

London Borough of Lambeth

Housing Implementation Strategy

March 2015

This document gives an update on Lambeth's housing trajectory and five year land supply as at March 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 For the financial year 2013/14, Lambeth's housing target was set in the London Plan 2011 and reflected in the adopted Lambeth Core Strategy 2011. It was 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 (dpa). The previous Plan target (2008) for Lambeth was 1,100 dpa over the London Plan period 2007/08 to 2016/17. On 10 March 2015, the GLA published (adopted) the Further Alterations to the London Plan (FALP). This establishes a new minimum target for Lambeth of 1,559 dpa, although Lambeth will be required in its Local Plan Review to set an ever higher target. The implications of the FALP will be addressed in subsequent editions of the Housing Implementation Strategy.

2.2 The London Plan 2011 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

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

Source: London Plan 2011, Annex 4

- 2.3 The London Plan 2011 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)*.

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 2013/14* published in November 2014.
- 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 was likely to have been a result of the economic downturn. This is summarised in 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 (conventional and non-conventional supply)

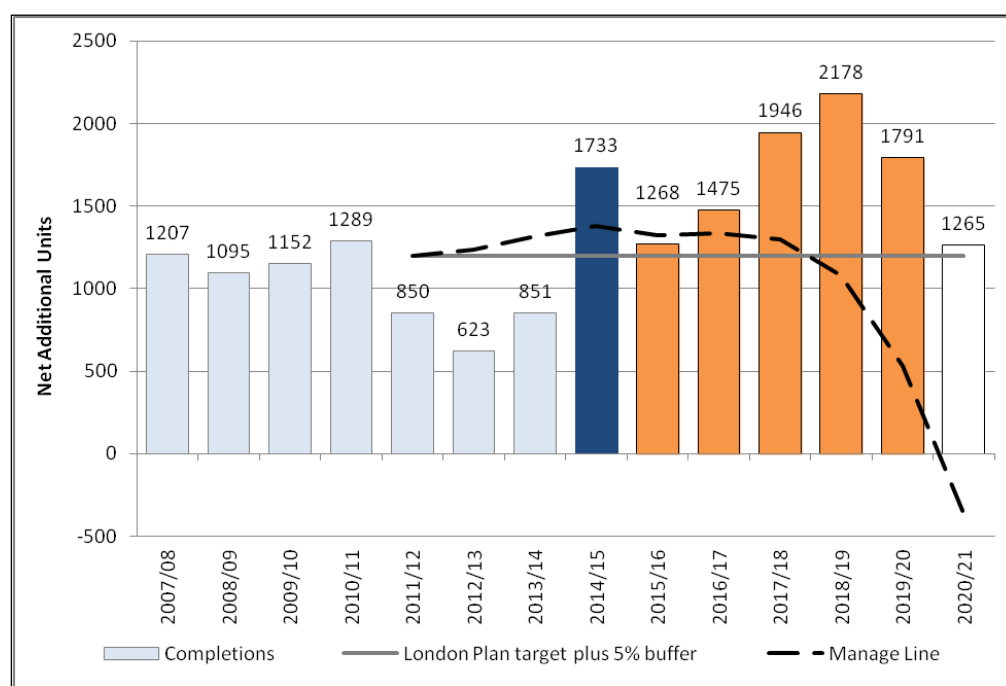
Year	London Plan target (dpa)	Net additional dwellings completed (dpa)	Performance against target (dpa)
2007/08	1,100	1,495	+395
2008/09	1,100	1,412	+312
2009/10	1,100	1,489	+389
2010/11	1,100	1,602	+502
2011/12	1,195	912	-283
2012/13	1,195	725	-470
2013/14	1,195	1,431	+236
Seven year total	7,985	9,066	+1,081

Source: Lambeth Housing Development Pipeline 2007-2014

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) 2013/14



Source: Lambeth housing development pipeline data 2007 to 2014

- 4.2 The dark blue bar in Graph 1 is the current reporting year 2014/15. The five orange bars represent the next five years' supply, followed by one further year 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.
- 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 conventional supply completions in 2014/15, reflecting the on-going 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 year 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 1,923 dwellings at the end of the five year supply period and by over 1,989 dwellings by the end of the 10 year London Plan housing target period.

Table 3: Lambeth housing trajectory (conventional supply) 2013/14

	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
Net additional dwellings - SHLAA 2009 identified large sites					491	394	354	1215	750	957	1428	1660	1273	747
Net additional dwellings - other sites (SHLAA 2009 small sites assumption)					359	229	497	518	518	518	518	518	518	518
Net additional dwellings - total completions (actual/projected)	1207	1095	1152	1289	850	623	851	1733	1268	1475	1946	2178	1791	1265
Cumulative completions for 10 year London Plan period					850	1473	2324	4057	5325	6800	8746	10924	12715	13980
PLAN - London Plan annualised target (conventional supply)					1142	1142	1142	1142	1142	1142	1142	1142	1142	1142
Annualised London Plan target (conventional supply) plus 5% buffer					1199	1199	1199	1199	1199	1199	1199	1199	1199	1199
Cumulative London Plan target including 5% buffer (conventional supply)					1199	2398	3597	4796	5995	7195	8394	9593	10792	11991
MONITOR - number of dwellings above or below cumulative allocation					-349	-925	-1273	-739	-670	-395	352	1331	1923	1989
MANAGE - annual requirement taking account of past/projected completions					1199	1238	1315	1381	1322	1333	1298	1082	534	-362

Source: Lambeth housing development pipeline data 2007-2014

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 2007/08 is set out in table 4 below.

Table 4: Net additional non-self-contained units and vacant dwelling returned to use in Lambeth since 2007/08 (completions)

Year of completion	Net additional non-self-contained units	Vacant dwellings returned to use
2007/08	30	222
2008/09	8	309
2009/10	7	344
2010/11	0	313
2011/12	-26	88
2012/13	-14	116
2013/14	383	195

Source: Lambeth housing development pipeline data 2007-2014

5.2 Completions of non-self-contained dwellings were high in 2013/14, following a net loss of non-self-contained dwellings in 2011/12 and 2012/13. This up-turn was predominantly due to completions of student housing. There is still 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 2013/14*. In summary, the student housing pipeline in March 2014 was as follows:

Table 5: Lambeth student housing pipeline at March 2014

Stage in planning pipeline	Number of student bed-spaces
Under construction	1,588
Schemes with planning permission	1,042
Planning applications with decisions pending	22
TOTAL	2,652

Source: Lambeth Student Housing Assessment 2013/14

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 6 below summarises Lambeth's record in delivering affordable housing since 2007/08, measured through net housing completions. Table 7 summarises the record on net approvals of affordable housing over the same time period. Tables 8 and 9 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. However, in 2013/14 there was a marked fall in net affordable completions, due to a significant amount of demolition work taking place as part of two phased major estate regeneration projects. These affordable dwellings will be reprovided during later phases of the works, so will be recorded as completions in subsequent years.
- 6.5 There was a marked fall-off in net approvals of affordable housing units in 2011/12, which increased only slightly in 2012/13. 2013/14 saw a significant up-turn in the number of affordable approvals, but the proportion of all conventional dwellings approved is still relatively low at 24%. This probably reflects the on-going reliance by developers on viability arguments to justify a shortfall in affordable housing provision against the policy target, although Lambeth pushes for the maximum feasible proportion of affordable housing in every case. 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 as a proportion of all 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.
- 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 sought to add 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 (subject to viability). This is based on local evidence that that small sites of this

nature make a significant contribution to housing supply in the borough and that such a policy would not adversely affect development viability in the majority of cases. However, the government issued new policy and guidance in November 2014 saying that affordable housing contributions from sites with fewer than 10 units can no longer be sought. The implications of this for the Lambeth Local Plan will hopefully be made clear in the Inspector's report, yet to be received at the time of publication of this document.

- 6.7 More guidance has also been included in the Local Plan Proposed Submission about review mechanisms for planning obligations on affordable housing.

Table 6: Affordable housing completions in Lambeth (net) 2007/08 to 2013/14

Monitoring year	All new residential units completed	New affordable residential units completed	Affordable units as a percentage of all units completed	All new residential units completed – new build only	New affordable residential units completed – new build only	Affordable units as a percentage of all units completed – new build only
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%
2013/14	853	99	12%	602	97	16%

Source: Lambeth Housing Development Pipeline 2007-2014

Table 7: Affordable housing approvals in Lambeth (net) 2007/08 to 2013/14

Monitoring year	All new residential units approved	New affordable residential units approved	Affordable units as a percentage of all units approved	All new residential units approved – new build only	New affordable residential units approved – new build only	Affordable units as a percentage of all units approved – new build only
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%
2013/14	2576	551	21%	2227	544	24%

Source: Lambeth Housing Development Pipeline 2007-2014

Table 8: Affordable housing completions in Lambeth (gross) 2007/08 to 2013/14

Monitoring year	All new residential units completed	New affordable residential units completed	Affordable units as a percentage of all units completed	All new residential units completed – new build only	New affordable residential units completed – new build only	Affordable units as a percentage of all units completed – new build only
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%
2013/14	1461	484	33%	1070	482	45%

Source: Lambeth Housing Development Pipeline 2007-2014

Table 9: Affordable housing approvals in Lambeth (gross) 2007/08 to 2013/14

Monitoring year	All new residential units approved	New affordable residential units approved	Affordable units as a percentage of all units approved	All new residential units approved – new build only	New affordable residential units approved – new build only	Affordable units as a percentage of all units approved – new build only
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	*	*
2013/14	2983	802	27%	2486	*	*

Source: Lambeth Housing Development Pipeline 2007-2014

* 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 conventional completions during 2011/12 and 2012/13, reflecting the economic climate. In 2013/14, the level of conventional completions remained relatively low but the overall housing delivery target was exceeded as a result of non-self-contained completions. However, the level of approvals for conventional supply increased significantly, and this upturn is predicted to 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 and this issue will be looked at again as part of the Local Plan Review starting in 2015.

Appendix 1 – Delivery on identified large sites in Lambeth (SHLAA 2009) – position at end March 2014

Status in development pipeline	Identified large site SHLAA 2009	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21
Completed 2013/14	Clapham Park Estate Poynders Road SW2	-9							
	368 – 372 Coldharbour Lane SW9 8PL	155							
	St George Wharf Tower Site SW8 2LL	223							
	Former depot and pub, 78 Lingham Street SW9 (15 Stockwell Green)	38							
	176-188 Acre Lane SW2 5UL	57							
Under Construction	Myatts Field North Housing Estate SW9	-110							
	Ice Rink, Church, Bus Garage, 382, 386 - 390 Streatham High Road (Streatham Hub Site)		250						
	4 – 14 Union Road & 342-344 Clapham Road SW4			77					
	Myatts Field North Housing Estate SW9		290	161	162				
	35 Bedford Road SW4 7SG		75						
	Parliament House, 81 Black Prince Road SE1 7SZ		101						
	25 - 33 Macaulay Road SW4 0QP		85						
	St Agnes Place SE11		58						
	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		59	90					
	Sainsbury's Wandsworth Road, SW8 2LF			150	175	174	146		
	Hampton House, 20 Albert Embankment SE1 7TJ						253		
	Various sites within Stockwell Park & Robsart Estates Robsart Street SW9		122			95			
	Unigate depot, 129 Valley Road SW16 2XT		58						
Unimplemented (including those pending s106 agreement)	Clapham Park Estate Poynders Road SW2		9	60		187	187	187	83
	Doon Street Carpark SE1 9PP				118	118			
	Claremont East Estate, Garden Lane SW2			35					
	Vauxhall Island Site, Vauxhall Cross, Wandsworth Road SW8 1SJ				192	99			
	18-22 Parry Street/ 72 Bondway/ 96 Wandsworth Road SW8 1SF & 5-21 Miles Street SW8 2LY (Vauxhall Square)							304	
	Offley Works, 44 and 46 Offley Road SW9 0LS			9					
	Megabowl 142-144 Streatham Hill, SW2 4RU					122	121		
Keybridge House, 80 South Lambeth Road, SW8 1RG						317	98		
Appeal Pending	Elizabeth House, York Road SE1 7TE							71	71
	Shell Centre, 2-8 York Road, SE1 7LZ					175	175	175	175
Current Application	Clapham Park Estate Poynders Road SW2				50				
	Timber yard, 2-24 Kennington Lane and 130-138 Newington Butts SE11 4LS			73					
	Land by Waterloo Road, Baylis Road, & Pear Place SE1			9					
	Land adjacent to railway line, Avenue Park Road SE27 9BW				42				
Parry Street East and 69-71 Bondway (Bondway Commercial Centre) SW8 1SQ						150	150	150	
Active pre-application discussion		0	0	9	123	300	325	288	268
	Net additional dwellings - SHLAA 2009 identified large sites	354	1215	750	957	1428	1660	1273	747

Note: Thirteen identified large sites were the subject of active pre-application discussion at the end of March 2014, 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.