

London Borough of Lambeth

Housing Implementation Strategy

February 2014

1. National planning policy

- 1.1 The National Planning Policy Framework (NPPF) requires local planning authorities to identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirements, with an additional buffer of 5% to ensure choice and competition in the market for land. Where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% to provide a realistic prospect of achieving the planned supply.
- 1.2 To be considered deliverable, the NPPF states that sites should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years and in particular that development of the site is viable. Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five years.
- 1.3 Authorities should illustrate the expected rate of housing delivery through a housing trajectory for the plan period.

2. Lambeth's housing target

- 2.1 Lambeth's housing target is set in the London Plan 2011. It is to deliver 11,195 net additional dwellings over the ten year period 2011/12 to 2020/21. This equates to an annual figure of 1,195 net additional dwellings. The previous London Plan target (2008) for Lambeth was 1,100 net additional dwellings per annum over the period 2007/08 to 2016/17.
- 2.2 The London Plan target is made up of conventional supply, non-self-contained accommodation and vacant dwellings returned to use. Conventional supply comprises net additional self-contained dwellings. Non-self-contained accommodation includes hostels, residential care homes and student accommodation. The disaggregated figures to be used as the monitoring benchmark for Lambeth are as follows:

Table 1: disaggregated housing supply target for Lambeth

<b>Element of housing supply</b>	<b>London Plan annual monitoring benchmark for Lambeth 2011/12 to 2020/21</b>
Conventional supply	1,142
Non self-contained units	9
Vacant dwellings	46
<b>Overall target</b>	<b>1,195</b>

Source: London Plan 2011, Annex 4

- 2.3 The London Plan housing target is derived from the Greater London Authority's 2009 Strategic Housing Land Availability Assessment

(SHLAA 2009). The figures for conventional supply in this study were calculated from information about identified large sites (over 0.25 hectares) and an assumption for small sites based on a seven year historic trend. Of the 1,142 annual net additional dwellings of conventional supply in Lambeth, 624 (55%) are expected to be delivered on identified large sites and 518 (45%) on small sites, based on the assumptions in the SHLAA 2009. The data for Lambeth, including the list of identified large sites and their estimated capacity and year of delivery, is set out in the document *London wide Strategic Housing Land Availability Assessment 2009: Lambeth Sites (March 2010)*.

2.4 In January 2014, the Mayor published draft Further Alterations to the London Plan (FALP). These include new borough-level housing targets based on updated evidence of housing need and housing capacity in the borough. The proposed new target for Lambeth is 1,599 net additional dwellings per annum. It is expected that the FALP will be adopted in early 2015. The implications of this new target will be addressed in the next version of the Lambeth Housing Implementation Strategy, taking account of pipeline data for 2013/14.

### 3. Monitoring of housing supply in Lambeth

3.1 In order to monitor the delivery of housing in Lambeth as required by national policy, the council produces and publishes an annual housing development pipeline. This tracks the number of net additional dwellings completed each financial year, as well as units that are expected to be delivered from developments under construction and unimplemented permissions. The most recent report is the *Lambeth Housing Development Pipeline Report 2012/13* published in November 2013.

3.2 As part of this process, progress with delivery of the identified large sites in the SHLAA 2009 is monitored. This enables an update of the estimated capacity and year of delivery for each site based on actual completions, schemes under construction and unimplemented permissions. This analysis forms the basis of the housing trajectory to demonstrate past and projected delivery of housing (completions) in Lambeth and the availability of a five year supply of deliverable land for housing, set out in this report.

3.3 Lambeth has a good record of delivery against its housing target over the last seven years, despite a shortfall in 2011/12 and 2012/13, which is likely to be as a result of the economic downturn. This is summarised in the table 2 below.

3.4 On this basis, it is considered that a 5% buffer is sufficient to ensure choice and competition in the market for land, rather than 20% required by the NPPF where there is a persistent record of under-delivery.

Table 2: Record of housing delivery against target in Lambeth

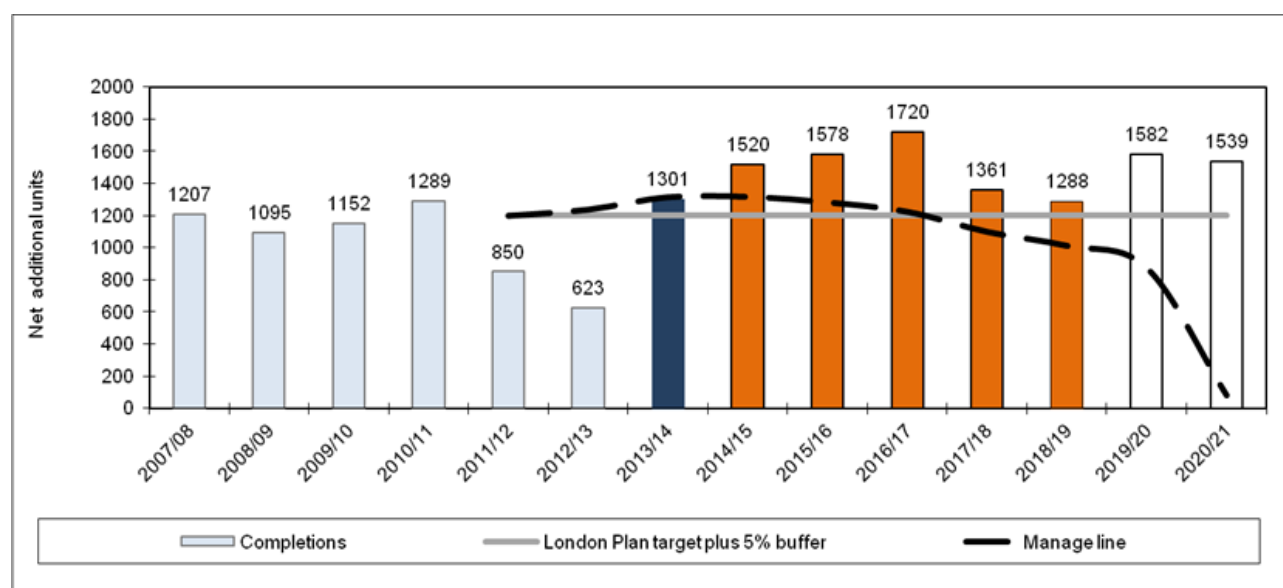
Year	London Plan target	Net additional dwellings completed	Performance against target
2006/07	1,100	1,288	+188
2007/08	1,100	1,495	+395
2008/09	1,100	1,412	+312
2009/10	1,100	1,489	+389
2010/11	1,100	1,602	+502
2011/12	1,195	912	-283
2012/13	1,195	725	-470
<b>Seven year total</b>	<b>7,890</b>	<b>8,923</b>	<b>+1,033</b>

Source: Lambeth Housing Development Pipeline 2006-2013

#### 4. Housing trajectory for conventional supply

4.1 Taking this into account, the housing trajectory for conventional supply in Lambeth over the full ten year London Plan 2011 housing target period, and including the last five years of delivery, is set out in Graph 1 and Table 3 below.

Graph 1: Lambeth Housing Trajectory (conventional supply) 2012/13



Source: Lambeth housing development pipeline data 2007 to 2013

4.2 The dark blue bar in Graph 1 is the current reporting year 2013/14. The five orange bars represent the next five years' supply, followed by two further years shown in white. The dotted black line or 'manage line' represents the level and rate of completions required to achieve the full London Plan housing target plus 5% buffer over the ten year period 2011/12 to 2020/21, taking account of actual and projected delivery.

**Table 3: Lambeth housing trajectory (conventional supply) 2012/13**

	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21
<b>Net additional dwellings - SHLAA 2009 identified large sites</b>					<b>491</b>	<b>394</b>	<b>783</b>	<b>1002</b>	<b>1060</b>	<b>1202</b>	<b>843</b>	<b>770</b>	<b>1064</b>	<b>1021</b>
<b>Net additional dwellings - other sites (SHLAA 2009 small sites assumption)</b>					359	229	518	518	518	518	518	518	518	518
<b>Net additional dwellings - total completions (actual/projected)</b>	1207	1095	1152	1289	850	623	1301	1520	1578	1720	1361	1288	1582	1539
<b>Cumulative completions for 10 year London Plan period</b>					850	1473	2774	4294	5872	7592	8953	10241	11823	13362
<b>PLAN - London Plan annualised target (conventional supply)</b>					1142	1142	1142	1142	1142	1142	1142	1142	1142	1142
<b>Annualised London Plan target (conventional supply) plus 5% buffer</b>					1199	1199	1199	1199	1199	1199	1199	1199	1199	1199
<b>Cumulative London Plan target including 5% buffer</b>					1199	2398	3597	4796	5996	7195	8394	9593	10792	11991
<b>MONITOR - number of dwellings above or below cumulative allocation</b>					850	-925	-823	-502	-124	397	559	648	1031	1371
<b>MANAGE - annual requirement taking account of past/projected completions</b>					1199	1238	1315	1317	1283	1224	1100	1013	875	84

Source: Lambeth housing development pipeline data 2007-2013

- 4.3 The estimated capacity and year of delivery for each of the SHLAA 2009 identified large sites, upon which these projections are based, is set out in Appendix 1.
- 4.4 The graph and data show a predicted improvement in performance in 2013/14, reflecting an improvement in economic conditions and increased confidence in the London housing market. This is expected to be followed by a strong up-turn in delivery over the next five years and continued strong performance in years eight to ten. Predicted fluctuations between the years arise from a number of very large schemes, particularly in Waterloo and Vauxhall, causing peaks in completions.
- 4.5 Cumulative completions are predicted to exceed the cumulative target (including the 5% buffer) by 648 dwellings at the end of the five year supply period and by over 1,300 dwellings by the end of the 10 year London Plan housing target period.
5. Non-self-contained accommodation and vacant dwellings returned to use
- 5.1 Lambeth's record on completions of non-self-contained accommodation and vacant dwelling returned to use since 2006/07 is set out in table 5 below.

Table 4: Net additional non-self-contained units and vacant dwelling returned to use in Lambeth since 2006/07 (completions)

<b>Year of completion</b>	<b>Net additional non-self-contained units</b>	<b>Vacant dwellings returned to use</b>
2006/07	36	197
2007/08	30	222
2008/09	8	309
2009/10	7	344
2010/11	0	313
2011/12	-26	88
2012/13	-14	116

Source: Lambeth housing development pipeline data 2006-2013

- 5.2 Although there was a net loss of self-contained dwellings in the last two financial years, there is a significant future pipeline of student housing in Lambeth, which means that the non-self-contained element of the current London Plan housing target is likely to exceed by some margin the assumed 9 net additional units per annum in future years.
- 5.3 The most recent information about the student housing pipeline in Lambeth is contained in the report *Lambeth Student Housing Assessment November 2013*. In summary, the student housing pipeline in November 2013 was as follows:

Table 5: Lambeth student housing pipeline at November 2013

<b>Stage in planning pipeline</b>	<b>Number of student bed-spaces</b>
Under construction	1,495
Schemes with planning permission	1,085
Planning applications with decisions pending	0
<b>TOTAL</b>	<b>2,580</b>

Source: Lambeth Student Housing Assessment November 2013

## 6. Affordable housing

- 6.1 Lambeth's Core Strategy (adopted January 2011) requires provision of affordable housing on sites of at least 0.1 hectares or capable of accommodating ten or more homes. The policy seeks the provision of 50 per cent affordable housing with grant and 40 per cent without grant, plus a 70:30 ratio of social rented to intermediate, subject to viability. This policy replicates the approach in the Lambeth Unitary Development Plan (adopted August 2007) and this strategic approach is maintained in the Lambeth Local Plan Proposed Submission November 2013.
- 6.2 Table 5 below summarises Lambeth's record in delivering affordable housing since 2006/07, measured through net housing completions. Table 6 summarises the record on net approvals of affordable housing over the same time period. Tables 7 and 8 provide the same information but with gross figures (not taking account of units lost through redevelopment).
- 6.3 As a proportion of all residential units, the percentage of affordable units would normally be expected to be lower than the target percentage in development plan policy, because this figure includes smaller schemes to which the policy would not apply. Analysis of new build only schemes results in higher overall percentages of affordable housing achieved, as smaller changes of use and conversion schemes (to which the affordable housing requirement does not apply) are excluded. However, the new build only figures still include some developments of fewer than ten units.
- 6.4 Lambeth's record on affordable housing approvals improved following the adoption of the Unitary Development Plan in August 2007, at which point the policy approach described in paragraph 6.1 had full weight. Overall, the record on both approvals and completions since 2007 is strong, particularly for new build completions.
- 6.5 However, there was a marked fall-off in net approvals of affordable housing units in 2011/12, which increased only slightly in 2012/13. This reflects the increased reliance by developers on viability assessments of major schemes to justify a significant shortfall in affordable housing provision against the policy target, based on the impact of the adverse economic climate. There has also been a reduction in the amount of grant funding available per unit to support the delivery of affordable housing. It is to be expected that this reduction in approvals for

affordable units will result in a subsequent down-turn in completions approximately three years later in the development pipeline, as schemes start to be built out. This down-turn may be aggravated by the government's new provision for re-negotiation of existing planning obligations for affordable housing on the grounds of viability.

- 6.6 In order to mitigate some of the impact of this down-turn – and given the on-going evidence of severe, unmet housing need in the borough (*Housing Needs Assessment 2012*) - the council has added into the Lambeth Local Plan Proposed Submission November 2013 a new requirement for a financial contribution towards the delivery of off-site affordable housing on sites providing fewer than 10 units.



Table 6: Affordable housing completions in Lambeth (net) 2006/07 to 2012/13

<b>Monitoring year</b>	<b>All new residential units completed</b>	<b>New affordable residential units completed</b>	<b>Affordable units as a percentage of all units completed</b>	<b>All new residential units completed – new build only</b>	<b>New affordable residential units completed – new build only</b>	<b>Affordable units as a percentage of all units completed – new build only</b>
2006/07	1127	209	19%	684	188	28%
2007/08	1207	346	29%	526	260	49%
2008/09	1095	567	52%	722	460	64%
2009/10	1152	420	36%	751	410	55%
2010/11	1289	694	54%	1185	688	58%
2011/12	850	348	41%	623	348	56%
2012/13	623	269	43%	506	273	54%

Source: Lambeth Housing Development Pipeline 2006-2013

Table 7: Affordable housing approvals in Lambeth (net) 2006/07 to 2012/13

<b>Monitoring year</b>	<b>All new residential units approved</b>	<b>New affordable residential units approved</b>	<b>Affordable units as a percentage of all units approved</b>	<b>All new residential units approved – new build only</b>	<b>New affordable residential units approved – new build only</b>	<b>Affordable units as a percentage of all units approved – new build only</b>
2006/07	4659	1243	27%	3768	1057	28%
2007/08	1927	580	29%	1217	541	45%
2008/09	2338	351	15%	1901	298	16%
2009/10	633	209	33%	455	206	45%
2010/11	1858	619	33%	1610	616	38%
2011/12	982	109	11%	836	129	15%
2012/13	1082	183	17%	876	193	22%

Source: Lambeth Housing Development Pipeline 2006-2013

**Table 8: Affordable housing completions in Lambeth (gross) 2006/07 to 2012/13**

<b>Monitoring year</b>	<b>All new residential units completed</b>	<b>New affordable residential units completed</b>	<b>Affordable units as a percentage of all units completed</b>	<b>All new residential units completed – new build only</b>	<b>New affordable residential units completed – new build only</b>	<b>Affordable units as a percentage of all units completed – new build only</b>
2006/07	1396	223	16%	684	188	27%
2007/08	1562	404	26%	601	318	53%
2008/09	1275	567	44%	734	460	63%
2009/10	1498	490	33%	895	480	54%
2010/11	1388	694	50%	1191	688	58%
2011/12	1131	417	37%	696	417	60%
2012/13	801	365	46%	590	351	59%

Source: Lambeth Housing Development Pipeline 2006-2013

**Table 9: Affordable housing approvals in Lambeth (gross) 2006/07 to 2012/13**

<b>Monitoring year</b>	<b>All new residential units approved</b>	<b>New affordable residential units approved</b>	<b>Affordable units as a percentage of all units approved</b>	<b>All new residential units approved – new build only</b>	<b>New affordable residential units approved – new build only</b>	<b>Affordable units as a percentage of all units approved – new build only</b>
2006/07	6847	1966	29%	5631	*	*
2007/08	2381	764	32%	1537	*	*
2008/09	3569	1139	32%	2491	*	*
2009/10	749	209	28%	462	*	*
2010/11	2376	890	37%	1973	*	*
2011/12	1567	557	36%	1242	*	*
2012/13	1370	308	22%	976	*	*

Source: Lambeth Housing Development Pipeline 2006-2013

\* Data not currently available

## 7. Conclusion

- 7.1 In summary, Lambeth's record on delivery of conventional housing against London Plan housing targets is strong. There was a down-turn in completions during 2011/12 and 2012/13, reflecting the economic climate. However, from 2013/14 the level of completions is predicted to increase and remain high, such that Lambeth is expected to exceed both its five and ten year housing supply targets. This is true even with the inclusion of the new 5% buffer and is illustrated in the housing trajectory.
- 7.2 Lambeth's overall housing delivery in the medium term will be boosted by non-conventional supply in the form principally of student housing, given the existing development pipeline. However, the new policy on student housing in the Lambeth Local Plan Proposed Submission November 2013 is likely to result in a reduction in the quantity of student housing bed-spaces approved and therefore delivered in the longer term.
- 7.3 With regard to delivery of affordable housing, whilst the council's historic record is strong, the recent economic climate and changes in availability of grant funding have adversely affected the council's ability to secure levels close to the policy requirement and this will affect the health of the affordable housing pipeline in years to come. The council has sought to mitigate this issue as far as possible in the Lambeth Local Plan Proposed Submission November 2013, and is taking every possible measure to increase the delivery of affordable housing through close joint working with Registered Providers. The impact of these measures will need to be monitored over time. Ultimately, though, some of the factors affecting the viability of housing development – such as the availability of grant funding, development finance and mortgage finance - are not within the council's control and may not improve until the economic recovery has become more fully established.

Appendix 1 – Delivery on identified large sites in Lambeth (SHLAA 2009) – position at end March 2013

Status in development pipeline	Identified large site SHLAA 2009	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21
Completed 2012/13	63a Effra Road SW2 1BZ	42								
	Brixton Bus Garage, Streatham Hill SW2 3SJ	19								
	Mary Seacole House, 91 Clapham High Street SW4 7TF	136								
	Clapham Park Estate Poynders Road SW2	197								
Under construction	Clapham Park Estate Poynders Road SW2		-9	200						
	368 – 372 Coldharbour Lane SW9 8PL		141							
	Ice Rink, Church, Bus Garage, 382, 386 - 390 Streatham High Road (Streatham Hub Site)		250							
	St George Wharf Tower Site SW8 2LL		223							
	Former depot and pub, 78 Lingham Street SW9 (Stockwell Green)		38							
	176-188 Acre Lane SW2 5UL		57							
	4 – 14 Union Road & 342-344 Clapham Road SW4		77							
	Doon Street Carpark SE1 9PP			236						
	Various sites within Stockwell Park & Robsart Estates Robsart Street SW9			30	132					
	Myatts Field North Housing Estate SW9			180			323			
	35 Bedford Road SW4 7SG			75						
	Parliament House, 81 Black Prince Road SE1 7SZ				101					
	25 - 33 Macaulay Road SW4 0QP			85	32					
	Unimplemented permission (including those pending s106 agreement)	St Agnes Place SE11			70					
Land Bounded By Barrhill Road, Blairderry Road And Ardwell Road SW2 4RJ				66						
Plot bounded by railway line opposite 251-275 Milkwood Road SE24 0HE				42						
Former Beaufoy Institute, Black Prince Road SE11 6JJ					77					
(Vauxhall Sky Gardens) 143-161 Wandsworth Road SW8 2LY					239					
Former Lilian Baylis School SE11 6PY					149					
Claremont East Estate, Garden Lane SW2					37					
Vauxhall Island Site, Vauxhall Cross, Wandsworth Road SW8 1SJ						291				
Elizabeth House, York Road SE1 7TE						142				
Clapham Park Estate Poynders Road SW2							200			150
Sainsbury's Wandsworth Road, SW8 2LF						325	320			
18-22 Parry Street/ 72 Bondway/ 96 Wandsworth Road SW8 1SF & 5-21 Miles Street SW8 2LY (Vauxhall Square)								520		
Hampton House, 20 Albert Embankment SE1 7TJ						253				
Westow Hill and 10-20 Crystal Parade SE19 1UA			6							
Various sites within Stockwell Park & Robsart Estates Robsart Street SW9					43					
Unigate depot, 129 Valley Road SW16 2XT						58				
Appeal pending	London Fire Brigade Headquarters, 8 Albert Embankment SE1 7SP								39	
	LFCDAs Workshops, Lambeth High Street SE11 6AT								50	
	London Fire Brigade Site, Peddlars Way, SE11 6AT								30	
Current application	Offley Works, 44 and 46 Offley Road SW9 0LS					9				
	Timber yard, 2-24 Kennington Lane and 130-138 Newington Butts SE11 4LS					73				
	Westow Hill and 10-20 Crystal Parade SE19 1UA			9						
	Shell Centre, 2-8 York Road, SE1 7LZ							250	250	377
	Waterworks Road/Blenheim Gardens SW2 1RS			9						
Active pre-application discussion				250	51	0	0	695	494	
	<b>Net additional dwellings - SHLAA 2009 identified large sites</b>	<b>394</b>	<b>783</b>	<b>1002</b>	<b>1060</b>	<b>1202</b>	<b>843</b>	<b>770</b>	<b>1064</b>	<b>1021</b>

Note: Nine identified large sites were the subject of active pre-application discussion at the end of March 2013, with the expectation of planning permission and delivery during the ten year plan period. Assumed figures have been included in the housing trajectory for these sites. In the case of the appeal still pending at the end of March 2013, the figures reflect the estimated housing capacity of the sites set out in the SHLAA 2009, rather than the figures associated with the application that was subject to appeal.