

London Borough of Lambeth

Housing Implementation Strategy

September 2017

This document gives an update on Lambeth's housing trajectory and five year land supply as at March 2017.

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 current housing target is set in the London Plan 2016 (consolidated with alterations since 2011). It is 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 2016 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 2016, Table A4.1

2.4 The London Plan 2016 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 the 1,490 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 2016/17*, published in September 2017.

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 ten years. Total housing delivery has outperformed the London Plan targets by a total of 2,506 units since 2007/08. 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
2016/17	1,559	1,445	-114
Total	12,298	14,813	+2,506

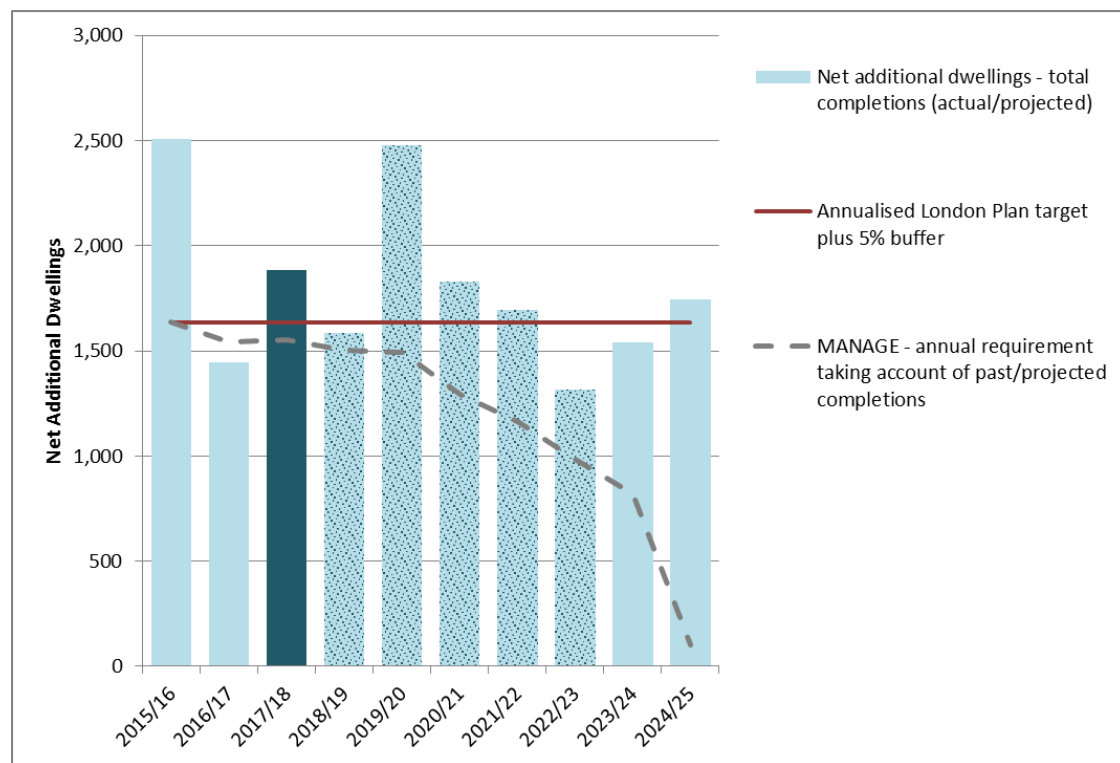
Source: Lambeth Housing Development Pipeline 2007-2017

- 3.5 In 2016/17, the 1,445 net additional dwellings were completed, which is 114 dwellings below the annual target. This was a result of a shortfall in the amount of non-conventional housing completed, as explained further in paragraphs 5.3 and 5.4 below. However, the previous two years were significantly higher (by over 900 units in 2015/16 alone) and the overall five year and ten year supply of land for housing in Lambeth remain strong; Lambeth is expected to exceed its ten year London Plan housing supply target, including 5% buffer, by 1,646 dwellings by 2025. This is explained further in section 4 below.

4. Housing Trajectory

- 4.1 The latest housing trajectory for Lambeth over the full ten year London Plan 2016 housing target period is set out in Graph 1 and Table 3 below.

Graph 1: Lambeth Housing Trajectory 2017



Source: Lambeth housing development pipeline data 2017

- 4.2 The darker blue bar in Graph 1 is the current reporting year 2017/18. The five patterned bars represent the next five years' supply. The dashed grey 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 the rate of completions per annum is likely to fluctuate over the next five years but that the total number of units completed over the five years is expected to be well above the cumulative target for that period. Predicted fluctuations between the years arise from a number of very large schemes, particularly in Waterloo and Vauxhall. For example, most of the residential element of the Shell Centre redevelopment in Waterloo (which accounts for nearly half of the annual target) is expected to complete in 2019/20.
- 4.5 Cumulative completions are predicted to exceed the cumulative target (including the 5% buffer) by 1,646 dwellings over the full 10 year London Plan period.

Table 3: Lambeth housing trajectory (conventional supply and non-self-contained accommodation) 2016/17

	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	663	1,101	802	1,696	1,048	913	533	759	965
Net additional dwellings – conventional & non-self-contained – other sites - SHLAA 2013 small sites assumption	1,882	762	711	711	711	711	711	711	711	711
Vacants returning back into use	75	20	70	70	70	70	70	70	70	70
Net additional dwellings - total completions (actual/projected)	2,505	1,445	1,882	1,583	2,477	1,829	1,694	1,314	1,540	1,746
Cumulative completions for 10 year London Plan period	2,505	3,950	5,832	7,415	9,892	11,721	13,415	14,729	16,269	18,015
PLAN - London Plan annualised target	1,559	1,559	1,559	1,559	1,559	1,559	1,559	1,559	1,559	1,559
Annualised London Plan target plus 5% buffer	1,637	1,637	1,637	1,637	1,637	1,637	1,637	1,637	1,637	1,637
Cumulative London Plan target including 5% buffer	1,637	3,274	4,911	6,548	8,185	9,822	11,459	13,096	14,733	16,370
MONITOR - number of dwellings above or below cumulative Allocation	868	676	921	867	1,707	1,899	1,956	1,633	1,536	1,646
MANAGE - annual requirement taking account of past/projected completions	1,637	1,541	1,552	1,505	1,492	1,296	1,162	985	820	101

Source: Lambeth housing development pipeline data 2015-2017

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
2016/17	-21	20

Source: Lambeth housing development pipeline data 2007-2017

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 *Lambeth Student Accommodation Assessment 2016/17*.

5.3 In 2016/17 there was a net loss of non-self-contained dwellings. Two schemes completed that involved a conversion of non-self-contained units to conventional residential (one hostel units and one student bedrooms), and no new student accommodation was completed – despite there being a significant number of units currently under construction.

5.4 The number of vacant properties returned to use in 2016/17 was 20, which is lower than the anticipated annual benchmark of 70 and lower than the 75 completed in 2015/16. Council officers responsible for managing the empty homes programme consider that factors affecting this downturn include economic uncertainty following the Brexit vote, meaning owners were unwilling to sell or let their properties, and a reduction in funding from the Mayor's office to support the Council's work on returning empty homes to use.

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). The Lambeth Local Plan policy must be read alongside London Plan policy and guidance on affordable housing.

- 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, although in recent years there have been marked fluctuations year on year. In 2016/17 43% of gross completions were affordable, which is a high figure. A number of large affordable housing developments were completed during 2016/17 including the affordable element of the Sainsbury's redevelopment in Vauxhall, a Dolphin Living scheme in Kennington, and the completion of the final phase of the Myatt's Field estate regeneration. In addition, three 'Pocket' schemes providing intermediate housing were completed around the borough.
- 6.5 Fluctuations in the proportion of affordable housing completions is in part due to the number of Office to Residential prior approvals schemes completed, as they provide no affordable housing. In 2016/17, six prior approvals schemes that met the size threshold for providing affordable housing were completed; these could potentially have generated an additional 85 affordable dwellings had they been approved through the standard planning application process.
- 6.6 The small sites affordable housing policy that was introduced in the Lambeth Local Plan 2015 (H2(a)(ii)) should have helped to increase delivery of affordable housing in the borough. However, the reintroduction in July 2016 of the Written Ministerial Statement and Planning Practice Guidance in relation to planning obligations for affordable housing on small sites, following a High Court ruling, has affected the Council's ability to implement this policy in the short term. .

Lambeth will be revisiting this issue through the forthcoming partial review of its Local Plan.

Table 6: Affordable housing completions in Lambeth (net) 2007/08 to 2016/17

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	1,207	346	29%	526	260	49%
2008/09	1,095	567	52%	722	460	64%
2009/10	1,152	420	36%	751	410	55%
2010/11	1,289	694	54%	1,185	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	1,406	354	25%	1,053	353	33%
2015/16	1,353	141	10%	752	128	17%
2016/17	1,455	439	30%	1,010	431	43%

Table 7: Affordable housing approvals in Lambeth (net) 2007/08 to 2016/17

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	1,927	580	29%	1,217	541	45%
2008/09	2,338	351	15%	1,901	298	16%
2009/10	633	209	33%	455	206	45%
2010/11	1,858	619	33%	1,610	616	38%
2011/12	982	109	11%	836	129	15%
2012/13	1,082	183	17%	876	193	22%
2013/14	2,576	551	21%	2,227	544	24%
2014/15	5,089	867	17%	4,298	850	20%
2015/16	1,721	465	27%	1,721	449	26%
2016/17	3,383	713	21%	2,461	705	29%

Table 8: Affordable housing completions in Lambeth (gross) 2007/08 to 2016/17

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	1,562	404	26%	601	318	53%
2008/09	1,275	567	44%	734	460	63%
2009/10	1,498	490	33%	895	480	54%
2010/11	1,388	694	50%	1,191	688	58%
2011/12	1,131	417	37%	696	417	60%
2012/13	801	365	46%	590	351	59%
2013/14	1,461	484	33%	1,070	482	45%
2014/15	1,602	390	24%	1,103	379	34%
2015/16	1,706	388	23%	1,015	372	37%
2016/17	1,624	539	33%	1,093	503	46%

Table 9: Affordable housing approvals in Lambeth (gross) 2007/08 to 2016/17

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	2,381	764	32%	1,537	Data not available	Data not available
2008/09	3,569	1139	32%	2,491	Data not available	Data not available
2009/10	749	209	28%	462	Data not available	Data not available
2010/11	2,376	890	37%	1,973	Data not available	Data not available
2011/12	1,567	557	36%	1,242	Data not available	Data not available
2012/13	1,370	308	22%	976	Data not available	Data not available
2013/14	2,983	802	27%	2,486	Data not available	Data not available
2014/15	5,276	912	17%	4,377	888	20%
2015/16	2,495	653	26%	1,938	636	33%
2016/17	3,567	715	20%	2,563	705	28%

Source for tables 6-9: Lambeth Housing Development Pipeline 2007-2016

7. Conclusion

- 7.1 In summary, Lambeth's record on delivery against London Plan housing targets has been strong over the past ten years. There have been some years with a slight shortfall against target, but in most other years the target has been significantly exceeded, characteristic of the fluctuations of annual rates of housing delivery in Lambeth.
- 7.2 Lambeth is expected to comfortably exceed 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 updated housing trajectory. Over the ten year period 2015/16-2024/25, the cumulative housing target is likely to be exceeded by 1,646 dwellings.
- 7.3 With regard to delivery of affordable housing, while the Council's historic record is strong, changing circumstances have resulted in fluctuations in affordable housing approvals and completions. In particular, performance has been further adversely affected since 2013/14 by the growth in prior approval schemes involving change of use from office to residential.
- 7.4 The Council is bringing forward a new Development Viability Supplementary Planning Document to increase clarity and transparency in assessments of development viability, particularly as they affect delivery of affordable housing. The Council will seek to maintain a strong policy approach on affordable housing in the forthcoming partial review of the Lambeth Local Plan, and in the meantime 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.

Appendix 1 – Delivery of conventional housing on identified large sites in Lambeth (SHLAA 2013) – position at end March 2017

	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
Completed										
2 to 24 Kennington Lane		65								
25 - 33 Macaulay Road, SW4 0QP	16									
34 - 36 Bedford Road, SW4 7HJ		40								
35 - 51 Bedford Road, SW4 7SG	75									
4 – 14 Union Road & 342-344 Clapham Road SW4	77									
Claremont East Housing Estate Garden Lane, SW2	35									
Former Lilian Baylis School	86									
Land at St Agnes Place St Agnes Place, SE11		52								
Land by Waterloo Road, Baylis Road, & Pear Place		9								
Loughborough Park Estate Loughborough Park Road, SW9	-10									
Myatts Field North Housing Estate Akerman Road, SW9	102	266								
Offley Works, 44 and 46	9									
Plot Opposite 251-275 Milkwood Road	42									
Sainsbury's, Wandsworth Road		222								
Various sites within Stockwell Park Estate	116									
Westow Hill & 10-20 Crystal Palace Parade		9								
Under Construction										
18-22 Parry Street/ 72 Bondway/ 96 Wandsworth Road						289	289			
340 Clapham Road & 9 Jeffrey's Road			78							
86-88 Gresham Road			71							
Clapham Park Estate			8	119						
Elthelred Nursery				89						
Hampton House, 20 Albert Embankment, SE1 7TJ			252							
IMO Building and Westminster Tower				28						
Keybridge House				202	268					
Land adjacent to railway line, Avenue Park Road				42						
Land Bounded By Doon Street & Upper Ground						236				
Loughborough Park Estate					44	45				
Mandrell Road				16						
Megabowl site, Streatham Hill			259							
Pascal Street								166	166	
Sainsbury's, Wandsworth Road			194		231					
Shell Centre, 2-8				98	779					
Thraylor House				101						
Vauxhall Bondway								225	225	
Vauxhall Island Site, Vauxhall Cross										291
Vauxhall Sky Gardens, 143-161			239							
Your New Town Hall - Triangle Site				119						

(Continued overleaf)

Appendix 1 – Delivery of conventional housing on identified large sites in Lambeth (continued)

	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
Unimplemented Permission (inc permissions subject to s106)										
363-365 Clapham Road					28					
Elizabeth House										142
Livity School					43					
Loughborough Junction - Higgs Industrial Estate					124					
Somerleyton Road					108	200				
Westow Hill & 10-20 Crystal Palace Parade					8					
12-20 Wyvil Road London								139	139	
Current Application										
Clapham Park Estate				-12						
44, Clapham Common South Side						147	147			
512 - 522 Streatham High Road					63					
Texaco Garage Albert Embankment						83	83			
Pre-Application Discussions										
Various Sites	0	0	0	0	0	48	394	394	229	141

Note: Ten identified large sites were the subject of active pre-application discussion at the end of March 2017, 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.