is particular support for premises for creative and cultural industries.

*‘Creative industries in Clapham and Brixton.’*

Disabled people’s group

*‘Clearly Brixton is developing as a bit of a creative centre.’*

Stakeholder group

*'I think creative industries would fit with your vision quite well.'*

Ethnic minorities group

Some of the focus group participants see the larger developments in the north of the borough as a location for international companies and see the jobs they offer as out of reach for local people. They are keener to see smaller scale industries such as trade, retail, hospitality and opportunities for local entrepreneurship that they feel increase the employment options for local people.

*'I think there should be more opportunity for local small business to grow, rather than massive supermarkets or chain stores.'*

Faith group

*'I think retail, particularly in Brixton would be good. Especially start-up premises for new retail outlets.'*

Ethnic minorities group

*'Local jobs will help with community cohesion in a way that big organisations coming to the borough wouldn't.'*

Ethnic minorities group

*'[I would] prefer to give jobs to people who live in the borough and give them the opportunity to work.'*

Disabled people's group

*Localise the economy and plan out fuel dependency.*

Written or email response

However representatives of North Lambeth's business community are keen to highlight that there are plenty of opportunities from large companies for local people and see the challenge as more about educating people that these opportunities are available and giving local residents the skills needed to access these jobs. They note that there is no conflict between investment in large scale employment development in the north and economic growth elsewhere in the borough.

*'Encourage development [in Waterloo] because its part of central London, that's where people will want to be and locate. There are local jobs, they outsource to subcontractors and they are very happy to lean on them to employ locally and they do.'*

Stakeholder group

*Growth in the tourism sector should be supported. The cultural draw of the South Bank is extremely significant.*

Written or email response

*The strategy needs a fuller reflection of the economic ambition of the Sustainable Community Strategy, and of the central London importance of Lambeth and Waterloo/South Bank in particular. There is no conflict between the creation of new jobs in the South Bank/Waterloo and investment and growth in other parts of the borough.*

Written or email response

There is a view within the stakeholders group that there is a demand for business premises by developers for the Waterloo and Vauxhall areas that there may not be within the rest of the borough and that this needs to be recognised and encouraged within the core strategy. There is also a view that the north of the borough should be seen as part of central London and its business potential explored as stated in the London plan.

There is considerable support for skills development and so any planning applications that would deliver increased local skills would be welcomed.

*You need to provide a broader range of trades and skills for young people to learn – apprenticeships that sort of thing... there needs to be a massive investment in skills... Local people have a skills deficit and that needs addressing in a way we haven't found. Otherwise we will see increasing polarisation, more gangs, more shootings, more knifings, more no-go areas in our vision for the next 15 years*

Faith group

Some focus group participants believe that there needs to be more business space in the borough. The disabled group think that business parks are needed for smaller organisations and that these can be located in the south of the borough. They think that premises where smaller companies can share facilities, rent and equipment could work well.

*'[It is] very important that there should be more permission for business parks because that's where you get jobs.'*

Disabled people's group

## 5.11 Balancing demand for housing with demand for jobs

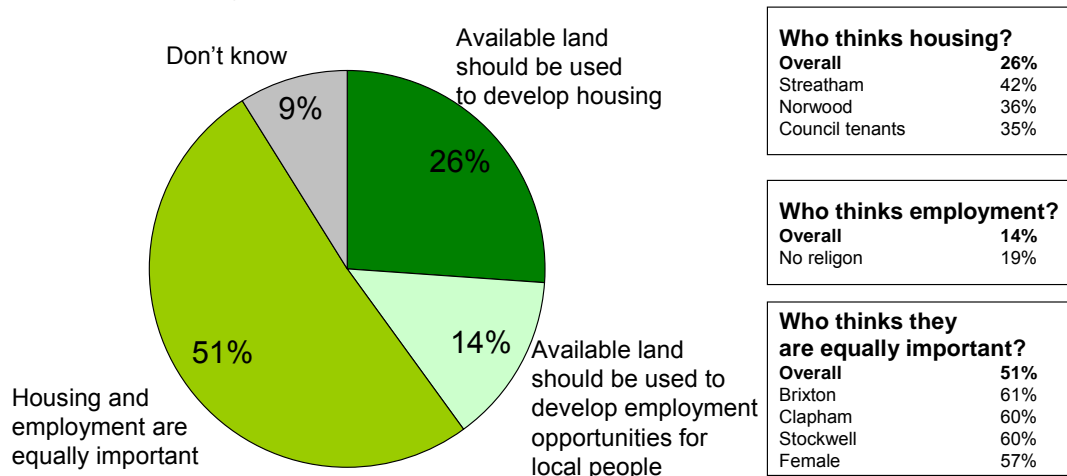
People find it hard to prioritise housing and employment and most see them as equally important and interdependent.

Just over half (51%) of street survey respondents think that housing and employment are equally important, compared to 26% who chose housing and 14% who chose employment. Housing is more likely to be prioritised in the south of the borough in Streatham (42%) and Norwood (36%) and among council tenants (35%). Brixton (61%), Stockwell (60%), Clapham (60%) and female (57%) respondents are likely to see them as equally important.

**Graph 5.11.1**

### Housing vs. employment

Q1 *Lambeth has limited land available for housing and business use. Which of the following best represents your view:*



Source: Lambeth Core Strategy Street Survey, base 600, fieldwork May 21- 5 June 2008

Focus group attendees also have difficulty prioritising employment and housing. There are a number of different views in favour of housing or employment expressed.

*'Housing is always going to be high on the agenda. I think it has to be the main priority.'*

*This document has to follow the SCS, which places no. 3 (economic prosperity) as its top priority.'*

Stakeholder group

*'If you've got economic prosperity then everything will be built on it.'*

Disabled people's group

Generally, the majority of participants find it a difficult choice to make.

*'It's a difficult one isn't it, because population is growing, but people need employment.'*

Disabled people's group

*'They've both got to come together; you can't have one without the other. You just can't turn around and say more homes or more jobs.'*

Older people's group

## 5.12 Prescriptiveness

Stakeholders feel that there are some areas where borough-wide prescriptions may be useful; however, in the main they feel that prescriptiveness may stifle development and so should not be pursued rigidly. Landowners and developers are particularly averse to prescriptions.

The two stakeholder groups were asked to what extent the Core Strategy should be prescriptive about the kinds of new developments within the borough. The general consensus is that too much prescriptiveness is a bad thing.

*'I think sometimes you need to be careful about being too prescriptive. Don't get too bogged down in the details.'*

Stakeholder group

*'There is capacity to create jobs all over the borough but you must encourage the type of jobs that will work, you mustn't pre specify sectors or kind of activity.'*

Stakeholder group

*'There is a big danger of being too prescriptive and not flexible. Market forces are changing all the time and if you get too prescriptive people won't want to come to Lambeth to develop our borough.'*

Stakeholder group

Participants talk about the danger of being too prescriptive with the Section 106 contributions that are required. They feel that prescriptiveness can cause conflicts and hinder development, which means that sometimes the benefit of Section 106 contributions can be diluted.

*'Don't make [the affordable housing contribution] have to be in the immediate area. For example (a developer) could provide much more affordable housing [as part of one of their developments] if they could do it in an area with lower land rates.'*

Stakeholder group

*Don't demand too much section 106 funding for community infrastructure as this obstructs housing delivery. Prioritise section 106 funds for affordable housing and transport infrastructure.*

Written or email response

People think that developments should be looked at on an individual basis and do not think that one approach or set of targets would work across the whole borough. They believe that approaches should be tailored to best suit different areas, individual development locations and the needs of local communities.

*'It has to be pick and choose, it can't be the same for everything.'*

Stakeholder group

*'[You] need to be clear about what type of housing you are talking about. Each development needs to be looked at individually.'*

Disabled people's group

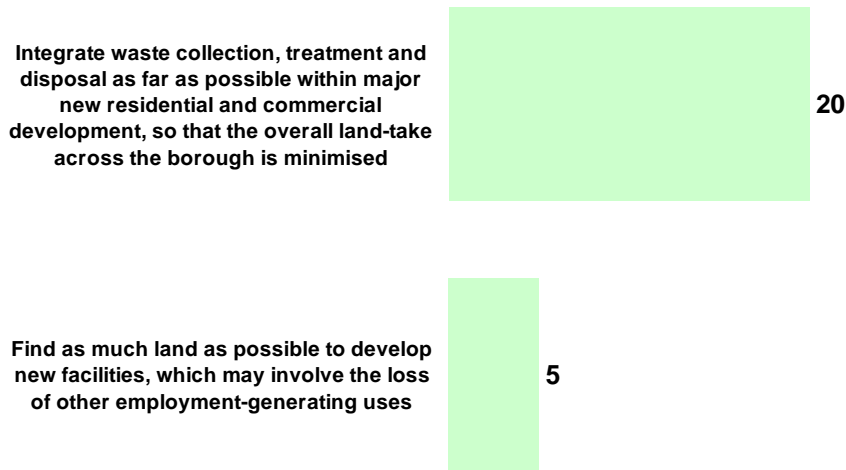
## 5.13 Sustainable waste management

Official consultation respondents think that integrating waste collection, treatment and disposal as far as possible within major new residential and commercial developments (supported by 20 respondents) is the best option for improving sustainable waste management. Only two landowners/ developers expressed an opinion on the options suggesting this is an issue that is of low interest to this group.

**Graph 5.13.1**

### Sustainable waste management

Q4 How should we increase Lambeth's sustainable waste management capacity?



Source: Lambeth Core Strategy Official consultation, base 42, Consultation period April – June 9 2008

## 5.14 Infrastructure

Infrastructure is seen as extremely important to the successful physical development of the borough and stakeholders recognise that planning will have to develop relationships with organisations from a number of different sectors to ensure that sufficient infrastructure is provided to support additional homes and businesses. A number of specific areas are identified for improvement and protection including public transport, youth facilities, health facilities, education and parks.

Infrastructure is seen as being a very important issue and is seen to be vital to create vibrant, mixed communities. As previously mentioned, community facilities including community centres, shops, pubs and restaurants are seen as key to creating mixed, vibrant strong communities. (See mixed communities section on page 43).

Stakeholders feel that it is important that the core strategy addresses and is specific about areas where there are currently infrastructure deficits holding back development. They would like to have information about how any improvement in infrastructure could be funded.

*‘Serious infrastructure deficits that are inhibiting the capacity to accommodate population growth or achieve economic prosperity - they have to be addressed.’*

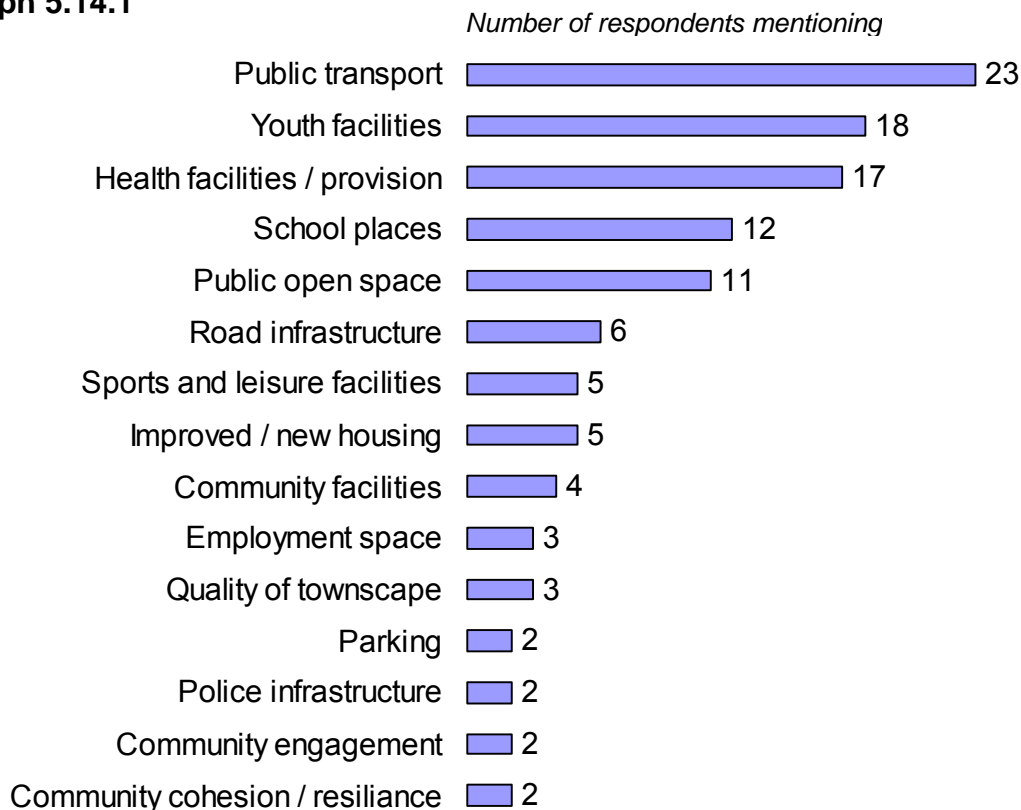
Stakeholder group

Specific areas of the borough mentioned by participants as currently lacking infrastructure and/or requiring further development include:

- Vassall and Coldharbour wards – lots of housing, but few shops, pubs or activities for young people.
- Brixton – Electric avenue and the area around Popes Road, especially the car park
- Stockwell – lacking in shops, offices and industry. Redevelopment of the station area is required.
- West Norwood – few family facilities and places to work.
- Waterloo – needs open space, another school and better shops. Waterloo station needs major investment.
- Streatham – public realm, traffic, Streatham hill station, parking and loading all need to be addressed. For Streatham some respondents suggested allowing parking on the side of the road that was not in heavy use (i.e. southbound in morning and northbound in evening), removing the central reservation, and developing different brands for different sections of the high road
- Kennington needs an economic focus.
- Vauxhall lacks shops, restaurants and community facilities; it lacks a focal point and there is significant opportunity for redevelopment around the station.
- There is not enough open space in the north of the borough.

Respondents to the official consultation were asked to give their top five priorities, in order, for improvements in infrastructure. Chart 5.14.1 shows all the priorities mentioned within their top five by two or more respondents.

**Graph 5.14.1**



*Source: Lambeth Core Strategy Official consultation, base 42, Consultation period April – June 9 2008.*

Public transport is mentioned most by respondents as one of their top five priorities, being cited by 23 people. Aspects of public transport requiring improvement include the appearance of key transport hubs, the need for a better transport network both in terms of improving South/North links but also increasing connectivity East to West, the need for more buses in some areas of the borough, and the need to increase capacity out of Waterloo and in the Vauxhall area. Accessibility and inequality of provision are also highlighted as issues. Focus group respondents also identify public transport as a key issue. People think that there could be a higher frequency of overground trains and potential to extend the tube or tram systems should be explored.

*'If you put people in the south you need to improve the transport system. It would be good to have an underground, tram system in the south as well –at the moment they go to Brixton and that's it. You need to extend the line - that should be part of the development plan.'*

Older people's group

Youth facilities are mentioned as a priority by 18 people. A number of respondents focus on the need for such facilities to provide diversionary activities for young people averting them from anti-social behaviour and crime. The importance of sports and

leisure facilities in giving young people something to do as well as keeping them active is also highlighted by some of the five respondents who cited sports and leisure facilities as a priority in the official consultation.

*Include fuller reference to the current shortcomings in provision of community services for children and young people, such as youth clubs, one o'clock clubs, adventure play grounds, play spaces and Children's Centres.*

Written or email response

Focus group respondents also want to see more leisure facilities including leisure centres, gyms and youth clubs for young people. The disabled group emphasised the need for these leisure facilities to be accessible for people with disabilities.

*'Recreation, especially for disabled people is not very accessible at the moment. Although there are a lot of disabled people who want to use the gym they stay away because they are not accessible.'*

Disabled people's group

Health facilities and provision are mentioned as a top five priority by 17 people. Those that expand on this mention the need for local GP surgeries (within walking distance), better mental health provision, and facilities to support healthy living.

School places are a top five priority for 12 people. Local schools (within safe walking/cycling distance), and schools offering out of school activities for young people are cited by official consultation respondents as being needed in Lambeth.

Public open space is a top five priority for 11 respondents. For some, better safety, quality and maintenance of existing spaces is important, while others focus on the need to provide more open space, to provide more sports facilities within parks, and to make open spaces that exist more of a local community resource. This is seen to be particularly important if housing density is to increase.

The six respondents to the official consultation who mention road infrastructure as one of their top five priorities cite a range of issues which underpin this concern. These are: well maintained roads, clean road and streets with safe crossing places, reduced traffic congestion in Kennington and Streatham (A23), and an increase in the number of cycle routes. Traffic is also an issue which was identified within the focus groups.

*'How to solve the traffic problem...it's a very serious problem, [we] need to reduce the congestion of traffic, it paralyses the area.'*

Older people's group

Public transport, youth facilities and health facilities are the key concerns of the individuals who responded to the official consultation (see table 5.14.1). Priorities for local groups relate to giving young people a good start in life, providing school places and youth facilities. The top issue for landowners/developers is public transport.

**Table 5.14.1**

<b>Individuals' priorities (numbers mentioning)</b>	<b>Local groups' priorities</b>	<b>Landowners/ developers' priorities</b>
Public transport (10) Youth facilities (10) Health facilities/ provision (9) Public open space (7) Road infrastructure (4) School places (3)	School places (7) Youth facilities (5) Public transport (3) Health facilities/ provision (3) Public open space Employment space (3) Quality of townscape (3)	Public transport (5)

NB: only priorities mentioned by three or more respondents within each group are shown

Representatives of the local organisations that attended the focus groups are keen to see more availability of centres that they could use as meeting places and activity spaces; and faith groups would like more support in finding suitable premises for worship. Neutral spaces are also felt to be particularly important in promoting community cohesion.

*'It [is] quite hard to find accommodation for small groups like ours who have a good number of attendees.'*

Children and young people's group

*'It's really important to safe guard community centres and encourage social enterprise'*

Ethnic minorities group

*'I think the community infrastructure that there is - community centres, schools, doctors, post offices – should be protected, developed [and] grown. Planning should look to protect community spaces, halls, churches, voluntary groups... planning has to do what is can to stop buildings going over to profit use.'*

Stakeholder group

*'Faith groups are always looking for premises and anything that could help them would be appreciated.'*

Faith group

*'What is lacking is neutral spaces where people from different faiths can meet together. Muslims are not always comfortable in Christian spaces and vice versa.'*

Faith group

The older people's group emphasised the need for day centres. They feel that these are often a lifeline for elderly people who can otherwise become isolated.

*'Day centres are needed. Current place is not adequate at the moment. We don't have officer space just a big hall, nowhere for people to sit and relax. There has to be a day centre for the elderly people where they can go and socialise.'*

Older people's group

Focus group participants also feel it is important to improve Lambeth's public toilets.

*Public toilets are badly needed across the borough. It would be a real badge of merit to put them back*

Faith group

## 5.15 Unique and distinct Lambeth

Consultation respondents and focus group participants are positive about Lambeth's built environment and existing attractions and communities. They recognise there are many factors which make Lambeth unique including its historic buildings and cultural diversity. Parks and open spaces are also singled out for praise.

Respondents to the official consultation identified factors that they feel makes their local area distinct. Focus group participants were also asked to think about the unique and distinct characteristics of their area of Lambeth, what should be protected against future development and what could be promoted by it.

**Chart 5.15.1**



Source: Lambeth Core Strategy Official consultation, base 42, Consultation period April – June 9 2008.

The factor that makes Lambeth distinctive, mentioned by most official consultation respondents (10) are its historic buildings. Buildings singled out are the Victorian and Edwardian Streets, protected heritage buildings, and Brixton Market. The need to protect conservation areas and to find ways of imaginatively adapting heritage buildings are also mentioned. Within focus groups people praise some of Lambeth's attractions including the Oval cricket ground, Kennington War Museum, the Black Cultural Archives and the windmill in Brixton.

*The historic environment should be highlighted as a catalyst for regeneration, particularly in town and district centres.*

Written or email response

Another key strength of Lambeth is seen to be its diversity and strong communities. This is mentioned by nine respondents to the official consultation. Lambeth is seen as a place with diverse distinctive areas and communities. A number of respondents see this social diversity as a key strength and stress the sense of community that exists in some town centre areas. This is seen as something that could be built on by engaging and involving communities more around their local built environment.

Echoing these sentiments, the quality of Lambeth's built environment is praised as is the sense of community identity within some of the town centres and Lambeth's cultural diversity within the focus groups.

*'I think there are a lot of very attractive places in Lambeth. You know you are in a place. They have a heart - Streatham, Herne Hill, Brixton. All those need looking after.'*

Faith group

*'Diversity is our best hope for the future of this borough, I think it's very much a plus point and something that can be used to sell the borough.'*

Children and young people's group

*'The quality of buildings in Lambeth is generally excellent. There are pockets which aren't very good; but you compare it to Southwark or Croydon and the quality of the built environment is something we should all be very proud of. Most of it is just fantastic.'*

Stakeholder group

Indeed, one of the stakeholder groups notes that the vision needs to explicitly acknowledge the fact that Lambeth is not a coherent area, but is comprised of different communities with different identities and characteristics. This sentiment is echoed by some of the emailed and written responses.

*Lambeth is just an area created by bureaucrats... but the vast majority of people say 'I live in Streatham' or 'I live in Brixton' or 'I live in Stockwell'; they don't say 'I live in Lambeth'. There are distinct areas;... and I think there needs to be a stronger acknowledgment of neighbourhoods within the vision [with] more local and bespoke planning. Local solutions to local problems, rather than a Lambeth solution.*

Stakeholder group

*The six 'town centre areas' often used by Lambeth don't correspond to actual commercial town centres and can be misleading. There are cross-boundary issues with neighbouring borough, such as shared town centres, open spaces and infrastructure (e.g. schools).*

Written or email response

The borough is seen by six official consultation respondents as having good quality open spaces and green areas. Trees on streets and the quality and uniqueness of local parks are singled out as positive features. However, they are seen as needing to be more accessible for some sections of the community. This is an area currently being explored by the corporate consultation team in collaboration with ACS and cultural services through qualitative focus groups with disabled and older residents. Three respondents raise lack of open space or sports facilities as an issue. North Lambeth is mentioned as an area needing more open space. One respondent also said that North Lambeth lacks any sports facilities. Positive perceptions of Lambeth's green spaces are also recorded in the discussion groups.

*Lambeth has a lot of open space and that makes it special. We have to fight hard to keep local parks and open spaces*

Faith group

Six respondents see Lambeth as being a creative place with an existing arts economy and a strong "world-class" arts and cultural hub along the South Bank that is a major asset for the borough. People in the discussion groups think there are also a good selection of cultural and creative industries around Brixton and the Portuguese restaurants in the Stockwell and Oval areas are valued for the lively atmosphere they create. Among official consultation responses Kennington is identified as an area that could become a new arts hub. The need for more small business space in the North of the borough and West Norwood to support an arts and crafts economy is also identified.

The proximity of Lambeth to central London is seen as a positive factor for the borough by five respondents. The North of the borough is seen as being a key part of central London with Waterloo seen as having the potential to become even more vibrant through regeneration. Affordability while being close to central London is also identified as a positive.

The variety of small businesses, traders, and independent shops and cafes in Lambeth offering good quality local affordable services are mentioned by five respondents as being positive factors. However, the need for more small workspaces and live/work developments are also mentioned, and one respondent mentions run down shops as being a problem in their area.

Lambeth is seen by four respondents as a borough both with need for regeneration in older deprived areas, but also with regeneration possibilities. Areas singled out as having potential for/ needing regeneration are Waterloo, the old Lilian Bayliss school

site, Stockwell and Kennington which are seen as needing a local economic and community hub.

Three respondents single out public transport as a positive factor in the borough with access to train, tube and bus routes and potentially the tram. However, as mentioned in the previous section many feel that public transport is an area which requires further investment.

All but one of the respondents who identify historic buildings and areas as a key distinctive factor are local groups (4 mention this factor) or individuals (5). Five individuals also mention diversity and community spirit as a key factor. The distinctive factor mentioned by the most developers (3) is the role of the South Bank as a key arts and cultural hub, which is seen by one to be on a par with Covent Garden. Some focus group respondents also mention the north of the borough as being distinct and 'upmarket' with good attractions for tourists and as a business area that is part of central London.

All the three respondents who identify lack of open space and sports facilities as an issue that should be addressed are public sector service providers.

**Appendix One – Issues and options consultation document**

# Preparing the Lambeth Local Development Framework

Have your say - April 2008

## Core Strategy Issues and Options



Please send your comments by **Monday 9 June 2008** to:

[planningpolicy@lambeth.gov.uk](mailto:planningpolicy@lambeth.gov.uk)

**Planning Policy Team  
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10 Wandsworth Road**

## London SW8 2LL

If you need any further information, please go to: [www.lambeth.gov.uk/planning](http://www.lambeth.gov.uk/planning)  
Planning Aid for London can also provide advice: [www.planningaidforlondon.org.uk](http://www.planningaidforlondon.org.uk)  
Section 1 – A new spatial plan for Lambeth

This section describes the new Local Development Framework and **Core Strategy** for Lambeth. It explains the steps in the process, why we are consulting you at this stage, and how you can give us your views.

### What is the Local Development Framework?

All local councils are required to produce a Local Development Framework, or LDF, for their area. An LDF is a 'folder' of documents designed to guide the development of the borough over the next 10-15 years. Above all an LDF must ensure that future development (such as new housing or business accommodation) is socially, economically and environmentally **sustainable** – that both present and future needs can be met.

Lambeth's LDF will be an important tool in helping to implement the Lambeth Sustainable Community Strategy, or SCS. In particular, it will focus on the **spatial** aspects of the SCS, such as addressing geographical inequality and guiding where development should be located. To achieve this, we are working closely with Lambeth First, the Local Strategic Partnership for the borough.

Work on Lambeth's Local Development Framework began in January 2008 and is expected to take approximately three years. When it is complete, it will replace the Unitary Development Plan, or UDP, adopted in August 2007. In the meantime the policies in the UDP remain in place.

### What is the Core Strategy?

The Core Strategy is the first and most important document in the LDF 'folder'. It will set out the overall vision for the sustainable development of the borough, the objectives we want to achieve and the strategic policies required to achieve them. More detailed policies and guidance will be contained in other LDF documents. Every other document in the LDF must be consistent with the Core Strategy, so it is essential that we get this right first.

In order to do this, we must take account of the following information:

- the **evidence** of current and future needs in the borough
- national and London wide **planning policy** (government Planning Policy Statements and the Mayor's London Plan)
- other relevant Lambeth **strategies** (the SCS, and strategies for transport, economic development, regeneration, housing, community safety, health and well-being, environment and waste, for example)
- the plans and strategies of **neighbouring boroughs**

- a **sustainability appraisal and equalities impact assessment**<sup>1</sup>
- the views expressed through wide-ranging **consultation** with the public and key stakeholders in the process.

### **What will drive change in Lambeth and what can the Core Strategy influence?**

A key driver of change in London as a whole and in Lambeth is the **market economy**, and in particular the land economy. Demand for new development in Lambeth is always high, with private residential development commanding some of the highest land values. However, the intensity of demand is likely to be affected by changing global and national economic circumstances which are beyond the control of the council.

**National planning policy**, the Mayor's **London Plan** and the Lambeth **Local Development Framework** together provide a mechanism for steering the local market for land and development. In particular, their role is to make sure that new development is located and designed to achieve sustainable development and that **regional and local needs** are met where the market alone will not provide for them.

National and regional **targets** for additional homes and affordable housing will be a very critical driver shaping the development of the borough over the next 10-15 years. Lambeth's local needs are further defined in the **Sustainable Community Strategy** and through targets in the **Local Area Agreement**, both of which are governed by Lambeth First, the Local Strategic Partnership. Together, these provide another major driver of change through their influence over local strategies and decisions about public spending. When Lambeth's Sustainable Community Strategy is completed it may identify further issues to be addressed in the Core Strategy, which must be aligned with it.

The Lambeth Local Development Framework **Core Strategy** provides the link between national and regional planning policy and local circumstances. It must ensure that the right policies are in place to influence the local land economy to meet local needs, **where national and regional policies alone would not be sufficient**. In preparing local policies national and London-wide planning policies will always take precedence, unless we can justify a different or additional approach locally.

The Core Strategy needs to be flexible enough to take account of changing circumstances in the market economy over its lifetime. It also needs to allow for different levels and types of development demand across the local area. Some parts of the Lambeth require **regeneration** to support the market economy. The council's **Regeneration Delivery Plan** sets out how this is being progressed. Regeneration **masterplans** for Brixton, Streatham and Norwood led by the Future Lambeth programme will also play a role. These are currently at different stages of preparation and public consultation and will also highlight issues to be addressed by the Core Strategy.

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<sup>1</sup> the sustainability appraisal will assess how well the Core Strategy will achieve social, economic and environmental sustainability; the equalities impact assessment will assess its impact on Lambeth's diverse communities

## How can you give us your views?

This consultation exercise is one of several that will take place at different stages in the process of developing the Lambeth Core Strategy.

The diagram on the next page explains the **key elements** required to develop and implement the Strategy, the order in which they fit together. It shows how the Sustainable Community Strategy will influence the Core Strategy, and how each of these elements will undergo a sustainability appraisal.

At present, we are at the **Issues and Options** stage. We have reviewed a large amount of evidence and relevant strategies, and will continue to do this as we go on. We have included an initial summary of this **evidence** in Section 2 of this document.

Section 3 contains our initial thoughts on the main **issues** for Lambeth, and we would like to know what you think of these. You may already have responded to a first round of consultation on issues in February-March this year. If you did, we will have taken your views into account in writing this document. However, do not worry if you were not able to respond that time, because this consultation gives you a second chance to comment on the issues, and to tell us whether you think we have got them right.

Section 4 includes a possible **vision** and **objectives** for the Core Strategy. It also presents some initial **options** for ways to achieve the vision and objectives through the Core Strategy. These are broad spatial options, rather than options for detailed policies. We would like to know what you think about all of these elements.

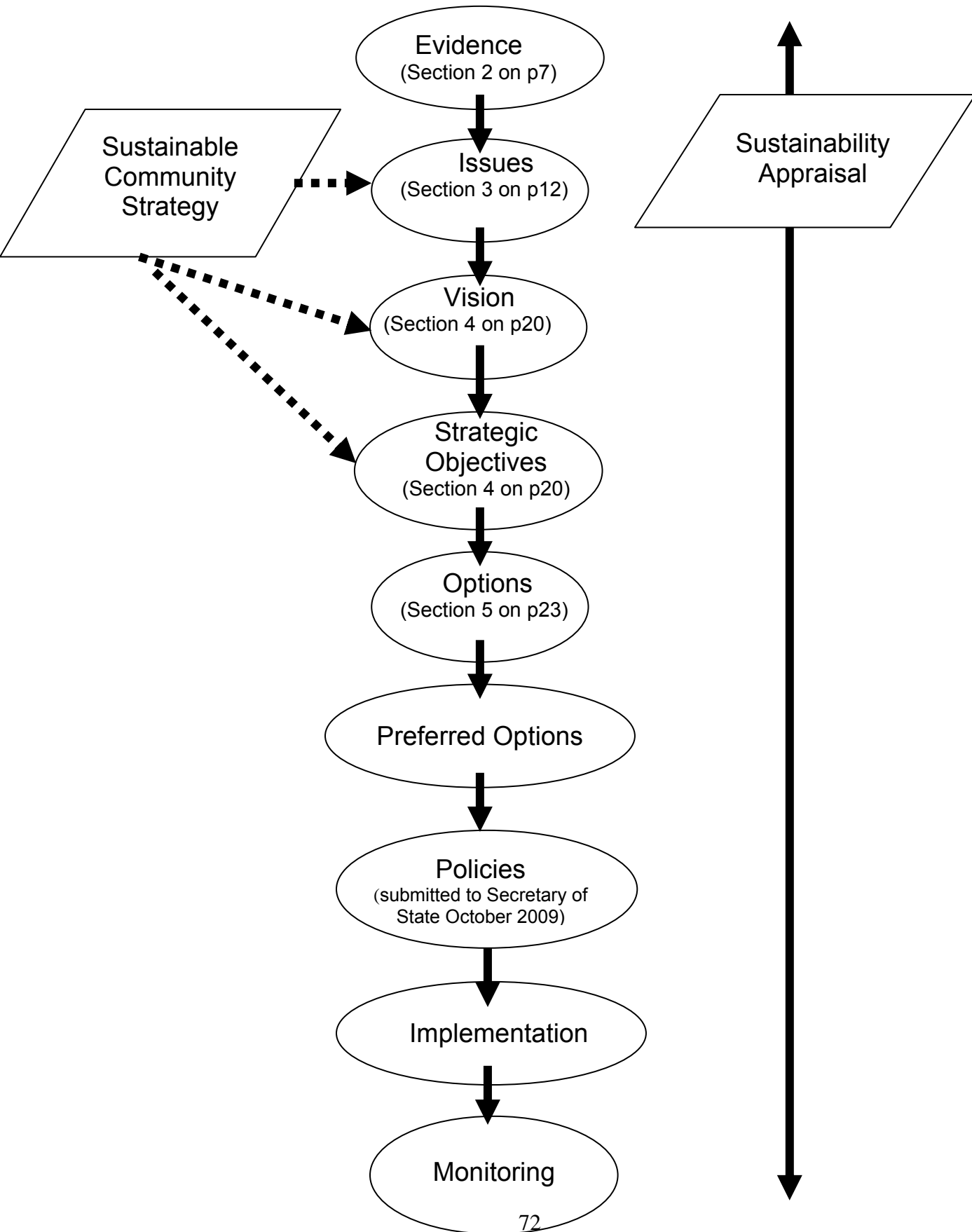
Finally, Section 5 includes a **consultation questionnaire** and information about how to respond, either by post or electronically. In addition to this questionnaire, we will be carrying out on-street surveys and discussion groups, and attending meetings of Lambeth's community groups.

Depending on the outcome of this round of consultation, and of the sustainability appraisal and equalities impact assessment, we may decide that we need to refine the issues, vision, objectives and options further and to consult you again. If so, this will take place later this year or early next year.

Either way, we will eventually reach **preferred options**, at which point we will draft the Core Strategy and submit it to the government towards the end of 2009. There will be a further opportunity to comment at this stage. The Strategy will then be **examined** by an independent inspector, who will check that we have followed the right process and take account of all the comments and any objections made.

We hope that the Core Strategy will be **adopted** in December 2010. After this, we will start to **implement** the policies and **monitor** how well they are working, alongside any changes in the characteristics and needs of the borough. The Core Strategy can then be reviewed as required.

**Diagram: Key elements in developing the Core Strategy**



The table below summarises the different stages in the process of developing the Core Strategy and the timetable we intend follow. It also indicates the opportunities for you to provide comments.

<b>Stage</b>	<b>Timetable</b>	<b>Opportunity to comment?</b>
Initial Issues	February-March 2008	Yes
Issues and Options	April-June 2008	Yes
Further Issues and Options if required	Late 2008 or early 2009	Yes
Preferred Options	January-February 2009	Yes
Submission of the Core Strategy to the Secretary of State	October 2009	Yes
Examination of the Core Strategy by an independent planning inspector	March 2010	Yes
Receipt of binding Inspector's Report	October 2010	No
Adoption of the Core Strategy	December 2010	No

## Section 2 – Lambeth today

This section has been included to give you background information about the key **characteristics of the borough**. This will help you to consider the vision, objectives, issues and options described in the rest of the document. There is a considerable amount of additional information which it has not been possible to include in this document, which can be found in Lambeth First's 2008 State of the Borough report. Further data will become available through research currently underway.

All sources for the information contained in this section can be found in the State of the Borough report at [www.lambethfirst.org.uk/stateoftheborough](http://www.lambethfirst.org.uk/stateoftheborough) or the Annual Monitoring Report at [www.lambeth.gov.uk/planning](http://www.lambeth.gov.uk/planning).

Lambeth is an inner London borough with a northern boundary on the Thames and situated mainly between the boroughs of Wandsworth and Southwark. It covers an area of approximately ten and a half square miles, including Waterloo, Vauxhall, the Oval, Kennington, Stockwell, Clapham, Brixton, Herne Hill, Tulse Hill, Streatham, Norwood and Gypsy Hill.

### **Population**

In common with the rest of inner London, Lambeth's population has grown rapidly in recent years, expanding from a quarter of a million in the 1990s to 272,000 in 2006. Its population is projected to grow to 317,000 (by nearly 17 per cent) by 2028 (according to Greater London Authority, or GLA, estimates).

Lambeth is among the most densely populated areas in the country, with over 99 people per hectare compared to nearly 46 per hectare across London as a whole. In 2004 there were about 118,000 households in Lambeth and this number is expected to increase by 19 per cent by 2026. Current household composition includes a high proportion of single parent households with dependent children. One person households, in particular, are projected to increase alongside a decreasing number of married couple households.

Population turnover, or 'churn', is currently estimated at 20 per cent every year.

### **Diversity**

Lambeth has an even more ethnically diverse population than the rest of the capital. During the post World War II period the borough became known as an important focus for the Black Caribbean population. It also has a growing African population and a large Portuguese-speaking population. New job-seeking immigrants continue to settle in Lambeth. The largest group between 2002 and 2006 were from Poland, with 3,550 new National Insurance registrations for Polish people living in Lambeth. The next two largest totals were from Australia (2,830) and Jamaica (1,750).

Ethnic group projections from the GLA suggest that the Black Caribbean group in Lambeth is likely to decrease by two per cent of the total population in the next 25 years, compared to an increase in the Black African population by 15 per cent and in the Asian

population by 26 per cent. Overall, the cultural and ethnic complexity of Lambeth's communities is not expected to decrease in the period 2008-2033.

London has a relatively young age profile compared to the whole country, and Lambeth is young within that. Almost half (45 per cent) of Lambeth's population were aged between 20 and 39 years in 2001. Those aged under 15 years make up almost one in five residents, while the older persons group is half this size and accounts for just one in ten residents. Population projections predict that the number of 46-64 year olds will increase by a large amount, with small movements in the number of under 18s and 19-30 year olds.

## **Health and social care**

Overall, Lambeth's health profile is improving and the vast majority of Lambeth's residents feel they are currently in good health (72 per cent). However, Lambeth scores fourth worst in London on unhealthy lifestyles increasing the risk of serious illness, and obesity is a growing problem among children and young people in the borough.

Those with a long-term limiting illness account for 16 per cent of all residents. Lambeth also has one of the highest incidences of mental health issues in the capital, particularly among those from ethnic minority backgrounds. There are a growing number of people with learning disabilities living in the borough. The proportions of those with mental health problems, physical disabilities and older people helped to live at home is increasing. The number of those aged over 85 is expected to increase which will significantly increase demand for care services.

## **Housing**

Lambeth's housing stock is typical of inner London, with a large proportion of flats - nearly 70 per cent in total of which about two thirds are purpose built and one third conversions - and a correspondingly small proportion of houses (approximately 30 per cent). Lambeth has a lower rate of home ownership than the rest of London (36 per cent compared to 55 per cent in London and 68 per cent in England) and a relatively high proportion of private and social rented accommodation (22 per cent and 40 per cent respectively).

The average house price is in line with the inner London average at around £350,000 in December 2007. The entry level price for a two bedroom flat in the cheaper areas of Lambeth was £231,000, with a private sector rent of £232 per week. Average gross household income in Lambeth is £31,000 per annum, with a large variance depending on housing tenure, from £13,000 for social renters up to almost £60,000 for owner occupiers with a mortgage.

Just under a third of council homes (32 per cent) and an estimated 11 per cent of private sector dwellings in Lambeth are 'non-decent'. There are an estimated 1,037 households who are either homeless or living in temporary accommodation, and a total estimate of 13,439 households in 'housing need' within the borough. Affordable family sized accommodation is in particularly short supply.

## Economy

There are around 10,000 businesses in Lambeth of which three-quarters have fewer than five employees. Over 99 per cent of businesses in the borough are Small and Medium Enterprises (SMEs). There is a cluster of large firms in the north of the borough, 48 of which employ more than 200 people, including the national headquarters of IBM, Shell and the ITV network.

However, Lambeth has the third lowest business density per head of population across inner London. Far fewer new firms register for VAT than across the rest of London (42 per 10,000 working age population compared with 57 across London in 2006/07). Numbers of businesses and levels of entrepreneurial activity are particularly low in Lambeth's most deprived neighbourhoods. Despite this, the overall stock of VAT registered firms in the borough grew by 14 per cent between 2002 and 2006, compared to seven per cent across inner London and only three per cent nationally. More than half of Lambeth's small businesses plan to expand over the next ten years.

The main employment sectors in Lambeth are the public sector, health and education; distribution, hotels and restaurants (including retail); and business and financial services. There is also a smaller but growing creative sector.

The borough suffers from relatively high rates of unemployment – only 67 per cent of the population of working age were classified as employed in 2006/07, compared with 69 per cent across London and 74 per cent nationally. The rate of economic inactivity has steadily decreased since a peak in July 2005-June 2006. However, Lambeth still has one of the highest numbers of Incapacity Benefit claimants in London.

In 2006, the proportion of Lambeth residents with no qualifications was 21 per cent compared with 14 per cent of people in London as a whole. Three in five of those in paid work have NVQ levels 3 and 4 skills, compared with just a quarter among the workless population. In 2007 37 per cent of Lambeth's businesses reported shortages in finding skilled labour. Overall, educational attainment levels in Lambeth's schools are improving. However, Lambeth has a high number of young people Not in Employment, Education or Training (NEET).

## Community Safety

Comparing all London boroughs, Lambeth had the fourth highest count of Total Notifiable Offences<sup>2</sup> in 2006/07. However, this has been reducing every year in Lambeth since 2003/04, and the sanctioned detection rate has increased. Levels of gun-enabled crime are high but decreasing. Tackling gang-related crime and violent extremism are growing priorities for the borough. Crime in Lambeth is particularly high around public transport interchanges and in town centres. Some residential neighbourhoods are also more affected.

Crime reduction and public safety remain the top concern of Lambeth residents. Anti-social behaviour is also a concern for residents with just over a third perceiving a high level in the borough. For young people, concerns relating to anti-social behaviour focus on people using or dealing drugs. There are an estimated 5,029 problematic drug users in the borough.

## Transport and Environment

There are fourteen over-ground railway stations spread evenly throughout the borough. There are also eight underground stations mainly in the north of the borough, and many bus routes, with major interchanges at Waterloo, Vauxhall and Brixton. Access to public transport is good in north and central Lambeth. However, residents in Streatham and Norwood are dependent on rail and bus connections.

Half of households do not have access to a car, although car ownership is greater in the south of the borough. Three quarters of people travel to work by public transport. Traffic congestion is a serious concern for residents. Despite predicted improvements in air quality in Lambeth over the next four to five years, some measures (levels of nitrogen dioxide and fine particulates) are likely to continue to fail government targets. A network of major cycle routes is in place throughout the borough and this is being expanded every year. There are also many off-street walking routes.

Lambeth has lower levels of carbon dioxide emissions at 5.5 tonnes per 1,000 population than London as a whole (6.8 tonnes) and the United Kingdom (7.9 tonnes). It ranks as the ninth best authority in London. Lambeth currently generates about 154,000 tonnes of municipal waste each year and, in line with targets, 23 per cent of household waste was recycled or composted in 2006/07.

There are 1.54 hectares of unrestricted open space in Lambeth per 1000 population, although access is unevenly spread and particularly limited in the north of the borough. Lambeth has 2,500 listed buildings and 61 Conservation Areas, covering approximately 30 per cent of the borough.

## Deprivation

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<sup>2</sup> Includes the majority of crimes – violence against the person, sexual offences, robbery, burglary, theft & handling, fraud or forgery, criminal damage, drugs and other notifiable offences – but excludes more minor offences.

The 2007 Index of Multiple Deprivation (IMD) places Lambeth as the fifth most deprived borough in London and 19<sup>th</sup> most deprived in England. This is worse than 2004, when the borough was ranked 23<sup>rd</sup> in England. This is a result of relative improvements in other boroughs and a decline in Lambeth in four of the seven areas that comprise overall IMD: income; health and disability; living environment; and access to housing and barriers to services. The other three areas are employment; education, skills and training; and crime and disorder, all of which remained the same or improved.

Lambeth combines areas of affluence with areas of severe poverty and deprivation. The most deprived areas are spread throughout the borough but are particularly concentrated in Coldharbour ward, in Brixton, and in the Crown Lane area of Knights Hill ward, in the south of the borough. The most affluent areas include the Thames-side part of Bishops ward and the Dulwich border area of Thurlow Park.

## Section 3 – Spatial planning issues

This section sets out the spatial **issues, problems and challenges** that the Core Strategy needs to address. It draws on the comments made by community members and stakeholders through several recent consultation exercises (Core Strategy initial issues, Sustainable Community Strategy, Residents' Survey and Future Lambeth) and addresses the issues raised for Lambeth by the evidence in the previous section, national planning policy, the London Plan, neighbouring boroughs and a range of local Lambeth strategies.

We would like to know what you think about this summary of the spatial issues, problems and challenges for Lambeth. **Please provide your comments on the attached consultation questionnaire.**

In order to achieve sustainable development in Lambeth over the next 10-15 years, we think that the Core Strategy will need to address five key overarching issues:

1. Accommodating population growth
2. Promoting community cohesion and strong, safe neighbourhoods
3. Achieving economic prosperity and fairness for all
4. Tackling climate change
5. Creating attractive, distinctive places

Each of these sets of issues is explained more fully below.

### **1. Accommodating population growth**

Lambeth's population is projected to grow by nearly 17% over the next 20 years, and the total number of households is expected to increase by up to 19%. According to the Mayor's London Plan, we must find space for at least an additional 1,100 **new homes** in the borough every year until 2016/17 in order to contribute to meeting the demand generated by this growth. Although land for around 80% of this total has already been identified, the rest needs to be identified. Lambeth is already one of the most densely populated London boroughs and there is very limited additional land available for new development. There is a high degree of competition for this land to meet different needs.

Demand for housing will come from a mix of current Lambeth children growing up and forming new households, existing households breaking up into smaller units, and adults and families migrating into the borough to find work and a place to live (a strong tradition in this part of London). Lambeth's supply of housing will need to meet the needs of young single people, single older people, couples, growing families, larger extended families, and those with social care needs.

**Affordability** is a major challenge in Lambeth, where the entry level price for housing is very high in relation to average household income. Although there is already a large stock of social housing in Lambeth, there is little movement within this and those who are

born in the borough struggle to get on the first rung of the housing ladder within their local communities. There is a specific shortage of affordable family sized accommodation, and there are particular shortages of housing suitable for people with extra care needs, mental health needs, learning disabilities, substance misusers and ex-offenders.

In addition, Lambeth's essential public services find it hard to recruit and retain **key workers** – fire fighters, teachers, nurses and social workers for example - because they cannot afford to live close enough to where they work.

In developing the Core Strategy, we will need to make decisions about all of these key issues: **where to locate the new housing, the mix of dwelling size and type and the proportion of affordable housing units** to be provided.

We will also need to make sure that the **infrastructure** exists to meet the needs of Lambeth's current and future population and housing. This will include supplies of water, gas and electricity, public transport, further and higher education, health services, waste facilities, social care, policing, leisure, community facilities and open space. Providing enough primary and secondary school places to meet current and future demand is a particular issue in Lambeth. We will be working closely with the agencies that provide and manage these services to ensure that the right infrastructure is in place to meet the needs of Lambeth's existing and growing population.

The Core Strategy will identify where new infrastructure needs to be located and in some cases it will require that infrastructure is provided as part of new housing developments.

## **2. Promoting community cohesion and strong, safe neighbourhoods**

As well as finding space for enough new homes in the borough, Lambeth needs to create and develop strong and safe **neighbourhoods** that are accessible to all, including people with disabilities. At present, a number of Lambeth's communities are struggling with high levels of ill-health (including mental ill-health), educational under-achievement, child poverty, worklessness, crime and perceptions of crime, gang-related violence and anti-social behaviour. These multiple problems are frequently (although not always) concentrated on existing social housing estates and this concentration of problems can create numerous barriers for individuals, families and communities wishing to make positive changes to their lives.

Some of these estates fail the 'decent homes' standards, were poorly designed and are unpopular. A key challenge will be to secure the regeneration of these estates.

The high level of population turnover, or 'churn', in Lambeth is perceived to cause problems. Some communities feel that they lack **stability** and that not enough households stay long enough to put down roots and contribute positively to community life. Some parts of the borough feel particularly strongly that families are an essential part of a stable community and that the loss of family housing to flat conversions is damaging this.

We therefore need to look carefully at **where to locate new housing in relation to existing communities**. Who will be living in the new homes and how will they interact with the communities around them? Will existing concentrations of social deprivation get worse or improve as a result of the new developments? Will those living in the new housing have the full range of support services they need, or will they be blamed for making existing shortages worse? The spatial planning approach to these questions will need to complement other elements of housing policy, such as housing allocations.

As well as the mix of housing, we need to consider **community facilities**. In order to become strong, safe, healthy and self-reliant, communities need local spaces that can accommodate a wide range of community activity. This is particularly true in Lambeth, which is home to such diverse groups. Community activity contributes positively to **community cohesion** and well-being and can include active citizenship and volunteering, activities and meeting space for young people, projects to prevent social isolation among the elderly and vulnerable, social events, cultural, cross-cultural and inter-generational activity, community group meetings, social enterprise and enterprise start-up, internet access and the aspiration for local food production.

Community facilities also need increasingly to accommodate **local services**, including those promoting health and well-being, housing support services, adult learning, skills training, English language lessons, employment support, childcare and community policing. Finally, communities need spaces that allow informal day-to-day contact and social interaction among their members.

There is already a wide range of community facilities across Lambeth that can help to meet these needs, including parks, open spaces, play areas, allotments, Customer Centres, community centres, day care centres, nurseries, Children's Centres, youth centres, local schools with extended opening hours, faith buildings (such as churches, church halls and mosques), libraries, leisure centres, pubs, cafes and local shops.

However coverage is currently unevenly spread across the borough, with some areas experiencing severe shortages of useable space, and others apparently having too many under-used facilities. Space for **young people** is a particular priority in those parts of Lambeth where levels of youth unemployment, crime and gang activity are high. Lambeth has no central volunteer centre. New, larger church congregations also struggle to find the right size of premises in appropriate locations.

The challenge is to plan for and manage neighbourhoods with good access to a range of facilities to meet their local community needs. The facilities themselves also need to be managed efficiently by and for communities.

### **3. Achieving economic prosperity and fairness for all**

Lambeth is a prosperous borough but with pockets of extreme poverty, deprivation and **worklessness**. In many cases these pockets are located within the most commercially vibrant areas, such as in Waterloo and Brixton, but major employers are not able to find the skilled labour they need locally. As a result, specific skills shortages are often filled by migrant labour, which in turn increases demand for local housing, transport and services.

The number of people starting businesses is also very low in the most deprived parts of the borough.

Lambeth needs to plan for regeneration and long-term **economic growth**, and to ensure that the least economically active sections of its population contribute to and benefit from this growth, rather than being left behind to experience even greater inequality and social exclusion. Lambeth's role in the central London economy means that significant numbers of Lambeth residents will continue to travel out of the borough to work. The workless population also needs to be encouraged to explore this option. However, for many, local employment presents a more realistic first step into economic activity.

In order to do this, the **barriers to employment and enterprise** need to be addressed. These can include low skill levels, reluctance to take 'low quality' jobs in some cases (low pay, poor conditions and limited career progression), difficulty finding suitable work within easy travelling distance, working hours that are incompatible with caring responsibilities, difficulty finding affordable childcare, a history of offending, substance misuse or mental illness, physical or learning disabilities, and the lack of space to start businesses from home in very high density housing. Some of Lambeth's ethnic minority groups are more likely to experience some of these barriers than others.

A number of these barriers can be addressed in part, although not fully, through the spatial planning system. Measures to achieve this within the Core Strategy need to complement wider economic development initiatives addressed by other parts of the Sustainable Community Strategy and by Lambeth First, the Local Strategic Partnership.

The key challenge for the Core Strategy is how to develop the local economy to provide needed commercial activity and services and **increase the number of jobs** in the borough, whilst ensuring that there is sufficient **variety of employment** in the right locations to meet the needs of Lambeth's population.

Jobs growth in Lambeth will come from a variety of **sectors** and types and size of business, including many owned and managed by ethnic minority entrepreneurs. It needs to be planned in relation to known growth sectors within the wider London economy, as well as Lambeth's potential for **inward investment**, small business start-up and growth, and social enterprise. Key growth sectors in Lambeth will include the public sector (health, education and the police in particular), the 'knowledge economy' (the creative and cultural, and business and financial services sectors in particular), the hospitality, leisure, travel and tourism sector, retail, and the new 'green economy' (with particular emphasis on the waste sector).

Demand for **premises** to support this growth will vary enormously. It is likely to include everything from larger office developments to support inward investment by major national and international companies, to small office and light industrial space, large and small retail units, street markets, new and improved educational and health facilities, new waste facilities, and space for those working or running a business from home (including 'live-work' accommodation). The **affordability** of business premises is also an issue for some sectors and types of business, such as parts of the creative sector and social enterprises.

The potential for **home based employment and enterprise** is particularly critical given the need to find space for both new housing and new jobs and businesses in the borough. This can be an affordable option and can contribute positively to reducing the need to travel. However, a significant proportion of businesses will continue to need to accommodate customers, deliveries, visitors and production within commercial centres rather than residential neighbourhoods. Achieving a spread of commercial centres throughout the borough will also help to reduce the need to travel.

Lambeth's **town centres** present a significant challenge. Lambeth's two major centres, Brixton and Streatham, provide opportunities for regeneration and need improved town centre management. Some of Lambeth's district centres are thriving, while others are struggling. Lambeth residents do not always choose to shop locally and we need to understand why this is. The future of Lambeth's centres as destinations for shopping and entertainment needs to be planned in relation to new patterns of shopping behaviour (including internet shopping), leisure (eating out, night-life, culture and tourism) and a wide range of other town centre uses, including housing.

Finally, the London Plan **Opportunity Areas** of Waterloo and Vauxhall<sup>3</sup> present significant potential for commercial development. A key challenge is to ensure that they are more fully integrated into the borough than has sometimes been the case in the past.

#### 4. Tackling climate change

Tackling climate change is an increasingly high priority for Lambeth residents as well as in European, national, regional and local policy. In practice, this means finding ways to **reduce carbon emissions** from Lambeth's residents, businesses and public sector organisations. This will involve reducing dependency on fossil fuels for energy, enabling low carbon lifestyles and buildings, reducing the need to travel by meeting needs locally, promoting alternatives to the private car, maximising the use of resources and minimising waste. We will also need to plan for the effects of climate change and in particular the **risk of flooding** from both rivers and sewers. Spatial planning is one of the most important ways in which to achieve an environmentally sustainable pattern of development in the borough.

Measures to tackle climate change can have positive impacts on other issues affecting Lambeth. An example of this is **transport**. Encouraging walking and cycling as alternatives to car use also contributes to healthy lifestyles and helps to prevent obesity. Less car use increases road safety and reduces air pollution, which also have health benefits. Improved public transport accessibility (through new infrastructure projects such as the proposed Cross-River Tram) makes the borough more attractive to businesses and helps to connect communities to jobs and services. Fewer parked cars frees up land for other uses for which there is a high demand, including housing and commercial floorspace. However, there will still be a need for an appropriate level of car use and

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<sup>3</sup> The London Plan identifies Opportunity Areas on the basis that they are capable of accommodating substantial new jobs or homes and their potential should be maximised. For further information: [www.london.gov.uk/thelondonplan](http://www.london.gov.uk/thelondonplan)

parking to meet key needs, including for those travelling to hospital, servicing local businesses and providing essential local services.

**Resource management** is also a key issue for Lambeth, as it is in all parts of the world. When planning the infrastructure for Lambeth's existing and growing population, we will need to take account of the potential to reduce household and business demand for gas, electricity and water supplies. In addition to lifestyle changes, this can be done through re-using water and micro-generation of renewable energy (solar and wind power), which can be factored into the design of new buildings.

The requirement to manage **waste** sustainably is one of the most significant spatial planning issues for Lambeth, particularly as the population and level of waste produced in the borough grow. Alongside measures to discourage the production of waste and encourage the re-use of materials (led through the council's sustainable waste management service), the Core Strategy needs to ensure that the appropriate infrastructure is in place within the borough to maximise recycling, composting and waste disposal at source, as well as for the effective operation of the waste collection service.

This is likely to include a network of neighbourhood and community recycling centres, in addition to the existing household waste recycling centre and transfer station at the Vale Street Civic Amenity site. Waste management infrastructure may ultimately include innovative measures such as on-site 'pyrolysis' or treatment of waste in high rise flats. It will need to meet the needs of both public and private sector waste service providers. At a minimum, existing sites for waste facilities will need to be safeguarded and it is likely that additional sites will need to be found in order to meet the borough's projected sustainable waste management capacity. We will also need to plan for the storage of different types of waste awaiting collection, adequate access to premises by collection services, different vehicle fleets and movements and extended operating times. Commercial waste is also a significant issue requiring adequate infrastructure for storage, collection and management.

On the positive side, there is significant potential to develop new businesses, social enterprises, skills and jobs in Lambeth to support the borough's sustainable waste management requirements.

Maintaining and increasing **biodiversity** within Lambeth's network of open and natural spaces is also critical both in tackling climate change and in monitoring its impact. The Core Strategy will play a key role in safeguarding and enhancing Lambeth's natural environment.

## 5. Creating attractive, distinctive places

Above all Lambeth's Core Strategy needs to shape distinctive places across the borough, drawing on each community's **heritage** and contributing to the development of local community **identity** and to quality of life.

Lambeth has many **historic assets**, some of which have significant untapped potential. Distinctive places can be shaped through investment in the historic built and natural

environment and cherished local landmarks, alongside cutting edge **new design** in buildings, **public spaces** and **public art**, to provide a unique environment of which Lambeth's communities can be proud and which will attract new businesses and visitors. The **River Thames** is a key local and regional asset, used and valued equally by local communities, workers and visitors. Good design and management of buildings and the public realm will also make an extremely significant contribution to improving **community safety** across the borough.

**High density** development will continue to be an essential element in meeting Lambeth's many needs over the next 10-15 years, and excellent design and management will be key to preventing problems that can be associated with high density, such as noise disturbance, overlooking and poorly maintained shared areas. However, more high density development may not always be appropriate in every part of the borough, particularly where residential density is already high and local community facilities, public transport and open space are already used to capacity. Should the density of new residential developments broadly reflect existing densities in an area – as tends to happen at the moment - or should we find another strategy for deciding on appropriate levels of density?

**Tall buildings** are one form of high density development that can be appropriate for some uses and in some locations, again subject to excellent design, protection of views and consideration of the impact on the surrounding area. The Core Strategy will need to identify where tall buildings are best located in the borough.

Lambeth is the proud home of numerous **arts, sports and cultural assets**, including many of international, national and regional as well as local importance. While the South Bank Centre, the Brit Oval and the Old and Young Vic theatres are the most commonly cited examples, other institutions such as the Black Cultural Archives also have major significance as an expression of Lambeth's and Britain's Black heritage. Well known cultural businesses such as the Ritzy and Clapham Picture-houses, the Oval House theatre, the Carling Academy, B3 Media, London Printworks Trust, Photofusion and the 198 Gallery all make an irreplaceable contribution to the identity, economy and regeneration of their local areas and they wish to expand and grow in the borough.

The large number of individual **artists** is another distinctive feature of Lambeth, contributing to both local economic development and the identity of local areas, including Brixton, Clapham, Kennington and Vauxhall. This includes visual artists, performers and musicians with specific needs for affordable studio, rehearsal and exhibition space.

Finally, **local shops, independent businesses and street markets** are essential to the identity of the different parts of the borough, and much valued by local residents as well as the growing number of people who visit the borough. This includes the cluster of gay owned businesses and venues in Vauxhall, the unique multi-cultural covered markets in Brixton, historic street markets in Brixton and Lower Marsh, Portuguese owned businesses in and around Stockwell, Somali owned businesses in Streatham, the valued local shops in Herne Hill and Norwood and many other examples. The Core Strategy will need to ensure that these valuable community assets are safeguarded and improved to form a central part of town centre and neighbourhood regeneration.

The council's six 'town centre areas' – North Lambeth, Stockwell, Brixton, Clapham, Streatham and Norwood – may provide a basis on which to develop area specific policies to shape distinctive local places.

## Section 4 – Spatial vision, objectives and options

This section sets out the **vision** for Lambeth in 2020, the strategic spatial **objectives** under-pinning this vision and initial **options** for how to achieve these objectives. These initial options relate to questions of broad strategic location. More detailed options may emerge as the development of the Core Strategy progresses. We would like to know your views about the vision, strategic objectives and options presented here. **Please provide your comments on the attached consultation questionnaire.**

### **Vision**

*By 2020 Lambeth will be at the centre of London's thriving economy and will be home to a skilled workforce and a growing number of businesses and jobs accessible to local people. Lambeth will be known for its cutting edge culture and creativity, for its vibrant, welcoming and safe town centres, and for the world class South Bank Centre.*

*Lambeth's neighbourhoods will house mixed, cohesive communities that thrive on the diversity of their population. They will be safe, healthy, walkable areas that enable 'low carbon' lifestyles and are accessible to all. Although high in density, they will excel in the sustainable design and management of their built environment and public spaces. Lambeth's communities will foster active, enterprising citizens, empowered to expect and deliver excellent local services, including health, social care, education, transport, policing, leisure, open space and shops. The achievements of Lambeth's young people will be widely celebrated. The level of worklessness in the borough will have significantly declined.*

### **Strategic Objectives**

1. Increase the overall supply and mix of housing, including affordable housing.
2. Provide the essential infrastructure to support population growth.
3. Develop mixed, cohesive, safe communities accessible to all.
4. Provide good access to local services and community facilities within neighbourhoods.
5. Increase the number and variety of jobs in the local economy, including local jobs for local people.
6. Support the growth of key economic sectors through new business development, business retention and inward investment.
7. Create viable, safe and well managed town centres.
8. Support the regeneration and renewal of London Plan Opportunity Areas.
9. Reduce carbon emissions from residents, businesses, public services and buildings.
10. Increase public transport accessibility and promote walking and cycling.
11. Maximise the efficient use and management of resources, including water, energy and waste.
12. Create distinctive local places through excellent design, valuing heritage, identity and the natural environment.

### **Strategic spatial options**

In order to develop options, we have had to accept that there are some things we should not change. In particular, there are certain requirements in the London Plan that we must follow (see [www.london.gov.uk/thelondonplan](http://www.london.gov.uk/thelondonplan)). These include:

- the target of a minimum of 1,100 additional homes in Lambeth each year until 2016/17
- the target to provide at least 50 per cent affordable housing in new housing developments of ten or more units
- that all new homes are built to lifetime homes standards and that 10 per cent of new housing is designed to be wheelchair accessible or easily adaptable for wheelchair users
- to protect Metropolitan Open Land and open space
- to reduce carbon emissions by specified levels
- to manage as much of Lambeth's waste as possible within the borough
- to protect safeguarded views and World Heritage Sites
- to follow specified density criteria for different types of area.

We must also take account of the requirements of national planning policy (see [www.communities.gov.uk/planning](http://www.communities.gov.uk/planning)), such as:

- to locate major shopping developments, and other uses that attract a lot of people, in town centres
- not to locate new housing within flood risk zones
- that every major development should undergo an Environmental Impact Assessment
- to apply prescribed maximum parking standards to different types of development
- to protect and enhance historic assets.

Many of these requirements are reflected in the current Lambeth Unitary Development Plan, and the policy approaches are working well (for further information, see the Lambeth Annual Monitoring Report at [www.lambeth.gov.uk/planning](http://www.lambeth.gov.uk/planning)).

In addition, there are some spatial issues that will have to be partly addressed through other areas of policy, such as:

- housing allocations policy
- other elements of economic development policy (e.g. business advice, job brokerage, skills training, town centre management)
- management of the public realm, parks, open spaces and natural areas
- other elements of sustainable waste management policy (e.g. measures to encourage waste reduction, re-use and re-cycling).

Therefore, we have only developed options for the issues that we can directly influence through **local spatial planning policy**.

We have also chosen at this stage just to focus on very broad **strategic spatial options**, rather than on more detailed policy or site options. Further strategic options may be required, in which case we will consult on those at a later stage. Very detailed issues

should not be included in the Core Strategy and will be addressed in other documents within the Local Development Framework 'folder'.

The options themselves are set out in the attached consultation questionnaire. Please indicate the options you prefer and tell us if you think there are other options we should consider.

## Section 5 – Consultation questionnaire

This section invites you to comment on the issues, vision, objectives and options set out in this document. Please use the questions below to give us your views. The deadline for responses is **Monday 9<sup>th</sup> June 2008**.

You can either send us your response by **e-mail** at [planningpolicy@lambeth.gov.uk](mailto:planningpolicy@lambeth.gov.uk) or by **post** to:

Planning Policy Team  
London Borough of Lambeth  
1<sup>st</sup> floor, Phoenix House  
10 Wandsworth Road  
London SW8 2LL

Alternatively, you can fill in the questionnaire **online** by visiting [www.lambeth.gov.uk/planning](http://www.lambeth.gov.uk/planning)

1. Do you have any comments on the summary of **issues** in this document? Are there any other issues we should address?

2. What do you think about the **vision** we have included?

3. Do you have any comments on the **strategic objectives**? Are there any other objectives we should include?

4. **Options** – nine issues have been identified below along with options for different ways to approach them:

**Issue 1** - There is a need to identify additional opportunities for the development of new homes. In addition to existing policies this could be achieved through various means. Please indicate the options you support by circling the letters (A, B, C, D, E).

- A. Allowing the release of currently safeguarded employment sites where these sites are surplus.
- B. Allowing the release of currently safeguarded employment sites regardless of whether they are surplus (which will have implications for Issue 6 below)
- C. Promoting redevelopment on certain housing estates that require modernisation.
- D. Allow more intensive mixed development schemes on commercial sites if these include housing.
- E. Accept higher densities for housing in town centres and other locations with high public transport accessibility.

If you think there are other options that we should consider, please comment under section five below and provide reasons if possible.

For issues 2 to 9 below, please indicate your preferred option by circling **one** of the alternatives given (circle A, B, C or D). If you think there are other options that we should consider, please comment under section five below.

**Issue 2** – How can we achieve the right mix of affordable and market-priced housing?

- A. Apply the London Plan threshold and percentages consistently in every part of the borough.
- B. Vary the locations in which we apply the London Plan threshold and percentages in relation to the level of affordable housing already in each neighbourhood. This could facilitate the introduction of more market-priced housing through housing estate regeneration, and the introduction of a higher proportion of affordable housing in parts of the borough where there is little there at the moment.

**Issue 3** – How should we achieve a mix of dwelling sizes to meet housing need (e.g. mix of one and two bedroom flats and larger family homes)?

- A. Encourage a mix of dwellings in every new major housing development but not be prescriptive about the proportions of each size.
- B. Prescribe proportions of each dwelling size for every major housing development irrespective of location in the borough.
- C. Identify any shortfalls in the supply of dwellings of particular sizes in each local neighbourhood, and require a proportion of all future residential development in that area to contribute to meeting this shortfall.

**Issue 4** – How should we decide the right level of density for new residential development?

- A. Broadly reflect the existing level of residential density in the area (i.e. relatively low densities in low density areas and high densities in high density areas).
- B. Direct high density residential development away from existing high density areas and towards lower density areas with good public transport provision.

**Issue 5 - Where should we allow new conversions of houses into flats?**

- A. Allow them anywhere in the borough, subject to an appropriate minimum floor area and meeting design requirements.
- B. Restrict conversions in areas which already have high levels of converted flats (as established through survey data).
- C. Allow conversions in areas where there is a specific housing need and according to the dwelling mix required in each residential neighbourhood.

**Issue 6 – How should we increase the number and variety of jobs in the borough?**

- A. Identify the broad locations appropriate for commercial development, without being specific about which economic sectors will be encouraged.
- B. Identify the broad locations appropriate for commercial development and specify the key economic sectors to be encouraged within the borough.
- C. Same as A, but also introduce a requirement to include different types of commercial space in developments.
- D. Same as B, but also introduce a requirement to include different types of commercial space in developments.

**Issue 7 - How can we achieve an adequate supply of affordable business premises?**

- A. Encourage new affordable business premises but not be prescriptive about the type, size, location and cost.
- B. Require a proportion of affordable business premises in all new office and light industrial development (to be secured through a legal agreement).
- C. Same as B, but only in certain parts of the borough where demand for affordable premises is highest.

**Issue 8 – How should we increase Lambeth’s sustainable waste management capacity?**

- A. Find as much land as possible to develop new facilities, which may involve the loss of other employment-generating uses.
- B. Integrate waste collection, treatment and disposal as far as possible within major new residential and commercial development, so that the overall land-take across the borough is minimised.

**Issue 9 - Where should we locate tall buildings, subject to safeguarding protected views and World Heritage Sites?**

- A. Allow them anywhere in the borough, subject to design, proximity to public transport and the individual circumstances of the site.
- B. Identify particular areas of the borough where they definitely should not be located.

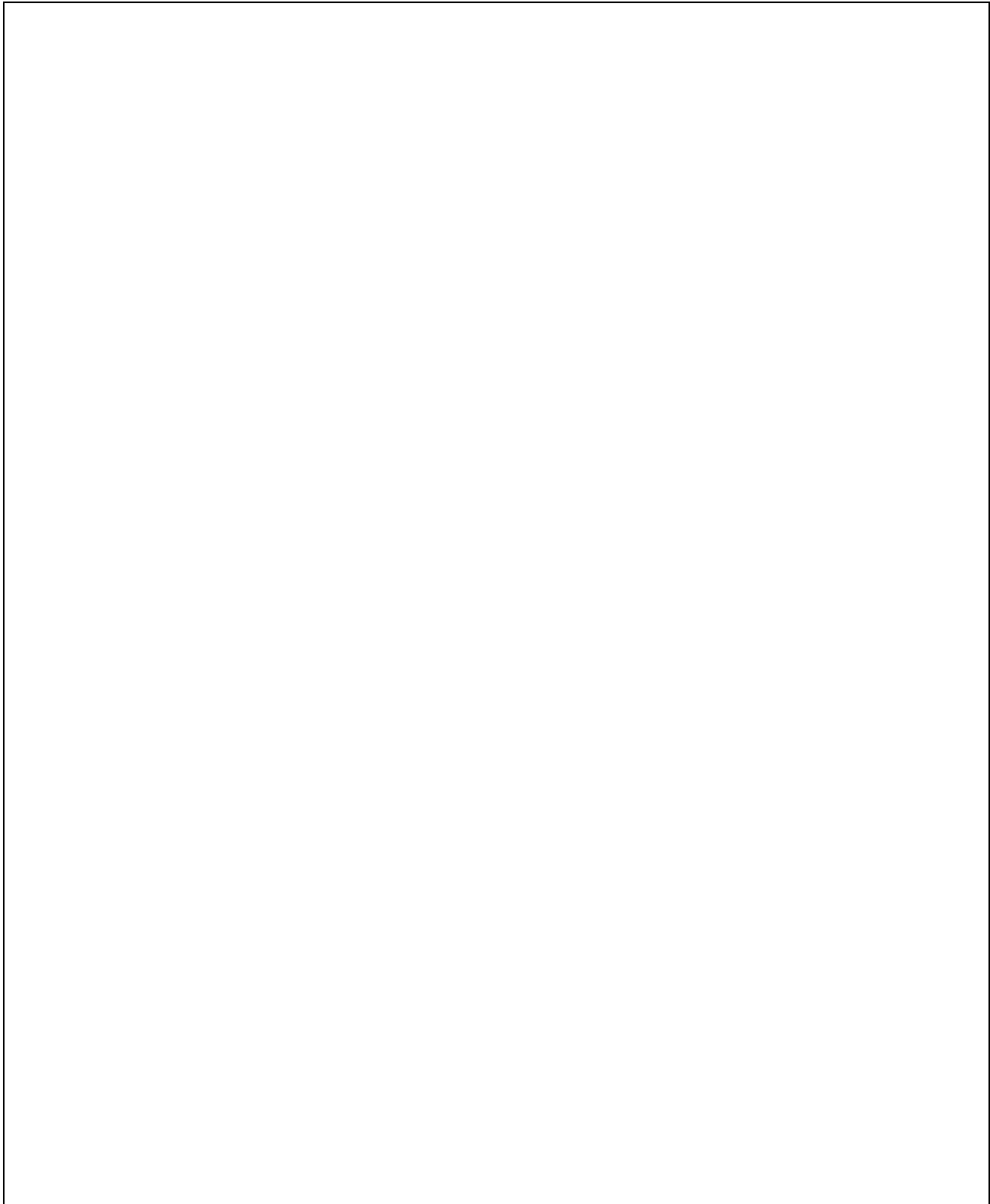
C. Identify areas of the borough where tall buildings should be particularly encouraged.

5. Do you have any comments about the options we have given or suggestions for other options we should consider? Please provide reasons if possible.

6. List three factors that you think make Lambeth, or the area of Lambeth where you live, distinctive and that should be addressed by the Core Strategy.

7. What do you think are the most important priorities for improvements in infrastructure (such as youth facilities, school places, health facilities, public transport, improvements to public open spaces)? Please list up to five in order of priority and provide reasons if possible.

8. Do you have any other comments?



**Please could you give us the following information about you and/or your organisation:**

Name
Organisation (if any)
Position in organisation (if applicable)
Postal address
e-mail address
Phone number

**Thank you for taking the time to complete this questionnaire. We will keep you informed about the next stage of consultation on the LDF Core Strategy unless you tick this box  .**

**Spanish**

Si desea esta información en otro idioma, rogamos nos llame al **020 7926 3448**

**Portuguese**

Se desejar esta informação noutro idioma é favor telefonar para **020 7926 3448**

**French**

Si vous souhaitez ces informations dans une autre langue veuillez nous contacter au **020 7926 3448**

**Bengali**

এই তথ্য অন্য কোনো ভাষায় আপনার প্রয়োজন হলে অনুগ্রহ করে ফোন করুন **020 7926 3448**

**Twi**

Se wope saa nkaeboy yi wo kasa foforo mu a fre **020 7926 3448**

**Yoruba**

Tí ẹ ba ẹ imoràn yíí, ní èdè Òmíràn, ẹjǫ, ẹ kàn wà l'ágogo **020 7926 3448**

**If you would like this information in large print, Braille, audio tape or another language, please contact us on **020 7926 3448****

## Appendix Two– Street survey questionnaire

1. Do you live or work in Lambeth

- A. Live in Lambeth
- B. Work in Lambeth
- C. Live and work in Lambeth

2. Lambeth has limited land available for housing and business use. Which of the following best represents your view:

- A. Available land should be used to develop housing
- B. Available land should be used to develop employment opportunities for local people
- C. Housing and employment are equally important
- D. Don't know

3. There are a number of ways we could improve the quantity and quality of housing in Lambeth. Please tell us how much you agree or disagree with the following statements about improving housing in Lambeth.

a. Lambeth should turn existing commercial or business areas into housing

- |                          |                               |                          |                      |
|--------------------------|-------------------------------|--------------------------|----------------------|
| <input type="checkbox"/> | A. Strongly agree             | <input type="checkbox"/> | D. Tend to disagree  |
| <input type="checkbox"/> | B. Tend to agree              | <input type="checkbox"/> | E. Strongly disagree |
| <input type="checkbox"/> | C. Neither agree nor disagree | <input type="checkbox"/> | F. Don't know        |

b. Lambeth should add housing to existing commercial or business areas

- |                          |                               |                          |                      |
|--------------------------|-------------------------------|--------------------------|----------------------|
| <input type="checkbox"/> | A. Strongly agree             | <input type="checkbox"/> | D. Tend to disagree  |
| <input type="checkbox"/> | B. Tend to agree              | <input type="checkbox"/> | E. Strongly disagree |
| <input type="checkbox"/> | C. Neither agree nor disagree | <input type="checkbox"/> | F. Don't know        |

c. Lambeth should create more housing by building smaller homes

- |                          |                               |                          |                      |
|--------------------------|-------------------------------|--------------------------|----------------------|
| <input type="checkbox"/> | A. Strongly agree             | <input type="checkbox"/> | D. Tend to disagree  |
| <input type="checkbox"/> | B. Tend to agree              | <input type="checkbox"/> | E. Strongly disagree |
| <input type="checkbox"/> | C. Neither agree nor disagree | <input type="checkbox"/> | F. Don't know        |

d. Lambeth should create more housing by building taller buildings

- |                          |                               |                          |                      |
|--------------------------|-------------------------------|--------------------------|----------------------|
| <input type="checkbox"/> | A. Strongly agree             | <input type="checkbox"/> | D. Tend to disagree  |
| <input type="checkbox"/> | B. Tend to agree              | <input type="checkbox"/> | E. Strongly disagree |
| <input type="checkbox"/> | C. Neither agree nor disagree | <input type="checkbox"/> | F. Don't know        |

4. Many houses in Lambeth have been converted into flats, changing the character of areas and the availability of family sized accommodation. Which best represents your view about flat conversions:

- A. Flat conversions should be allowed **everywhere**
- B. Flat conversions **should not** be allowed in areas that already have high levels of converted flats
- C. Flat conversion should only be allowed in areas where there is a demand for smaller properties
- D. Don't know

5. There are a number of factors which can help to make a strong community. How important or unimportant do you think the following are in building strong community in Lambeth

a. Having a mix of private and council housing in the same area

- |                          |                     |                          |                         |
|--------------------------|---------------------|--------------------------|-------------------------|
| <input type="checkbox"/> | A. Very important   | <input type="checkbox"/> | C. Not very important   |
| <input type="checkbox"/> | B. Fairly important | <input type="checkbox"/> | D. Not at all important |
|                          |                     | <input type="checkbox"/> | E. Don't know           |

b. Having some areas made up of only one and two bed flats, and others only made up of larger family homes

- |                          |                     |                          |                         |
|--------------------------|---------------------|--------------------------|-------------------------|
| <input type="checkbox"/> | A. Very important   | <input type="checkbox"/> | C. Not very important   |
| <input type="checkbox"/> | B. Fairly important | <input type="checkbox"/> | D. Not at all important |
|                          |                     | <input type="checkbox"/> | E. Don't know           |

c. Having community buildings, for social activities, which are open and used by all

- |                          |                     |                          |                         |
|--------------------------|---------------------|--------------------------|-------------------------|
| <input type="checkbox"/> | A. Very important   | <input type="checkbox"/> | C. Not very important   |
| <input type="checkbox"/> | B. Fairly important | <input type="checkbox"/> | D. Not at all important |
|                          |                     | <input type="checkbox"/> | E. Don't know           |

d. Having good quality shops, recreational facilities, restaurants and bars

- |                          |                     |                          |                         |
|--------------------------|---------------------|--------------------------|-------------------------|
| <input type="checkbox"/> | A. Very important   | <input type="checkbox"/> | C. Not very important   |
| <input type="checkbox"/> | B. Fairly important | <input type="checkbox"/> | D. Not at all important |
|                          |                     | <input type="checkbox"/> | E. Don't know           |

e. Having opportunities to work in Lambeth

- |                          |                     |                          |                         |
|--------------------------|---------------------|--------------------------|-------------------------|
| <input type="checkbox"/> | A. Very important   | <input type="checkbox"/> | C. Not very important   |
| <input type="checkbox"/> | B. Fairly important | <input type="checkbox"/> | D. Not at all important |
|                          |                     | <input type="checkbox"/> | E. Don't know           |

6. Where do you think tall buildings (more than 10 storeys) should be located in Lambeth?

- A. Anywhere across Lambeth
- B. Only in certain parts of Lambeth where there are already tall buildings such as Waterloo and Vauxhall
- C. Nowhere. There should be no more tall buildings
- D. Don't know

7. Thinking about your own local area what size of housing do you think is most needed?

- A. One bed flats
- B. Two bed flats
- C. Family homes
- D. Other
- E. Don't know

8. And what kind of housing do you think is most needed?

- A. Council / housing association housing
- B. Housing for private rental
- C. Housing for private sale
- D. Don't know

We'd now like to ask you a few questions about yourself. This is to ensure we get the views from all Lambeth's diverse communities and to help us see whether some issues are important to particular groups. All personal information will remain confidential.

9. How do you currently occupy your home?

- A. Owner-occupier
- B. Rent from a Housing association
- C. Rent from council
- D. Rent privately
- E. Other
- F. Refused/Do not wish to answer

10. What is your age group?

- |                                       |   |
|---------------------------------------|---|
| <input type="checkbox"/> A. Age 16-19 | <input type="checkbox"/> E. Age 60-74                     |
| <input type="checkbox"/> B. Age 20-29 | <input type="checkbox"/> F. Age 75 or over                |
| <input type="checkbox"/> C. Age 30-44 | <input type="checkbox"/> G. Refused/Do not wish to answer |
| <input type="checkbox"/> D. Age 45-59 |   |

11. Do you have a long term illness, disability or infirmity? (long standing means anything that has troubled you over a period of time or is likely to affect you over a period of time).

- A. Yes, have a disability
- B. No, have a disability
- C. Refused/Do not wish to answer

12. Which of the following best describes you? If you wish, just read out the number that applies.

- |                          |                                       |                          |  |
|--------------------------|---------------------------------------|--------------------------|--|
| <input type="checkbox"/> | A. White British                      | <input type="checkbox"/> | G. Other Black or Black British background |
| <input type="checkbox"/> | B. White Other                        | <input type="checkbox"/> | H. Chinese                                 |
| <input type="checkbox"/> | C. Mixed                              | <input type="checkbox"/> | I. Other ethnic group                      |
| <input type="checkbox"/> | D. Asian or Asian British             | <input type="checkbox"/> | J. Refused/Do not wish to answer           |
| <input type="checkbox"/> | E. Black or Black British – Caribbean |                          |  |
| <input type="checkbox"/> | F. Black or Black British – African   |                          |  |

13. Which of the following best describes you? Just read out the number that applies.

- A. Christian
- B. No religion
- C. Muslim
- D. Jewish
- E. Buddhist
- F. Hindu
- G. Sikh
- H Other religion
- I. Refused/Do not wish to answer

14. Which of the following best describes you? Just read out the letter that applies.

- A. Heterosexual / Straight
- B. Gay or Lesbian
- C. Bisexual
- D. Other
- E. Refused/Do not wish to answer

To enable us to verify this research, please can you provide us with the following details:

Your home postcode

Your name

A telephone number our verifier can contact you on during a weekday

- 1. Male
- 2. Female

Would you like to be kept informed about the development of the Core Strategy?

## **Appendix Three– Focus group discussion guide**

### **LDF Core Planning Strategy Focus Groups**

#### **Introduction – 10 mins**

##### Moderator to introduce themselves

##### Why you have been invited

LVAC GROUP: We have invited a number of representatives from organisations representing [older people, young people, ethnic minorities, faith communities, disabled people] in Lambeth.

STAKEHOLDER GROUP: At the first stage of the consultation about the council's core planning strategy you expressed an interest in getting more involved in helping to shape the strategy

COUNCILLOR GROUP: Councillor Peck is leading a councillor working group around the core planning strategy. This focus group session provides an opportunity for all councillors to get involved.

The purpose of this group today is to find out what you think the priorities for Lambeth's core planning strategy should be. This strategy will set out the principles guiding planning and housing development for the next 10-15 years and will play a huge part in shaping the physical environment of the borough. We want to know what you think the strategy needs to cover and what the impacts might be for your organisation or the people you represent.

Before we begin can you please say who you are, the organisation/ward you represent and if you have been involved in consultation about planning or housing issues.

##### Ground rules

Please feel free to respond to me or to other members of the group without being waited to be called on. However, I would appreciate it if only one person talked at a time and that everybody is given time to express their opinions and that they and their opinions are respected.

Your perceptions are what matter. There are no right or wrong or desirable or undesirable answers. You can disagree with each other, and you can change your mind. I would like you to feel comfortable saying what you really think and how you really feel.

I am taping the discussion today to allow me to record accurately what has been said and I will be writing a report based on your views and comments, but none of your comments will be attributed to you or your organisation unless you specifically want them to. Everything is confidential, no names will be used in the report and no one will know who said what. Is everyone ok with the use of recording?

The discussion will last approximately an hour and a half and we will finish at XX. There is a lot to discuss, so at times I may move the discussion along a bit to ensure we get through everything.

### Background on the core planning strategy

All local authorities are required to produce a Local Development Framework (LDF) for their area by central government. This will guide physical development in the borough over the next 10 -15 years. Today we will be talking about the core planning strategy which is the most important document within the LDF. It will set out the vision for the borough, the objectives Lambeth wants to achieve and the policies that are required to achieve those objectives.

### Overarching issues (10 mins)

Lambeth consulted earlier this year about the main issues that the core strategy needs to try and address. From this, five overarching issues were identified:

6. Accommodating population growth
7. Promoting community cohesion and strong, safe neighbourhoods
8. Achieving economic prosperity and fairness for all
9. Tackling climate change
10. Creating attractive, distinctive places

1. Do you think the council has a full understanding of all the issues? Where do you think there are knowledge gaps?
2. Are there any more overarching issues that need to be considered when thinking about the physical development of the borough?
3. We understand that these issues are linked, but try to work as a group to prioritise these (use post-its on flipchart) – which do you see as most important?

### Vision (10 minutes)

Pin vision statement up on the wall. Read it out loud.

1. What do you think of the vision?
2. Is it easy to understand?
3. What, if anything is missing from the vision?
4. What aspects of the vision do you think are most important?
5. Is there anything in there that you don't agree with?
6. Does this vision incorporate the needs of your constituents/client group/organisation?

### Options

A number of options have been identified to enable the issues to be addressed and the strategic objectives and consequently the vision of the strategy to be achieved. I would now like to discuss some of these options and find out your opinions about them.

Have large map of Lambeth on the wall and mark on any location ideas.

### **Increasing housing capacity (15 mins)**

As previously discussed, Lambeth needs to build more homes – 1,100 a year until 2010 according to the Mayor's London plan.

1. Where do you think these new homes should be located? **(Yellow dots)**

PROMPT: on unused business premises/ added into existing housing estates/ town centre areas/ residential areas etc.

Now I would like to talk about some ways in which housing capacity can be increased.

**High density living** e.g. higher numbers of people living in an area.

1. Is this a good idea?

2. Where should this be allowed? Pin on map. **(Green dots)**

3. Are there any areas that would benefit from high density living?

4. Are there any areas where it should be restricted?

PROMPT: Town centre areas/ existing residential areas/ areas that are already high density e.g. housing estates/ those that are relatively low density e.g. the more affluent parts of the borough, areas with good transport links/ north/south of the borough...

**Flat conversions** – large houses converted into flats. These will create more, but smaller homes.

1. Are these a good idea?

2. Where should they be allowed? Pin on map. **(Blue dots)**

3. Are there any areas that would benefit from flat conversions?

4. Are there any areas where they should be restricted?

PROMPT: north /south of borough, town centres/ residential areas, areas where there are already lots of flat conversions/ areas where there are few etc

**Tall buildings (over 10 storeys high)**

These can be used for commercial as well as for residential development.

1. Are these a good idea?

PROMPT: For residential/ commercial development/ both?

2. Where should they be allowed? Pin on map. **(Red dots)**

3. Are there any areas that you think would benefit from tall buildings?

4. Are there any areas where they should be restricted?

PROMPT: for commercial/ residential use, north /south of borough, town centres/ residential areas, areas where there are already tall buildings/ low rise areas etc/by the river

### **Affordability (5 mins)**

The core strategy aims to increase the availability of affordable housing within Lambeth.

1. Where should affordable housing be located? Pin on map. **(Gold stars)**

PROMPT: Evenly across the borough/ in areas where there is currently a shortage/ in areas of current affordable housing?

### **Mixed communities (10 mins)**

The core strategy aims to encourage mixed communities within Lambeth. to ensure that an area has a mix of different types of housing e.g. flats/ houses and a mix of tenures (such as rented, affordable social rented and owned). In turn this will encourage a mix of people to live in these areas including single people/ couples and families of different ages and different income levels.

1. Do you think mixed communities are a good idea? What are the benefits and disadvantages? Write on flipchart.
2. What suggestions would you make to Lambeth council to encourage 'mixed' communities living together?
3. Are there any areas within the borough that currently lack a mixture of housing options that would benefit from this? Pin on map. (**Silver stars**)

### **Increasing business and jobs capacity (10 mins)**

Although a prosperous borough, Lambeth has pockets of extreme poverty, deprivation and worklessness. Lambeth needs to plan for long term economic growth and that means that there will be a demand for business premises to support this growth.

1. What type of jobs/ industry do you think are needed in Lambeth?  
PROMPT: service industry – shops/ restaurants/hotels, manufacturing work, local businesses/ large multinational corporations etc.
2. What types of business premises need to be made available?  
PROMPT: small offices/ shops/ workshops/ large office blocks/ affordable units.
3. Where in the borough are these jobs most needed? Where should businesses be encouraged to locate?  
PROMPT: north of the borough e.g. waterloo/ south bank, town centre areas, residential areas.

### **Balancing the two demands (10 mins)**

We have discussed the need for more housing within Lambeth and also the need to increase business premises to attract companies and provide jobs for local people in the borough.

1. How can we balance the demand for land for both of these?  
PROMPT: shared new developments/ housing and commercial etc
2. Do you feel that one (housing or employment premises) is more important than the other to you, your organisation or the people you represent? Why?

### **Creating distinctive places (10 mins) – don't ask stakeholder group**

1. What infrastructure needs to be improved to ensure that we have cohesive (unified), safe and thriving communities in Lambeth?

Write on flipchart.

PROMPT: local facilities e.g. shops/ schools? transport? health? faith buildings? leisure facilities?

2. The core strategy aims to create unique places across the borough drawing on each community's heritage and identity. Think about your local area, what unique features does it have? Which of these could be further promoted?

### **Prescriptiveness (10 mins)– stakeholder group only**

To what extent do you think the core strategy should be prescriptive about the kinds of new developments in the borough?

These are the areas where the council could make prescriptions:

- affordable housing.
- Size of dwellings.
- Type of dwellings
- Dwelling tenure
- Proportion of development for employment sector

1. Are there any that you think should be /should not be prescribed?

2. Should this should be done uniformly across the borough or proportions targeted depending on the demand for each within certain areas? Why?

### **Closure (5 mins)**

Thinking about everything we have talked about today (and your knowledge and experience), I would like everybody to identify the key areas where they would like to see development focused through the core strategy. Go round room and get everyone to contribute.

### **Thank you and next steps/ timescales etc**

- Report will be written from this consultation including focus groups/ online questionnaire/ street survey/ emails etc. Feedback to participants. There's a sheet going round, please write your contact details on if you would like to be kept informed.
- Depending on outcome of consultation may need to refine issues, vision, options etc further and to consult again. If so this will take place later this year.
- Will eventually reach preferred options and draft core strategy to go to government in late 2009. There will be an opportunity to comment again then.
- Core strategy adopted in 2010.