London Borough of Lambeth

Housing Implementation Strategy

September 2016

This document gives an update on Lambeth's housing trajectory and five year land supply as at March 2016.

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 2015/16, Lambeth's housing target was set in the London Plan 2015. It was to deliver a minimum of 15,594 net additional dwellings over the ten year period 2015/16-2024/25, which equates to an annual minimum figure of 1,559 net additional dwellings (dpa). The previous Plan target (2011) for Lambeth was 1,195 dpa over the London Plan period 2011/12-2020/21.

2.2 The London Plan 2015 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.

2.3 Conventional supply and non-self-contained accommodation are not disaggregated within the target. The figures to be used as the monitoring benchmark for Lambeth are as follows:

Table 1: disaggregated housing target for monitoring purposes for Lambeth 2015/16 to 2024/25

Element of housing supply	**London Plan annual monitoring benchmark for Lambeth 2015/16 to 2024/25**
Conventional supply and non-self-contained accommodation	1,490
Vacant dwellings returning to use	70
Minimum annual target	**1,559**

Source: London Plan 2015, Table A4.1

2.4 The London Plan 2015 housing target is derived from the Greater London Authority's 2013 Strategic Housing Land Availability Assessment (SHLAA 2013). 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 the1,490 net additional dwellings per annum in Lambeth, 779 (52%) are expected to be delivered on identified large sites, 711 (48%) on small sites, based on the assumptions in the SHLAA 2013. However, this is not a requirement and the proportions in practice can and will vary.

2.5 The data for Lambeth is set out in the GLA's document *The London Strategic Housing Land Availability Assessment 2013 (January 2014)*.

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 2015/16* published in October 2016.

3.2 As part of this process, progress with delivery of the identified large sites in the SHLAA 2013 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)

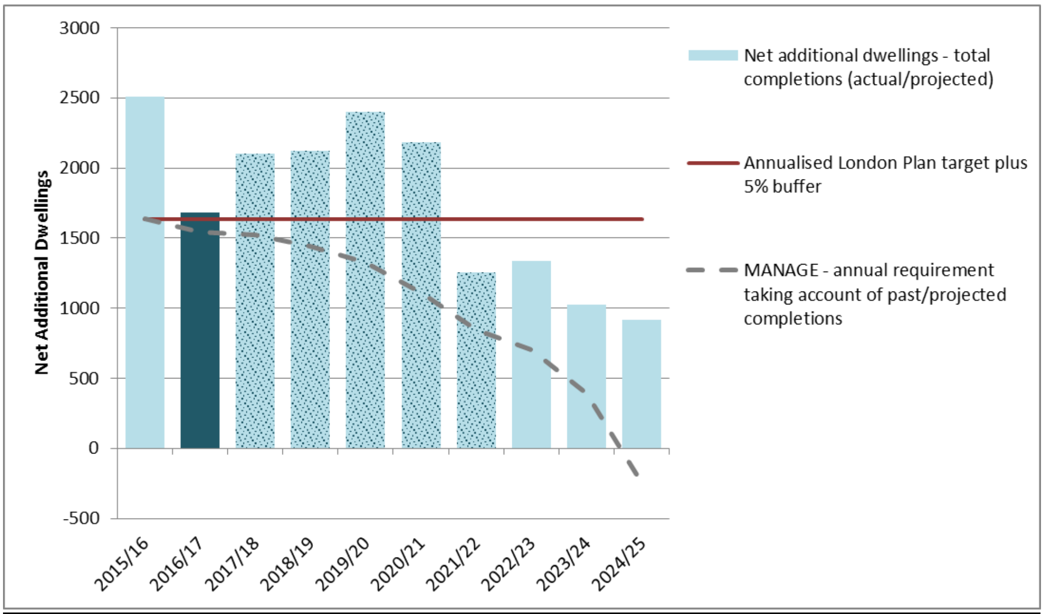
Year	London Plan target (dpa)	Net additional dwellings completed (dpa)	Performance against target (dpa)
2007/08	1,100	1,495	+395
2008/09	1,100	1,412	+312
2009/10	1,100	1,489	+389
2010/11	1,100	1,602	+502
2011/12	1,195	912	-283
2012/13	1,195	725	-470
2013/14	1,195	1,431	+236
2014/15	1,195	1,788	+593
2015/16	1,559	2,505	+946
Total	**10,739**	**13,359**	**+2620**

Source: Lambeth Housing Development Pipeline 2007-2016

4. Housing trajectory for conventional and non-conventional supply

4.1 The housing trajectory for conventional and non-conventional supply in Lambeth over the full ten year London Plan 2015 housing target period is set out in Graph 1 and Table 3 below.

Graph 1: Lambeth Housing Trajectory (conventional and non-conventional supply)



Source: Lambeth housing development pipeline data 2016

4.2 The darker blue bar in Graph 1 is the current reporting year 2016/17. The five patterned 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 2015/16 to 2024/25, taking account of actual and projected delivery.

4.3 The estimated capacity and year of delivery for each of the SHLAA 2013 identified large sites, upon which these projections are based, is set out in Appendix 1.

4.4 The graph and data show that completions are expected to be in line with the target in 2016/17, but increase again from 2016/17 onwards, with a strong up-turn in delivery over the next four years. Predicted fluctuations between the years arise from a number of very large schemes, particularly in Waterloo and Vauxhall, causing peaks in expected completions.

4.5 Cumulative completions are predicted to exceed the cumulative target (including the 5% buffer) by 1,161 dwellings over the full 10 year London Plan period.

Table 3: Lambeth housing trajectory (conventional supply and non-self-contained accommodation) 2015/16

	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
Net additional dwellings – conventional & non-self-contained - SHLAA 2013 identified large sites	548	904	1318	1343	1617	1405	475	558	243	133
Net additional dwellings – conventional & non-self-contained – other sites - SHLAA 2013 small sites assumption	1882	711	711	711	711	711	711	711	711	711
Vacants returning back into use	75	70	70	70	70	70	70	70	70	70
Net additional dwellings - total completions (actual/projected)	2505	1685	2099	2124	2398	2186	1256	1339	1024	914
Cumulative completions for 10 year London Plan period	2505	4190	6289	8413	10811	12997	14253	15592	16616	17530
PLAN - London Plan annualised target	1559	1559	1559	1559	1559	1559	1559	1559	1559	1559
Annualised London Plan target plus 5% buffer	1637	1637	1637	1637	1637	1637	1637	1637	1637	1637
Cumulative London Plan target including 5% buffer	1637	3274	4911	6548	8185	9822	11459	13096	14733	16370
MONITOR - number of dwellings above or below cumulative Allocation	868	916	1378	1865	2626	3175	2794	2496	1883	1161
MANAGE - annual requirement taking account of past/projected completions	1637	1541	1522	1440	1326	1112	843	706	389	-247

Source: Lambeth housing development pipeline data 2015-2016

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
2015/16	1077	75

Source: Lambeth housing development pipeline data 2007-2016

5.2 Completions of non-self-contained dwellings includes completions of student housing. The most recent information about the student housing pipeline in Lambeth is contained in the report *Lambeth Student Accommodation Assessment 2015/16.*

6. Affordable housing

6.1 Lambeth's Local Plan (adopted September 2015) 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 and affordable rented to intermediate, subject to viability. This policy replicates the approach in the Lambeth Core Strategy (adopted January 2011) and its predecessor, the Unitary Development Plan (August 2007).

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. Since 2013/14, however, the proportion of affordable homes completed has decreased. In 2015/16 23% of gross completions were affordable.

6.5 This downturn in the proportion of affordable housing is in part due to the number of Office to Residential prior approvals schemes completed, as they provide no affordable housing. In 2015/16, four prior approvals schemes that met the size threshold for providing affordable housing were completed; these could potentially have generated an additional 111 affordable dwellings had they been approved through the standard planning application process.

6.6 The new small sites affordable housing policy in the Lambeth Local Plan 2015 (H2(a)(ii)) could have gone some way to mitigate the impact of this down-turn in the medium term. However, the reintroduction of the Written Ministerial Statement and Planning Practice Guidance in relation to planning obligations for affordable housing on small sites is not a significant material consideration affecting the Council's ability to implement that policy. 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 2015/16

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%
2015/16	1353	141	10%	752	128	17%

Source: Lambeth Housing Development Pipeline 2007-2016

Table 7: Affordable housing approvals in Lambeth (net) 2007/08 to 2015/16

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%
2015/16	1721	465	27%	1721	449	26%

Source: Lambeth Housing Development Pipeline 2007-2016

Table 8: Affordable housing completions in Lambeth (gross) 2007/08 to 2015/16

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%
2015/16	1706	388	23%	1015	372	37%

Source: Lambeth Housing Development Pipeline 2007-2016

Table 9: Affordable housing approvals in Lambeth (gross) 2007/08 to 2015/16

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%
2015/16	2495	653	26%	1938	636	33%

Source: Lambeth Housing Development Pipeline 2007-2016

* Data not currently available

7. Conclusion

7.1 In summary, Lambeth's record on delivery against London Plan housing targets is strong. There was a down-turn in 2011/12 and 2012/13, reflecting the economic climate. Following an improvement since 2013/14, the level of completions in 2015/16 is again strong: the overall completions total exceeds the 1,559 per annum overall target by almost 950 net additional units.

7.2 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 5% buffer and is illustrated in the housing trajectory.

7.3 With regard to delivery of affordable housing, whilst the council's historic record is strong, changing circumstances have adversely affected the council's ability to secure levels close to the policy requirement and this may affect the affordable housing pipeline in years to come. Performance has been further adversely affected since 2013/14 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 111 units of affordable housing (completions) could potentially have been delivered from them in 2015/16.

7.4 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 Act 2015. The impact of these measures will need to be assessed. Further analysis of the council's delivery of affordable housing through the planning system will also be undertaken. The council's overall policy approach to affordable housing may need to be considered again as part of the forthcoming partial review of the Local Plan.

Appendix 1 – Delivery of conventional housing on identified large sites in Lambeth (SHLAA 2013) – position at end March 2016

March 2016 Status	Site Name	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
Completed 2015/16	Various sites within Stockwell Park & Rosart Estates Rosart Street, SW9	116									
	Myatts Field North Housing Estate Akerman Road, SW9	102									
	Former Lilian Baylis School	86									
	4 – 14 Union Road & 342-344 Clapham Road SW4	77									
	35 - 51 Bedford Road, SW4 7SG	75									
	Plot Opposite 251-275 Milkwood Road	42									
	Claremont East Housing Estate Garden Lane, SW2	35									
	25 - 33 Macaulay Road, SW4 0QP	16									
	Offley Works, 44 and 46	9									
	Loughborough Park Estate Loughborough Park Road, SW9	-10									
Under Construction	Sainsbury's, Wandsworth Road		295	133		217					
	Vauxhall Sky Gardens, 143-161		239								
	Myatts Field North Housing Estate Akerman Road, SW9		133	133							
	Hampton House, 20 Albert Embankment, SE1 7TJ		126	126							
	340 Clapham Road & 9 Jeffrey's Road		78								
	2 to 24 Kennington Lane		65								
	Land at St Agnes Place St Agnes Place, SE11		58								
	34 - 36 Bedford Road, SW4 7HJ		40								
	Land by Waterloo Road, Baylis Road, & Pear Place		13								
	Westow Hill & 10-20 Crystal Palace Parade		9								
	Megabowl site -Wentworth House and 142-170 Streatham Hill, SW2			259							
	Keybridge House			221	220						
	Shell Centre, 2-8			192	191	191	191	112			
	Clapham Park Estate Poynders Road, Clapham Park Estate, SW2			9	118		111	111	111	110	110
	Vauxhall Island Site, Vauxhall Cross					145	146				
	Land Bounded By Doon Street & Upper Ground, Doon Street Tower, SE1					118	118				
	Loughborough Park Estate Loughborough Park Road, SW9					87					
Unimplemented	Westow Hill & 10-20 Crystal Palace Parade		8								
	Loughborough Junction - Higgs Industrial Estate			42	87						
	18-22 Parry Street/ 72 Bondway/ 96 Wandsworth Road				173	173	174				
	Your New Town Hall - Triangle Site				94						
	Elthelred Nursery				89						
	Somerleyton Road				78	152					
	Livity School				43						
	Land adjacent to railway line, Avenue Park Road SE27 9BW				42						
	Vauxhall Bondway					225	225				
	12-20 Wyvil Road London					110	109				
	Elizabeth House					71	71				
Current Application	Various sites within Stockwell Park & Rosart Estates Rosart Street, SW9				177						
	Somerleyton Road				74						
	Pascal Street							110	111	111	
	Texaco Garage Albert Embankment						83	83			
Pre-Application Discussion					128	177	59	336	22	23	

Note: Eight identified large sites were the subject of active pre-application discussion at the end of March 2016, 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.