

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:

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Planning Aid for London can also provide advice: 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**¹
- the views expressed through wide-ranging **consultation** with the public and key stakeholders in the process.

¹ 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

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.

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.

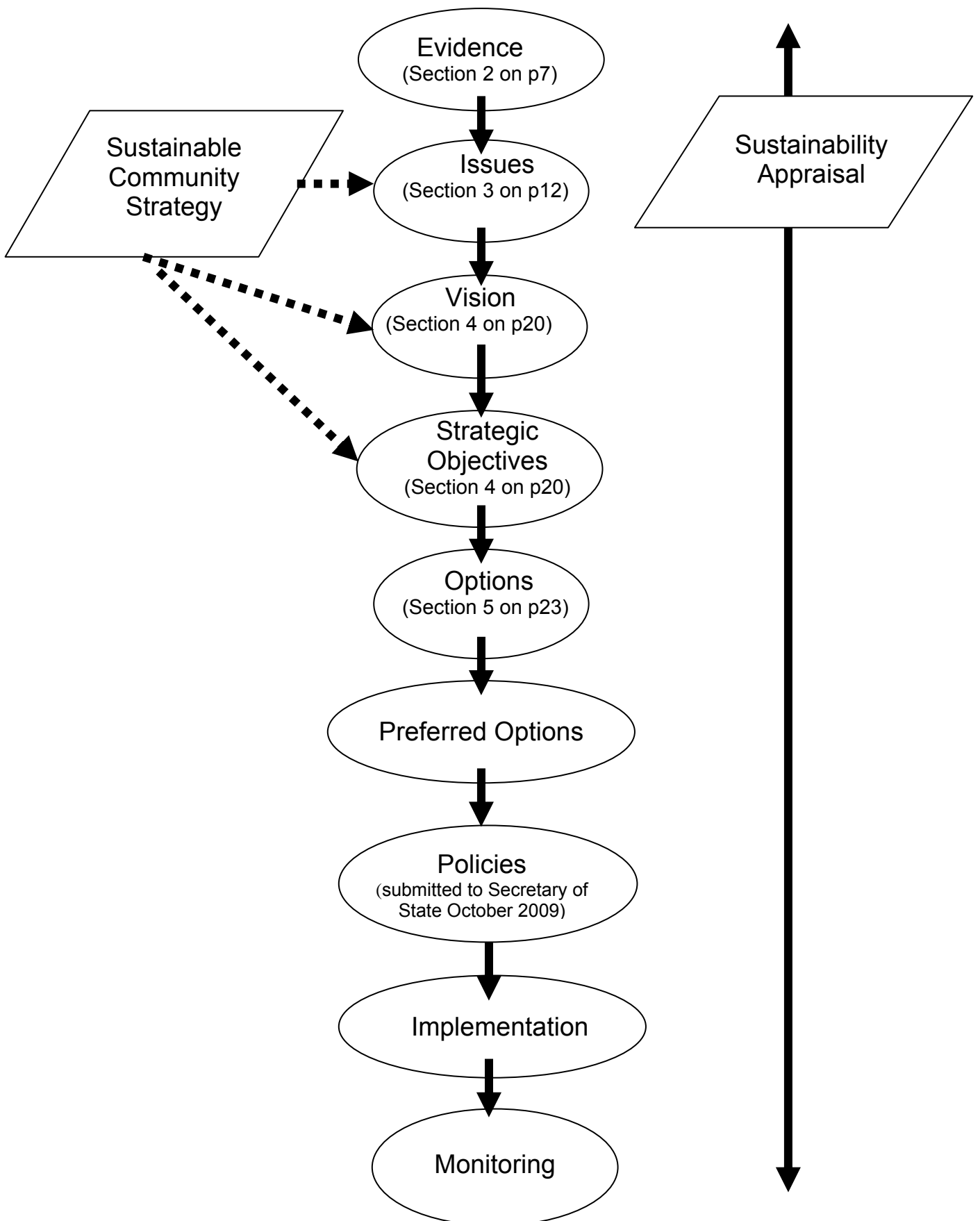
Finally, Section 5 includes a **consultation questionnaire** and information about how to respond, either by post or electronically. In addition to this questionnaire, we will be carrying out on-street surveys and discussion groups, and attending meetings of Lambeth's community groups.

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.

Stage	Timetable	Opportunity to comment?
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 or the Annual Monitoring Report at 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 2026 (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 Offences² 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.

² 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.

Deprivation

The 2007 Index of Multiple Deprivation (IMD) places Lambeth as the fifth most deprived borough in London and 19th most deprived in England. This is worse than 2004, when the borough was ranked 23rd 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 Vauxhall³ 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

³ 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

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 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). 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), 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).

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.