

London Borough of Lambeth

Housing Implementation Strategy

November 2015

This document gives an update on Lambeth's housing trajectory and five year land supply as at March 2015.

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 2014/15, 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. In September 2015, Lambeth adopted a new Lambeth Local Plan, which supersedes the Core Strategy 2011. The housing target in the Lambeth Local Plan 2015 remains in accordance with the London Plan 2011 (i.e. 1,195 dpa).
- 2.2 On 10 March 2015, the GLA published (adopted) the London Plan 2015, which incorporates the Further Alterations to the London Plan (FALP). This establishes a new minimum target for Lambeth of 1,559 dpa, although new London Plan policy requires Lambeth to explore potential to set an even higher target. This is being addressed in an early partial review of the Lambeth Local Plan.
- 2.3 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

2.4 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 2014/15* published in October 2015.

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 eight 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)

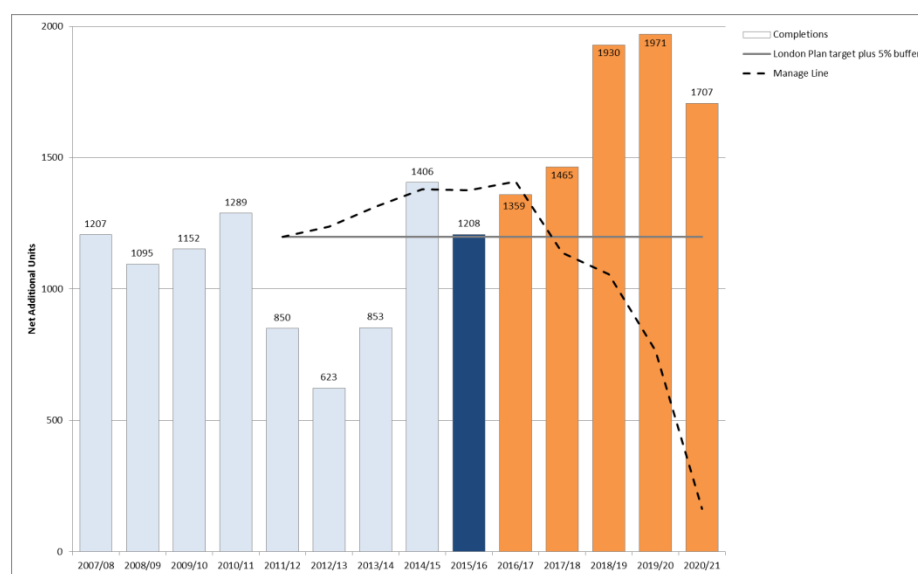
Year	London Plan target (dpa)	Net additional dwellings completed (dpa)	Performance against target (dpa)
2007/08	1,100	1,495	+395
2008/09	1,100	1,412	+312
2009/10	1,100	1,489	+389
2010/11	1,100	1,602	+502
2011/12	1,195	912	-283
2012/13	1,195	725	-470
2013/14	1,195	1,431	+236
2014/15	1,195	1,788	+593
Seven year total	9,180	10,854	+1,674

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 eight years of delivery, is set out in Graph 1 and Table 3 below.

Graph 1: Lambeth Housing Trajectory (conventional supply) 2014/15



Source: Lambeth housing development pipeline data 2007 to 2015

- 4.2 The dark blue bar in Graph 1 is the current reporting year 2015/16. The five orange bars represent the next five years' supply. 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 that conventional completions are expected to be in line with the target in 2015/16, but increase again from 2016/17 onwards, with a strong up-turn in delivery towards the end of the next five-year period. 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 conventional completions are predicted to exceed the cumulative target (including the 5% buffer) by 1,381 dwellings over the full 10 year London Plan period.
- 4.6 Compared to the 2013/14 version of the housing trajectory, the number of conventional dwellings completed in 2014/15 was smaller than anticipated, because several schemes took longer to complete than expected. The total number of units expected to be delivered during the period to 2020/21 has also decreased slightly compared to the 2013/14 trajectory. This is mostly accounted for by changes to phasing on large estate regeneration projects such as Clapham Park Estate and Myatt's Field.

Table 3: Lambeth housing trajectory (conventional supply) 2014/15

	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	944	690	841	947	1412	1453	1189
Net additional dwellings - other sites (SHLAA 2009 small sites assumption)					359	229	499	462	518	518	518	518	518	518
Net additional dwellings - total completions (actual/projected)	1207	1095	1152	1289	850	623	853	1406	1208	1359	1465	1930	1971	1707
Cumulative completions for 10 year London Plan period					850	1473	2326	3732	4940	6299	7764	9694	11665	13372
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	5996	7195	8394	9593	10792	11991
MONITOR - number of dwellings above or below cumulative allocation					-349	-925	-1271	-1064	-1056	-896	-630	101	873	1381
MANAGE - annual requirement taking account of past/projected completions					1199	1238	1315	1381	1377	1410	1138	1057	766	163

Source: Lambeth housing development pipeline data 2007-2015

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
2014/15	310	72

Source: Lambeth housing development pipeline data 2007-2015

5.2 Completions of non-self-contained dwellings were again high in 2014/15, predominantly as a result of 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 nine 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 Accommodation Assessment 2014/15*. In summary, the student housing pipeline in March 2015 was as follows:

Table 5: Lambeth student housing pipeline at March 2015

Stage in planning pipeline	Number of student bed-spaces
Under construction	1,093
Schemes with planning permission	1,160
TOTAL	2,253

Source: Lambeth Student Accommodation Assessment 2014/15

6. Affordable housing

6.1 Lambeth's Core Strategy (adopted January 2011) required 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 2015. However, the Lambeth Local Plan 2015 also

includes a new policy seeking financial contributions for affordable housing from developments on smaller sites and with fewer than 10 units. The impact of this new policy will be reported in subsequent editions of this report.

- 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 2014/15 390 (gross) affordable units were completed, representing 24% of the total, which proportionally is the lowest level since 2006/07.
- 6.5 The relatively low proportion of affordable housing approvals during 2014/15 is partly due to the number of prior approvals schemes, as they generate no affordable housing. Had these schemes been approved through the standard planning permission route, they could have provided at least 77 additional affordable units. The Keybridge House scheme is also a factor: it has a relatively low number of affordable units, but will provide a new primary school instead. 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 The new small sites affordable housing policy in the Lambeth Local Plan 2015 may go some way to mitigate the impact of this down-turn. Progress with implementation of this new policy will be monitored and reported in the housing development pipeline and Housing Implementation Strategy for 2015/16 and subsequent years.

Table 6: Affordable housing completions in Lambeth (net) 2007/08 to 2014/15

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%
2014/15	1406	354	25%	1053	353	33%

Source: Lambeth Housing Development Pipeline 2007-2015

Table 7: Affordable housing approvals in Lambeth (net) 2007/08 to 2014/15

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%
2014/15	5089	867	17%	4298	850	20%

Source: Lambeth Housing Development Pipeline 2007-2015

Table 8: Affordable housing completions in Lambeth (gross) 2007/08 to 2014/15

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%
2014/15	1602	390	24%	1103	379	34%

Source: Lambeth Housing Development Pipeline 2007-2015

Table 9: Affordable housing approvals in Lambeth (gross) 2007/08 to 2014/15

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	*	*
2014/15	5276	912	17%	4377	888	20%

Source: Lambeth Housing Development Pipeline 2007-2015

* 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. Following an improvement in 2013/14, the level of conventional completions in 2014/15 is again strong. When added to the number of non-conventional completions, the overall completions total exceeds the 1,195 per annum overall target by almost 600 net additional units.
- 7.2 The level of approvals for conventional supply remains strong and this upturn is predicted to continue, such that Lambeth is expected to exceed comfortably 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.
- 7.3 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.
- 7.4 With regard to delivery of affordable housing, whilst the council's historic record is strong, the earlier economic downturn and changes in availability of grant funding 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. Performance has been further adversely affected during 2014/15 by the growth in prior approval schemes involving change of use from office to residential: the council cannot secure affordable housing from these developments and it is estimated that 77 units of affordable housing (approvals) were lost in 2014/15 as a result.
- 7.5 The council has sought to strengthen its policy approach on affordable housing as far as possible in the Lambeth Local Plan 2015, and is taking every possible measure to increase the delivery of affordable housing through close joint working with Registered Providers and through its own regeneration programmes. However, further changes to the affordable housing regime are now expected as a result of the proposals for starter homes in the Housing and Planning Bill 2015. The impact of these measures will need to be analysed and this council's overall policy approach to affordable housing may need to be considered again as part of the Local Plan Review starting in 2015/16.

Appendix 1 – Delivery of conventional housing on identified large sites in Lambeth (SHLAA 2009) – position at end March 2015

March 2015 Status	Site Name	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21
Completed 2014/15	Ice Rink, Church, Bus Garage, 382, 386 - 390 Streatham High Road (Streatham Hub Site)	250						
	Myatts Field North Housing Estate	245						
	Parliament House, 81 Black Prince Road	101						
	25 - 33 Macaulay Road	85						
	Land Bounded By Barrhill Road, Blairderry Road And Ardwell Road	66						
	Former Beaufoy Institute, Black Prince Road	75						
	Former Lilian Baylis School	63						
	Various sites within Stockwell Park & Robsart Estates, Robsart Street	1						
	Unigate depot, 129 Valley Road	58						
Under Construction	4 – 14 Union Road & 342-344 Clapham Road		77					
	35 Bedford Road		75					
	25 - 33 Macaulay Road		16					
	Land at St Agnes Place			58				
	Plot bounded by railway line opposite 251-275 Milkwood Road		42					
	Former Beaufoy Institute, Black Prince Road		2					
	Vauxhall Sky Gardens 143-161 Wandsworth Road			79	160			
	Sainsbury's, Wandsworth Road		117	181	30	88	229	
	Hampton House, 20 Albert Embankment			126	126			
	Various sites within Stockwell Park & Robsart Estates, Robsart Street		116					
	Doon Street Car Park					118	118	
	Claremont East Estate, Garden Lane		35					
	Vauxhall Island Site, Vauxhall Cross, Wandsworth Road						145	146
	Megabowl 142-144 Streatham Hill & Caesars and adjoining properties, 146-178 Streatham Hill				259			
	Former Lilian Baylis School			86				
	Myatts Field North Housing Estate		123	245				
	2 to 24 Kennington Lane and 130-138 Newington Butts		65					
Land bounded by Waterloo Road, Baylis Road, & Pear Place		13						
Under Construction - non-residential permission	York House			0				
Unimplemented	18-22 Parry Street/ 72 Bondway/ 96 Wandsworth Road & 5-21 Miles Street (Vauxhall Square)					152	152	
	Offley Works, 44 and 46 Offley Road		9					
	Keybridge House, 80 South Lambeth Road				138	138	138	
	Shell Centre, 2-8 York Road				175	175	175	175
	Clapham Park Estate Poynders Road				9	106		123
	Land adjacent to railway line, Avenue Park Road			42				
	Parry Street East and 69-71 Bondway (Bondway Commercial Centre)					150	150	150
	Loughborough Junction			7				
	10-20 Wyvil Road						110	109
Unimplemented - non-residential permission	47 - 51 Acre Lane			0				
Appeal Pending	Elizabeth House, York Road						71	71
Current Application	Loughborough Junction				42	87		
Active Pre-Application Discussions		0	0	17	8	398	165	415
	Net additional dwellings - SHLAA 2009 identified large sites	944	690	841	947	1412	1453	1189

Note: Twelve identified large sites were the subject of active pre-application discussion at the end of March 2015, 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.