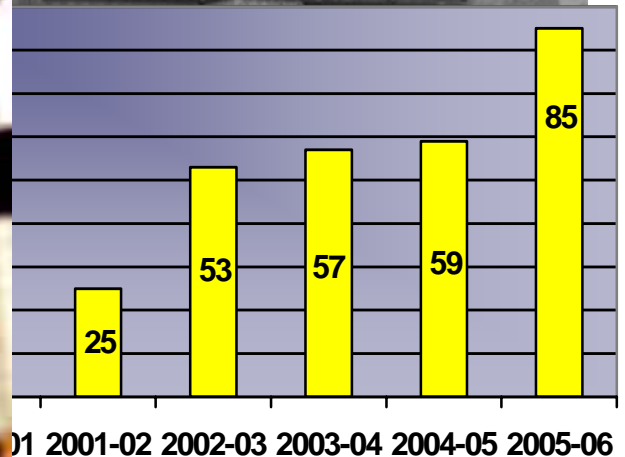
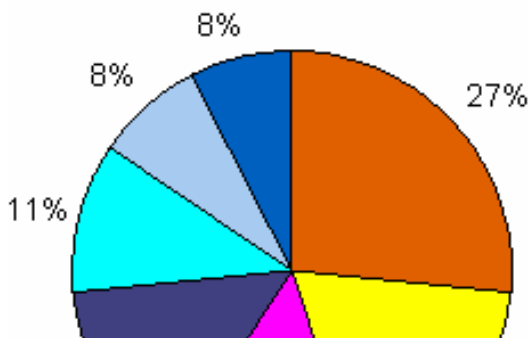


London Borough of Lambeth



Annual Monitoring Report 2005 - 2006

Contents

| | |
|---|---------------|
| SECTION 1 - INTRODUCTION | 3 |
| 1.1 Assessment of Local Development Documents | 3 |
| 1.2 Implementation of the Local Development Scheme | 4 |
| 1.3 Using Indicators to Measure Policy Performance | 4 |
| 1.4 Issues for the 2005 Annual Monitoring Report | 5 |
| SECTION 2 - INTRODUCING LAMBETH | 7 |
| 2.1 Key Facts About Lambeth | 7 |
| 2.2 Significant Effects Indicators | 10 |
| SECTION 3 - LAMBETH PLANNING | 11 |
| 3.1 Planning Applications and Appeals | 11 |
| 3.2 Section 106 Agreements | 12 |
| SECTION 4 - HOUSING | 15 |
| 4.1 Housing in Lambeth | 16 |
| 4.2 Housing provision | 17 |
| 4.3 Housing Density | 22 |
| 4.4 Use of Previously Developed Land | 23 |
| 4.5 Affordable housing | 24 |
| 4.6 Dwelling Mix | 25 |
| SECTION 5 - EMPLOYMENT | 27 |
| 5.1 Employment Land and Development | 27 |
| 5.2 Offices | 33 |
| SECTION 6 - RETAIL, LEISURE AND TOWN CENTRES | 36 |
| 6.1 Introduction | 36 |
| 6.2 Retail and Leisure Development | 37 |
| 6.3 Town Centres | 40 |
| SECTION 7 - ENVIRONMENTAL RESOURCES | 43 |
| 7.1 Open Space | 43 |
| 7.2 Biodiversity | 46 |
| 7.3 Water Quality and Flooding | 49 |
| 7.4 Renewable Energy | 50 |
| SECTION 8 - CONSERVATION AND DESIGN | 53 |
| 8.1 Community Safety | 53 |
| 8.2 Conservation | 55 |
| 8.3 Conclusions and Further Actions | 57 |
| SECTION 9 - TRANSPORT | 58 |
| 9.1 Introduction | 58 |
| 9.2 Sustainable Travel | 59 |

| | | |
|---|--|-----------|
| 9.3 | Car Usage and Parking | 62 |
| 9.4 | Accessibility in Lambeth | 66 |
| SECTION 10 - WASTE AND MINERALS | | 69 |
| 10.1 | Minerals | 69 |
| 10.2 | Waste | 69 |
| 10.3 | Conclusions and Further Actions | 71 |
| SECTION 11 - IMPLEMENTATION OF THE LOCAL DEVELOPMENT SCHEME | | 73 |
| 11.1 | Replacement Unitary Development Plan and Proposals Map | 73 |
| 11.3 | Adoption of Development Plan Documents | 74 |
| 11.4 | Saved Policies | 74 |
| 11.5 | Anticipated Further Changes to the Local Development Scheme | 74 |
| APPENDIX 1 – CONSOLIDATED LIST OF CORE AND LOCAL INDICATOR RESULTS | | 76 |
| APPENDIX 2 – LIST OF USE CLASSES | | 81 |

Section 1 - Introduction

This is the London Borough of Lambeth's second Annual Monitoring Report (AMR) and covers the period from 1st April 2005 to 31st March 2006. The Planning and Compulsory Purchase Act 2004 requires Lambeth to complete an Annual Monitoring Report, for the previous financial year, which must be submitted to the Secretary of State by the 31st of December of the following financial year. The Annual Monitoring Report must contain information on the following two key matters:

1. *The extent to which the policies set out in Local Development Documents are being achieved.* This part of the report seeks to monitor the performance and impact of the Council's planning policies to assess whether the policies are achieving their objectives and remain relevant. This provides a mechanism to consider adjustments to the policies, if necessary.
2. *The implementation of the Local Development Scheme (LDS).* This section reviews the Council's progress in preparing local development documents and assesses whether key milestones are being met. Again such monitoring can indicate the need to update the LDS if the set timetables are no longer being met.

This Annual Monitoring Report has been prepared having regard to the requirements of Section 35 of the Planning and Compulsory Purchase Act 2004, regulation 48 of the Town and Country Planning [Local Development] [England] Regulations 2004 and the Local Development Framework Monitoring: A Good Practice Guide, issued by the Office of the Deputy Prime Minister in March 2005, and amended in October 2005.

1.1 Assessment of Local Development Documents

The Local Development Documents which contain policies to be monitored are the:

- Adopted Unitary Development Plan 1998 (AUDP); and the
- Replacement Unitary Development Plan - Revised Deposit Draft 2004 (RDUDP).

The AUDP is the current 'saved plan' under the transitional provisions of the Planning and Compulsory Purchase Act 2004. It is therefore the Plan that should be monitored in this Report. However since the Deposit Draft of the Replacement UDP was placed on consultation in January 2002 the Council has been applying the policies in both the AUDP and the Replacement UDP. The weight given to the different UDPs has depended on the circumstances in each particular case where the policies are being applied. However as the Replacement UDP proceeds through its process of preparation, greater weight can be attached to its policies. This is particularly the case for those policies which were supported by the Inspector in his report of February 2006 following the 2005 Public Inquiry. Furthermore the policies in the Replacement UDP have been, and will continue to be, particularly important where they reflect changing national and regional policy in a way that the Adopted UDP policies do not.

The Council is hoping to adopt the Replacement UDP in February 2007. Following adoption it is the Replacement UDP policies that will have full weight, and the 1998 AUDP policies will no longer be used. A key part of monitoring is comparing trends over time. If the focus of this Annual Monitoring Report was solely on the 1998 AUDP policies then future Annual Monitoring Reports would not be able to be compared so effectively. It would also not be an accurate reflection of the AUDP policies since the policies in the

Replacement UDP are also being applied. However the ongoing dual UDP approach does also present some monitoring difficulties, an issue which will be discussed below in Section 1.4.

Therefore the approach taken in this Annual Monitoring Report is to look at monitoring in relation to the key topics that both plans cover. These themes are as follows:

- Housing
- Employment
- Retail, Leisure and Town Centres
- Conservation and Design
- Transport
- Waste and Minerals
- Environmental Resources
- Appeals and Planning Obligations

Sections 3 to 10 of this report relate to each of these topics. In each of these sections a set of Core Output Indicators and sometimes Local Output Indicators and Contextual Indicators are set out relating to a particular topics e.g. Housing. Reference is made to the relevant policies from both the Adopted and Replacement UDP in relation to each topic. In this way the impact of both UDPs can be assessed and a clear approach that allows for the future assessment of trends will be set down.

These topics also relate to the Lambeth Community Strategy 2004-2015, which sets out the long-term vision and action plan for Lambeth, designed to promote the social, economic and environmental sustainability of the borough. Indeed the Community Strategy's core themes of:

- Creating a Cleaner and Greener Environment;
- Making safer communities;
- Better homes and sustainable communities; and
- Encouraging employment, enterprise, skills and culture

are particularly connected to the policies and strategies espoused in the Adopted and Replacement UDPs. These plans act as a land-use delivery mechanism for the Community Strategy and therefore the indicators in this Annual Monitoring Report are of great relevance to the Council's vision for Lambeth.

1.2 Implementation of the Local Development Scheme

The Council produced its first Local Development Scheme in March 2005. This was subsequently updated in December 2005 to reflect delays in the programme for the Replacement UDP and as such this Annual Monitoring Report will assess the implementation of both versions of the Local Development Scheme between April 2005 and March 2006. More details about this matter can be found in Section 1.4.

1.3 Using Indicators to Measure Policy Performance

The Government's approach to monitoring of local plans is largely based on the use of indicators, which are essentially measurements of policy performance. Ideally indicators should be linked to clear objectives and targets so that it is possible to identify whether a policy is meeting its aims. The Council has followed this approach as far as possible in producing this Annual Monitoring Report. This means that in relation to most indicators there is a clear set of objectives, policies and targets that relate to the indicator.

There are various types of indicators mentioned in this report and these are explained below.

| Indicator Type | Code | Explanation | Purpose | Examples |
|--------------------------------|------|---|---|--|
| Contextual Indicators | CXT | General social, economic and environmental circumstances that exist within the Borough | Provide a background context to inform planning policies | Population of Lambeth; Unemployment levels |
| Significant Effects Indicators | SEI | Measure significant economic, social and environmental issues within the Borough | Provide a link to indicators and objectives prepared as part of a sustainability appraisal new local development documents | See Section 2.2 for discussion about why SEIs are not included in this AMR |
| Core Output Indicators | COI | Measure outcomes that are directly related to the implementation of local planning policies | National set of indicators chosen by Government to provide consistent data which considers the effectiveness of planning policies | Loss of employment floorspace; Number of new affordable dwellings |
| Local Output Indicators | LOI | Measure outcomes that are directly related to the implementation of local planning policies | Indicators chosen by a local authority to cover important issues not dealt with by Core Output Indicators | Retail vacancy levels in town centres |

There has been a greater attempt to use a combination of different types of indicators together when analysing the implementation of policies in this year's Annual Monitoring Report. A summary table containing a consolidated list of indicators, targets, results and methodology may be found in Appendix 1.

1.4 Issues for the 2005 Annual Monitoring Report

As this is the second Lambeth Annual Monitoring Report, the opportunity has been taken since the publication of the first version in 2004-5, to review the content of last year's report as well as the monitoring reports produced by other boroughs.

As was noted in the 2004-5 Annual Monitoring Report, there were a number of challenges involved in producing such a publication, primarily due to the historical legacy of collecting very little reliable data about development approvals and completions. The Report foreshadowed that the Council would be undertaking a project to rectify this situation by improving the recording of completions, identifying all residential and commercial developments within a development pipeline and looking at planning permissions, developments approved subject to s106 Agreements, developments under construction, completions and any identified sites with development potential.

Over the past 12 months, this development pipeline project has been underway and has put the Council in a stronger position to be able to accurately report on development activity in Lambeth and the Government's Core Output Indicators. In particular the project has enabled the following information to be provided for the first time as part of this year's Annual Monitoring Report:

- A comprehensive set of data on housing approvals and completions over the 12 month monitoring period;

- Improved data for housing approvals and completions in the five years prior to 2005-6;
- Tracking of affordable housing completions; and
- Tracking of gains and losses of non-residential floorspace through planning permissions in 2005-6, both across the Borough and in key designated areas.

The Council has also taken the opportunity to supplement the core and local indicators set out in the 2004-5 Annual Monitoring Report with additional local and contextual indicators. This is particularly for topics where it was considered that the Core Output Indicators do not adequately allow for monitoring because the data is not available, or there is no specified indicator for a topic, or because the national indicator is not considered to be particularly useful to measure local planning policy performance in Lambeth.

Examples of topics where new or more comprehensive local and contextual indicators have been used include:

- Transport;
- Section 106 agreements;
- Open space; and
- Conservation and design.

Another new approach this year has been, where possible, to include contextual indicators within the planning policy topic most relevant to that indicator. This allows for the contextual indicators to form a greater part of the evidence base and contribute to a more integrated framework for policy monitoring

There is still further work required however as a number of challenges remain in adequately addressing all the Core Output Indicators. Appendix 1 sets out for each Core Output Indictors whether it has been possible to monitor, partially monitor or not monitor them in this Annual Monitoring Report.

The Council's development pipeline will therefore continue to be pursued to ensure that appropriate monitoring of development approvals and completions will be available in future years. For example in the next 12 months it is expected that further advances will be made in compiling a more comprehensive historical picture of residential development completions and establishing systems to measure completions of non-residential development. In this year's AMR the Council has relied on the London Development Database to provide information about non-residential completions, however this data is considered to have some limitations. It is hoped that over time there will be a series of progressive improvements to the Council's development monitoring procedures and this will create future annual monitoring reports that are an increasingly useful tool in accurately describing and assessing the performance of the policies in the Lambeth UDP.

Finally it should be noted that there remains an ongoing difficulty in measuring the effectiveness of planning policies under the current arrangements whereby decision making is being guided by both an adopted and emerging UDP. This means it can be problematic to attribute various trends in development to UDP policies, when there are different policy approaches that may be applied to any given application. The consequence is that the Borough's policies cannot always implemented on a consistent basis, until the Replacement UDP is finally adopted. This issue is therefore likely to remain a problem for monitoring in Lambeth for at least the 2006-7 period.

Section 2 - Introducing Lambeth

2.1 Key Facts About Lambeth

2.1.1 Lambeth Key Population Indicator Summary

| Indicator Number | Indicator | Target | Outcome |
|------------------|-------------------------------|--------|---------------|
| CXT 1 | Population of Lambeth | NA | See Figure 2A |
| CXT 2 | Age range of population | NA | See Figure 2C |
| CXT 3 | Ethnicity of population | NA | See Figure 2D |
| CXT 4 | Index of multiple deprivation | NA | See Figure 2E |

The London Borough of Lambeth is one of a ring of local authorities which constitute inner London. It measures around 11 kilometres from north to south and four kilometres from east to west with an overall area of approximately 2700 hectares. In common with most of these areas Lambeth is characterised by densely built inner city development towards the centre of London moving to a lower density residential suburban environment in the south.

Lambeth is an area of contrasts. The northern part of the borough features internationally-significant central London activities centred around Waterloo and South Bank area, including the South Bank Centre, major corporate offices, the London Eye and Oval Cricket Ground. Heading south this area gives way to the eclectic centres of Brixton and Clapham with their unique blend of entertainment, speciality retail and cultural industries, surrounded by a culturally-diverse residential population. Further south again are the suburbs of Streatham and Norwood which also feature locally important town centres.

Lambeth is the second most populous inner London borough, with a population of 269,100 (according to the 2005 Lambeth mid-year estimate). By 2028, Greater London Authority (GLA) data forecasts Lambeth's population to be 317,186, an increase of 48,000. However Office of National Statistics projections suggest a much smaller increase of only around 11,000 people, which would see Lambeth's population reaching 279,500 by 2028.

Figure 2A: Population

Source: Office of National Statistics, 2005

| | 1981 | 1991 | 2001 | % Change 1991-2001 |
|----------------|------------|------------|------------|--------------------|
| Lambeth | 252,925 | 244,834 | 266,170 | 8.7% |
| Inner London | 2,550,139 | 2,504,143 | 2,765,975 | 9.5% |
| Greater London | 6,805,565 | 6,679,455 | 7,172,036 | 6.9% |
| England | 45,771,956 | 47,055,204 | 49,138,831 | 4.4% |

As can be seen from Figure 2A the population of Lambeth grew at twice the rate of England as a whole between 1981 and 2001. The slightly lower growth rate than the Inner London average can be put down to Lambeth's extremely high density of

population (see Figure 4F). Mid year population estimates since 2001 (see Figure 2B) have suggested that the population of the Borough had in fact declined in the early part of the decade, but this trend has more recently begun to reverse as between 2004 and 2005 there was a population increase of about 1000 persons.

Figure 2B: Mid-year population estimates 2001-2005 ('000 persons)

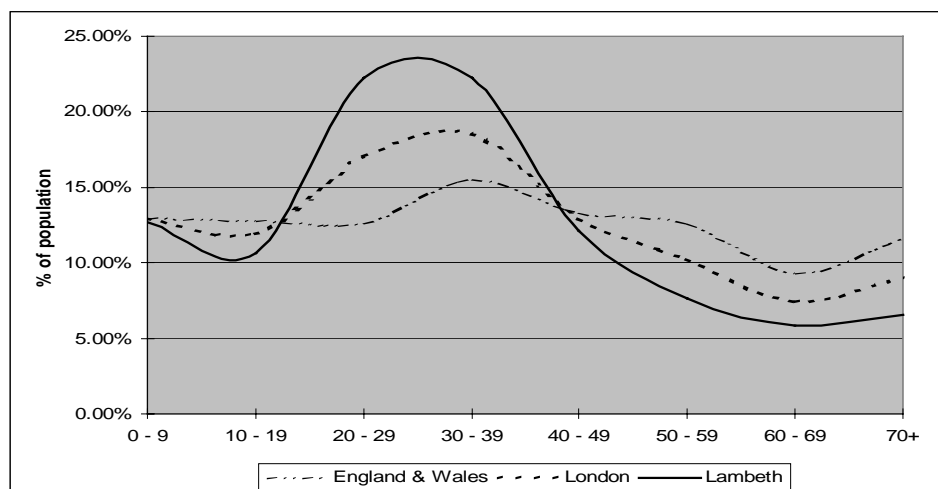
Source: Office of National Statistics, 2006

| Year | Lambeth | Greater London | England |
|-----------|---------|----------------|---------|
| June 2005 | 269.1 | 7517.7 | 50431.7 |
| June 2004 | 268.1 | 7428.6 | 50093.1 |
| June 2003 | 268.5 | 7387.9 | 49855.7 |
| June 2002 | 271.1 | 7371.2 | 49646.9 |
| June 2001 | 273.4 | 7322.4 | 49449.7 |

Figure 2C shows that whilst Lambeth reflects the general population age trends of London and England its extremes are far greater, with a very high proportion of young adults and a very low proportion of the over 60's. London has a young age profile compared with the whole country and Lambeth is young within that. In Lambeth, almost half (45%) of the population is between 20 and 40. This compares with 35.6% for London and 28.3% nationally.

Figure 2C: Age Range of Population for Lambeth, London and England/Wales

Source: Office of National Statistics, 2001 Census



Lambeth is a very diverse Borough ethnically, culturally, socially and economically and this diversity is constantly evolving. The population includes a wide range of ethnic minorities as detailed in Figure 2D. 25.8% of residents are of black origin, 4.6% are mixed and 4.6% are Asian and Chinese. 62.5% of Lambeth residents are white, which is well below the national average. This diversity is reflected in the 132 different languages spoken in the Borough.

Figure 2D: Ethnicity

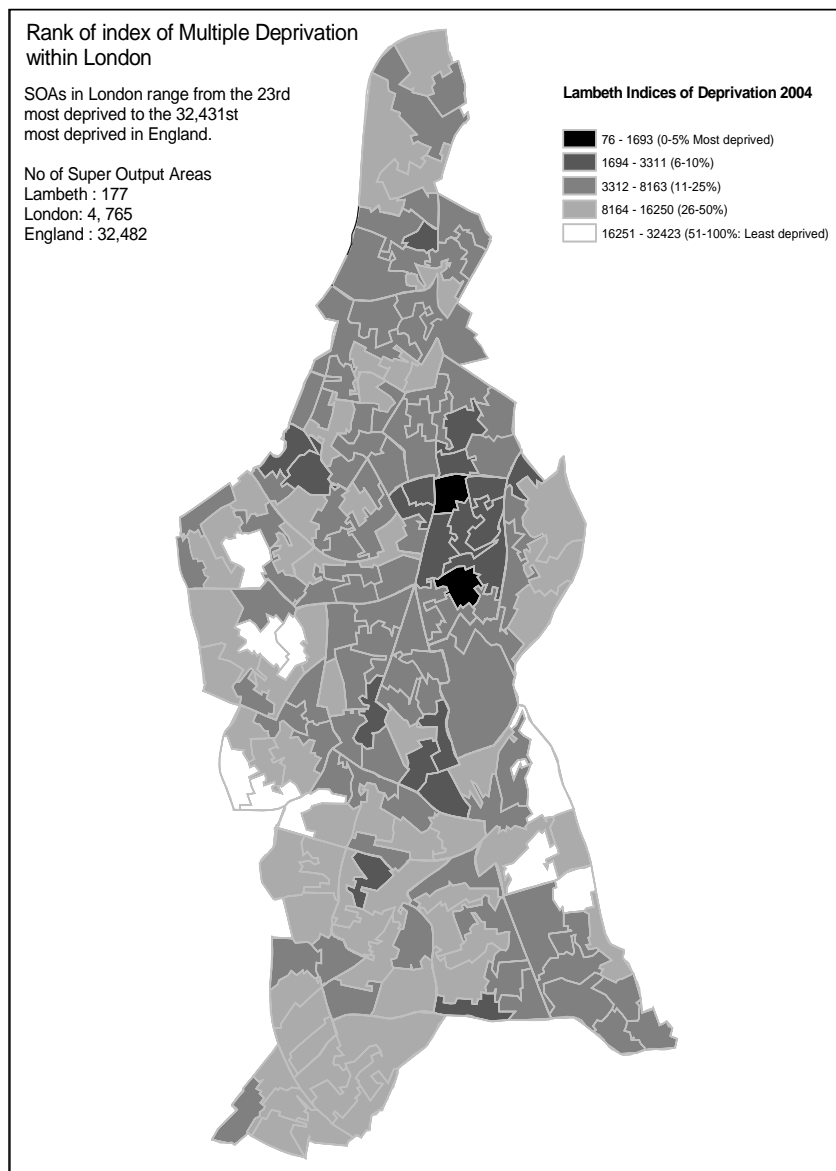
Source: Office of National Statistics, 2001 Census

| | | Lambeth Population | % of population | | | |
|------------------------------|------------------------------|-----------------------|-----------------|-----------------|-------------------|---------|
| | | | Lambeth | Inner London | Greater London | England |
| | | | | | | |
| White | British | 131,939 | 46.6 | 50.5 | 59.8 | 87.0 |
| | Irish | 8,689 | 3.3 | 3.4 | 3.1 | 1.3 |
| | Other White | 25,430 | 9.6 | 11.8 | 8.3 | 2.7 |
| | Total White | 166,058 | 62.5% | 65.7% | 71.2% | 91% |
| Black or Black British | Caribbean | 32,139 | 12.1 | 6.9 | 4.8 | 1.1 |
| | African | 30,836 | 11.6 | 8.3 | 5.3 | 1.0 |
| | Other Black | 5,579 | 2.1 | 1.3 | 0.8 | 0.2 |
| | Total Black | 68,554 | 25.8% | 16.5% | 10.9% | 2.3% |
| Asian or Asian British | Indian | 5,316 | 2.0 | 3.1 | 6.1 | 2.1 |
| | Pakistani | 2,634 | 1.0 | 1.6 | 2.0 | 1.4 |
| | Bangladeshi | 2,169 | 0.8 | 4.6 | 2.1 | 0.6 |
| | Other Asian | 2,045 | 0.8 | 1.3 | 1.9 | 0.5 |
| | Total Asian | 12,164 | 4.6% | 10.6% | 12.1% | 4.6% |
| Mixed | White and Black Caribbean | 5,322 | 2.0 | 1.3 | 1.0 | 0.5 |
| | White and Black African | 2,159 | 0.8 | 0.7 | 0.5 | 0.2 |
| | White and Asian | 2,100 | 0.8 | 0.9 | 0.8 | 0.4 |
| | Other Mixed | 2,273 | 1.2 | 1.1 | 0.9 | 0.3 |
| | Total Mixed | 12,854 | 4.8% | 4.04% | 3.23% | 1.4% |
| Chinese other | Chinese | 3,362 | 1.3 | 1.4 | 1.1 | 0.4 |
| | Other | 3,177 | 1.2 | 2.0 | 1.6 | 0.4 |
| | Total Chinese/other | 44,478 | 2.5% | 3.4% | 2.7% | 0.8% |

Lambeth has a number of socio-economic issues, such as unemployment, crime and low incomes, but this is by no means a uniform situation, as shown by Figure 2E which maps the levels of deprivation in the Borough. The national Index of Multiple Deprivation was published in 2004 and records data down to Super Output Area (SOA) level. It is based on seven domain indexes: Income Deprivation, Employment Deprivation, Health Deprivation and Disability, Education, Skills and Training Deprivation, Barriers to Housing and Services, Living Environment Deprivation and Crime. The most deprived areas in the Borough are shown in black on the map, the least deprived areas are in white. Lambeth clearly has a range of deprivation in the borough including some of the most deprived areas in the country located in the Brixton/Stockwell areas. Although only 24 (14%) of Lambeth's 177 SOAs are ranked in the 10% most deprived in England, some 139 (79%) are ranked within the 30% most deprived. But the Borough also has areas of comparative wealth mostly located around the Clapham and Norwood Areas.

Figure 2E: Indices of Deprivation 2004: Rank of index of multiple deprivation

Source: Office of the Deputy Prime Minister



2.2 Significant Effects Indicators

Under the Strategic Environmental Assessment Directive, which is addressed under the planning system by Sustainability Appraisals, significant effects are required to be identified and monitored. A significant effect indicator is an indicator that measures the significant effects of a Local Development Document.

These are not addressed in this AMR as a Sustainability Appraisal has not been carried out on the Adopted or Replacement UDP, due to the recent introduction of this requirement. Future Local Development Documents that will be prepared for Lambeth will have a Sustainability Appraisal carried out and at that stage significant effects indicators will be included in AMRs.

Section 3 - Lambeth Planning

Lambeth's Planning Service handles a broad range of planning work for the Council including development control, policy and conservation and design.

3.1 Planning Applications and Appeals

3.1.1 Appeals Indicator Summary

| Indicator Number | Indicator | Target | Outcome |
|------------------|---------------------------------|--------|---------|
| LOI 1 | Proportion of appeals dismissed | 65% | 58% |

3.1.2 Performance

Planning applications for use and development of land in Lambeth are assessed by consideration of policies in the Adopted and Replacement UDPs. Figure 3A shows the increasing development control workload required of the Planning Service over the last 5 years, although the rise in the number of applications has levelled out in 2005-6. A relatively small number of these applications are subject to appeal. Appeal decisions in relation to planning applications give a good indication in overall terms of the robustness of the Council's planning policies and planning decisions when tested through an independent authority, that is the Planning Inspectorate. Lambeth records the overall outcome of these appeals and these results are set out below in Figures 3B and 3C.

Figure 3A: Number of planning applications received by Lambeth

Source: Lambeth Planning Service

| | 2000-1 | 2001-2 | 2002-3 | 2003-4 | 2004-5 | 2005-6 |
|--|-------------|-------------|-------------|-------------|-------------|-------------|
| Major applications | 78 | 124 | 87 | 92 | 75 | 79 |
| Minor applications | 496 | 534 | 671 | 875 | 778 | 746 |
| Other applications | 1416 | 1496 | 1563 | 1644 | 1871 | 1876 |
| Grand total of applications per annum | 1990 | 2154 | 2321 | 2611 | 2724 | 2701 |

Figure 3B: Appeal results 2000 – 2006

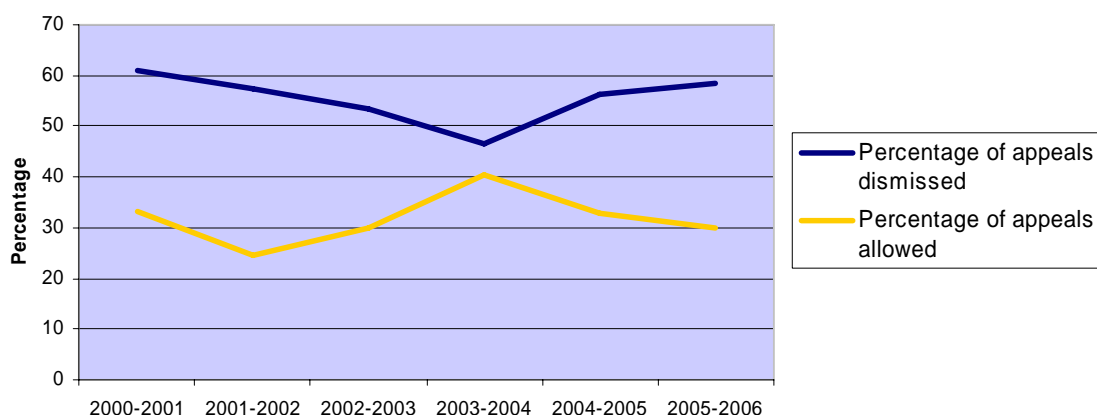
Source: Lambeth Planning Service

| Year | Allowed | Altered Notice | Dismissed | Mixed | Withdrawn | Grand Total | % Dismissed |
|--------------------|------------|----------------|------------|-----------|-----------|-------------|-------------|
| 2000-2001 | 18 | - | 33 | - | 3 | 54 | 61% |
| 2001-2002 | 39 | - | 91 | - | 29 | 159 | 57% |
| 2002-2003 | 45 | 1 | 80 | 7 | 17 | 150 | 53% |
| 2003-2004 | 73 | 1 | 84 | 5 | 17 | 180 | 47% |
| 2004-2005 | 52 | 1 | 89 | 3 | 13 | 158 | 56% |
| 2005-2006 | 49 | 6 | 95 | 2 | 11 | 163 | 58% |
| Grand Total | 289 | 9 | 502 | 17 | 91 | 908 | 55% |

After a decline in the Council's success rate in appeals over the early part of the decade, over the last two financial years there has been a rise in the number of appeals dismissed from around 47% to over 58%.

Figure 3C: Percentage of appeals allowed and dismissed

Source: Lambeth Planning Service



3.1.3 Conclusions

It is expected that the number of Council decisions upheld at appeal will most likely continue to rise over future years as Council's Replacement UDP can be accorded greater weight in decision making following receipt of the Inspector's Report in February 2006 and full weight once adopted in 2007.

3.2 Section 106 Agreements

3.2.1 Section 106 Policies

| Adopted UDP 1998 | Revised Deposit UDP 2004 |
|------------------|---|
| Not applicable | <ul style="list-style-type: none"> Policy 50a – Planning Obligations |

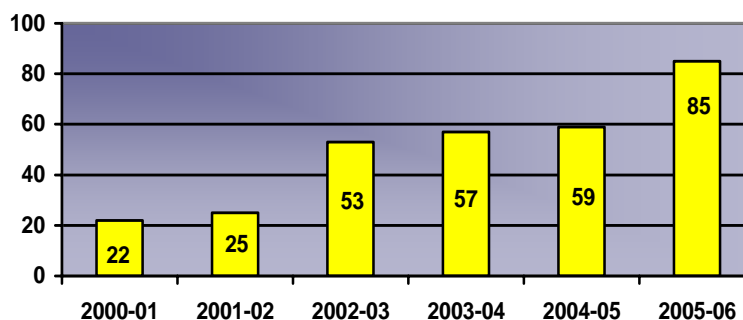
3.2.2 Performance

Planning obligations are intended to make acceptable development that would otherwise be unacceptable in planning terms. The RDUDP's Policy 50a notes that the attainment of planning obligations can be a means of implementing the UDP's various social, economic and environmental policies. In particular, the plan's policies relating to housing, education, mixed-use development, transport, employment, community facilities, arts and culture, public realm, utilities, the natural environment, and open space and recreation all seek to secure specific improvements. The AUDP does not contain specific policies relating to planning obligations, but has similar aims in many cases to the outcomes sought by the RDUDP and as such Section 106 contributions aid delivery of policies in both versions of the UDP.

During 2005-6, 85 Section 106 agreements were signed with a total current value of £924,810. This reflects the trend of growth in the number of agreements negotiated over the last six years, as shown in Figure 3D. The value of agreements fluctuates greatly year on year depending on the nature of submitted applications, with the value of agreements negotiated in 2005-6 being considerably less than the average value of agreements negotiated over the last five years this figure being £3,045,693 per annum.

Figure 3D: Number of S106 agreements per financial year

Source: Lambeth Planning Service



The 85 agreements in 2005-6 incorporated 151 planning obligations. Of these, 34 had a financial value. Figure 3E below shows the breakdown of all 151 planning obligations by obligation type and money receivable. It illustrates that policies seeking contributions for affordable housing, transport and the public realm have been most successful over the monitoring period. Affordable housing contributions are discussed in more detail under Section 4.5.

Figure 3E: Number and Value of Obligations by Obligation Type 2005-6

Source: Lambeth Planning Service

| Obligation Type | No of Obligations | Income Receivable |
|---------------------------------------|-------------------|-------------------|
| Affordable Housing - On Site | 11 | £0 |
| Affordable Housing - RSL Schemes only | 8 | £0 |
| Car Club | 5 | £8,500 |
| Employment and Training | 1 | £0 |
| Miscellaneous | 25 | £150,000 |
| Parking Restriction | 64 | £0 |
| Public Realm - Parks and Open Spaces | 3 | £108,180 |
| Public Realm - Streetscapes | 5 | £39,550 |
| Public Transport | 4 | £199,330 |
| Traffic and Highway | 25 | £419,250 |
| TOTAL | 151 | £924,810 |

Notable agreements during 2005-6 include:

- St George Wharf: 78 more affordable housing units (in addition to previously negotiated 219 units)
- 214-238 Norwood Road: £108k for Transport and Highways and 52 affordable housing units
- Salamanca Place: £122k contribution to Vauxhall Cross project and other improvements in the area
- 89-91 Norwood Road: several agreements are in place that will provide a minimum £90k contribution and at least 10 affordable housing units

3.3.3 Conclusions and Further Actions

The above data shows that Council's planning obligations policy is being successfully implemented in terms of ensuring that developer contributions continue to be secured for

the Borough. This is despite the emerging status of Policy 50a and the lack of an SPD to assist the implementation of planning obligations policy. It is clear though that contributions pertaining to education, training and community facilities were comparatively under represented compared to transport, affordable housing and the public realm in terms of the value and number of agreements. However it is expected that education contributions will increase substantially over coming years with Lambeth having now approved Interim Planning Guidance formalising its approach to the circumstances in which developments will be liable for education contributions and the amount that will be required for each additional dwelling. For example from virtually none in previous years, since July 2006, a total of £207,802 of education contributions have been signed through Section 106 agreements. This will be reported more fully in next year's AMR.

In general terms further strength will be added to Council's policy position for planning obligations in next few years, as the Inspector supported Policy 50a at the RDUDP enquiry which enables it to be given greater status. Furthermore following adoption of the Replacement plan the Council will prepare an SPD which will provide further guidance and assist the implementation of Policy 50a.

Section 4 - Housing

Housing provision is high on the agenda at national, regional and local levels. Meeting the demand for housing is a priority and a key issue for planning policies. There is a need to balance the demand for housing with maintaining the existing quality and character of areas and providing good quality homes and environment; this is a particular challenge in a Borough which historically has featured relatively high population densities. Lambeth aims to meet the housing needs of the community as a whole by providing a choice of housing in terms of type, size and affordability.

One of the key issues in Lambeth is affordability and the ability to get on the property ladder. Certain vulnerable groups such as the old, the young and those suffering from ill-health are prone to housing problems.

Housing is addressed in Strategic Policies G2-G6 and Chapter 2 Housing in the Adopted UDP and in Part 1 Strategic Policy D and Policies 15-18 in the Replacement UDP.

4.0.1 Housing Strategic Objectives

- To seek the provision of at least 20,500 net additional homes over the period 2002-2016 (including 8,200 affordable dwellings).
- To make best use of the borough's limited land resources and encourage through good design, higher densities and more mixed and intensive development in appropriate locations.

4.0.2 Housing Policies

| Adopted UDP 1998 | Revised Deposit UDP 2004 |
|---|--|
| Part 1 Strategic Policies | |
| <ul style="list-style-type: none">• G2 Secure access to a range of affordable housing | <ul style="list-style-type: none">• C Make best use of the borough's limited land resources |
| <ul style="list-style-type: none">• G3 Presumption against loss of housing or loss of residential land. | <ul style="list-style-type: none">• D Seek 20,500 net additional dwellings over the period 2002-2016 (including 8,200 affordable dwellings). |
| <ul style="list-style-type: none">• G4 Make provision for around 7,700 additional dwellings during the period 1996-2006. | |
| <ul style="list-style-type: none">• G5 Encourage efficient use of residential land to achieve densities compatible with a pleasant environment. | |
| <ul style="list-style-type: none">• G6 Continue to promote improvements in the Borough's housing stock. | |
| Part 2 Detailed Policies | |
| <ul style="list-style-type: none">• H1 Housing Provision | <ul style="list-style-type: none">• 15 Additional Housing |
| <ul style="list-style-type: none">• H2 Loss of Residential Use | <ul style="list-style-type: none">• 16 Affordable Housing |
| <ul style="list-style-type: none">• H3 Reversion to Residential Use | <ul style="list-style-type: none">• 17 Flat Conversions |
| <ul style="list-style-type: none">• H4 Housing Improvements | <ul style="list-style-type: none">• 18 Shared Housing and Supported Housing |
| <ul style="list-style-type: none">• H5 Environmental Improvements | <ul style="list-style-type: none">• 35 Design in Existing Residential/Mixed Use Areas |
| <ul style="list-style-type: none">• H6 New Housing Development | |

| Part 2 Detailed Policies (continued) | |
|--|--|
| • H7 Affordable Housing | |
| • H8 Residential Above Shops | |
| • H9 Mixed Housing/Commercial Development | |
| • H10 Residential development Standards | |
| • H11 Dwelling Mix | |
| • H12 Mobility and wheelchair standard housing | |
| • H13 Special needs housing | |
| • H14 Sheltered housing | |
| • H15 Travellers | |
| • H16 Backland, rear garden, corner and adjacent to corner sites | |
| • H17 Flat conversions | |
| • H18 Housing in multiple-occupation | |
| • H19 Hotels and related uses (use Class C1) | |
| • H20 Development on Council estates with high-rise blocks | |
| • H21 Development on other Council housing estates | |

4.1 Housing in Lambeth

4.1.1 Housing Context Indicator Summary

| Indicator Number | Indicator | Target | Outcome |
|------------------|-----------------|--------|---------------|
| CXT 5 | Housing types | NA | See Figure 4A |
| CXT 6 | Household types | NA | See Figure 4B |

Figure 4A shows that the number of households in Lambeth has grown substantially which demonstrates the ongoing need for new housing in the Borough. The majority of new households since 1991 live in flats or house conversions, with nearly 70% of all households now living in flats. This compares to 18.6% for population as a whole in England.

The 2001 Census household type results are summarised in Figure 4B below, together with the London-wide results and illustrate the differences between housing need at a local and regional level. By far the single largest type of household in Lambeth is the one person household, which forms 37.92% of all household types in Lambeth. Households formed by married couples with dependent children formed 10.56% of the Lambeth total while married couple with no dependent children formed 12.49% of all households. which are well below the level across London as a whole. This shows the need for consideration of local housing need and household types in planning policy and new developments.

Figure 4A: Number of Households

Source: 2001 Census

| | All households with residents | | | % of households with residents | | | |
|----------------|-------------------------------|------------|---------|-----------------------------------|------|----------------------------------|------|
| | | | | Detached/ semi-detached/ terraced | | Purpose-built flats/ conversions | |
| | 1991 | 2001 | %change | 1991 | 2001 | 1991 | 2001 |
| Lambeth | 108,920 | 118,447 | 8.7 | 28.9 | 28.6 | 66.6 | 69.7 |
| Inner London | 1,096,141 | 1,219,859 | 11.3 | 28.7 | 29.0 | 67.1 | 68.9 |
| Greater London | 2,763,166 | 3,015,997 | 9.2 | 52.0 | 51.0 | 45.2 | 46.9 |
| England | 19,670,982 | 20,451,427 | 4.0 | 79.9 | 79.9 | 18.3 | 18.6 |

Figure 4B: Household Type in Lambeth with London average as a comparison

Source: 2001 Census

| Household type | Lambeth | % | London | % |
|---|---------|-------|-----------|-------|
| All households | 118,447 | | 3,015,997 | |
| One person household | 44,924 | 37.92 | 1,046,888 | 34.7 |
| Married couple with no dependent children | 14,803 | 12.49 | 602,194 | 19.96 |
| Lone parent household with children | 14,302 | 12.07 | 267,323 | 8.86 |
| Married couple with dependent children | 12,512 | 10.56 | 507,512 | 16.82 |
| Cohabiting couple with no children | 10,093 | 8.52 | 201,295 | 6.67 |
| Lone parent household with no children | 4,851 | 4.09 | 119,579 | 3.96 |
| Cohabiting couple with children | 3,503 | 2.95 | 82,184 | 2.72 |
| Student households | 421 | 0.35 | 13,105 | 0.43 |
| Other multi person households | 13,038 | 11 | 175,917 | 5.83 |

4.2 Housing provision

4.2.1 Indicator Summary

| Indicator Number | Indicator | Target | Outcome |
|------------------|--------------------|--|--------------------------|
| COI 2a | Housing trajectory | 1367 per annum net additional dwelling completions (RDUDP target only– see below for more information) | 1156 dwellings completed |

4.2.2 Housing Targets

There are a variety of housing targets for Lambeth set out in the various relevant development plans and discussion in this AMR around delivery of new housing will be framed in relation to these targets, which are as follows:

- The AUDP sets out a target of 7,700 homes over the period 1992-2006,(513 per annum) to be achieved through a range of new-build and conversions.
- The RDUDP sets housing provision levels over the plan period 2002-2016 at a minimum of 20,500 (1,367 per annum) net additional dwelling completions.
- The GLA London Plan's (2004) target for additional housing is 28,910 for 1997-2016, which works out at 1,450 homes per annum.

The issue of which housing targets to use in the Replacement UDP was debated at the 2005 public inquiry into objections to the RDUDP. The Inspector ultimately supported the Council's position that it would be inappropriate to use the London Plan's out-of-date 1450 homes per annum target as Lambeth had more up-to-date housing data.

The London Plan target was subsequently revisited as part of the GLA's new Housing Capacity Study published in 2005. This study was carried out in conjunction with boroughs and involved a comprehensive and robust review and update of information about and assessment of potential housing sites. The new suggested target for Lambeth was 1135 homes per annum. When the early alterations to the London Plan were published in October 2005 the proposed target for the period 2007-8 to 2016-17 was revised upwards by the GLA to 1,195 homes per annum. Following an objection from the Council and further negotiations, this target was reduced to 1,100 homes per annum for 2007-8 to 2016-17. The GLA's methodology and targets were supported by the Examination in Public Panel in its October 2006 report, but a final decision by the Mayor has not yet been published.

The assessment of these targets will now be considered in relation to Lambeth's past and projected housing delivery performance.

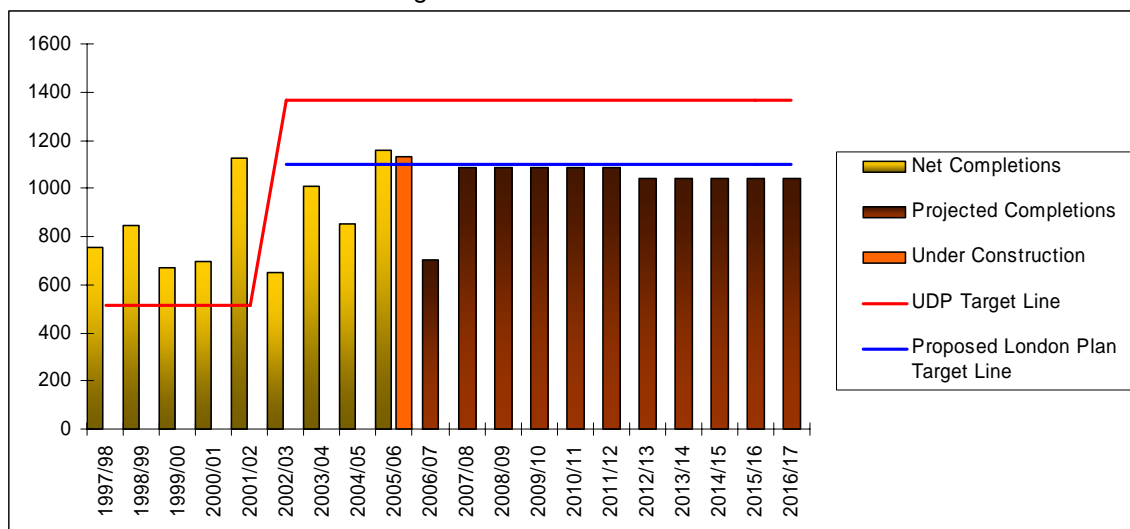
4.2.3 Housing Trajectory Performance

Lambeth's housing trajectory, shown at Figure 4C addresses three different annual completions targets. Firstly, the Adopted UDP annual target of 513 dwellings per annum addresses housing performance up to 2001-2. This was superseded in 2002 by the Replacement UDP target of 1,367 homes per annum. The proposed GLA target for Lambeth of 1,100 housing completions per annum which takes effect in 2007-08 and covers the period up to 2017-18 has also been included to allow a comparison between this, the UDP targets, and past and projected completions.

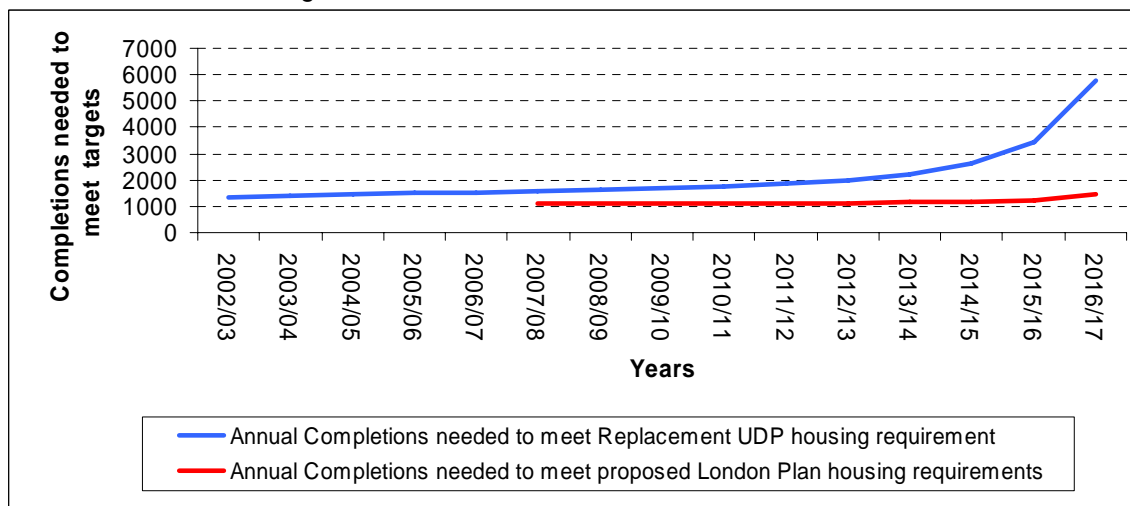
In 2005-06, there were 1,156 net residential completions in Lambeth, of which a net 388 units were affordable. Of the total completions, 875 were derived from new units and change of use to residential. The remaining 281 resulted from conversions of single dwellings into flats. The number of completions is a substantial increase on the 850 homes completed in 2004-5, and whilst it is below the 1367 per annum target in the Replacement UDP, it is in excess of the 1100 home figure in the proposed Alterations to the London Plan. The trajectory also includes an indication of housing supply over the coming 12 months, showing the number of houses known to be under construction as at 31 March 2006, which was 1132 homes. Although not shown on the trajectory, it should be noted that gross completions for 2005-6 were 1361 homes

Figure 4C: Lambeth Housing Trajectory 1997-98 to 2016-17

Source: LDD and Lambeth Planning Service

**Figure 4D: Comparison between the number of annual completions needed to meet the RDUDP and proposed GLA London Plan housing targets**

Source: Lambeth Planning Service, 2006



It should be noted that historical completions data shown in the housing trajectory has been revised as a result of the Council's development pipeline project over the past 12 months which has substantially improved Lambeth's information about recent development activity. This has raised the average annual completions rate over the 1997-8 to 2001-2 period from 566, as reported in last year's AMR, to 817 completions. Taking into account the 2005-6 performance, the average completion rate over the past five years increased further to 957 completions. It can be seen then that Lambeth's historical delivery of housing has in fact been markedly better than has been previously reported. It is well above the AUDP's 513 homes per annum target and continues to improve.

The gap between the 20,500 homes completion target set out in the RDUDP and actual and projected completions is addressed in more depth through Figures 4D and 4E.

Figure 4E: Lambeth Housing Provision Targets and Completions 1997/98 – 20016/17 and comparison with proposed GLA London Plan targets

Source: GLA LDD and LB of Lambeth Uniform Database

| Year | 1997/98 | 1998/99 | 1999/00 | 2000/01 | 2001/02 | 2002/03 | 2003/04 |
|--|---------|---------|---------|---------|---------|---------|---------|
| Net Completions | 753 | 847 | 670 | 693 | 1126 | 650 | 1005 |
| Projected Completions | | | | | | | |
| Lambeth UDP Target | 513 | 513 | 513 | 513 | 513 | 1367 | 1367 |
| Number of annual completions needed to meet RDUDP housing requirement | | | | | | 1367 | 1418 |
| GLA London Plan Alterations Proposed Target | | | | | | | |
| Number of annual completions needed to meet proposed GLA housing requirement | | | | | | | |

| Year | 2004/05 | 2005/06 | 2006/07 | 2007/08 | 2008/09 | 2009/10 | 2010/11 |
|--|---------|---------|---------|---------|---------|---------|---------|
| Net Completions | 850 | 1156 | | | | | |
| Projected Completions | | | 704 | 1085 | 1085 | 1085 | 1085 |
| Lambeth UDP Target | 1367 | 1367 | 1367 | 1367 | 1367 | 1367 | 1367 |
| Number of annual completions needed to meet RDUDP housing requirement | 1449 | 1499 | 1530 | 1569 | 1616 | 1675 | 1750 |
| GLA London Plan Alterations Proposed Target | | | | 1100 | 1100 | 1100 | 1100 |
| Number of annual completions needed to meet proposed GLA housing requirement | | | | 1100 | 1102 | 1104 | 1106 |

| Year | 2011/12 | 2012/13 | 2013/14 | 2014/15 | 2015/16 | 2016/17 |
|--|---------|---------|---------|---------|---------|---------|
| Net Completions | | | | | | |
| Projected Completions | 1085 | 1041 | 1041 | 1041 | 1041 | 1041 |
| Lambeth UDP Target | 1367 | 1367 | 1367 | 1367 | 1367 | 1367 |
| Number of annual completions needed to meet RDUDP housing requirement | 1852 | 1993 | 2231 | 2627 | 3420 | 5799 |
| GLA London Plan Alterations Proposed Target | 1100 | 1100 | 1100 | 1100 | 1100 | 1100 |
| Number of annual completions needed to meet proposed GLA housing requirement | 1110 | 1124 | 1145 | 1179 | 1248 | 1455 |

Figures 4D and 4E show the remaining annual housing requirement needed to meet the overall housing targets, projected over the life of the RDUDP. Authorities are required to estimate the shortfall in housing provision, that is, the gap between the housing provision target and projected completions. Two lines are shown in Figure 4D above; the RDUDP housing shortfall and the shortfall based on the proposed GLA London Plan targets. The UDP shortfall is stable from 2002-3 to 2012-13. However, from 2013-14 to 2016-17, the number of required annual completions continues to rise as a steep curve, which means that over the plan period the overall shortfall is increasing year on year. In contrast, the line showing the shortfall between the proposed London Plan target and projected housing completions is stable overall, with only a very slight shortfall towards the end of the monitoring period. The implication of this data is that if future housing completions are in line with projected housing completions it should be possible to meet the proposed London Plan target, but may become increasingly difficult to meet the overall housing targets for the RDUDP.

There are a number of other factors though that will influence housing delivery over coming years and are expected to increase levels of completions. Firstly there are a number of substantial housing estate regeneration schemes in the pipeline such as Clapham Park, Myatts Field North and Stockwell Park which are likely to increase housing numbers. Secondly as the policies of the London Plan and yet to be adopted Replacement UDP take further effect, particularly with regard to increasing densities, this should also positively affect housing delivery. This is already starting to occur with the 1156 completions in 2005-6 well above the level projected in the 2004-5 AMR. Furthermore the housing trajectory at Figure 4C shows that the 1132 houses under construction as at 31 March 2006 is well above the 704 projected completions figure for 2006-7 which suggests that housing completions for the coming year are likely to increase again.

4.2.4 Conclusions and Further Actions

Lambeth's performance in relation to the UDP and proposed GLA targets is addressed in turn below.

In relation to the AUDP target of 513 homes per annum, for the period 1997 to 2002, Lambeth performed well and over the period exceeded the target on an annual basis. The revised data in the development pipeline now shows that the number of completions over this period was significantly higher than previously thought and the aggregate total of homes delivered over this period has increased from 2,830 to 4,089 homes.

The annual 1,367 completions target set in the RDUDP has not been achieved this year, and at this stage the early indications are that this target may have been unrealistically high. However as the policies of the Replacement UDP take effect and various large development schemes progress, the number of housing completions is expected to increase. Gross completions for 2005-6 were in fact almost exactly in line with the target which suggests that there is the capacity to deliver this number of homes per annum.

The proposed London Plan target of 1,100 homes per annum is based on a more up-to-date and refined survey of housing capacity than the RDUDP. Indeed as shown in Lambeth's housing trajectory, the projected completions over the next 10 years are generally in line with the proposed London Plan target. This issue will be closely monitored over coming years as the effect of the Replacement UDP policies for housing can be more fully assessed.

4.3 Housing Density

4.3.1 Density Indicator Summary

| Indicator Number | Indicator | Target | Outcome |
|------------------|---|--|--|
| CXT 7 | Population density | NA | See Figure 4F |
| COI 2c | % of new dwellings completed at less than 30 dwellings per hectare; between 30 and 50 dwellings per hectare and above 50 dwellings per hectare. | 80% of new residential development at densities of greater than 50 dwellings per hectare | 87.5% of dwellings completed at above 50 dwellings per hectare |

4.3.2 Performance

According to the 2001 Census, there are 266,169 people living in Lambeth, which has an area of 2,682 hectares. The population density therefore works out at 10,136 people per sq km, more than double the London average of 4,679 people per sq km and among the highest found in the London boroughs. A comparison with densities found in some of the London boroughs is provided in Figure 4F below.

Figure 4F: Population Density Comparisons with other London Boroughs

Source: Mid-2002 Population Estimates, Office for National Statistics

| Borough | Area | People per sq km |
|----------------------|-------|------------------|
| London | 1,572 | 4,679 |
| Lambeth | 27 | 10,136 |
| Tower Hamlets | 20 | 10,462 |
| Southwark | 29 | 8,710 |
| Wandsworth | 34 | 7,859 |
| Lewisham | 35 | 7,220 |
| Kensington & Chelsea | 12 | 13,609 |
| Havering | 112 | 1,997 |

It is difficult to determine the extent to which Lambeth's planning policies influenced development to be able to accommodate one of the highest population densities in London. As mentioned earlier in the introductory section to this chapter, historically, densities in Lambeth and parts of London have been high.

The AUDP policies on housing do not specifically encourage high density development and the move towards a design led approach to higher densities as adopted in the RDUDP is relatively new.

Under the Replacement UDP, Lambeth has adopted a 'design led' approach to new residential development based on the GLA London Plan guidance, as it is now widely believed that density, rather than being prescriptive, should be designed around a site's context, character, access to services and public transport. Given the relatively high density of Borough's existing housing then, for contextual reasons, this means most new housing will also be at higher densities. In line with this approach, Policy 32, Table 10 sets out density ranges that can be achieved in sites within a number of categories: town centres; walkable neighbourhoods; and less accessible sites. The policy advises density to be considered in relation to the site's accessibility levels and its setting.

It does mean that future schemes, if considered to be appropriate, will be built to high densities, leading to even higher population densities in Lambeth. This may create pressures on associated services and infrastructure which will need to be planned for. For example some national rail and underground services are already at or close to capacity and there is an acknowledged need for additional secondary school places in the Borough.

Lambeth is generally a highly accessible place and this may have indirectly contributed to high density development. Data in the 2001 Census on housing types shows the largest proportion of homes, which reflects the high density population, to be in the form of purpose-built flats. There are 54,766 purpose-built flats in Lambeth. In addition, 30,090 households live in converted or shared homes. Comparatively, a very small number, only 2,452 homes are detached, while 9,413 are semi-detached and 23,015 homes are terraced.

This situation is expected to continue, for in recent years residential schemes have tended to be designed to high densities, evidenced by the St George's Wharf riverside scheme in Vauxhall. This can be attributed to the impact of Planning Policy Guidance Note 3 (Housing), the London Plan and scarcity of available land in London, which encourages developers to propose high density schemes to make a development viable. Strategic Policy C and Policy 32 in the RDUDP also support higher densities in appropriate locations.

In Lambeth, the majority of new residential schemes in 2005-6 have been completed at densities of over 50 dwellings per hectare. During this period 42 schemes were completed at densities of over 50 dwellings per hectare. Only three schemes were completed in 2005-6 at densities ranging between 30 and 50 dwellings per hectare. Three schemes were completed at densities of less than 30 dwellings per hectare. These figures exclude applications for residential conversions. In summary, in 2005-6, completions ranged within the following densities:

| Density range | Number of schemes | Proportion |
|---------------------------------------|-------------------|------------|
| > 50 dwellings per hectare | 42 | 87.50% |
| Between 30 – 50 dwellings per hectare | 3 | 6.25% |
| < 30 dwellings per hectare | 3 | 6.25% |

4.3.3 Conclusions

Lambeth has one of the highest population densities in London, despite the Adopted Plan not having any policies on high density development. In 2005-6 the vast majority of completions, 42 out of 48 schemes (excluding housing conversions) had densities of over 50 dwellings per hectare. It is argued then that policies in the RDUDP seeking higher densities and the efficient use of land are being satisfactorily implemented.

4.4 Use of Previously Developed Land

4.4.1 Previously Developed Land Indicator Summary

| Indicator Number | Indicator | Target | Outcome |
|------------------|---|---|---------|
| COI 2b | Proportion of dwellings built on previously developed land. | 100% of all new dwellings on previously developed land. | 100% |

4.4.2 Performance

Policy 6 of the RDUDP promotes new development on previously developed land in the interests of achieving sustainable development and protecting green field sites. As discussed in the previous section, Lambeth is a dense and built up part of inner London, where open spaces are strongly protected against development. In 2004-5 and in 2005-6, all new housing was constructed on previously developed land. This achieves the target of 100%, Lambeth has therefore surpassed the national target of building 60% of all new dwellings on previously developed land.

4.4.3 Conclusions

The results for 2005/06 show that Lambeth policies in the Adopted and Revised Deposit UDP have been working effectively to achieve a 100% target in providing new homes on previously developed land whilst protecting green field land for its sports, leisure, nature conservation and amenity value.

4.5 Affordable housing

4.5.1 Affordable Housing Indicator Summary

| Indicator Number | Indicator | Target | Outcome |
|------------------|--|------------------------|--|
| COI 2d | Volume of affordable housing completions | 40% affordable housing | <ul style="list-style-type: none"> 33% of net completions 44% of gross completions |

4.5.2 Performance

Affordable housing is defined in the London Plan as housing designed to meet the needs of households whose incomes are not sufficient to allow them to access decent and appropriate housing in the Borough. Affordable housing comprises social housing, intermediate housing and in some cases low-cost market housing.

Policy H7 of the AUDP relates to provision of affordable housing and complied with the then PPG3 requirement to make provision of 25% on sites with 15 or more residential units. This policy has been superseded by the publication of Government Circular 06/98 and the London Plan (2004), with the latter seeking 50% affordable housing. In the RDUDP, Policy 16 specifies provision on sites of 0.1 ha or more in size or in schemes of 10 or more units. The level of provision is 50% of habitable rooms with a public subsidy or 40% of habitable rooms with no public subsidy, subject to financial viability. Full weight could not be given to the RDUDP policy during 2005-6 though because of its emerging status.

During the period 2005-6 there were 388 net affordable housing completions out of a total of 1,156 net completions in Lambeth, though not all of these will have been above the 15 unit threshold (in the Adopted Plan), this represents an achievement of 33% affordable housing completions.

This net result is considered somewhat anomalous though as there were a number of affordable housing schemes associated with the regeneration of social housing on the Angell Town estate which resulted in an exceptional and substantial 209 unit net loss. Gross affordable housing completions in 2005-6 were 597 dwellings, which is almost 44% of all housing completions over the monitoring period.

4.5.3 Conclusions and Further Actions

Lambeth planning policies have been working effectively to achieve a decent provision of affordable housing overall of 33% net completions and almost 44% gross completions, both of which surpass the AUDP target of 25% and gross completions meeting the RDUDP target of 40%. It is anticipated that the proportion of affordable housing provision will increase over coming years. The February 2006 Inspector's report examining the RDUDP fully supported the Council's approach to promote additional affordable housing in the Borough and in August of 2006 Council determined to give significant weight to Policy 16 in its future decision making. Accordingly improved levels of affordable housing provision should be evident in the next 12 months.

4.6 Dwelling Mix

4.6.1 Dwelling Mix Indicator Summary

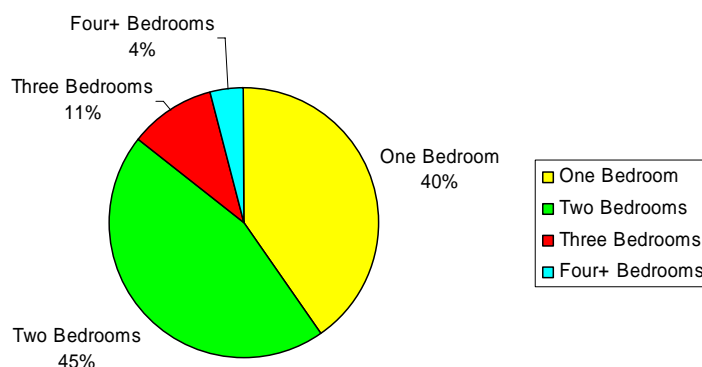
| Indicator Number | Indicator | Target | Outcome |
|------------------|---|--|--|
| LOI 2 | Proportion of completed homes with 3 or more bedrooms | 25% of new homes with 3 or more bedrooms | 15% of new homes with 3 or more bedrooms |

4.6.2 Performance

Housing choice is an increasingly important issue in Lambeth and in particular the Council's local housing needs assessment has highlighted a shortage of 3 and 4 bedroom accommodation. A report published in July 2006 by the London Assembly also emphasised this issue. Most new housing supply in the Borough in recent years and in the housing development pipeline comprises of 1 and 2 bedroom units. Small units have also dominated the supply of dwellings resulting from house conversions. Figure 4G illustrates the limited housing choice available from dwellings completed during 2005-6, with 85% comprising one or two bedroom residences.

Figure 4G: Proportion of different bedroom numbers for housing completed in 2005-6

Source: Lambeth Planning Service



Streets in various parts of the Borough are dominated by converted properties. This not only reduces the choice and availability of accommodation for families but has also resulted in increasing pressure and stress on the environmental capacity of residential areas to support such increased intensity of levels of accommodation in houses and

streets, which were not designed to support such high and intensive levels of occupation. Almost a quarter of all Lambeth's housing completions in 2005-6 came from conversions.

4.6.3 Conclusions and Further Actions

It is not considered that, when viewed as a whole, new housing in Lambeth is providing sufficient choice, particularly with regards to the provision of family accommodation. This is a concern given the statements in Policies 15 and 17 of the RDUDP that the Council will promote a range of housing to meet different needs and demands and that developments should avoid a limited range of dwelling sizes

Policy 17 in the RDUDP also states that for a conversion to be permitted, dwellings would need to be at least 120 square metres, as originally constructed. The RDUDP Inspector supported this policy and also stated that the Council's policy objectives to protect the limited stock of small, second-hand dwellings with gardens are laudable; that this will help in securing and maintaining a balance of accommodation within the Borough. The Council in its evidence to the Inspector referred to the Wandsworth UDP policy, which seeks to protect 3 or 4 bedroom houses. The Inspector commented that there was no reason why the same size threshold should not be applied to Lambeth. In order to address Members' concerns and to fully reflect the Inspector's comments, a modification has been proposed to Policy 17 in the RDUDP in respect of the size threshold, by stating that the size threshold will be higher than 120 square metres in areas where there is a need to safeguard the availability of three and four bedroom houses.

Following the adoption of the Replacement UDP a Supplementary Planning Document (SPD) will be prepared to explain how this and other aspects of the conversions policy will apply in practice together with guidance on other aspects of housing policy. It is hoped that this will assist in achieving a more balanced housing mix.

Section 5 - Employment

The Lambeth economy is characterised by having a high proportion of Small to Medium Sized Enterprises (SMEs), and has a high business start-up rate. Lambeth also is home to a number of large multi-national firms, many of which have their headquarter offices in the north of the Borough, such as Shell and P&O in Waterloo. Maintaining a core amount of employment land, distributed evenly throughout the Borough, and providing for the full range of business types, sizes, and costs to meet the needs of different sectors of the economy is a very important component of a 'mix' of land uses that can lead to healthy and sustainable communities.

The aims of the UDP policies are threefold: to safeguard the Borough's prime employment land; to support and promote large scale office development in locations most accessible by public transport; and, to secure a distribution of employment development throughout the Borough, so that it is accessible to all residents. The best employment land in the Borough is designated within 'Key Industrial and Business Areas' (KIBAs) under the RDUDP. These are the Borough's strategic reservoirs of employment land, and provide an important contribution to meeting demand in key sectors which are competitively located in Lambeth. The Borough takes a long term view towards the protection of KIBAs for their role in providing employment opportunities. Employment is addressed in Strategic Policies G20-25 and Chapter 3 Employment in the AUDP, and in Strategic Policies C, F and H and Policies 6 and 20-25 in the RDUDP.

5.1 Employment Land and Development

5.1.1 Strategic Objective

- Through the planning process the Council will sustain a diverse and strong local economy and maximise education, skills and training opportunities for Lambeth residents.

5.1.2 Employment Land and Development Indicator Summary

| Indicator Number | Indicator | Target | Outcome |
|------------------|---|---|--|
| CXT 8 | Unemployment rate | NA | See Figure 5A |
| CXT 9 | Jobs density | NA | See Figure 5B |
| CXT 10 | VAT registrations | NA | See Figure 5C |
| COI 1a | Amount of floorspace developed for employment by type | 10,000m ² net employment floorspace developed per annum (estimated 150,000m ² net floorspace required over 15 year plan period) | Net loss of 5,966m ² through planning approvals Net gain of 1794m ² through completed development |
| COI 1b | Amount of floorspace developed for employment in employment areas | Increase of employment floorspace in KIBAs | Net gain of 8,845m ² through planning approvals Net loss of 332m ² through completed development |
| COI 1c | Amount of floorspace on previously developed land | 100% of employment development on previously developed land | 100% |
| COI 1d | Employment land available | Retain 59.73 hectares of designated employment land | No change – 59.73 ha of KIBA land |

| Indicator Number | Indicator | Target | Outcome |
|------------------|---|---|--|
| COI 1e(i) | Loss of employment land in employment areas | None - Insufficient baseline data available | Approvals resulted in loss of 0.29 ha of employment land in KIBAs as allowed by policy |
| COI 1e(ii) | Loss of employment land across the borough | None - Insufficient baseline data available | Approvals resulted in losses of 2.4 ha of land previously in employment use across Lambeth as allowed by policy |
| COI 1f | Employment land lost to residential development | None - Insufficient baseline data available | Approvals result in losses to residential development of: <ul style="list-style-type: none"> • 0.07 ha of employment land in KIBAs • 1.52 ha of land previously in employment use across Lambeth |
| COI 4a | Amount of office development. | None - Insufficient baseline data available | <ul style="list-style-type: none"> • Gross approvals of B1 = 22,482m² • Gross 1707m² B1a offices completed |

5.1.3 Employment Land and Development Policies

| Adopted UDP 1998 | Revised Deposit UDP 2004 |
|---|---|
| Part 1 Strategic Policies | |
| <ul style="list-style-type: none"> • G20 – ensure access to the widest possible range of jobs & retain existing employment | <ul style="list-style-type: none"> • C – Make best use of the borough's land resources. |
| <ul style="list-style-type: none"> • G21 – Encourage new employment generating development | <ul style="list-style-type: none"> • H – Sustain a diverse and strong local economy |
| <ul style="list-style-type: none"> • G23 – Resist loss of employment generating uses | |
| Part 2 Detailed Policies | |
| <ul style="list-style-type: none"> • EMP4 – Development of employment opportunities | <ul style="list-style-type: none"> • 6 – Development of brownfield sites |
| <ul style="list-style-type: none"> • EMP6 – Protection of land and buildings generating employment | <ul style="list-style-type: none"> • 21 – Location and loss of offices |
| <ul style="list-style-type: none"> • EMP7 – Loss of business and industry | <ul style="list-style-type: none"> • 22 – Key Industrial and Business Areas |
| <ul style="list-style-type: none"> • EMP10 – Business use (Use class B1) | <ul style="list-style-type: none"> • 23 – Protection and location of other employment uses |
| <ul style="list-style-type: none"> • EMP11 – General industry (Use class B2) | |
| <ul style="list-style-type: none"> • EMP14 – Warehousing | |

5.1.4 Context

The ongoing importance of retaining employment land and associated opportunities for local residents is shown by the fact that Lambeth is still comparatively disadvantaged from an employment perspective. Figure 5A shows that despite significant reductions over a 10 year period, unemployment levels are well above the London and Great Britain averages. Similarly Figure 5B illustrates that the Borough's job density level (the ratio of total jobs to the working age population) remains below regional and national levels, but is showing signs of continual improvements. An increasing number of VAT-registered

businesses in Lambeth is a gauge of the Borough's economic development and as such the ongoing rise detailed in Figure 5C is a promising contextual indicator.

Figure 5A: Unemployment levels (Defined as proportion of working age residents seeking Job Seeker Allowance)

Source: NOMIS, 2006

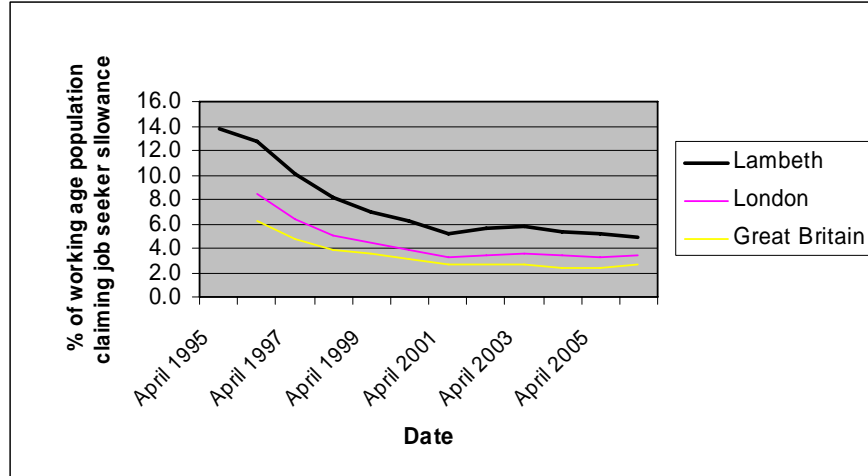


Figure 5B: Job density levels

Source: NOMIS, 2006

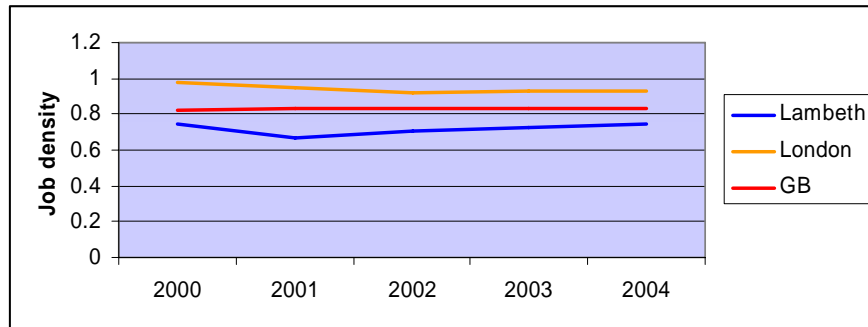
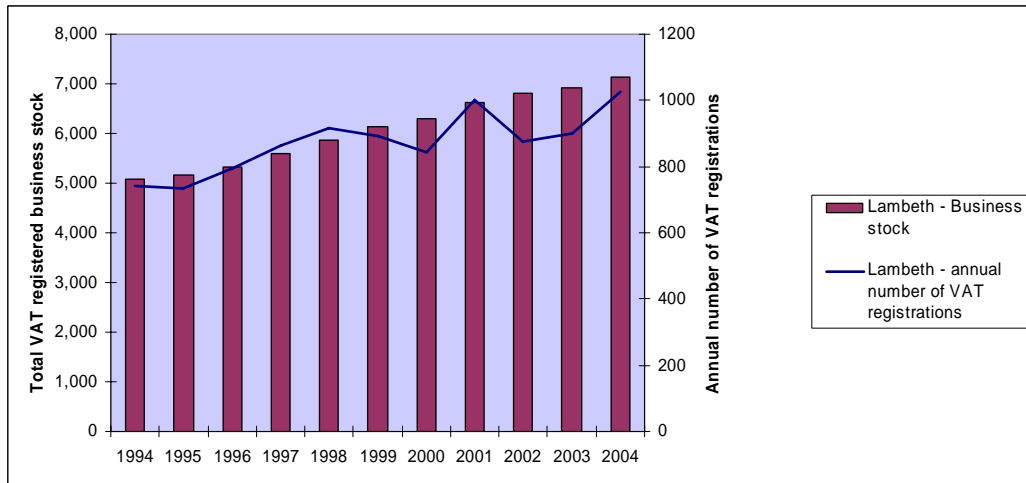


Figure 5C: Number of VAT-registered businesses and annual VAT registrations in Lambeth

Source: NOMIS, 2006



5.1.5 Loss and development of employment floorspace and premises

The Atkins Lambeth Employment Study 2004 identified that there will be a demand for 150,000 to 200,000m² of employment premises over the period of the plan (15 years). This equates to a need for a net increase 10,000m² of employment floorspace a year and relies on protection of existing employment land as well as the development of new premises.

The Council has increasingly utilised RDUDP Policies 21-23 to protect employment land in the Borough. During 2005-6 there was a gross gain of 8461m² and modest net gain of 1794m² completed employment floorspace, with this increase entirely due to completions of new B1 premises, as no additional B2 general industry or B8 warehousing floorspace was completed. In terms of 2005-6 planning approvals relating to employment floorspace there was a net loss of 5966m², with the most notable contribution to this result being a 5557m² net loss of B2 general industry. The details are set out in Figures 5D and 5E.

The net loss is not unexpected given the ongoing pressure on the Borough's employment sites, particularly for housing development due to buoyant residential land values and strong policy support for increased housing supply in the London Plan and in national guidance. Policies EMP6 and EMP7 in the AUDP and Policy 23 in the RDUDP all potentially allow for loss of employment land where in certain prescribed circumstances, such as where a developer can show that there is no demand for employment uses on the site, or the land is no longer suitable for employment-generating activities. To quantify this loss in terms of land area, the Council has calculated that through planning approvals granted in 2005-6, around 2.4 hectares of employment land will be lost, of which 63% (1.52 hectares) will be lost specifically to residential development.

With regards to the 29,312m² of approved employment floorspace in 2005-6, it should be noted that 100% of this was located on previously developed land. This is in accordance with the Council's target and RDUDP policies (Strategic Policy C and Policy 6) which promote the efficient use of land and development of brownfield land.

Figure 5D: Approved gains and losses of employment floorspace in Lambeth 2005-6

Source: Lambeth Planning Service

| Use class | Floorspace lost (m ²) | Floorspace approved (m ²) | Net gain or loss of floorspace (m ²) |
|---|-----------------------------------|---------------------------------------|--|
| B1 – business, office and light industry | 23,153 | 22,482 | -671 |
| B2 – general industry | 7,205 | 1,648 | -5,557 |
| B8 – storage and distribution | 4,920 | 5,182 | +262 |
| Total | 35,278 | 29,312 | -5,966 |

Figure 5E: Completed employment floorspace in Lambeth 2005-6

Source: London Development Database

| | B1 – business, office and light industry | B2 – general industry | B8 – storage and distribution | Total |
|---|--|------------------------------|--------------------------------------|--------------|
| Gross completed floorspace (m²) | 8461 (B1a Office = 1707) (B1b Research = 6754) | 0 | 0 | 8461 |
| Net completed floorspace (m²) | 6158 | -164 | -4200 | 1794 |

5.1.6 Key Industrial and Business Areas

The overall losses of employment floorspace and land in the Borough through planning approvals in 2005-6 can be compared to Lambeth's KIBAs, where employment land is given stronger protection through Policy 22 in the RDUDP and where additional development for employment purposes is encouraged. Some KIBAs are also designated as Major Development Opportunities, or 'Mixed Use Employment Areas', where the RDUDP recognises that some redevelopment involving a mix of uses may be appropriate to stimulate employment development, therefore allowing for limited losses of employment floorspace.

The Council does not currently have accurate figures for the amount of employment land outside of KIBAs. However much is known about the composition of land uses within KIBAs as shown in Figure 5F. The Atkins Employment Study (2004) found that there was a total of 515,210m² of employment floorspace located within the Borough's 29 KIBAs, which cover some 59.73ha. The area designated for KIBAs in the RDUDP did not change during the 2005-6 monitoring period.

Figure 5F: Estimated floorspace in KIBAs by use class

Source: Lambeth Employment Study, Atkins, 2004

| Use class | Total floorspace (m ²) | % of total employment floorspace |
|------------------------------------|------------------------------------|----------------------------------|
| B1a Office | 254,678 | 49.4 |
| B1b Science, R&D | 221 | 0.0 |
| B1c Light industry | 65,932 | 12.8 |
| B2 General industry | 14,704 | 2.9 |
| B8 Storage and distribution | 95,703 | 18.8 |
| Vacant | 45,941 | 8.9 |
| Sui Generis | 37,031 | 7.2 |
| Total employment floorspace | 515,209 | 100.0 |

There was only one development completed in KIBAs in 2005-6. This Stannary Street development was located in a Mixed Use Employment Area (MDO70) and resulted in 1261m² gross of B1 floorspace, but a minor net loss of 332m² B1 floorspace (see Figure 5H).

To gain a more comprehensive picture of the success of Policy 22 in 2005-6 it is useful to examine approved developments as well. There were 13 applications approved involving changes to non-residential floorspace in KIBAs during 2005-6. Although three of these applications involved a small 767m² net loss of employment floorspace, two of these cases were in KIBAs that were also designated as a Mixed Use Employment Areas where such losses are permitted by Policy 22 in the RDUDP. (see Figure 5I for further details). If these losses are considered in terms of land area rather than floorspace, it has been calculated that around 0.29 hectares of employment land was lost in KIBAs through approvals in 2005-6, of which 0.07 hectares was lost to residential development.

However when considering the total gains and losses of employment floorspace in KIBAs through planning permissions granted in 2005-6, Figure 5G shows that there was in fact a net gain of employment floorspace of 8,845m², or around a 2% increase since 2004. This was primarily due to two applications:

- Seagas House on Acre Lane where there was a proposed gain of 2714m² B1 and B8 floorspace; and
- Westminster Business Square at 339 Kennington Lane where there was a proposed gain of over 5000m² B1 floorspace.

Notably planning approvals resulted in around a 3% reduction in overall B2 floorspace in KIBAs. This indicates the ongoing vulnerability of general industry employment in Lambeth.

Figure 5G: Change in KIBA employment floorspace 2005-6 from planning approvals

Source: Lambeth Planning Service. Baseline figures taken from Lambeth Employment Study, Atkins, 2004

| Use Class | Net change of employment floorspace (m ²) | % change over 2004 baseline floorspace |
|--|---|--|
| B1 – business, office and light industry | 6363 | 1.98 |
| B2 – general industry | -428 | -2.91 |
| B8 – storage and distribution | 2910 | 3.04 |
| Total B class | 8845 | 2.05 |

Figure 5H: Completed employment floorspace in KIBAs 2005-6

Source: London Development Database. Baseline figures taken from Lambeth Employment Study, Atkins, 2004

| | B1 – business, office and light industry | B2 – general industry | B8 – storage and distribution | Total | % change over 2004 baseline B1 floorspace |
|--|--|-----------------------|-------------------------------|-------|---|
| Gross completed floorspace (m ²) | 1261 | 0 | 0 | 1261 | 0.39 |
| Net completed floorspace (m ²) | -332 | 0 | 0 | -332 | -0.10 |

Figure 5I: Approved applications involving a net loss of employment floorspace in designated KIBAs 2005-6

Source: Lambeth Planning Service

| Address | Net gain or loss of floorspace (m ²) | | | Total net gain or loss of employment floorspace (m ²) | Residential included in proposed development | Other contributing factors |
|---------------------|--|----|------|---|--|----------------------------|
| | B1 | B2 | B8 | | | |
| 373 Kennington Road | -324 | 0 | 0 | -324 | Yes | Mixed Use KIBA |
| 48 Clyston Street | 323 | 79 | -607 | -205 | Yes | Mixed Use KIBA |
| 231 Kennington Lane | -238 | 0 | 0 | -238 | Yes | Listed Building |

5.1.7 Conclusions and Further Actions

It is difficult to draw any substantial conclusions about the Borough-wide employment policies from a single year of employment land results. In particular there are limitations to the completions data which can be obtained from the London Development Database.

However given the Lambeth Employment Study forecasts a net demand for 10,000m² of employment floorspace a year, the 2005-6 employment floorspace results are a concern as approvals have resulted in a net loss and completions only a 1794m² gain of employment floorspace. Despite the intent of the Borough's employment policies to protect employment land, the overall pressures for housing development in Lambeth and the limited exceptions allowing release of employment land under the UDP policies can lead to such outcomes. This result demonstrates the need for any release of employment land to be carefully managed in line with the exceptions and evidence requirements set out in the RDUDP and AUDP. It may be that future policies need to control the release of employment land more carefully outside KIBAs if this is a continuing trend and Lambeth's employment levels remain below the national average. The Council has commissioned a Business Premises Study to better understand the demand and supply of premises for small business and this will assist in the policy review process.

The policy approach of protecting the Borough's best employment sites through the KIBA designation is being implemented reasonably effectively with an overall net gain of approved employment floorspace in these areas, which meets the target for this indicator. Indeed the increasing importance of the KIBA policy was demonstrated during 2005-6 when the Planning Inspectorate and Secretary of State upheld the Council's decision to refuse an application for student housing on a KIBA site in Timbermill Way, Clapham.

It is hoped in future years to improve the monitoring of employment by establishing clear employment floorspace baselines and information about non-residential completions as part of the Council's ongoing development pipeline project.

5.2 Offices

5.2.1 Strategic Objectives

- Through the planning process the Council will sustain a diverse and strong local economy and maximise education, skills and training opportunities for Lambeth residents.
- The Council will integrate planning and transport decisions to reduce the overall need to travel.
- The Council will promote the viability and competitiveness of the Borough's town centres and district centres.

5.2.2 Office Indicator Summary

| Indicator Number | Indicator | Target | Outcome |
|------------------|---|--|---|
| LOI 6 | Proportion of major office development in preferred locations | 75% of major office floorspace is in preferred locations | <ul style="list-style-type: none"> • No major offices completed during 2005-6 • 89.2% of approved major offices were in preferred locations |
| COI 4b | Amount of office development in town centres | No loss of B1 floorspace in Brixton town centre | <ul style="list-style-type: none"> • Approvals have resulted in 562m² gross gain & 497m² net loss of B1 office floorspace in Brixton • No B1a offices completed in town centres |

5.2.3 Office Policies

| Adopted UDP 1998 | Revised Deposit UDP 2004 |
|--|---|
| Part 1 Strategic Policies | |
| <ul style="list-style-type: none"> G21 – Encourage new employment generating development | <ul style="list-style-type: none"> F – Integrate planning and transport decisions to reduce the overall need to travel. |
| <ul style="list-style-type: none"> G25 - Major office development restricted to specific locations. | <ul style="list-style-type: none"> H – Sustain a diverse and strong local economy I – Promote the viability of town centres |
| Part 2 Detailed Policies | |
| <ul style="list-style-type: none"> EMP10 – Business use (Use class B1) | <ul style="list-style-type: none"> 21 – Location and loss of offices |

5.2.4 Performance

Major office developments introduce new workers in such numbers that they can have a discernible impact on services and infrastructure in the immediate vicinity. The AUDP and RDUDP policies aim to direct such large-scale developments to locations that have high public transport accessibility and a level of infrastructure that can handle such development intensities. In Lambeth's case, these locations are Waterloo, Vauxhall Cross, Albert Embankment and the major centres in Brixton and Streatham. Large offices are resisted in other locations in line with long established policies to protect residential character and amenity, and to promote other uses such as more housing.

There were five major office approvals during 2005-6, of which four of these were in preferred locations for office development, the one exception being located in Venn Street Clapham which was on the site of an existing office (and thus supported by Policy EMP10 in the AUDP). It is considered then that policies EMP10 and 21 are being satisfactorily implemented as only 10.8% of office floorspace approved was not in a preferred location, which complies with the target for this local indicator.

There was only one major B1 development being competed during 2005-6 and this was not an office, but rather a medical research facility. It is located adjacent to Kings College Hospital which is considered a suitable location for such uses.

Figure 5J: Major B1 approvals and completions 2005-6

Source: Lambeth Planning Service

| Address | Floorspace (m ²) | In preferred area? |
|---|------------------------------|--|
| Approved Developments | | |
| 8 Leake Street | 2992 | Y - Waterloo |
| Westminster Business Square 339 Kennington Lane | 5137 | Y - Vauxhall Cross |
| 1 And 2 Citadel Place | 1850 | Y - Vauxhall/Waterloo |
| Units 5 And 6 Citadel Place | 1010 | Y - Vauxhall/Waterloo |
| Windsor Works Venn Street | 1335 | N – Clapham, but site of existing office |
| Completed developments | | |
| GAF site, Kings College, Rear 123 Coldharbour Lane | 6754 | N – Camberwell, but medical research facility adjacent to Kings College Hospital |

With regards to planning approvals for offices in major and district town centres, Lambeth records indicate that 3076m² of B1 use class floorspace (which, it must be noted, may include uses other than offices) was approved in the Borough's major and district town centres in 2005-6. As shown in Figure 5K though, when considered on a net basis, planning approvals in fact allowed for an overall loss of B1 floorspace in town centres.

Figure 5K: Gross gains and net gain or loss of B1 floorspace in District and Major Town Centres approved 2005-6

Source: Lambeth Planning Service

| | Gross approved B1 floorspace (m ²) | Net gain or loss of B1 floorspace (m ²) |
|--------------------------------|--|---|
| Streatham Major Centre | 1874 | 1322 |
| Brixton Major Centre | 562 | -497 |
| Norwood District Centre | 640 | -1516 |
| Clapham District Centre | 0 | -441 |
| Other District Centres | 0 | 0 |
| Total | 3076 | -1132 |

The net gain of B1 floorspace being approved in Streatham may be considered somewhat unexpected. RDUDP Policy 21 provides greater support for the release of office space in Streatham than in other centres due to the perceived levels of surplus office space in this major centre. In contrast there was a loss of 497m² of B1 floorspace in Brixton town centre where Policy 21 takes a stricter protectionist position.

These overall losses of floor space are not particularly large and given Policy 21's stance in allowing the conversion of surplus offices outside KIBAs, then this is a reasonable outcome. The loss in Brixton relates to one scheme which had long standing vacant office space and therefore met the change of use criteria of the relevant policies.

5.2.5 Conclusions and Further Actions

It is considered that the policies pertaining to office development in both the AUDP and RDUDP are operating effectively with most major new office schemes being directed to preferred locations and only limited losses of office floorspace in town centres. The ongoing gains and losses of floorspace in Brixton and Streatham in particular should be closely monitored to analyse whether they are in accordance with the provisions of RDUDP Policy 21.

In future years it is hoped to supplement existing information about non-residential completions with the Council's own data about completed office developments to provide a fuller picture of the office pipeline in the Borough.

Section 6 - Retail, Leisure and Town Centres

6.1 Introduction

The London Borough of Lambeth is committed to a vital and viable network of healthy, thriving, attractive and prosperous town centres, functioning as economic and social hubs that serve their catchment areas with a wide range of necessary comparison and convenience retail, leisure and other necessary services. Some of the challenges facing Lambeth will be to accommodate for additional levels of retailing within the context of its network of town centres, many of which are wholly or partly situated within conservation areas and contain a notable residential presence. This will require careful, pragmatic and balanced planning policies that will ensure that improvements in one aspect of town centre regeneration will not be to the detriment of others. Lambeth will also seek a distribution of future retail and leisure provision to town centres where they are appropriate and suitable in terms of scale, role and character, in line with national planning guidance.

Retail, leisure and town centres are addressed through policies in the AUDP and RDUDP which cover town centre regeneration, assessment of major retail and leisure uses, maintaining active frontages, ensuring an appropriate level of night time economy uses in town centres, as well as other specific policies.

6.1.1 Strategic Objectives

- The Council will promote the viability and competitiveness of the Borough's town centres.
- Through the planning process the Council will ensure sufficient local facilities to meet community and cultural needs.

6.1.2 Retail, Leisure and Town Centres Policies

| Adopted UDP 1998 | Revised Deposit UDP 2005 |
|---|--|
| Part 1 Strategic Policies | |
| <ul style="list-style-type: none"> • G26 - Secure a pattern of shopping provision suited to retailing and consumer needs and accessible to the population. | <ul style="list-style-type: none"> • I – Promote viability and competitiveness of town centres |
| <ul style="list-style-type: none"> • G27 – Protect retail character of larger shopping centres and support a range of local shops. | <ul style="list-style-type: none"> • J - Ensure sufficient local facilities to meet community and cultural needs. |
| <ul style="list-style-type: none"> • G35 – Provide a wide range of community, leisure and recreation facilities | <ul style="list-style-type: none"> • M – Protect and enhance open space and meet recreation, sporting and play needs. |
| Part 2 Detailed Policies | |
| <ul style="list-style-type: none"> • S3 – New shopping development, rebuilding and extension of existing shops. | <ul style="list-style-type: none"> • 4 – Town centres and community regeneration |
| <ul style="list-style-type: none"> • S5 – Large scale shopping development | <ul style="list-style-type: none"> • 5 – The sequential approach to uses which attract a lot of people |
| <ul style="list-style-type: none"> • S8 – Change of use in primary frontages in major and district centres | <ul style="list-style-type: none"> • 26 – Community facilities |
| <ul style="list-style-type: none"> • S9 – Change of use in secondary frontages in major and district centres | |

| Part 2 Detailed Policies (continued) | |
|--|--|
| • S10 – Changes of use in neighbourhood centres | |
| • S14 – Food and drink (Use class A3) | |
| • S18 – Leisure and recreation use | |
| • RL36 – New indoor sports facilities | |
| • RL37 – Retention and better use of indoor sports facilities | |
| • RL39 – Snooker clubs, pool halls, fitness training centres and other private facilities. | |
| • RL43 – Community facilities | |

6.2 Retail and Leisure Development

6.2.1 Retail and Leisure Indicator Summary

| Indicator Number | Indicator | Target | Outcome |
|------------------|--|--|---|
| COI 4a | Amount of retail and leisure development | Annual A1 retail provision of 2000 – 2500 m ² | Retail: <ul style="list-style-type: none"> • A1 gross approvals (05-06) = 3252m² • A2 gross approvals (05-06)= 970m² • 5 year A1 completions = 10,597m² Leisure: <ul style="list-style-type: none"> • D2 gross approvals (05-06)= 1855m² • No D2 completions |

6.2.2 Performance

Regional research¹ has identified for the London Borough of Lambeth a convenience floorspace requirement of 14,631m² at moderate growth to the year 2016. This figure will need to be refined through further local retail assessments to consider local circumstances and qualitative analysis of retail provision, however it does provide a broad indicative guide as to the amount of retail that the Council will aim to achieve over the period 2006-2016.

Similar research has also identified a number of scenarios for provision of comparison retail over the same period to 2016², based on retail productivity levels and assuming levels of sales density per sq. metre. At the supported level of retail productivity of 2.5% and assuming a sales density of £4000/m², a comparison floorspace requirement projected for the London Borough of Lambeth is 10,851m². Whilst this projection is lower than that concluded in independent studies carried out by the borough, this figure does consider large planned retail developments in adjoining boroughs and acknowledges increased levels of productivity. It will also, as with convenience retail provision, need to be further refined to account for local circumstances. It nonetheless provides a broad indicative guide to the amount of comparison retail that the Council will aim to secure over the period 2006-2016.

¹ GLA London Town Centre Assessment, Stage 2: Convenience Goods Floorspace Need, May 2005.

² GLA London Town Centre Assessment, Stage 1: Comparison Goods Floorspace Need, September 2004.

An independent leisure assessment carried out for the Council in 2001³ indicated that for the period to 2011 there was limited demand for an additional small cinema and no further demand for health and fitness facilities. The consultants also concluded that any further leisure facilities could be determined through the Council's planning policies. The Council does not consider, in the light of such limited demand for leisure facilities, that there is any practical target to set for leisure provision and that additional facilities can be secured through its planning policies.

In the AUDP policies aim to secure and retain an accessible pattern of shopping provision suited to modern retail and consumer needs, with new retail provision encouraged in town centres. Policy 4 of the RDUDP promotes a pattern of town centre development to sustain and enhance the vitality and viability of the Borough's town centres, with the development of centres to occur in a complementary manner. Subject to further retail analysis for refinement of regional estimates and depending on retail provision secured in any one annual period, the Council will endeavour to secure on average the provision of 1000-1500m² per annum gross of convenience retail provision and 1000m² per annum gross of comparison retail provision appropriately and sustainably distributed throughout the borough's network of town centres. However, there are factors to consider in the measurement of retail provision in the borough. Firstly there is the neighbouring borough of Westminster, the main comparison shopping magnet in London and south-east England. This has an evident impact on comparison retail strength and provision in the borough and therefore significant developments in Westminster can affect the demand for comparison units in any given year in Lambeth. Secondly, it is important to consider the time lag between planning permission and implementation of retail schemes and also the fact that development of significant retail schemes, particularly convenience, do not occur regularly, yet when they do occur they can add several thousand square metres to the Borough's convenience retail provision. Due to such factors, retail provision in the Borough is measured on a five year basis rather than annually, as an annual figure may be low in any one year and heavily compensated for in the following year, for which an annual benchmark would not be justified.

The Council's records of completed retail developments over the past five years are currently incomplete, but indicate that up to 10,597m² of retail floorspace has been completed. It must be noted that the actual figure is likely to be lower due to some planning permissions allowing for multiple use classes to occupy a space. However this result is approximately in line with the target for an annual retail provision of 2000-2500m². Unfortunately the split between convenience and comparison floorspace is unknown. In 2005-6 there were no known completions of leisure or major retail developments.

Turning to planning permissions in 2005-6 and Figure 6A shows that through approvals granted over this period there was a 205m² net decrease in retail floorspace. There was also a more substantial loss of A4 drinking establishment floorspace of 1445m². The most significant gain in A class floor space was for restaurants and cafes which reflects an ongoing demand for this sector.

³ Retail and Commercial Leisure Study, Drivers Jonas, September 2001.

Figure 6A: Gains and losses of A and D class floor space through planning approvals in 2005-6

Source: Lambeth Planning Service

| | Floorspace lost (m ²) | Floorspace approved (m ²) | Gain/Loss of Floorspace (m ²) |
|---|-----------------------------------|---------------------------------------|---|
| A1 – shops | 3458 | 3253 | -205 |
| A2 – financial and professional services | 535 | 970 | 435 |
| A3 – restaurants and cafes | 1426 | 2666 | 1240 |
| A4 – drinking establishments | 1870 | 425 | -1445 |
| A5 – hot food take aways | 0 | 45 | 45 |
| Net A class floorspace outcome | 7289 | 7359 | 70 |
| D2 – assembly and leisure | 1978 | 1855 | -123 |
| Net A class and leisure floorspace outcome | 9267 | 9214 | -53 |

6.2.3 Conclusions and Further Actions

The Council is broadly achieving the estimated projected retail growth based on completed retail development over the past 5 years. However changes in retail provision or demand could be triggered by major developments in neighbouring boroughs, changes in the economy, accelerated increase in the level of productivity or changes in shopping patterns. Should the 5-year monitor indicate that the Council is not meeting the target for new retail development, taking into account such factors as noted above of how retail provision/demand can vary, the Council will have to review the policies on retail and town centres.

Whilst overall provision of new retail development appears to be in line with expectations, given the UDP's emphasis on locating new retail provision in town centres, then it is also necessary to examine the spatial distribution of A class development to determine the effectiveness of Lambeth's policies. This is done in Section 6.2.2 below.

It is hoped that through improvements to Lambeth's development pipeline that in future AMRs it will be possible to more comprehensively analyse completed and approved retail and leisure developments. In particular the break down of figures between convenience and comparison retailing will enable more effective and detailed scrutiny of policy performance.

6.3 Town Centres

6.3.1 Town Centres Indicator Summary

| Indicator Number | Indicator | Target | Outcome |
|------------------|--|---|---|
| COI 4b | Amount of retail and leisure development in town centres | 70% of new retail and leisure floorspace occurs in town centres | <ul style="list-style-type: none"> 5 year A1 completions = 3700m² No D2 completions in 2005-6 35% of completed retail floorspace in the last 5 years has been in town centres |
| LOI 7 | Retail vacancy in core of town centres | 20% reduction in vacant floorspace in cores of town centres by 2017 | % vacant premises in 2004 and 2006 <ul style="list-style-type: none"> Streatham = No change: 6% Brixton = Increase: 4% - 12% Lower Marsh = Decrease: 12% - 7% Clapham = Decrease: 7.5% - 7% Stockwell = 6% in 2004* West Norwood = 12.5% in 2004* * 2006 data not available |

6.3.2 Performance

In terms of reducing the need to travel to local services and creating a sustainable network of town centres, it is important to ensure that the primary location for retail and leisure is within town centres and that they are discouraged from out of town locations. The AUDP and RDUDP's policies strive to direct as much as possible of future retail and leisure provision to the appropriate town centre within the borough's network of town centres. However, there may be occasions when a retail or leisure development, having been subjected to the sequential approach and any other applicable tests of retail impact, can not be accommodated in a town centre whilst there is an identified need for such a facility. It would not be realistic then to exclude the potential that out of town centre development will occur, as identified in national guidance as the least preferred option of the sequential approach. The Council aims therefore to achieve the majority of all new retail and leisure floorspace in the appropriate town centre within the borough's town centre hierarchy in accordance with national guidance.

Of the 10,597m² of retail floorspace completed in Lambeth over the past five years, only 35% has occurred within town centres, which is lower than the 45% figure recorded in last year's AMR and well below the 70% target. There are a number of reasons for this outcome, but a key issue is that given the relatively small number of completed developments, it means overall results can easily be distorted by one or two individual applications. For example 88% of the completed out-of-centre floorspace can be attributed to just two major developments:

- A 2829m² Tesco convenience store in Clapham South which was granted approval adjacent to a local centre by the Secretary of State and not the Council; and
- A 3246m² component of the St George's Wharf development, which although being out-of-centre plays an important role in adding vitality to a large mixed use development which is highly accessible by public transport and located in the Vauxhall Opportunity Area under the London Plan. Vauxhall has also been identified as a possible future District Centre in the RDUDP.

Having regard to planning permissions for retail development in town centres, Council's records show that of the 3253m² gross approved A1 floorspace in Lambeth during 2005-6, 2615m² (80%) of that floorspace was located in town centres. This indicates that the UDP's policies to encourage retail development in town centres, particularly Policies 4 and 5 in the RDUDP, can be reasonably effective in achieving this outcome. In overall terms though planning approvals resulted in very little change in retail floorspace in town centres during 2005-6, apart from West Norwood District Centre, as set out in Figure 6B.

Figure 6B: Change in A1 floorspace in town centres through planning approvals 2005-6

Source: Lambeth Planning Service. Baseline data taken from Lambeth Food and Drink Capacity and Retail Market Study, Nathaniel Lichfield and Partners, 2004

| Town Centre | Net change in A1 retail floorspace (m ²) from planning approvals 2005-6 | % change in retail floorspace from 2004 baseline |
|------------------------------|---|--|
| West Norwood District Centre | 1289 | 10.76 |
| Streatham Major Centre | 123 | 0.35 |
| Lower Marsh District Centre | -80 | -1.29 |
| Clapham District Centre | 395 | 2.38 |
| Brixton and Stockwell | No change | |

Another important aspect of town centre policies in both the Adopted and Replacement UDPs is trying to maintain the vitality and viability of the Borough's town centres by protecting the ground floor frontages for active uses and restricting changes of use from A1 retail in core areas. For example Policy 4 in the RDUDP states that within the core of Major and District centres active frontage uses should be A or D class. In addition ground floor changes of use from A1 retail uses will not be permitted where less than 50% of original units would remain A1 use. Figure 6C shows that a high proportion of premises in the core of Brixton, Streatham, Clapham and Lower Marsh are A and D class premises. This illustrates that the policies of the UDPs which encourage a concentration of shopping, services, leisure and community uses in the core of town centres have been reasonably successful, with A and D class uses comprising over 75% of premises in all cases. Only Brixton has recorded a distinct decline in such uses, dropping 8% between 2004 and 2006 due to increased vacancy rates (see below).

A further way of measuring the health of a town centre can be the level of vacancy existing in the centre and the demand for units in the centre from retailers. It should be noted that a different set of data has been used to capture town centre vacancies in this year's AMR to ensure that this local indicator can be tracked consistently over future years. Vacancy rates for the core of the centres shown in Figure 6C are generally quite low, apart from Brixton which has recorded a 12% vacancy figure, this being three times higher than 2004 levels.

6.3.3 Conclusions and Further Actions

The low proportion of completed retail development in town centres would on its own suggest that UDP policies are not being effectively implemented. However as was shown above this figure does not on its own provide a complete picture as the outcome has been heavily distorted by two anomalous developments. It must also be remembered that this figure represents developments approved well before the RDUDP was adopted and being applied to applications. As such it is considered that over time the proportion of completed retail development occurring in town centres should rise as

shown by the fact that 80% of approved retail development in 2005-6 occurred in town centres. The support of the UDP Inspector for Policies 4 and 5 in the RDUDP will also assist by allowing greater weight to be given to these policies over coming years. Nevertheless given the intensively developed nature of the Borough's town centres, it will remain difficult for large new retail developments to find adequate sites within town centres and so there is likely to remain a notable level of out-of-centre development.

In relation to the health of town centres, there has been few changes since 2004 apart from Brixton where increased vacancy rates have led to a noticeable reduction A and D class premises in the town centre core. This situation should be monitored closely over future years to ascertain whether it is an ongoing trend that requires intervention.

It is hoped that through improvements to Lambeth's development pipeline that in future AMRs it will allow for a more comprehensive and accurate analysis of development occurring in town centres. It would be useful to also monitor the break down of uses within town centres over time to examine whether there remains a strong retail sector, or whether other uses are gradually encroaching on core shopping areas.

Figure 6C: Vacancy rates in specified town centre core areas (as designated in the RDUDP) 2004 and 2006

Source: Experian surveys

| | A or D class premises | | Non A or D class premises | | Vacant premises | | Total premises | |
|--------------------------------|-----------------------|----------------|---------------------------|---------------|-----------------|--------------|----------------|------|
| | 2004 | 2006 | 2004 | 2006 | 2004 | 2006 | 2004 | 2006 |
| Streatham Major TC | 214 (83%) | 216 (83.4%) | 28 (11%) | 27 (10.4%) | 17 (6%) | 16 (6.2%) | 259 | 259 |
| Brixton Major TC | 224 (91%) | 204 (83%) | 13 (5%) | 12 (5%) | 10 (4%) | 30 (12%) | 247 | 242 |
| Lower Marsh District TC | 72 (80%) | 72 (77%) | 7 (7.8%) | 15 (16%) | 11 (12.2%) | 7 (7%) | 90 | 94 |
| Clapham District TC | 122 (83%) | 126 (85%) | 14 (9.5%) | 12 (8%) | 11 (7.5%) | 10 (7%) | 147 | 148 |

Note: 2006 data is not available for West Norwood and Stockwell District Centres. However 2004 data indicates vacancy rates of 12.5% and 6% respectively.

Section 7 - Environmental Resources

7.1 Open Space

There are two hundred and twenty eight open spaces in Lambeth which have an area of more than 0.2 hectares. The importance of these sites is reflected by the policies of the Adopted and Replacement UDPs which seek to define, preserve and improve open space in the Borough. The Inspector's Report on the Replacement plan was published in February 2006 was supportive of the policies in the RDUDP. The consolidation of the eleven policies from the 1998 plan to two policies in the RDUDP has not diluted the strength of the protection or importance given to open space and sports provision in the Borough.

The Council's 2004 Open Space Strategy was endorsed by Executive in March 2006. The Open Space Strategy contains a series of policies which supplement the policies of the development plan. The policies relating to open space are a result of collaborative work between the Planning and Parks Departments of the Council.

7.1.1 Strategic Objectives

- The council will protect and enhance the borough's natural environment and biodiversity
- The council will protect and enhance the boroughs open spaces, and ensure that recreational sporting and play needs are met

7.1.2 Open Space Indicator Summary

| Indicator Number | Indicator | Target | Outcome |
|------------------|--|--|--|
| COI 4c | Eligible open space for green flag award | 2 submissions per year to green flag award | Milkwood Road Community Open Space eligible in 2005/2006 (awarded in 2006/2007) |
| LOI 8 | Unrestricted open space per 1000 persons | No net loss of open space | No net loss of open space. Level of unrestricted open space per 1000 persons = 1.54 hectares |
| LOI 9 | Satisfaction with parks | 60% resident satisfaction. | 76% satisfaction |

7.1.3 Relevant Open Space Policies

| Adopted UDP 1998 | Revised Deposit UDP 2004 |
|--|---|
| Part 1 Strategic Policies | |
| <ul style="list-style-type: none"> • G9 – Retain and enhance parks and open space | <ul style="list-style-type: none"> • M – Protect and enhance open space and meet recreation, sporting and play needs |
| <ul style="list-style-type: none"> • G36 – Retain and improve existing open space and create additional public open space | |

| Part 2 Detailed Policies | |
|--|---|
| • RL16 – New public open space | • 44 – Metropolitan Open Land |
| • RL19 – Areas of continuing local park or small park deficiency | • 45 – Protection and enhancement of open space and sports facilities |
| • RL20 – Preserving public open space | |
| • RL21 – Metropolitan Open Land | |
| • RL22 - Rush Common | |
| • RL23 – London Squares | |
| • RL24 – Improving pedestrian access to parks | |
| • RL26 – Safety and security in parks | |

7.1.4 Quality of Open Space

The Green Flag Award is the national standard for the quality of parks and open spaces. The Council's Parks Department may enter open spaces that they have responsibility for monitoring and managing. Eligibility for the Green Flag Award is proven by judgement and assessment over eight criteria including the utilisation of a management strategy and the accessibility of the site. Lambeth's target for this indicator is to submit two Council managed sites for the award per year. In 2005-6, one Lambeth open space, Milkwood Community Open Space, was entered for this award, and was found to be of an appropriate standard to receive the award. This is one of several sites listed in the table below (see Figure 7A) which was highlighted as needing investment in the 2004 Open Space Strategy. UDP policies G9, M, RL16, RL21, 44 and 45 contribute towards achievement of Green Flag awards by protecting open space from inappropriate development and encouraging improvements to ensure parks are of a high standard.

Figure 7A: Examples of some of the open space investment programmes currently taking place in the borough

Source: Lambeth Parks Department 2006

| Site | Recent Improvements |
|----------------------------------|---|
| Kennington Park Extension | Over £430,000 of improvements to the whole of Kennington Park, of which about £150,000 relates to or impacts upon the quality of facilities or access to the Extension. Works on the extension includes new fencing, security features and a 'green link' connecting the Extension to Park proper. £4,200 allocated to Kennington Park for new entrance signage, including the Extension. |
| Milkwood Open Space | Over £500,000 secured by Council and community for new playground, youth facilities, lighting, fencing, sports pitches and games court, landscaping and seating or communal areas. Site now called "Milkwood Community Park", and is now Lambeth's first Green Flag Award site. |
| Norwood Park | £430,000 invested in new games court, playground, building refurbishment and fencing. Site master plan developed in partnership with Friends; £2,400 allocated to Norwood Park for new entrance signage. |
| Ruskin Park | Over £150,000 spent on play equipment upgrading, refurbishment of community buildings and sports pitches, and tree works. Management plan developed for Ruskin Park in partnership with Friends of Ruskin Park; £4,200 allocated to Ruskin Park for new entrance signage. |
| Streatham Vale Park | £28,800 invested in new gates, signage, refurbished play equipment, site security and boundary improvements. Site master plan being developed in partnership with Friends of Streatham Vale Park and Groundwork. |

Another key indicator of the quality of open space can be obtained through resident surveys which are carried out every two years and provide essential feedback on resident's perceptions of key services in the borough, including with respect to local parks. The target is for 60% or more residents to be satisfied with parks from the residents survey (those rating parks as being average, good, very good or excellent). The results are tabulated below in Figure 7B. In 2005-6 this figure was 76% percent, which is an increase of 3% on the previous survey.

Figure 7B: Results of residents survey 2003-4 and 2005-6

Source: Lambeth ALG residents survey 2005/6

In the biennial residents survey the following question was asked:-
"What is your opinion of parks, playgrounds and open spaces?"

| RESULTS | 2005-6 Lambeth % | 2003-4 Lambeth % |
|----------------|---------------------|---------------------|
| (Base) | (1044) | (1007) |
| Excellent | 1 | 1 |
| Very good | 8 | 8 |
| Good | 42 | 35 |
| Average | 25 | 29 |
| Poor | 13 | 15 |
| Very Poor | 3 | 5 |
| Extremely poor | 2 | 2 |
| Don't know | 5 | 4 |

The Council's Open Space Strategy has identified sixteen priority sites for improvement. Three of these sites are not Council owned or managed and outside the Council's remit for improvement, however the other thirteen are have undergone (in the past 2 years) or are currently undergoing improvement. The holistic nature of the RDUDP's policy approach to maintaining and improving parks recreation facilities and biodiversity will continue to support such improvements to Lambeth's open space.

7.1.5 Unrestricted Open Space

Unrestricted open spaces are sites that are available to the public at all times, and include local parks which may have restrictions between dusk and dawn. The 2005-6 outcomes indicate that the UDP policies to protect existing open space were effective as there was no net loss of unrestricted open space in the Borough at a time when pressure for new housing is extremely high. Currently unrestricted open space in the Borough per 1000 population is 1.54 hectares, set out in the Open Space Strategy. The National Playing Field Association (NPFA) has a minimum standard for outdoor playing space of 2.4 hectares (six acres) for 1000 people, comprising 1.6 hectares (four acres) for outdoor sport and 0.8 hectares (two acres) for children's play.

There has been no increase in open space in the past twelve months. Opportunities to achieve the NPFA standard are limited in London as the existing built environment and demand for future housing are high. In 2002, Lambeth had the sixth highest population density (number of people per square km) in London. This high population density coupled with the need for housing in the borough creates a need conflict with open space provision in the borough.

Retention and improvement of existing open space are a priority for the Council and the Planning Department working in collaboration with the Parks Department will work to ensure that contributions from Section 106 agreements and funding from other sources are utilised appropriately to ensure that the quality and quantity of open space in the borough is maintained. A programme of park improvement has received a significant amount of funding and changes are already being made in the borough (see Figure 7A).

7.1.6 Conclusions and Further Actions

There will continue to be a conflict between the need to protect and preserve open space, and the necessity to provide housing and development to meet economic and social needs, not only in Lambeth but in London as a region. The policies in the Adopted and Replacement UDPs are strongly prohibitive of inappropriate development on open space and have a requirement for open space facilities to be re-provided elsewhere should development be allowed. This should ensure that there is no net loss of unrestricted open space in the Borough.

It is considered that the open space policies in the Council's development plan are also effective in contributing to the improvement of the quality of open space in the borough. As there are limited opportunities to increase open space in Lambeth, improvement of existing open space is a priority. Resident satisfaction with local parks is rising, the current submission for a Green Flag award was successful and model of investment management and monitoring (see Figure 7A) will be continued to ensure that the annual target of two submissions for the Green Flag award should be met successfully in future years.

7.2 Biodiversity

7.2.1 Strategic Objective

- The council will protect and enhance the borough's natural environment and biodiversity.

7.2.2 Biodiversity Indicator Summary

| Indicator Number | Indicator | Target | Outcome |
|------------------|---|-----------------------|-----------------------------|
| COI 8i | Change in priority habitats and species | No detrimental change | No known detrimental change |
| COI 8ii | Change in areas of environmental value | No detrimental change | No known detrimental change |

7.2.3 Relevant Biodiversity Policies

| Adopted UDP 1998 | Revised Deposit UDP 2004 |
|--|--|
| Part 1 Strategic Policies | |
| <ul style="list-style-type: none"> G8 – Protect and enhance sites of nature conservation importance. | <ul style="list-style-type: none"> L – Protect and enhance natural environment and biodiversity |
| Part 2 Detailed Policies | |
| <ul style="list-style-type: none"> ENV1 – Protection of sites of Metropolitan or Borough importance for nature conservation | <ul style="list-style-type: none"> 46 – Protection and enhancement of the natural environment |

Part 2 Detailed Policies (continued)

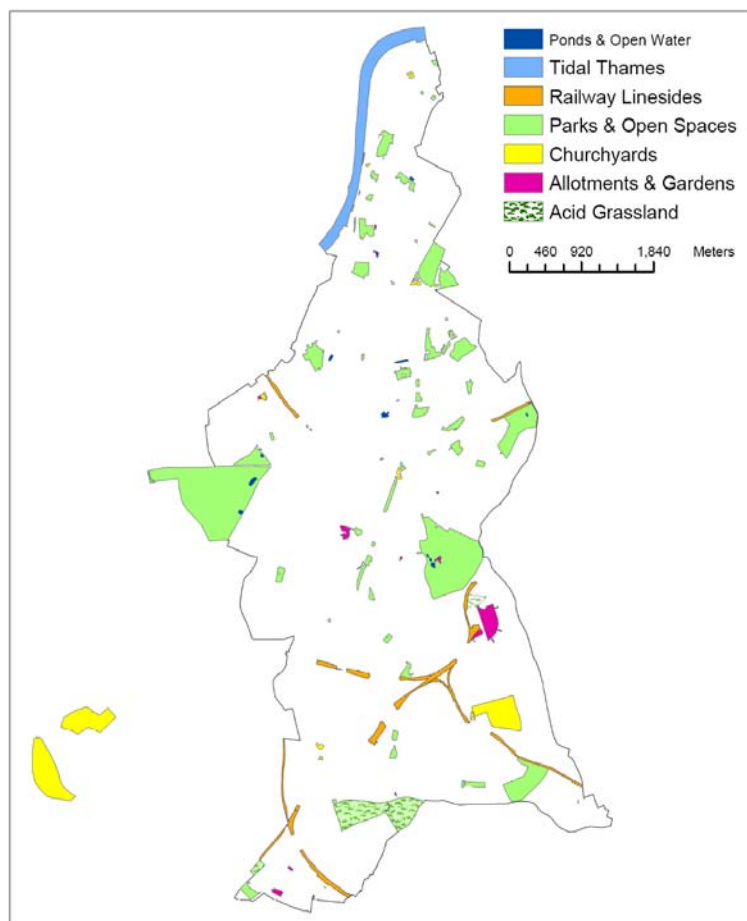
- ENV2 – Protection of sites of local importance for nature conservation
- ENV3 – Wildlife habitats
- ENV4 – Green corridors and green links
- ENV6 – Local nature reserves

The policies of the Replacement and Adopted UDP work in conjunction with other legislation to protect biodiversity in the borough. Lambeth is typical of many London boroughs in that there are no Sites of National Importance within its boundary.

Figure 7C: Biodiversity areas in Lambeth

Source: Biodiversity Action Plan

London Borough of Lambeth Biodiversity Action Plan Map



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Figure 7D below gives a breakdown of each habitat and species in Lambeth that is protected under the overarching Biodiversity Action Plan (BAP). It can be seen that from a biodiversity perspective importance is placed on quality of habitat rather than quantity, for example Acid Grassland constitutes an area of only 0.22% of the borough. When considering species, most protection is being afforded to species in the most rapid decline. The policies of the development plan, particularly Policy 46 in the RDUDP, protect habitats and species of biodiversity significance and Figure 7C shows that these habitats are spread across the length and breadth of the Borough.

The built environment can have a significant effect on both habitats and species. It can be difficult to assess and monitor biodiversity (especially species) focusing solely on Lambeth as a geographic area though. Often habitats and the species that inhabit them, cross borough

boundaries. To prevent over counting of organisms, more accurate results are gained from regional monitoring. Furthermore opportunities to increase biodiversity monitoring in the borough are dependent on several external constraints that fall outside the

planning system. The policies of the Replacement and Adopted UDP can have greatest impact in ensuring that existing habitats are protected and that new habitats (including green roofs and walls) are developed. The outcomes for 2005-6 show that for what is currently measured in the borough, (environmental quality and habitats) there have been no known detrimental changes.

Figure 7D: Protected habitat and protected species in the Biodiversity Action Plan

Source: Lambeth Biodiversity Action Plan 2006

| Habitat | Species |
|--|--|
| Acid Grassland - 0.22% borough Eardley Road sidings, Peabody Hill and Streatham Common designated Sites of Importance for Nature Conservation (SNIC) | Bat Action Plan – 2 species occur in all London boroughs. No current information on the status of the bat in the borough |
| Allotments and community gardens action plan – 0.61% borough 1 plot to every 450 people | Blackbird Action Plan – difficult to provide exact numbers due to the mobility of the birds |
| Built Environment Action Plan – also known as ‘vertical habitat’ approx 80% borough built environment | Crucian Carp Action Plan – over 500 in Brockwell Park Ponds, need to ensure that no loss of genetic identity |
| Churchyard and Cemeteries Action Plan – West Norwood Cemetery, 15 churches of which 7 have church gardens, and / or churchyards Approx 0.75% of the Borough | House Sparrow Action Plan - no figures for Lambeth, but London wide figures have declined. |
| Parks and Greenspaces – 64 officially designated sites which make up 270ha in the Borough (9.9%) | Mistletoe Action Plan – only present in 19 London boroughs including Lambeth |
| Ponds and open water Action Plan – 23 ponds and areas of open water 0.092% of total land area of the Borough | Reptile Action Plan – Grass snakes, common lizards present in Lambeth – due to their mobility difficult to record numbers. |
| Private Gardens Action Plan – approx 20% of the borough mainly in south central half of the Borough | Stag Beetle Action Plan – 39 recorded in 2005, the highest of any inner London borough and 5 th highest across London |
| Railway Linesides Action Plan – railway corridor and lineside – 3.4% borough of which 3.4% is SNIC | |
| Tidal Thames Action Plan – 4.5% of total length of the Thames is in Lambeth | |
| Woodlands Action Plan – 17 Hectares, 0.62 of the Borough | |

7.2.4 Conclusions and Further Actions

The policies of the UDP do not exist in isolation and for this reason the success of the policies relating to biodiversity and protection of areas of environmental value have to be considered in conjunction with other policies of the UDP, such those protecting open space, and other legislation. As there has been no known detrimental change in the habitats and environmental value of the habitats, it is considered that the policies of the UDP have been effective in protecting habitats from inappropriate development. Future development should not encroach on Sites of Importance for Nature Conservation and through the policies of the UDP the Borough has been able to reconcile the conflict between the need to protect the biodiversity in the borough with the need for residential development. The creation of additional green space in Lambeth, through amenity land associated with future development and Section 106 funding will ensure that the matrix

of green chains in the borough are maintained giving further opportunities for colonisation by diverse flora and fauna in the borough.

7.3 Water Quality and Flooding

7.3.1 Strategic Objective

- The Council will minimise pollution and seek sustainable management of energy, water and other resources including waste.

7.3.2 Water Quality and Flooding Indicator Summary

| Indicator Number | Indicator | Target | Outcome |
|------------------|---|--------|---------|
| COI 7 | Number of permissions granted contrary to Environment Agency advice (on flood defence or water quality grounds) | 0 | 0 |

7.3.3 Relevant Water Quality and Flooding Policies

| Adopted UDP 1998 | Revised Deposit UDP 2004 |
|---|--|
| Part 1 Strategic Policies | |
| <ul style="list-style-type: none"> G12 – Encourage reductions in water-borne pollution and protect water resources | <ul style="list-style-type: none"> N – Minimise pollution and seek sustainable management of energy, water and other resources including waste. |
| Part 2 Detailed Policies | |
| <ul style="list-style-type: none"> ENV18 – Water | <ul style="list-style-type: none"> 48 – Pollution, public health and safety |

7.3.4 Performance

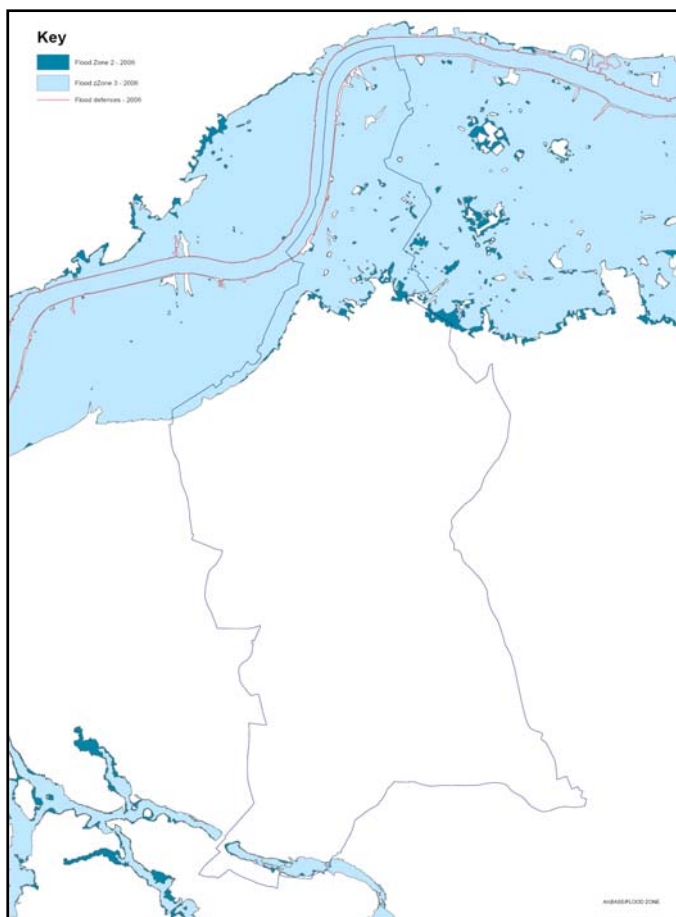
This indicator measures the developments in the Borough which may have a detrimental affect on water quality or could be affected by flooding. The main flood risk zone in the Borough is to the north, in closest proximity to the Thames (see Figure 7E). The flood defence there brings the overall risk down further inland. Additionally at the bottom south west corner of the borough the presence of the Wandle Valley creates an area of flood risk.

In keeping with the strategic objectives of Lambeth Council to preserve and enhance natural resources in the borough and more specifically Policy 48 of the Replacement plan and policies ENV18, N and G12 of the Adopted plan, developments which will have a detrimental impact on water quality are contrary to policy.

In 2005, no planning permissions were granted contrary to Environment Agency advice in accordance with the Council's target. The Environment Agency did however raise an objection to one planning application on the grounds of flood risk. The application site is in Coldharbour Ward and is an outline application for a residential development of over 500 units. No decision on the application has been made during 2005-6.

Figure: 7E: Flood Risk Areas in the London Borough of Lambeth

Source: Environment Agency 2006



7.3.5 Conclusions and Further Actions

The policies of the Replacement and Adopted UDPs are providing appropriate protection of water resources and for this reason the Council will continue to work in conjunction with the Environment Agency and ensure that all development in those areas provides a Flood Risk Assessment where required. Additionally the utilisation of sustainable urban drainage systems will be encouraged with a view to ensuring that the potential detrimental effects to water quality as well as flood risk are addressed through the planning system.

7.4 Renewable Energy

7.4.1 Strategic Objectives

- The Council will minimise pollution and seek sustainable management of the borough's energy water and other resources (including waste)
- The Council will protect and enhance the borough's built environment, promote better and more sustainable design of development and protect residential amenity.

7.4.2 Renewable Energy Indicator Summary

| Indicator Number | Indicator | Target | Outcome |
|------------------|-------------------------------------|--|----------------|
| COI 9 | Renewable energy capacity installed | 75% of major developments provide 10% of energy needs from renewable sources | 34 kw of solar |

7.4.3 Renewable energy policies

| Adopted UDP 1998 | Revised Deposit UDP 2004 |
|--|---|
| Part 1 Strategic Policies | |
| <ul style="list-style-type: none"> G13 – Promote environmentally acceptable and efficient use of energy | <ul style="list-style-type: none"> N – Minimise pollution and seek sustainable management of energy, water and other resources including waste. |
| | <ul style="list-style-type: none"> K – Protect and enhance built environment promoting better and more sustainable design and protection of residential amenity. |
| Part 2 Detailed Policies | |
| <ul style="list-style-type: none"> ENV16 – Environmental aspects of building design | <ul style="list-style-type: none"> 32a – Renewable Energy in Major Development |
| <ul style="list-style-type: none"> ENV16 – Environmental aspects of building design | |
| <ul style="list-style-type: none"> ENV23 – Energy efficient buildings | |

7.4.4 Performance

The strategic policies of both the AUDP and RDUDP promote the protection of environmental resources through the use of renewable technologies, and efficient design. Policy 32a in the RDUDP requires requirement for major development in the borough (over 10 dwellings or 1000m²) to generate 10% of their energy requirement on site using renewable technologies. However during 2005-6 significant weight could not be given to this policy as the Inspector's Report had not been received. As the RDUDP gets closer to adoption, it can be given greater weight and the effects of the policy will be more clearly seen in future monitoring. The Council though will need to apply the policy with some flexibility until an SPD is prepared (see below).

Information available on the renewable energy capacity installed in Lambeth in 2005-6 is set out in Figure 7F.

Figure 7F: Known renewable energy capacity installed during 2005-6

Source: Lambeth Planning Services

| Address | Renewable Technology | Capacity |
|---------------------------------|--------------------------------------|----------|
| Branksome Road | Solar Photovoltaic Cells | 5 kw |
| Boatemah Walk | Solar Photovoltaic Cells | 14 kw |
| Roots & Shoots Community Centre | Solar Photovoltaic Cells | 12 kw |
| Ullswater Road Hostel | Evacuated Solar Tube Collector Units | 3 kw |

At least a further eight applications using solar technologies have already been received since April 2006. As the policies gain more weight through the plan coming closer to adoption it can be seen that the use of the policy is increasing. This is expected to continue in 2006-7.

7.4.5 Conclusions and Further Actions

The Council was unable to give full weight to Policy 32a during 2005-6 due to its emerging status. The RDUDP Inspector's Report has endorsed the original wording of having the policy as a requirement rather than an expectation. He states that this is in line with paragraph 8 of PPS22, but stresses the need for flexibility. Subsequently the Council resolved to give this policy considerable weight in decision making from 1 August 2006.

The Inspector also stated that the Council will need to adopt guidance on its method of calculating and monitoring the savings before applying the policy. An SPD on Renewable Technology is therefore planned for 2007. The SPD will clarify the renewable technologies appropriate for development in the Borough.

It is hoped to improve monitoring information available for renewable energy installation in future AMRs to allow for reporting in relation to the target for this indicator. The Council consider that a database which tracks developments could be utilised to ensure that permissions are monitored through to installation. At this stage the plans for the database are provisional and the idea will be further developed and considered during the course of 2006-7.

Finally although Policy 32a is in line with current national and regional guidance, the Council is aware that at the draft Further Alterations to the London Plan may increase the target for provision of onsite renewables from 10% to 20% regionally. If introduced,, there may need to be consideration about how to manage the different UDP and London Plan targets.

Section 8 - Conservation and Design

Both the AUDP and RDUDP place a strong emphasis on high quality design that relates well to its surroundings. Council's Planning Service includes a Conservation and Urban Design Team which provides specialist advice for developments at both pre-application and application stages. During 2005-6 the Conservation and Urban Design Team provided advice on around 1300 schemes. This makes a significant contribution towards ensuring that the UDP's design policies are appropriately implemented.

Specific urban design policy performance surrounding conservation and community safety will be considered in greater detail in the remainder of this chapter.

8.1 Community Safety

8.1.1 Strategic Objective

- The Council will ensure that all development proposals contribute to safer communities.

8.1.2 Community Safety Indicator Summary

| Indicator Number | Indicator | Target | Outcome |
|------------------|-----------------------------|----------------------------|--|
| CXT 11 | Number of criminal offences | NA | See Figure 8A |
| LOI 10 | Fear of crime | 75% of residents feel safe | <ul style="list-style-type: none"> 83% feel safe during the day 50% feel safe after dark |

8.1.3 Relevant Community Safety Policies

| Adopted UDP 1998 | Revised Deposit UDP 2004 |
|--|---|
| Part 1 Strategic Policies | |
| <ul style="list-style-type: none"> G17 – High quality design | <ul style="list-style-type: none"> A –Safer communities |
| Part 2 Detailed Policies | |
| <ul style="list-style-type: none"> CD15 – Design of new development | <ul style="list-style-type: none"> 19 – Active frontage uses |
| <ul style="list-style-type: none"> CD17 – Shopfronts | <ul style="list-style-type: none"> 31a – Community Safety/Designing out crime |
| | <ul style="list-style-type: none"> 31 – Streets, Character and Layout |
| | <ul style="list-style-type: none"> 34 – Shopfronts and advertisements |
| | <ul style="list-style-type: none"> 36 – Streetscape, landscape and public realm design |

The RDUDP notes that successful crime prevention depends on a wide range of factors, and this includes the contribution that can be made by planning in 'designing out' crime. This involves considering crime issues at the outset in the design of new developments and urban spaces to ensure that opportunities for crime are removed. Furthermore design can reduce fear of crime by creating places where people feel safe to live or travel thorough. Policy 31a in the RDUDP requires that development enhances community safety and in particular states that developers should take into account "Secured by Design" principles. In practice this is put into effect by Council working

closely with the police, including referral of applications with community safety implications for comment.

Although it is not possible to quantify exactly what effect the planning policy is having in assisting crime reduction, it is clear that in overall terms community safety is improving in Lambeth. As Figure 8A shows, there has been a 26% reduction in the number of offences committed in Lambeth over the last 5 years, this being well above the London-wide figure of a 9% reduction. Looking in particular at criminal damage and burglaries, two categories of crime that might be particularly influenced by safe design policies, it is noted that:

- The number of offences relating to criminal damage has been reduced by 17% between 2001-2 and 2005-6
- The number of offences relating to burglary has reduced by about 44% over the same period.

It is considered that the increasing emphasis on designing out crime through UDP Policy 31a has and will continue to assist this process. This policy approach remains important as the number of criminal offences committed per person in Lambeth still remains well above the national average.

Figure 8A: Number of offences committed by Inner London Borough

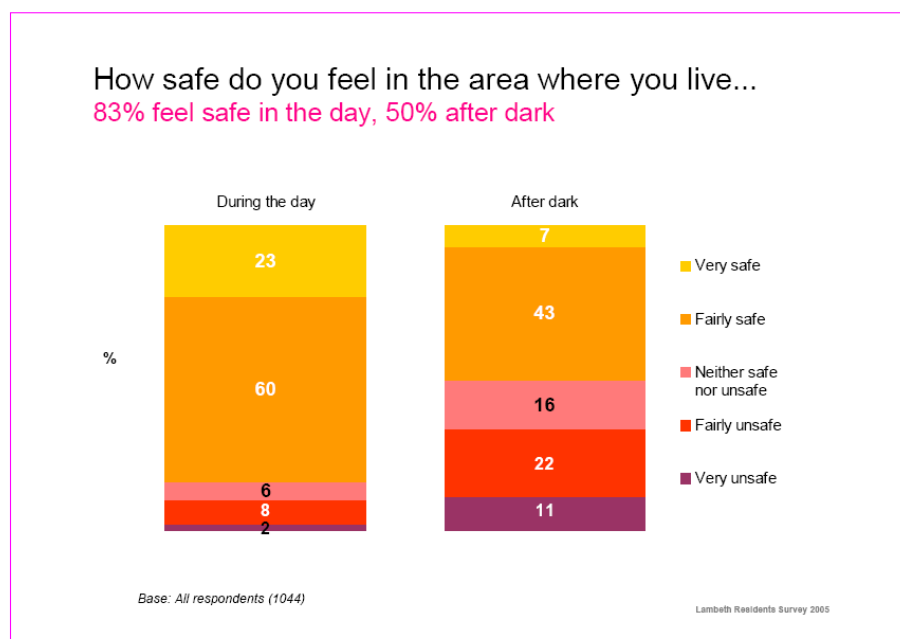
Source: Metropolitan Police, 2006

| Borough | 2001-2 | 2002-3 | 2003-4 | 2004-5 | 2005-6 | Change from 2001-2 to 2005-6 | % Change |
|---------------|----------|----------|----------|----------|---------|------------------------------|----------|
| Westminster | 86,270 | 86,151 | 79,296 | 79,338 | 71,582 | -14,688 | -17% |
| Camden | 53,103 | 53,890 | 51,016 | 45,432 | 42,236 | -10,867 | -20% |
| Lambeth | 57,092 | 54,188 | 49,937 | 45,784 | 41,968 | -15,124 | -26% |
| Southwark | 45,707 | 45,960 | 46,276 | 43,771 | 41,432 | -4,475 | -10% |
| Hackney | 39,769 | 39,267 | 39,035 | 36,492 | 34,630 | -5,139 | -13% |
| Newham | 40,616 | 41,157 | 40,615 | 36,460 | 39,020 | -1,596 | -4% |
| Islington | 37,611 | 39,425 | 40,816 | 37,956 | 37,050 | -561 | -1% |
| Tower Hamlets | 37,273 | 41,124 | 39,188 | 36,329 | 33,756 | -3,517 | -9% |
| London Total | 1057,360 | 1080,471 | 1060,930 | 1015,121 | 984,125 | -73,235 | -7% |

With regards to fear of crime, Figure 8B illustrates that over 80% of residents feel fairly safe or very safe during the day. Not surprisingly this figure drops to 50% at night, indicating that when considering the design of new development, particular attention needs to be paid to improving feelings of safety in the home and on the street in the evening. Active frontage policies in the RDUDP will contribute to improving perceptions of safety on public streets.

Figure 8B: Perceptions of safety in Lambeth

Source: Lambeth ALG residents survey 2005/6



8.2 Conservation

8.2.1 Strategic Objective

- The Council will, protect and enhance the borough's built and historic environment, promote better and more sustainable design of development and protect residential amenity.

8.2.2 Conservation Indicator Summary

| Indicator Number | Indicator | Target | Outcome |
|------------------|--|---|-------------------------|
| LOI 11 | Number of listed buildings, changes to and buildings on the 'at Risk' register | Reduction in listed buildings on at risk register | Three buildings removed |
| LOI 12 | Number of conservation areas with up to date character appraisals | 35% up to date character appraisals by 2008-9 | 7% |

8.2.3 Relevant Conservation Policies

| Adopted UDP 1998 | Revised Deposit UDP 2004 |
|--|---|
| Part 1 Strategic Policies | |
| <ul style="list-style-type: none"> G15 – Conservation areas and listed buildings G17 – High quality design | <ul style="list-style-type: none"> K – Built environment |
| Part 2 Detailed Policies | |
| <ul style="list-style-type: none"> CD1 – Designation of conservation areas CD2 – Proposals for development CD3 – Demolition | <ul style="list-style-type: none"> 32 – Building scale and design 33 – Alterations and extensions 34 – Shopfronts and advertisements |

| Part 2 Detailed Policies (continued) | |
|---|---|
| • CD7 – Buildings suitable for listing | • 35 – Design in existing residential/mixed use areas |
| • CD9 – Listed building consent | • 36 – Streetscape, landscape and public realm design |
| • CD12 – Improvements to the appearance of listed buildings | • 37 – High buildings |
| • CD13 – Setting of listed buildings | • 37a - Views |
| • CD15 – Design of new development | • 41 – Listed buildings |
| • CD16 – High buildings | • 42 – Conservation areas |
| • CD17 – Shopfronts | |
| • CD18 - Extensions | |
| • CD20 - Advertisements | |

As over a quarter of the borough is covered by conservation areas, Lambeth's UDP policies play an important role in influencing the urban character of the Borough. Policy CD2 in the AUDP and Policy 42 in the RDUDP aim for development which preserves and enhances the appearance of conservation areas. Both UDPs also promote the designation of new conservation areas if justified by the character. There are sixty separate conservation areas across Lambeth which have been designated as areas of special architectural or historic interest which it is desirable to preserve. As set out in Figure 8C, the number or size of conservation areas in Lambeth did not change during 2005-6.

Policy 42 in the RDUDP states that the Council will prepare and adopt character appraisals for its conservation areas. Character appraisals draw out the key elements of townscape quality and what is positive and negative about a conservation area. At present only four conservation areas in Lambeth have up-to-date appraisals.

Figure 8C: Conservation indicators

Source: Lambeth Planning Service, 2006

| | |
|---|----|
| Number of conservation areas in Lambeth | 60 |
| Change to size or number of conservation areas in 2005-6 | 0 |
| Number of conservation areas with up-to-date character appraisals (up to five years old) | 4 |

Lambeth is also home to a large number of listed buildings, as set out in Figure 8D. UDP policies are based on the general presumption that listed buildings will be retained for their special architectural and historical interest. During 2005-6 three new listed buildings were added, these being:

- Dyce Fountain, Streatham High Road (Grade II)
- West Norwood Fire Station, Norwood Road (Grade II)
- Royal National Theatre Studio, 83-101 The Cut (Grade II)

No buildings have been removed from the list over the 2005-6 period.

The RDUDP's Policy 41 and AUDP's Policy CD12 encourages improvements to listed buildings, particularly those identified as being at risk through neglect or decay, to bring them into sustainable use and good repair. The number of at risk buildings in the

Borough is falling; 29 buildings were in this category in 2000, but this figure was reduced to 20 by 2006.

Figure 8D: Listed buildings indicators

Source: Lambeth Planning Service, 2006

| | |
|--|------|
| Approximate number of listed buildings - note: this is not an exact figure as the number of list entries does not reflect the number of buildings listed, for example one list entry can cover a terrace of buildings | 2500 |
| Number of listed buildings added in 2005-6 | 3 |
| Number of listed buildings removed from the list | 0 |
| Number of listed buildings on the 2005 Buildings at Risk register | 23 |
| Number of listed buildings on the 2006 Buildings at Risk register | 20 |

8.3 Conclusions and Further Actions

Design policies are difficult to measure and monitor due to the often subjective nature of their content. Lambeth has a wide range of design policies in place covering issues of heritage, amenity and townscape and in general it is considered that they are effective in guiding appropriate development, particularly due to the specialist conservation and design advice made available by Council's Planning Service.

It is intended to actively pursue the preparation of revised character appraisals and management plans for Conservation Areas over coming years. The Improving Lambeth performance plan indicates that the proportion of up-to-date character appraisals will increase from 6.67% in 2005-6 to 35% by 2008-9. This will assist in implementing the UDP's conservation and design policies.

It is hoped in future AMRs to explore further monitoring of design policies, particularly once Council has adopted its Replacement UDP. One area of particular interest to the Lambeth community is the issue of tall buildings, however the feasibility of monitoring whether tall buildings are built in acceptable locations is a difficult one as RDUDP Policy 37 does not guide such structures to specific locations, but rather outlines general criteria where they are likely to be acceptable. However the Council commissioned consultants in April 2006 to carry out an urban design capacity study of Vauxhall to look at the scope for development of tall buildings. A similar study is planned for Waterloo. These will lead to SPDs and the eventual preparation of Area Action Plans as appropriate. Work on such documents will be progressed after adoption of the Replacement UDP to ensure that there is a robust and coherent planning framework for these areas.

Section 9 - Transport

9.1 Introduction

Transport plays a significant role in achieving economic and environmental objectives. It also assists people in getting to work, school, to shopping and leisure and healthcare facilities, all of which determine a person's 'quality of life'. The Borough of Lambeth is fortunate in that it is well served by a range of public transport modes, including rail, underground and bus services. It has excellent connections both into Central London and out of London.

Public Transport Accessibility Levels (PTAL) throughout the Borough are therefore generally good, as shown on the PTAL map at Figure 9F. All of Lambeth's town centres have good PTAL scores making shops and services accessible to residents. Additionally, although Lambeth is not responsible for providing public transport services, the Council will continue to work with TfL to improve existing service provision and in facilitating new transport facilities.

Lambeth is the Highways Authority for roads within the Borough that are not managed by TfL and is responsible for providing and maintaining land and infrastructure to ensure access to and between properties. Roads provide for pedestrian, cycling and vehicular transport modes.

Both the AUDP and RDUDP contain policies trying to encourage more sustainable travel, restrain traffic and promote equality of access

9.1.1 Strategic Objectives

- The Council will promote access for all sections of the community.
- The Council will integrate planning and transport decisions to reduce the overall need to travel.
- Through the planning process, the Council will seek to establish a safe, accessible and attractive transport network, and prioritise walking, cycling and public transport.

9.1.2 Relevant Transport Policies

| Adopted UDP 1998 | Revised Deposit UDP 2004 |
|--|---|
| Part 1 Strategic Policies | |
| <ul style="list-style-type: none"> • G39 - seek to reduce the impact of transport on the environment | <ul style="list-style-type: none"> • F - integrate planning and transport decisions to reduce the need to travel |
| <ul style="list-style-type: none"> • G40 - ensure equality of access to transport for all users | <ul style="list-style-type: none"> • G - establish a safe and accessible transport network |
| <ul style="list-style-type: none"> • G41 - support transport facilities which aid economic development | |
| <ul style="list-style-type: none"> • G42 - promote road safety | |
| <ul style="list-style-type: none"> • G43 - regulate on- and off-street parking | |
| <ul style="list-style-type: none"> • G44 - seek to improve transport provision for disabled people and those with special needs | |

| Part 2 Detailed Policies | |
|--|--|
| • T1 Traffic reduction and road capacity | • Policy 8 Accessible Development/Integrated Transport |
| • T5 Highway Alterations | • Policy 9 Transport Impact |
| • T10 On-street parking | • Policy 10 Walking and Cycling |
| • T11 Shoppers' parking | • Policy 11 Management of Road, Bus and Freight Networks |
| • T12 Parking standards | • Policy 12 Strategic Transport Hubs and Transport Development Areas |
| • T14 Long-term non-residential parking | • Policy 13 Major Public Transport Proposals |
| • T16 Public transport and development | • Policy 14 Parking and Traffic Restraint |
| • T17 Transport implications of development proposals | • Policy 69 Vauxhall Cross Transport Hub |
| • T18 Access, loading and parking | • Policy 70 Vauxhall Urban Design and Public Realm Improvements |
| • T19 Location of business and industrial development | • Policy 74 Transport in Waterloo |
| • T23 Improvements to public transport services | |
| • T24 Improvements in safety and accessibility of public transport | |
| • T29 Development of public transport facilities | |
| • T34 Road conditions and safety | |
| • T35 Cycle routes | |
| • T36 Cycle parking | |
| • T37 Shared use | |
| • T38 Pedestrian environment | |
| • T39 Pedestrian Safety | |
| • T40 Footpath Network | |
| • T41 Pedestrianisation | |
| Note – due to the large number of transport policies in the AUDP, only the most relevant policies to this AMR have been listed in this table. See the AUDP for a full list | |

9.2 Sustainable Travel

9.2.1 Sustainable Travel Indicator Summary

| Indicator Number | Indicator | Target | Outcome |
|------------------|--|---|---|
| CXT 12 | Main mode for journey to work | NA | See Figure 9A |
| LOI 4 | Number of persons using underground stations | Increase numbers of persons using underground | 0.4% increase 2004 to 2005 |
| LOI 5 | School travel | 30% increase in children walking or cycling to school by 2017 | Insufficient baseline data for monitoring this year |

9.2.2 UDP Approach to Sustainable Travel

Policies in the Adopted and Revised Deposit UDPs play an important role in guiding new development to appropriate locations. The policies seek to reduce the impact of transport on the environment and reduce the need to travel by integrating planning and transport decisions. These goals are enshrined within strategic Policies G39 (Adopted UDP) and Policy F (Revised Deposit UDP). There are a wide range of detailed policies in the AUDP to promote sustainable travel: T16 Public transport and development, T17 Transport implications of development proposals, T23 Improvements to public transport services, T24 Improvements in safety and accessibility and T29 Development of public transport facilities. Similarly Policies 8 to 14 in the RDUDP seek to restrain traffic, encourage public transport, walking and cycling and ensure development is situated in accessible locations.

In order to promote sustainable travel there has been a change in cycle parking standards between the Adopted and UDPs. The cycle parking standards in the RDUDP have increased and there is a requirement to provide changing and shower facilities.

Figure 9A: Travel to Work in Lambeth

Source: 2001 Census

| Travel to Work | Number of people | % of total | *England & Wales Ranking out of 376 authorities | *London Ranking out of 33 authorities |
|---------------------|------------------|------------|---|---------------------------------------|
| Tube | 38,538 | 31.9% | | |
| Train | 18,848 | 15.6% | | |
| Bus | 19,277 | 16% | | |
| By public transport | 76,663 | 63.50% | 1 | 1 |
| Car as driver | 24,736 | 20.5% | | |
| Car as passenger | 1,504 | 1.2% | | |
| By car | 26,240 | 21.73% | 368 | 26 |
| Taxi | 439 | 0.36% | | |
| Bicycle | 5,407 | 4.5% | | |
| Foot | 9,250 | 7.7% | | |
| Motorbike | 2,351 | 1.9% | | |
| Work from home | 9,873 | 8.2% | | |
| Other | 514 | 0.43% | | |

*In each case, rankings are calculated in descending order: the authority with the highest proportion for a given indicator is ranked '1'.

In broad terms, available data suggests that Lambeth has been reasonably successful in encouraging sustainable travel both through its planning policies and other complementary measures. Indeed in 2006, Lambeth was named by TfL as Borough of the year for promoting sustainable transport. Figure 9A shows that of all local authorities in England & Wales, Lambeth is the authority with the largest proportion of residents who travel to work by public transport. It is therefore ranked first out of 368 authorities, which is a considerable achievement. Data obtained from the 2001 Census shows that 20% of people in Lambeth travel to work by car, while 63% travel to work by sustainable modes of transport. Of these transport modes, the most popular mode is the

underground, with almost 32% of residents travelling to work by tube. Almost 8% of residents walk to work while 4.5% cycle to work.

The challenge for Lambeth is to continue to build on this achievement through its planning policies on sustainable transport and by working with colleagues in the Transport & Highways Department when determining new applications for development.

Figure 9B: Underground Station Entry and Exit Figures (million persons)

Source: Transport for London, 2006

| Station | 2004 | 2005 | % change |
|----------------|---------------|----------------|------------|
| Brixton | 18.113 | 18.597 | 3 |
| Clapham Common | 7.798 | 7.482 | -4 |
| Clapham North | 4.803 | 5.022 | 5 |
| Kennington | 3.278 | 3.196 | -3 |
| Lambeth North | 2.702 | 2.546 | -6 |
| Oval | 4.998 | 4.58 | -8 |
| Stockwell | 7.151 | 6.924 | -3 |
| Vauxhall | 14.7 | 16.74 | 14 |
| Waterloo | 68.427 | 67.396 | -2 |
| Total | 131.97 | 132.483 | 0.4 |

Changes in public transport use are a good indicator of whether residents are becoming less reliant on the private car in accordance with UDP policy. Figure 9B above shows the entry and exit figures for all underground stations in Lambeth over the period 2004 to 2005. It shows that overall there has been a 0.4% increase in people using underground stations in Lambeth. However 6 out of the 9 stations experienced a drop in station entry and exit figures, while Vauxhall Underground Station experienced the largest single increase of 14%. This increase may be attributed to the completion of the St George's Wharf high density residential scheme and the bus station which has created an interchange facility between three modes: rail, underground and bus. Such developments are supported by the RDUDP, specifically: Policy 8: Accessible Development/Integrated Transport; Policy 11: Management of Road, Bus and Freight Networks; and Policy 12: Strategic Transport Hubs and Transport Development Areas.

Lambeth is fortunate in that it is well served by public transport routes, though some of these are heavily congested during peak hours. Lambeth will continue to work with Transport for London to improve the capacity and frequency of services for bus, tube and rail on existing routes and in developing new sustainable travel options for the Borough. Policy 13 in the RDUDP and Policies T23 to T29 in the AUDP specifically encourage the development of new public transport infrastructure. The Cross River Tram (CRT) is one such project to improve the range of travel options serving the Borough. It is currently at the planning and development stage and once operational will form a 16.5km street running tram operating between Euston and Waterloo with branches to Camden and Kings Cross in the North and Brixton and Peckham in the South. CRT is expected to commence operations in 2016.

9.2.3 School Travel

School travel plans are identified by the Replacement UDP as an indicator of success in promoting sustainable travel over time. The aim is for a 30% increase in children who walk or cycle over the life of the RDUDP. In 2005, Lambeth agreed 27 new school travel

plans, compared to just three the year before. There are now 30 schools in the Borough with School Travel Plans. These will form the basis for data about sustainable travel patterns in future AMRs.

9.2.4 Conclusions and Further Actions

Lambeth's high travel to work ranking (public transport) and its accolade for 'Borough of the Year for promoting sustainable transport in 2006', are down to a combination of factors. They include its generally 'good' or 'excellent' PTAL ratings, but planning policies and planning decisions (including Lambeth's planners working jointly with the Transport Department) to date have contributed to developments being located in accessible areas.

Lambeth is a relatively small, compact and highly accessible area, very close to Central London and with very good public transport links out of London. For spatial planning purposes, the location of high trip generating developments and encouraging high density development in appropriate areas are important concepts enshrined in development plan policies - both are promoted in the Adopted and Revised Deposit UDPs.

There needs to be some caution in terms of future planning though. In recent years, the transport network in Lambeth has experienced considerable pressure due to population growth and this is expected to increase in future years. Although most of Lambeth is highly accessible, more development will add to pressures on the existing public transport network, with potentially more people reverting to the car as public transport gets more congested. Policy 9: Transport Impact in the RDUDP will therefore play an increasingly important role in ensuring that new development does not have an unacceptable impact upon network capacity.

9.3 Car Usage and Parking

9.3.1 Car Usage and Parking Indicator Summary

| Indicator Number | Indicator | Target | Outcome |
|------------------|--|--|--|
| CXT 13 | Car ownership | NA | See Figure 9C |
| COI 3a | Amount of completed non-residential developments within UCOs A, B and D complying with car parking standards set out in the LDF. | Ensure that all development complies with car parking standards in Revised Deposit UDP | No data available |
| LO! 3 | Road traffic casualty rates | Reduction in casualty rates | Casualties reduced from 1415 to 1335 between 2004 and 2005 |

9.3.2 UDP Approach

It has been widely accepted that for environmental and traffic management reasons and to improve the local quality of life, limits need to be placed on car use. Car use can be controlled in a number of ways, but one approach used by Lambeth, which strives to achieve a balance between development requirements and public transport access, is to regulate car parking provision for new developments.

In any event car ownership in Lambeth is noticeably lower than the rest of London and England. Figure 9C below shows car ownership levels by household in Lambeth. The data is based on the 2001 Census results. There are 60,338 households in Lambeth without a car, (around 51%), which is considerably higher than the proportion of households across London (37%) and England (27%).

Figure 9C: Number of Households with Cars in Lambeth

Source: 2001 Census

| | Lambeth | London | England |
|-------------------------------------|----------|-----------|------------|
| All households | 118,447 | 3,015,997 | 20,451,427 |
| Households with no car/van | 60,338 | 1,130,649 | 5,488,386 |
| | (50.94%) | (37.49%) | (26.84%) |
| Households with 1 car/van | 46,080 | 1,298,481 | 8,935,718 |
| | 38.90% | 43.05% | 43.69% |
| Households with 2 cars/vans | 10,166 | 476,185 | 4,818,581 |
| | 8.58% | 15.79% | 23.56% |
| Households with 3 cars/vans | 1,446 | 86,470 | 924,289 |
| | 1.22% | 2.87% | 4.52% |
| Households with 4 or more cars/vans | 417 | 24,212 | 284,453 |
| | 0.35% | 0.80% | 1.39% |

The increasing importance of maintaining low levels of car use in Lambeth is demonstrated by changes in policies on parking requirements for new developments between the Adopted and Replacement UDPs. The key difference between the policies is a shift from minimum to maximum parking standards in the RDUDP. This stems from a general policy shift set out in national guidance, aiming to discourage car use and encourage use of sustainable transport modes.

Another important change in approach between the two UDPs is to link the appropriate number of parking spaces with access to public transport, as set out in the London Plan. Table 6 of Policy 14 (in the RDUDP) therefore identifies three key areas (Central London Policy Area, Area of Strict Restraint, Area of Traffic Restraint) and sets appropriate parking standards for each area and use class.

Some parts of the Borough are highly accessible to public transport and some developments can operate without parking provision. Policy 14 Parking and Traffic Restraint (in the RDUDP) sets out the maximum parking standards for all developments to comply with. The policy introduces the concept of 'car free' schemes in accessible parts of Lambeth.

9.3.3 Implementation of Car Parking Standards

The Core Indicator COI 3a requires an assessment of the amount of completed non-residential developments complying with car parking standards. To date, this has not been measured, though in terms of general performance, it is possible to state that in developments which were completed in 2005-6 would have had to comply with car parking standards in the AUDP, or RDUDP, depending on when they were approved.

In order to provide an indication of car parking standards for permissions which have been implemented, some examples of non-residential developments completed in 2005-6 in accordance with car parking standards set out in the relevant development

plan are provided below. Certain schemes, such as the Evelina Children's Hospital and Queensborough House, are located in highly accessible areas, and it has been possible to approve car free schemes. This is becoming increasingly common in Lambeth.

In the north of the Borough, which generally has higher PTAL scores, it is easier to negotiate developments with zero or low car parking. For instance, the majority of the house conversions have zero parking in the north, as it is dominated by Controlled Parking Zones. In the right circumstances, a combination of planning policies, parking designations and good public transport accessibility work well together to help justify low or zero parking and therefore reduce car use in Lambeth.

In determining whether a site is suitable for low or no car parking, the applicant is asked to submit a parking survey in order to assess levels of parking stress. Car ownership levels in the Ward (2001 Census data) are considered. All applicants proposing car free developments are asked to enter into a Section 106 "Permit Free" Agreement so that future occupiers of the proposed flats are not eligible for residents parking permits. In the 2005-2006 period, a number of applications with low or zero car parking have been approved, as shown in Figure 9D below. In the case of the car free developments, the provision of cycle parking needs to be in compliance with Policy T36 of the Adopted UDP and Policy 14 of the RDUDP.

Figure 9D: Examples of development approved and completed in 2005-6 with low or zero car parking

Source: Lambeth Transport and Highways

Examples of developments approved in 2005-6

The Queen, 45 Bellefields Road, SW9 9UH

A development of 14 Flats located in Brixton Town Centre, close to services and public transport facilities. The site is in a Controlled Parking Zone and proposed zero parking.

Springfield Methodist Church, 200 Wandsworth Road, SW8 2JU

A mixed use scheme comprising redevelopment of a church, 28 residential units and a nursery. The scheme provides 51 cycle parking spaces and 5 car parking spaces for residential use only. The site is located in a Controlled Parking Zone.

373 Kennington Road, SE11 4PT

A mixed use scheme of B1 units, work/live units and 14 flats. The scheme provides 39 cycle parking spaces and 7 parking spaces.

The Warrior, 242 Coldharbour Lane, SW9 8SE

Retention of A4 use on ground floor and provision of 14 flats on upper floors. Provides zero car parking.

190-196 Kennington Park Road, SE11 4BT

A car free development of 28 flats in an area of high public transport accessibility (a PTAL rating of 5).

Examples of non-residential developments completed in 2005-6

Queensborough House, 12-18 Albert Embankment, SE1 7JT

Hotel with 537 bedrooms and conference facilities.. Car free development in highly accessible area.

Evelina Children's Hospital, Lambeth Palace Road, SE1 7EH

Construction of a nine-storey building to be used as a children's hospital. Car free. As part of the permission a condition was issued requesting submission of a Travel Plan prior to commencing use of the children's hospital.

9.3.4 Road Safety

Part 1 Strategic Policies G42 (AUDP) and G (RDUDP) promote road safety and establish a safe and accessible transport network. Policy 10 in the RDUDP encourages safe, direct and convenient pedestrian and cycling routes as a measure to encourage a shift away from car use for short journeys. Policy 11 notes that safety on roads is a key issue and aims to give priority to walking and cycling over cars. Road accident data can therefore be an important indicator of whether these policy objectives are being achieved.

Figure 9E: Road Traffic Casualty Rates in Lambeth

Source: Lambeth Transport and Highways, 2006

| | User group | 2000 | 2001 | 2002 | 2003 | 2004 | 2005 | % change in 2005 over 94-98 average |
|--|-------------------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------------------------------|
| Number of casualties (all severities) | Pedestrians | 443 | 401 | 364 | 361 | 296 | 318 | -34% |
| | Cyclists | 209 | 221 | 193 | 187 | 196 | 154 | -40% |
| | Motorbike | 504 | 486 | 480 | 447 | 327 | 298 | -18% |
| | Car occupants | 768 | 647 | 688 | 573 | 441 | 398 | -53% |
| | Bus/coach occupants | 105 | 139 | 131 | 121 | 104 | 112 | -12% |
| | Other vehicle occupants | 59 | 34 | 56 | 54 | 51 | 55 | -22% |
| | Total | 2088 | 1928 | 1912 | 1743 | 1415 | 1335 | -38% |

Figure 9E above summarises the Road Traffic Casualty rates over the period 2000 to 2005. It shows that overall, casualty rates for all severities have reduced by 38%. Although this is not entirely attributable to UDP policies, it is hoped that they would have made a contribution, perhaps in the design, layout and access to new developments, or the provision of new pedestrian crossings as a result of major developments.

9.3.5 Conclusions and Further Actions

Although there has been no comprehensive monitoring of completions in 2005-6, to determine how well parking provision in new developments complied with the standards set out in the UDP, it can be assumed that as the development plan takes precedence in the determining of applications, parking provision should be compliant with adopted standards. In future, it is hoped that parking provision will be monitored to demonstrate that Lambeth has achieved its target of all new development complying with the parking standards in the RDUDP.

It is clear however that the Council is implementing its policies in relation to reducing car use and improving road safety as shown by the use of car free developments and reduced traffic casualty rates.

The aim is to continue to manage the demand for travel in Lambeth and London through not only restricting parking levels, but also by working with TfL through strategic measures such as the congestion charge and local measures such as school and workplace travel plans.

9.4 Accessibility in Lambeth

9.4.1 Accessibility Indicator Summary

| Indicator Number | Indicator | Target | Outcome |
|------------------|--|---|------------|
| COI 3b | Amount of major new residential development within 30 mins. of a GP, hospital, primary school, secondary school, areas of employment and major retail centres. | None - Insufficient baseline data available | No results |

9.4.2 UDP Approach

There are a range of policies in both the Adopted and Replacement UDPs designed to improve accessibility levels in Lambeth. Policy 8 Accessible Development/Integrated Transport (in the RDUDP), for example ensures that new developments are accessible and integrated with public transport facilities in mind. Part 1 Strategic Policy G40 (AUDP) and F (RUDP) ensure equality of access to transport for all users and integrate planning and transport decisions to reduce the need to travel.

9.4.3 Accessibility of Services

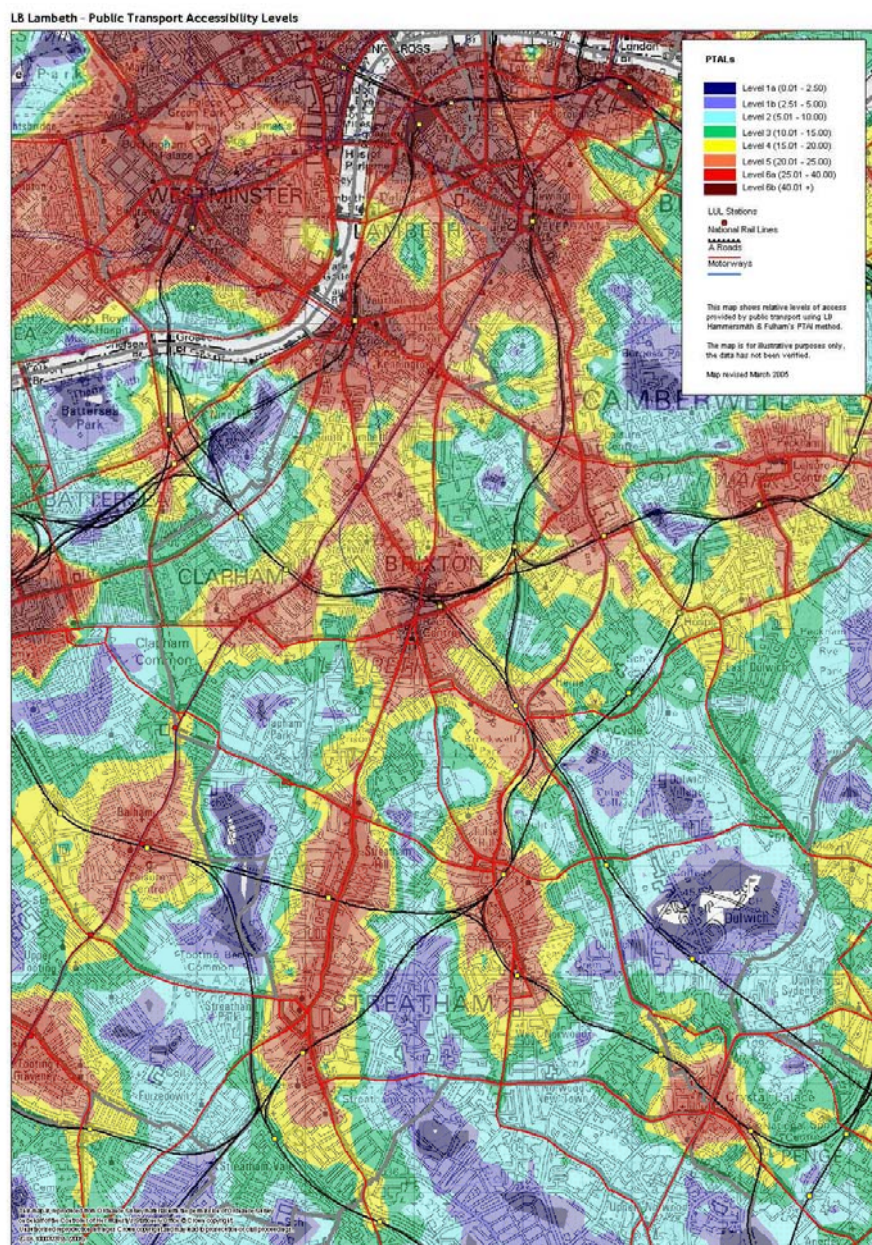
Lambeth is a highly accessible Borough, with an excellent public transport network, as the Public Transport Accessibility Level (PTAL) map (Figure 9F) shows. Based on the PTAL map, it can be assumed that the vast majority of developments will be accessible to community infrastructure and services within 30 minutes public transport time. The only parts of Lambeth with a low PTAL score are Streatham Common, Clapham Park and the part of the Borough which borders Tooting Bec Common.

One of the objectives in the AUDP is to ensure residents are able to gain access to employment, shopping, education, health care, leisure and other facilities. In order to show how policies contribute towards making retail and community infrastructure accessible, Figure 9F (PTAL levels) can be compared with Figure 9G which maps public transport facilities within the context of retail centres, hospitals, GP practices, secondary schools, primary schools and special schools. At first glance, there appear to be a number of 'blank' areas on the Figure 9G map, which appear to be devoid of any services, but these are the large tracts of open space found at Brockwell Park, Clapham Common, Streatham Common, Norwood Park and the cemetery at West Norwood. Excluding these open spaces, there is an even distribution of retail and community infrastructure in Lambeth.

Traditionally the local GP would have been the first contact point for advice on minor medical ailments. This is changing. Primary care users are advised to contact NHS direct helpline or the local pharmacist for minor ailments (non-emergency). Secondary care covers NHS hospitals providing acute and specialist services for conditions which normally cannot be dealt with by primary care specialists or which are brought in as an emergency. In this respect Lambeth residents are poorly served with St Thomas' located on the northern edge of the Borough and King's College Hospital located on the eastern edge. Residents though do have access to hospitals outside Lambeth, such as St George's in Wandsworth, the Mayday in Croydon and Guy's Hospital in Southwark. Based on this map, it can be assumed that most, if not all primary healthcare services will be accessed within 30 minutes public transport time by residents. For secondary services, this may not be the case.

Similarly, there is an even distribution of primary schools in Lambeth, which serve a smaller catchment and should be within walking distance. Secondary schools serve a wider catchment and based on the map it can be assumed that in Lambeth they can be reached within 30 minutes public transport time by users.

The key retail centres in Lambeth are depicted as Major and District centres on the map. On the whole the centres are evenly distributed throughout the Borough, the majority being within 30 minutes travelling time. Though not shown on the map, there are numerous local centres accessible to residents.



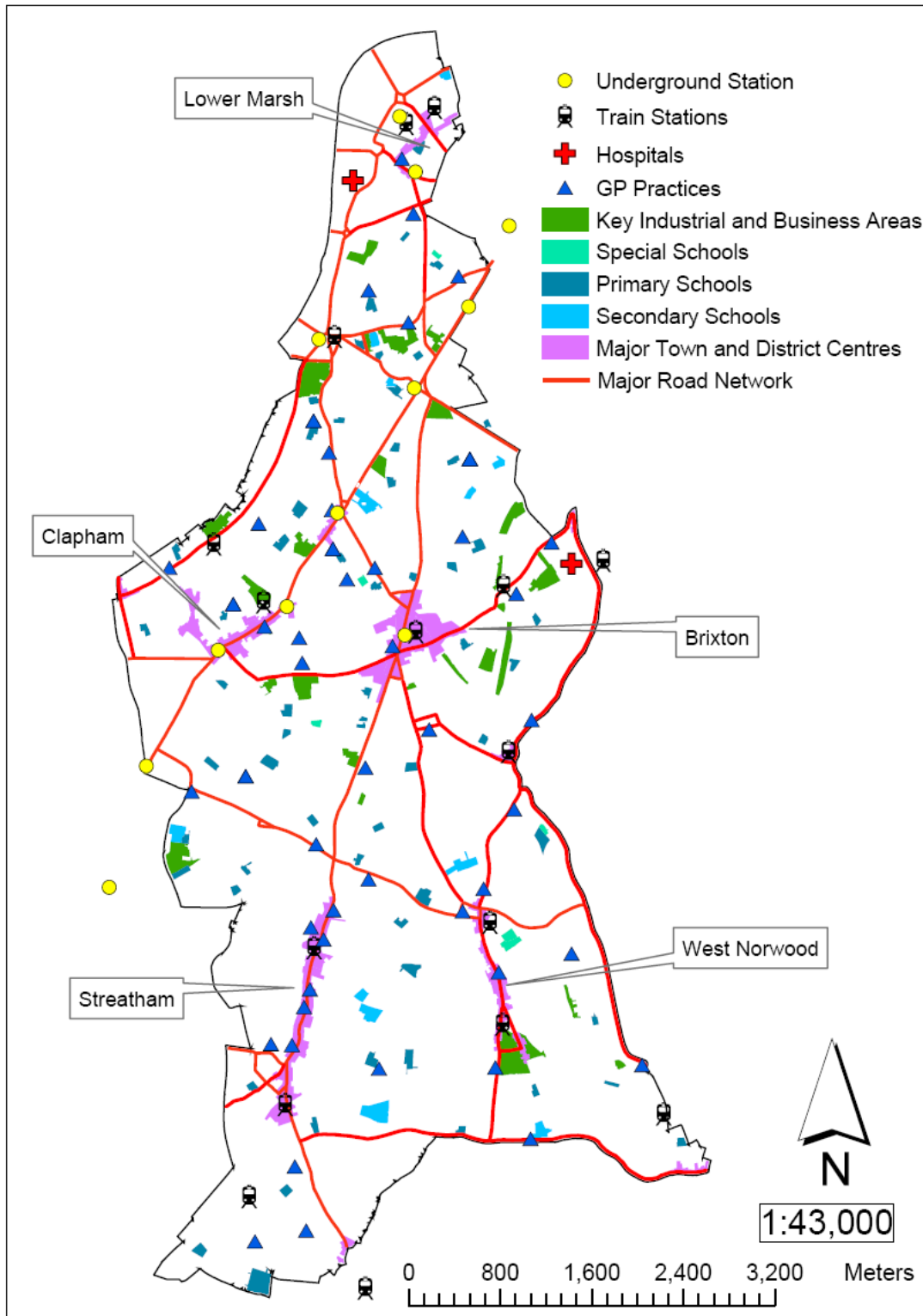
9.4.4 Conclusions

The Borough is currently well served by public transport, though there are areas which could be improved. PTALs are expected to increase over time, as schemes at the planning and development stage are implemented and as rail and bus frequencies improve. Based on public transport accessibility levels and the reasonably widespread distribution of schools, health care, employment areas, and major retail centres it can be assumed that most new residential development in Lambeth will be within 30 minutes public transport time of these essential services.

Figure 9F: Public Transport Accessibility Levels (PTAL)

Source: Transport for London 2006

Note: Level 6 (red) means most accessible. Level 1 (blue/purple) means least accessible



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Figure 9G: Location of services and key transport routes
Source: Lambeth Planning Service, 2006

Section 10 - Waste and Minerals

10.1 Minerals

Lambeth is a Minerals Planning Authority, however, at this time the Council does not have a policy relating to minerals planning. The Borough is not known to contain mineral deposits.

Core Output Indicators (5a and 5b) pertain to the volume of aggregates produced in the Borough. As there is no production in Lambeth, these indicators are not applicable.

10.2 Waste

10.2.1 Strategic Objective

- The Council will minimise pollution and seek sustainable management of the borough's energy, water and other resources (including waste)

10.2.2 Waste Indicator Summary

| Indicator Number | Indicator | Target | Outcome |
|------------------|--|--|---|
| COI 6a | Capacity of new waste management facilities by type | No net loss of waste management capacity | No known loss or gain of waste sites or capacity |
| COI 6b | Amount of municipal waste arising and managed by management type and the percentage each waste management type represents of the waste managed | % of household waste recovered: <ul style="list-style-type: none"> 2005-6 = 21% 2006-7 = 23% 2007-8 = 25% 2008-9 = 27% | 22.16% of household waste was recycled or composted |

10.2.3 Relevant Waste Policies

| Adopted UDP 1998 | Revised Deposit UDP 2004 |
|--|---|
| Part 1 Strategic Policies | |
| <ul style="list-style-type: none"> G14 - Minimise the amount of waste going to land fill. | <ul style="list-style-type: none"> N – Minimise pollution and sustainable management of resources, including waste |
| Part 2 Detailed Policies | |
| <ul style="list-style-type: none"> ENV24 – Waste management and disposal | <ul style="list-style-type: none"> 50 - Waste |
| <ul style="list-style-type: none"> EMV25 – Recycling and re-use | |

10.2.4 Context

Lambeth is a Waste Planning Authority, and a Waste Collection Authority. The Western Riverside Waste Authority (WRWA) is the Waste Disposal Authority for the area encompassing the boroughs of Lambeth, Wandsworth, Hammersmith and Fulham, and Kensington and Chelsea.

The volume of waste produced, and the subsequent management of waste are significant forces influencing the Borough's and the city's ability to provide a sustainable community.

Lambeth has strong goals for the reduction of the amount of waste arising in the borough, and particularly the amount of municipal waste being disposed of through landfill and other non-sustainable methods. These goals must be achieved in conjunction with the WRWA and other constituent boroughs. Preferred means of management include minimisation, reuse, recycling, composting and energy recovery methods, in the order shown.

The Council must also have regard to the London Plan (2004), which sets out the Mayor's policies for waste management. These policies promote, among other things, a more sustainable approach to waste management, including requiring that all existing waste sites are safeguarded and provision of suitable waste and recycling facilities in new developments.

Lambeth's waste planning policies are described in Part 1 Strategic Policy G14 and Policies ENV24 and ENV25 in the AUDP, and in Part 1 Strategic Policy N and Policy 50 in the RDUDP.

Indicators used in this Annual Monitoring Report relate to two main areas. These are the management methods for municipal waste (i.e. the distribution of waste to various appropriate and inappropriate methods of management), and the availability of sites and facilities for waste management (i.e. the allocation and use of sites within the borough for waste management and manufacturing facilities).

10.2.5 Availability of sites and facilities for waste management

Availability of sites and facilities for separation and treatment of waste is imperative in ensuring the ability to manage waste near its source, known as the proximity principle. Provision and protection of sites and facilities is the most significant role that the UDP can play in planning for waste management.

Policy 50 in the RDUDP safeguards waste management and manufacturing areas as designated on the Proposals Map.

The following sites are used for waste management purposes:

- Vale Street Civic Amenity site SE27
- Corner of Wandsworth and Portslade Roads SW8
- 4-16 Belinda Road SW9 – transfer station
- Shakespeare Wharf, Shakespeare Road SE24 – transfer station
- 26 Wanless Road SE24 – transfer station
- 44 Clapham Common Southside SW4 – clinical waste transfer station

The Inspector in his report about the RDUDP recommended that the Council safeguard all existing waste management sites and the Council has accepted this recommendation and put this forward as a proposed modification.

Total licensed waste capacity in Lambeth is 11,000 tonnes per annum. There has been no loss or gain of waste management facilities during 2005-6, although applications for

the residential development of the Belinda Road site were being considered during this period. These applications have subsequently been refused.

It should be noted that new 84,000 tonne capacity Materials Recycling Facility was approved by the neighbouring borough of Wandsworth which will receive recyclables from Lambeth and other boroughs in the WRWA.

10.2.6 Management of waste

The waste policies in both the Adopted and Replacement UDPs actively encourage shifting waste management away from landfill and replacing this with more sustainable management methods, such as recycling, or minimising the amount of waste generated in the first place.

These policies are being successfully implemented, as set out Figure 10A, which details that there has been a steady increase in the proportion of municipal waste not going to landfill over the last few years, with a 3.3% reduction between 2004-5 and 2005-6. There was also a 787 tonne decrease in total municipal waste which demonstrates greater emphasis on waste management in accordance with the sustainable hierarchy outlined in Policy 50 of the RDUDP, as this prioritises waste minimisation over recycling or disposal. Household waste has shown particularly strong improvements in sustainable management. Lambeth exceeded its 21% target for the proportion of household waste being recycled or composted in 2005-6 thanks to a 5.7% increase in the proportion of recycled and composted waste. Of greater concern is the very low proportion of commercial waste which does not go to landfill.

These overall gains are due to a range of factors, many outside the control of planning, such as more comprehensive recycling service and access to materials processing capacity and markets for the materials. Nevertheless supportive planning policies contribute to a holistic approach to sustainable waste management

10.3 Conclusions and Further Actions

While it can be argued that the AUDP and RDUDP waste policies are being implemented successfully based on the continuing reductions in waste going to landfill, it is a fact that major actions in relation to waste management in Lambeth over 2005-6 occurred outside the planning system. This is especially the case given that there have been no developments decided affecting waste sites. However this is not to say that the Borough's planning policies will not at times have an important role to play. For example two planning applications were live during the 2005-6 year for residential development on the Belinda Road transfer station site. If the value of residential land remains substantially higher than other uses then there is likely to be an increasing need for UDP policies to determine the future of local waste facilities. There will also be an ongoing contribution made by the UDP as it encourages the inclusion of waste and recycling facilities in new development, which will assist in the incremental improvement of Lambeth's recycling performance. In particular the low levels of commercial waste recycling reveal a need for this issue to be given greater consideration.

Lambeth's policies in relation to waste are also proposed to be strengthened as a result of the RDUDP Inspector's Report. The Inspector recommended that the text of the UDP be amended to give a commitment to an early review of strategic waste arisings and requirements, and stated that in the meantime all waste management sites in the

Borough should be protected. Other changes proposed to Policy 50 included support for mandatory waste and recycling facilities in new development, an explanation of how a deficiency in recycling facilities should be dealt with and more details on waste treatment facilities. With these changes, the Inspector considered that the policy would be in conformity with the London Plan. Proposed modifications to the Replacement UDP have been put forward in October 2006 incorporating these changes.

Figure 10A: London Borough of Lambeth Municipal Waste Management by Type

Source: Lambeth Environment Department, 2006

| | | WASTE MANAGEMENT TYPE | 2004-05 | | 2005-06 | |
|-----------------------|------------------------|-----------------------|-----------|--------|----------------------|--------|
| | | | TONNES | % | TONNES | % |
| MUNICIPAL WASTE | HOUSEHOLD | Recycling | 14230.42 | 14.83 | 17798.82 | 19.00 |
| | | Composting | 1564.09 | 1.63 | 2988.33 | 3.19 |
| | | Energy Recovery | 57.57 | 0.06 | 56.21 | 0.06 |
| | | Disposal | 80104.89 | 83.48 | 72834.62 | 77.75 |
| | TOTAL HOUSEHOLD WASTE | | 95956.97 | 100.00 | 93677.98 | 100.00 |
| | COMMERCIAL | Recycling | 142.30 | 0.24 | 177.97 | 0.29 |
| | | Composting | 1282.27 | 2.15 | 1430.01 | 2.34 |
| | | Energy Recovery | 35.70 | 0.06 | 36.68 | 0.06 |
| | | Disposal | 58045.43 | 97.55 | 59489.54 | 97.31 |
| | TOTAL COMMERCIAL WASTE | | 59505.70 | 100.00 | 61134.20 | 100.00 |
| | INDUSTRIAL | Recycling | 191.32 | 100.00 | 54.62 | 100.00 |
| | | Composting | 0.00 | 0.00 | 0.00 | 0.00 |
| | | Energy Recovery | 0.00 | 0.00 | 0.00 | 0.00 |
| | | Disposal | 0.00 | 0.00 | 0.00 | 0.00 |
| | TOTAL INDUSTRIAL WASTE | | 191.32 | 100.00 | 54.62 | 100.00 |
| TOTAL MUNICIPAL WASTE | | | | | | |
| | 2004-05 | Recycling | 14564.04 | 9.36 | TOTAL TONNES 2004-05 | |
| | | Composting | 2846.36 | 1.83 | | |
| | | Energy Recovery | 93.27 | 0.06 | 155653.99 | |
| | | Disposal | 138150.32 | 88.75 | | |
| | 2005-06 | Recycling | 18031.41 | 11.64 | TOTAL TONNES 2005-06 | |
| | | Composting | 4418.34 | 2.85 | | |
| | | Energy Recovery | 92.89 | 0.06 | 154866.80 | |
| | | Disposal | 132324.16 | 85.44 | | |

Section 11 - Implementation of the Local Development Scheme

This section of the Annual Monitoring Report assesses whether the Council has achieved its timetable and milestones set out in its Local Development Scheme (LDS) for the period April 2005 – March 2006. There are two versions of the LDS relevant to this monitoring period. The original scheme was adopted in March 2005, but this was then updated in December 2005. This revision was required because of advice received from the Planning Inspectorate in June 2005 stating that the Inspector's Report for the Replacement UDP was not going to be received until February 2006, some four months after the October 2005 date set out in the LDS.

11.1 Replacement Unitary Development Plan and Proposals Map

Figure 11A sets out the milestones in the LDS for the production of the Replacement Unitary Development Plan and Proposals Map, and whether these have been met during the 2005-6 monitoring period.

Figure 11A: Replacement Unitary Development Plan and Proposals Map Milestones April 2005 – March 2006

| Milestones | Milestone Dates in March 2005 LDS | Completion date | Monitoring |
|-------------------------------------|--|---------------------------|----------------------------|
| Public Inquiry | March – May 2005 | May 2005 | Milestone date was met |
| Receipt of Inspector's Report | October 2005 | February 2006 | Milestone date was not met |
| Consideration of Inspector's Report | October 2005 - January 2006 | Outside monitoring period | Milestone date was not met |
| Deposit of proposed modifications | February 2006 | Outside monitoring period | Milestone date was not met |
| | Updated Milestone Dates in December 2005 LDS | | |
| Receipt of Inspector's Report | February 2006 | February 2006 | Milestone date was met |

As the table shows, milestones set out in the March 2005 LDS for the Replacement UDP and the Proposals Map have not been met following the delay caused by Inspector's Report not being received within the anticipated time. This was not within the control of the Council, however action to reflect the changed circumstances was taken through adoption of an amended LDS in December 2005. The only relevant milestone in the updated LDS, being receipt of the Inspector's Report, was achieved on schedule.

11.2 Statement of Community Involvement and Annual Monitoring Report

The other documents set out in the LDS are the Statement of Community Involvement and the Annual Monitoring Reports. The 2004-5 Annual Monitoring Report was completed on time in December 2005. Figure 11B sets out the progress in meeting milestones for the Statement of Community Involvement and shows that during the monitoring period the preparation of the document was in line with the timetable set out in the LDS.

Figure 11B: Statement of Community Involvement Milestones April 2005-March 2006

| Milestones | Milestone Dates in March 2005 LDS | Completion date | Monitoring |
|--|---|------------------------|-------------------------------|
| Assessment of different methods | June 2005 - August 2005 | August 2005 | Milestone date was met |
| Consultation on issues and options for community involvement | September/October 2005 | October 2005 | Milestone date was met |
| | Updated Milestone Dates in December 2005 LDS | | |
| Assessment of different methods | June 2005 - August 2005 | August 2005 | Milestone date was met |
| Consultation on issues and options for community involvement | September/October 2005 | October 2005 | Milestone date was met |

11.3 Adoption of Development Plan Documents

The Council has not adopted any of the documents in the Local Development Scheme in the financial year 2005/2006. This is in accordance with the timetables set out in both versions the Local Development Scheme.

11.4 Saved Policies

There has been no change in the saved policies set out in paragraph 8 of the Local Development Scheme (December 2005). The saved Plan is therefore the Adopted Unitary Development Plan (1998). Together with the Replacement UDP this provides the planning policy framework for the Borough. When the process of replacement of the UDP is completed and the new UDP is adopted this will replace the 1998 UDP and will be saved for a period of three years from that time.

11.5 Anticipated Further Changes to the Local Development Scheme

Since the publication of the Revised LDS in December 2005 there have been further changes to the programme for the preparation of the Replacement UDP. The receipt of the Inspector's Report in February 2006 meant that the next steps towards adoption were not proceeded with in the short period up to the local elections in May 2006. Following the change of administration there was a period of assessment and evaluation in the response to the Inspector's Report. Proposed Modifications were submitted for Cabinet approval in September with the deposit taking place between 20 November and 1 December 2006.

Adoption of the Replacement UDP will enable the formal preparation of various SPDs associated with UDP policies as well as guidance for the development of sites and wider area guidance. These include: section 106 planning obligations; residential extensions; shopfronts; personal safety and security; sustainable construction; and residential development (including house conversions). Site and area specific guidance will be prepared for the MDO49/Brooks Laundry site in Norwood High Street, Vauxhall and Waterloo.

The need for future guidance will be clarified as the Council reviews and develops its new Regeneration Delivery Plan, particularly in respect of Brixton. There may also be further requirements from the Building Schools for the Future team for site specific guidance to help progress the Building Schools for the Future and Academies

programme. The LDS will need to be reviewed in respect of this and submitted to GOL in accordance with the Regulations.

Under the provisions of the Act, in order for site specific and area guidance to be eligible for inclusion in the LDS, it has to be linked to saved policies. This applies to guidance on policies as well. On commencement of the Act in September 2004 all existing adopted development plans were automatically saved for three years. In the case of Lambeth, this meant that the AUDP, adopted in 1998, is the saved Plan. When the process of revision of the UDP is completed and the new UDP is adopted, this will replace the 1998 UDP and will be saved for a period of three years from that time.

Much of the AUDP has been superseded by policies in the draft Replacement UDP. Therefore site development guidance, wider area guidance/frameworks and policy guidance cannot be linked to saved policies in the AUDP as the Council would want to apply its current policies which are in the Replacement UDP and are consistent with and reflect up-to-date national policies particularly on issues such as affordable housing.

However, substantial amounts of work has been carried out on guidance for the development of sites and is described in the LDS but not a formal part of it due to the need for site specific development guidance to be linked to saved policies in order for it to be eligible for inclusion in the LDS. This has included:

Housing Estate Regeneration:





- Clapham Park development guidance prepared and completed (October 2005) in support of tenants transfer and New Deal for Communities, leading to planning permission for over 2,000 new homes, refurbishment of 1,500 existing homes, new street pattern, community and other facilities including new park.
- Myatts Field North development guidance prepared and completed (July 2006), in support of Council PFI to enable replacement of over 300 existing homes and development of a further 200. Restructuring of road layout, open space and community facilities.
- Stockwell Park and Robsart Village Estate, development guidance (May 2005) for restructuring of estate to enable 550 new homes being developed and 500 refurbished, improvements to existing streets, pedestrian routes, open spaces and community facilities. Leading to a current planning application.
- Kerrin Point, development brief prepared and approved (January 2005) following community consultation enabling tender for the re-provision of housing.

Revitalise and Regeneration:

- Mary Seacole House development brief prepared and completed (November 2005) to assist consideration of Clapham options.
- Clapham Leisure/Depot development brief options commissioned and completed (May 2006) as part of process on deciding future approach for the provision of leisure facilities in Clapham.
- Former Lilian Baylis School, preparation and approval of draft development brief (July 2005), and carrying out of community consultation completed in November 2005.

In addition the preparation of draft development brief for Stockwell Park High School to guide proposals for the development of a new school was completed in November 2006

Appendix 1 – Consolidated list of core and local indicator results

| | | | |
|---|---|---|--|
|  | Good performance – met target |  | Did not meet target but not a significant concern due to trend, or only minor non-compliance |
|  | More significant concerns – substantially missed target |  | Insufficient data to either set target or analyse performance |

| Indicator | Explanation of approach | Target | Key results 2005-6 | | |
|--|---|---|---|--|--|
| Core Output Indicators | | | | | |
| COI 1a –Amount of floorspace developed for employment by type | Approved floorspace data taken from Lambeth's planning database. Completed floorspace data is taken from the London Development Database. This is considered to have some limitations and in future years the Council hopes to be able to use its own more comprehensive non-residential development database. | 10,000m ² net employment floorspace developed per annum (estimated 150,000m ² net floorspace required over 15 year plan period) | Gross approved floorspace: B1 = 22,482m ² B2 = 1,648m ² B8 = 5,182m ² Gross gains = 29,312m ² Gross losses = 35,278m ² Net loss = -5,966m ² | Gross completed floorspace: B1 = 8,461m ² B2 = 0m ² B8 = 0m ² Gross gains= 8,461m ² Gross losses = 6,667m ² Net gain = 1,794m ² | |
| COI 1b – Amount of floorspace developed for employment by type in employment or regeneration areas | Approved floorspace data taken from Lambeth's planning database. Completed floorspace data is taken from the London Development Database. This is considered to have some limitations and in future years the Council hopes to be able to use its own more comprehensive non-residential development database. | Increase of employment floorspace in KIBAs | Gross approved floorspace: B1 = 13,394m ² B2 = 2,546m ² B8 = 5,961m ² Gross gains = 21,901m ² Gross losses = 13,056m ² Net gain = 8,845m ² | Gross completed floorspace: B1 = 1,261m ² B2 = 0m ² B8 = 0m ² Gross gains = 1,261m ² Gross losses = 1,593 m ² Net loss = -332m ² | |
| COI 1c – Amount of floorspace by employment type, which is on previously developed land | Data taken from BV106 indicator. | 100% of employment development on previously developed land | 100% | | |
| COI 1d – Employment land available | The Council has information available as to the amount of land designated through the RDUDP for employment purposes (KIBAs), but does not have information on the amount of employment land available outside KIBAs. The Council will attempt to address this indicator more thoroughly in future. | Retain 59.73 hectares of designated employment land | 59.73 hectares of land designated for employment use (KIBAs). No change to KIBA designations in 2005-6. | | |

| Indicator | Explanation of approach | Target | Key results 2005-6 | |
|--|--|--|--|---|
| COI 1e – Losses of employment land in <ul style="list-style-type: none"> (i) employment areas (ii) local authority areas | The Council does not have statistical data to measure this indicator for completed development. However based on approved developments during 2005-6 it is possible to estimate losses of land. For mixed use sites, losses of employment land have been estimated based on the proportion of employment floorspace to total floorspace. | Insufficient baseline data to set targets. This will be reviewed in 2006-7. | <ul style="list-style-type: none"> 0.29 hectares of employment land in KIBAs would be lost through planning approvals in 2005-6 as allowed by policy 2.4 hectares of land previously in employment use across Lambeth would be lost through planning approvals in 2005-6 as allowed by policy | ? |
| COI 1f – Amount of employment land lost to residential development | The Council does not have statistical data to measure this indicator for completed development. However based on approved developments during 2005-6 it is possible to estimate losses of land. For mixed use sites, losses of employment land have been estimated based on the proportion of employment floorspace to total floorspace. | No target has been set as no baseline information is available from previous years. This will be reviewed in 2006-7. | <ul style="list-style-type: none"> 0.07 hectares of employment land in KIBAs would be lost to residential development through planning approvals in 2005-6 1.52 hectares of land previously in employment use across Lambeth would be lost to residential development through planning approvals in 2005-6 | ? |
| COI 2a Housing Trajectory | Data is available to show how Lambeth will meet its housing targets up to the period 2017. | <ul style="list-style-type: none"> RDUDP = 1,367 homes per annum. Proposed London Plan target = 1100 homes per annum | 1156 net completions | |
| COI 2b % of dwellings on previously developed land | Data shows all residential development in 2005/06 has taken place on previously developed land. | 100% of dwellings on previously developed land | 100% | |
| COI 2c % of dwellings at <30 dwellings per hectare, 30-50 dwellings per hectare and >50 dwellings per hectare | Information is sourced from Lambeth Planning database | 80% of new residential development at densities of greater than 50 dwellings per hectare | <ul style="list-style-type: none"> 6.25% at <30 dwellings per hectare 6.25% at 30-50 dwellings per hectare 87.5% >50 dwellings per hectare | |
| COI 2d Affordable housing completions | Information is sourced from Lambeth Planning database | 40% of gross housing completions are affordable housing | <ul style="list-style-type: none"> 33% of net completions (388 out of 1156 homes) 44% of gross completions (597 out of 1361 homes) | |
| COI3a Amount of completed non-residential development within Use Classes A, B and D complying with car parking standards. | In the absence of comprehensive data showing the proportion of developments within UCOs A, B and D complying with parking standards, some examples of car parking provision for completed developments are provided. The Council will attempt to address this indicator more thoroughly in future. | No target has been set as no baseline information is available. This will be reviewed in 2006-7. | No results | ? |

| Indicator | Explanation of approach | Target | Key results 2005-6 | |
|--|---|---|---|---|
| COI3b Amount of new residential development within 30 minutes public transport time of a GP, hospital, primary school, secondary school, employment area and major retail centre | In the absence of data, maps showing location of services and public transport accessibility are provided. The Council will attempt to address this indicator more thoroughly in future. | No target has been set as no baseline information is available. This will be reviewed in 2006-7. | No results | ? |
| COI 4a - Amount of completed retail, office and leisure development | 5 year retail development completion data and 05-06 retail approvals data is taken from Council records and anecdotal evidence. Data on completed leisure and office development comes from the London Development Database. This is considered to have some limitations and in future years the Council hopes to be able to use its own more comprehensive non-residential development database. | Annual A1 retail provision of 2000 – 2500 m ² (1000-1500 m ² convenience floorspace and 1000 m ² comparison shopping floorspace) | Retail: <ul style="list-style-type: none"> A1 gross approvals (05-06) = 3252m² A2 gross approvals (05-06)= 970m² 5 year A1 completions = 10,597m² Leisure: <ul style="list-style-type: none"> D2 gross completions (05-06) = 0m² D2 gross approvals (05-06)= 1855m² Office: <ul style="list-style-type: none"> B1a gross completions (05-06) = 1707m² B1 gross approvals (05-06)= 22,482m² | ? |
| COI 4b Amount of completed retail, office and leisure development in town centres | For retail development completion data taken from Council records and anecdotal evidence Data on completed leisure and office development comes from the London Development Database. This is considered to have some limitations and in future years the Council hopes to be able to use its own more comprehensive non-residential development database. | <ul style="list-style-type: none"> Retail and leisure: 70% of new floorspace occurs in town centres Office: No net loss of B1 floorspace in Brixton town centre | Retail: <ul style="list-style-type: none"> 5 year A1 completions = 3700m² A1 gross approvals (05-06) = 2615 m² 35% of completed retail in the last 5 years has been in town centres Leisure: <ul style="list-style-type: none"> D2 gross completions (05-06) = 0m² Office: <ul style="list-style-type: none"> B1a gross completions (05-06) = 0m² Net loss of 497m² B1 office floorspace in Brixton (05-06). B1 gross approvals in town centres = 3076m² (05-06). Net loss of B1 floorspace in town centres of 1132m² (05-06). | |
| COI 4c – Eligible open space for Green Flag Award | Parks department submit applications for the boroughs open spaces | 2 submissions per year to Green Flag Award | Milkwood Road Community Open Space eligible in 2005/2006 (awarded in 2006/2007) | |

| Indicator | Explanation of approach | Target | Key results 2005-6 | |
|---|---|--|---|---|
| COI 5a – Production of primary land won aggregates | Not applicable to Lambeth – no aggregate production | | | |
| COI 5b – Production of secondary/recycled aggregates | Not applicable to Lambeth– no aggregate production | | | |
| COI 6a –Capacity of new waste management facilities by type | This COI is quantified with anecdotal evidence as Council does not have available statistical data. | No net loss of waste management capacity | No known loss of waste sites or capacity | |
| COI 6b – Amount of municipal waste arising and managed by management type and the % each management type represents of the waste managed. | This information is sourced with data from the Council's Environment Department which sets out household, commercial, industrial and total municipal waste and how this waste was managed (e.g. recycling, landfill etc). | 21% household waste recovery | <ul style="list-style-type: none"> 22.16% of household waste was recycled or composted Municipal waste that was recycled or composted rose from 11.19% in 2004-5 to 14.49% in 2005-6. | |
| COI 7 – Number of permissions granted contrary to EA advice (on flood defence or water quality grounds) | Information is sourced from the Environment Agency | 0 | 0 | |
| COI 8i – change in priority habitats and species | Statistical data is not available. Anecdotal evidence and information from biodiversity Action Plan is used. | No detrimental change | No known detrimental change | |
| COI 8ii – change in areas of environmental value | Statistical data is not available. Anecdotal evidence and information from biodiversity Action Plan is used. | No detrimental change | No known detrimental change | |
| COI 9 Renewable energy capacity installed | This COI is quantified with anecdotal evidence, although this is not sufficient to report in relation to the target. Monitoring database to be developed over the coming years to enable monitoring of figures in conjunction with colleagues in Building Control | 75% of major developments provide 10% of energy needs from renewable sources | Known renewable energy installation = <ul style="list-style-type: none"> 34 kw solar | ? |
| Local Output Indicators | | | | |
| LOI 1 – Proportion of appeals dismissed | Sourced from Lambeth Planning database | 65% of appeals dismissed | 58% | |
| LOI 2 – Proportion of completed homes with 3 or more bedrooms | Sourced from Lambeth Planning database | 25% of new homes with 3 or more bedrooms | 15% of completed dwellings had 3 or more bedrooms | |
| LOI 3 – Road traffic casualty rates | Data sourced from Transport Department | Reduction in casualty rates | Casualties reduced from 1415 to 1335 between 2004 and 2005 | |
| LOI 4 – Number of persons using underground stations | Data sourced from Transport Department | Increase in number of persons using underground stations | 0.4% increase 2004 to 2005 | |

| Indicator | Explanation of approach | Target | Key results 2005-6 | |
|---|--|---|--|---|
| LOI 5 – School travel | Data on number of schools with travel plans is available but baseline data on travel modes has not been prepared. | 30% increase in children walking or cycling to school 2002-2017 | In 2005, Lambeth agreed 27 new school travel plans, compared to just three the year before. There are now 30 schools in the Borough with School Travel Plans. These will form the basis for data about this issue in future AMRs. | ? |
| LOI 6 – Proportion of major office developments in preferred locations | Data based on Council records and anecdotal knowledge | 75% of major office floorspace situated in preferred locations | <ul style="list-style-type: none"> No known major offices completed during 2005-6 89.2% of approved major offices were in preferred locations | |
| LOI 7 – Retail vacancy levels in the core of town centres | Data based on Experian town centre surveys. Note that the vacancy data used in this AMR cannot be directly compared to that used in last year's AMR. This is because only premises within the designated core of town centres are included in 2005-6 data. This will allow a consistent spatial basis for future monitoring. | 20% reduction in vacant floorspace in cores of town centres by 2017 | % vacant premises in core of centres in 2004 and 2006 <ul style="list-style-type: none"> Streatham = No change: 6% Brixton = Increase: 4% - 12% Lower Marsh = Decrease: 12% - 7% Clapham = Decrease: 7.5% - 7% | |
| LOI 8 – unrestricted open space per 1000 persons | Data sourced from the open space strategy 2004 and updated from the Parks department / Planning department (applications on open space) | No net loss of open space | No net loss of open space. Level of unrestricted open space per 1000 persons = 1.54 hectares | |
| LOI 9 – Satisfaction with parks | Residents survey is carried out every two years via Corporate Services | 60% (target set by Parks Department) | 76% satisfaction | |
| LOI 10 – Fear of crime | Residents survey is carried out every two years via Corporate Services | 75% of residents feel safe | <ul style="list-style-type: none"> 83% feel safe during the day 50% feel safe after dark | |
| LOI 11 – Number of listed buildings, changes to and buildings on the 'at Risk' register | Data taken for Planning Service records | Reduction in listed buildings on at risk register | Three buildings removed from the buildings at risk register | |
| LOI 12 – Number of conservation areas with up to date character appraisals | Data taken for Planning Service records | 35% up to date character appraisals by 2008-9 | 7% of conservation areas with up to date character appraisals | |

Appendix 2 – List of Use Classes

| Use Class | General description |
|-------------|---|
| A1 | Retail shops |
| A2 | Financial and professional services eg banks and employment agencies |
| A3 | Restaurants and cafes |
| A4 | Drinking establishments eg pubs and bars |
| A5 | Hot food take aways |
| B1 | Offices not included within A2 (B1a), research and development (B1b) and light industry (B1c) |
| B2 | General industry eg manufacturing |
| B8 | Warehouses, storage and distribution |
| C1 | Hotels, bed & breakfast and guesthouses |
| C2 | Residential institutions eg nursing homes and boarding schools |
| C3 | Dwellings |
| D1 | Non-residential institutions eg schools, churches, libraries |
| D2 | Assembly and leisure eg sports halls, cinemas, gymnasiums |
| Sui Generis | Uses not included in one of the use classes above eg petrol filling stations, motor vehicle sales, nightclubs |

For further information contact:
Lambeth Council Planning Service
Phoenix House
10 Wandsworth Road
London
SW8 2LL

Email : PlanningPolicy@lambeth.gov.uk
Web : www.lambeth.gov.uk/Planning

Spanish

Si desea esta información en otro idioma,
rogamos nos llame al **020 7926 1180**

Portuguese

Se desejar esta informação noutro idioma
é favor telefonar para **020 7926 1180**

French

Si vous souhaitez ces informations dans une
autre langue veuillez nous contacter au **020 7926 1180**

If you would like this information in large print, Braille, audio tape or another
language, please contact us on **020 7926 1180**

Bengali

এই তথ্য অন্য কোনো ভাষায় আপনার প্রয়োজন
হলে অনুগ্রহ করে ফোন করুন **020 7926 1180**

Twi

Se wope saa nkaeboy yi wo kasa foforo
mu a fre **020 7926 1180**

Yoruba

Tí ẹ ba fẹ ìmoràn yìí, ní èdè Òmíràn, ẹjọ,
ẹ kàn wà l'ágogo **020 7926 1180**