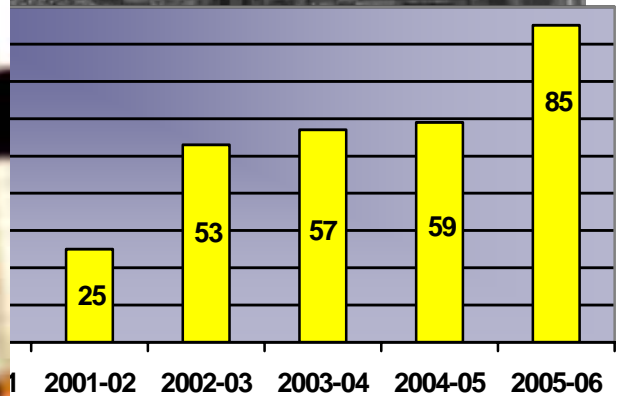
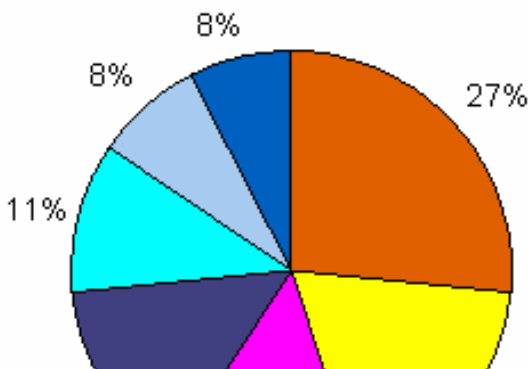


London Borough of Lambeth



# Annual Monitoring Report 2006 - 2007

## Contents

<b>SECTION 1 - INTRODUCTION</b>	<b>4</b>
1.1 Assessment of Local Development Documents	4
1.2 Implementation of the Local Development Scheme	5
1.3 Using indicators to measure policy performance	5
1.4 Significant Effects Indicators	6
1.5 Issues for the 2006-7 Annual Monitoring Report	7
<b>SECTION 2 - INTRODUCING LAMBETH</b>	<b>8</b>
2.1 Key facts about Lambeth	8
<b>SECTION 3 - LAMBETH PLANNING</b>	<b>12</b>
3.1 Planning applications and appeals	12
3.2 Section 106 Agreements	14
<b>SECTION 4 - HOUSING</b>	<b>17</b>
4.1 Housing in Lambeth	17
4.2 Housing provision	19
4.3 Housing density	22
4.4 Use of previously developed land	24
4.5 Affordable housing	24
4.6 Dwelling mix	25
<b>SECTION 5 - EMPLOYMENT</b>	<b>28</b>
5.1 Employment land and development	28
5.2 Major office developments	35
<b>SECTION 6 - RETAIL, LEISURE AND TOWN CENTRES</b>	<b>39</b>
6.1 Retail, leisure and Town Centres	39
<b>SECTION 7 - ENVIRONMENTAL RESOURCES</b>	<b>46</b>
7.1 Open space	46
7.2 Biodiversity	49
7.3 Water quality and flooding	51
7.4 Renewable energy	52
<b>SECTION 8 - CONSERVATION AND DESIGN</b>	<b>55</b>
8.1 Community safety	55
8.2 Conservation	56
<b>SECTION 9 - TRANSPORT</b>	<b>59</b>
9.1 Introduction	59
9.2 Sustainable travel	60
9.3 Car usage and parking	62
9.4 Accessibility in Lambeth	65
<b>SECTION 10 - WASTE AND MINERALS</b>	<b>69</b>
10.1 Minerals	69

10.2	Waste	69
<b>SECTION 11 - IMPLEMENTATION OF THE LOCAL DEVELOPMENT SCHEME</b>		<b>72</b>
11.1	Replacement Unitary Development Plan and Proposals Map	72
11.2	Statement of Community Involvement and Annual Monitoring Report	73
11.3	Adoption of Development Plan Documents	74
11.4	Saved Policies	74
11.5	Anticipated Further Changes to the Local Development Scheme	74
<b>APPENDIX 1 – SUMMARY OF CORE AND LOCAL INDICATOR PERFORMANCE</b>		<b>75</b>
<b>APPENDIX 2 – LAND USE CLASS DEFINITIONS</b>		<b>80</b>

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## Section 1 - Introduction

This is the London Borough of Lambeth's third Annual Monitoring Report (AMR). It covers the period from 1<sup>st</sup> April 2006 to 31<sup>st</sup> March 2007. The Planning and Compulsory Purchase Act 2004 requires that an AMR for the previous financial year be submitted to the Secretary of State by the 31<sup>st</sup> of December of the following financial year. The AMR must contain information on the following two key matters:

1. *The extent to which the policies set out in Local Development Documents (LDDs) are being achieved.* This part of the report seeks to monitor the performance and impact of the Council's planning policies and assess whether the policies are achieving their objectives and remain relevant. This provides a mechanism to consider adjustments to the policies, if necessary.
2. *The implementation of the Local Development Scheme (LDS).* This section reviews the Council's progress in preparing Local Development Documents and assesses whether key milestones are being met. Again such monitoring can indicate the need to update the LDS if the set timetables are no longer being met.

This AMR has been prepared having regard to the requirements of Section 35 of the Planning and Compulsory Purchase Act 2004, regulation 48 of the Town and Country Planning [Local Development] [England] Regulations 2004 and 'Local Development Framework Monitoring: A Good Practice Guide' issued by the Office of the Deputy Prime Minister in March 2005, and amended in October 2005.

### 1.1 Assessment of Local Development Documents

The Local Development Documents in Lambeth that contain policies to be monitored are:

- The Adopted UDP 1998 (AUDP)
- The Replacement Unitary Development Plan - Revised Deposit Draft June 2004 (RDUDP).
- Proposed Modifications to the UDP October 2006

During the monitoring year, the Council's development plan consisted of the Adopted UDP from 1998 and the Replacement UDP - Revised Deposit Draft 2004 (RDUDP). The Inspector's Report on the RDUDP was received in February 2006 and published in March 2006. Over 90% of the recommendations made by the Inspector in his Report supported the Council's position, but a limited number of Proposed Modifications were published in October 2006 in response to the Inspector's recommendations. Further Proposed Modifications were published in April 2007. As the Replacement UDP was at an advanced stage during the monitoring year, significant weight was given to it. For this reason, it is proposed by the Council (with the agreement of the Government Office for London) to refer only to the Replacement UDP and not the 1998 plan in this AMR.

This report presents the results of the monitoring of policies in the Replacement UDP, and appeals and planning obligations, under the following themes:

- Appeals and Planning Obligations
- Housing
- Employment
- Retail, Leisure and Town Centres
- Environmental Resources

- Conservation and Design
- Transport
- Waste and Minerals

Sections 3 to 10 of this report relate to each of these topics. In each section, the relevant Core Output Indicators are monitored, along with Local Output Indicators and Contextual Indicators in some cases. Reference is made to the relevant policies from the Replacement UDP Revised Deposit Draft, including any proposed modifications following the Inspector's Report, taking into consideration the policies' weight during 2006/7 in relation to each topic. The impact of policies is assessed and conclusions are drawn for future policy implementation and review.

These topics also relate to the Lambeth Community Strategy 2004-2015, which sets out the long-term vision and action plan for Lambeth, designed to promote the social, economic and environmental sustainability of the borough. The Community Strategy's four core themes are particularly connected to the policies and strategies in the Replacement UDP:

- Creating a cleaner and greener environment
- Making safer communities
- Better homes and sustainable communities
- Encouraging employment, enterprise, skills and culture

The Replacement UDP acts as a land-use delivery mechanism for the Community Strategy and therefore the indicators in this Annual Monitoring Report are of great relevance to the Council's vision for Lambeth.

## **1.2 Implementation of the Local Development Scheme**

The Council produced its first Local Development Scheme (LDS) in March 2005. This was subsequently updated in December 2005 to reflect delays in the programme for the Replacement UDP. Section 11 of this Annual Monitoring Report assesses progress against milestones in the revised LDS December 2005.

## **1.3 Using Indicators to Measure Policy Performance**

The Government sets out the requirements for the preparation and content of Annual Monitoring Reports. This is largely based on the use of indicators as measures of policy performance. Ideally, indicators should be linked to clear objectives and targets so that it is possible to identify whether a policy is meeting its aims. The Council has followed this approach as far as possible in producing this Annual Monitoring Report. In relation to most indicators there is a clear set of objectives, policies and targets that relate to the indicator.

There are various types of indicator mentioned in this report as explained below.

Indicator Type	Code	Explanation	Purpose	Examples
Contextual Indicators	CXT	General social, economic and environmental circumstances that exist within the borough	Provide a background context to inform planning policies	Population of Lambeth; Unemployment levels
Significant Effects Indicators	SEI	Measure significant economic, social and environmental issues within the borough	Provide a link to indicators and objectives prepared as part of a sustainability appraisal new local development documents	See Section 1.4 for discussion about why SEIs are not included in this AMR
Core Output Indicators	COI	Measure outcomes that are directly related to the implementation of local planning policies	National set of indicators chosen by Government to provide consistent data which considers the effectiveness of planning policies	Loss of employment floorspace; Number of new affordable dwellings
Local Output Indicators	LOI	Measure outcomes that are directly related to the implementation of local planning policies	Indicators chosen by a local authority to cover important issues not dealt with by Core Output Indicators	Retail vacancy levels in town centres

A summary table containing a consolidated list of indicators, targets, results and methodology is included in Appendix 1.

#### 1.4 Significant Effects Indicators

The EU Directive on Strategic Environmental Assessment came into effect on 21 July 2006. This requires that all development plans not adopted by 21 July 2006 should be the subject of an SEA, subject to certain provisions. It also requires that the significant social, economic or environmental effects of a Local Development Document be identified and monitored.

Work on the replacement UDP began before Government Regulations and guidance on implementing the Directive were issued. A key feature of the SEA is that it must be carried out throughout the policy making process. It is therefore not feasible to carry this out retrospectively. There is also a need to set out a baseline report at the start of the plan making process against which policy options can be assessed. In order to comply with the newly published SEA Regulations, the replacement UDP would have had to have been abandoned at an advanced stage.

The replacement UDP has been subject to a sustainability appraisal in accordance with the relevant regulations that were applicable at the time. The Environmental Assessment of Plans and Programmes Regulations 2004 allow for circumstances where an SEA is not feasible, as is the case here, subject to a requirement that the Council explains the reasons for this and publicises this.

A report on this issue explaining the reasons in detail why an SEA of the UDP was not feasible was submitted to the Council's Executive in January 2006. The Executive endorsed that it was not feasible to carry out an SEA. Following this the

Government Office for London was informed of this as well as the GLA, other statutory consultees, and everyone who had made representations on the UDP. The report to the Executive was published on the Planning Division pages of the Council's web site.

As a result, Significant Effects Indicators will not be included in the AMR until a Sustainability Scoping Report has been completed.

### **1.5 Issues for the 2006/7 Annual Monitoring Report**

In the past the Planning Division has not had an established system for monitoring development. Over the past two years this issue has been progressively addressed by improving the recording of the residential and commercial development pipeline, including planning permissions, developments under construction, completions, section 106 agreements and sites with development potential. Data for the residential development pipeline are complete and included in the AMR 2006-7. However, data for the commercial development pipeline were not fully available for use in this AMR. Monitoring of policies relating to commercial development therefore relies principally on planning approvals data rather than completions data. Production of a full commercial development pipeline is a target for inclusion in next year's AMR.

This AMR includes the following new information not previously available:

- A fuller breakdown of section 106 contributions by type
- New data about the stock, demand and supply of business use class floor-space as a result of the commissioning of a study of small business premises carried out by DTZ (March 2007)
- Baseline data and subsequent updates on the floor-space by use class in the larger town centres, available through the purchase of Experian/GOAD data.

## Section 2 - Introducing Lambeth

### 2.1 Key Facts About Lambeth

#### Lambeth Key Population Indicator Summary

Indicator Number	Indicator	Target	Outcome
CXT 1	Population of Lambeth	NA	See Figure 2A
CXT 2	Age range of population	NA	See Figure 2C
CXT 3	Ethnicity of population	NA	See Figure 2D
CXT 4	Index of multiple deprivation	NA	See Figure 2E

The London Borough of Lambeth is one of a ring of local authorities which constitute inner London. It measures around 11 kilometres from north to south and four kilometres from east to west with an overall area of approximately 2700 hectares. In common with most of these areas, Lambeth is characterised by densely built inner city development towards the centre of London, moving to a lower density residential suburban environment in the south.

Lambeth is an area of contrasts. The northern part of the borough features internationally significant central London activities centred around Waterloo and South Bank, including the South Bank Centre, major corporate offices, the London Eye and Oval Cricket Ground. In the centre of the borough, Brixton and Clapham town centres encompass a mix of specialist retail, leisure, entertainment and creative industries serving a diverse residential population. The south of the borough includes the town centres of Streatham and Norwood and a significant number of residential neighbourhoods.

Lambeth is the second most populous inner London borough, with a population of 266,170 at the 2001 Census and 272,000 according to the Office for National Statistics mid-year estimates 2006.

#### Figure 2A: Population

Source: Office for National Statistics 2006

	1981	1991	2001	% Change 1991-2001
Lambeth	252,925	244,834	266,170	8.7%
Inner London	2,550,139	2,504,143	2,765,975	9.5%
Greater London	6,805,565	6,679,455	7,172,036	6.9%
England	45,771,956	47,055,204	49,138,831	4.4%

As can be seen from Figure 2A, the population of Lambeth grew at twice the rate of England as a whole between 1981 and 2001. Mid year population estimates since 2001 (see Figure 2B) have suggested that the population of the borough declined in the early part of the decade, but this trend has more recently begun to reverse as between 2004 and 2006 there was a population increase.



**Figure 2B: Mid-year population estimates 2001-2006 ('000 persons)**

Source: Office for National Statistics 2006

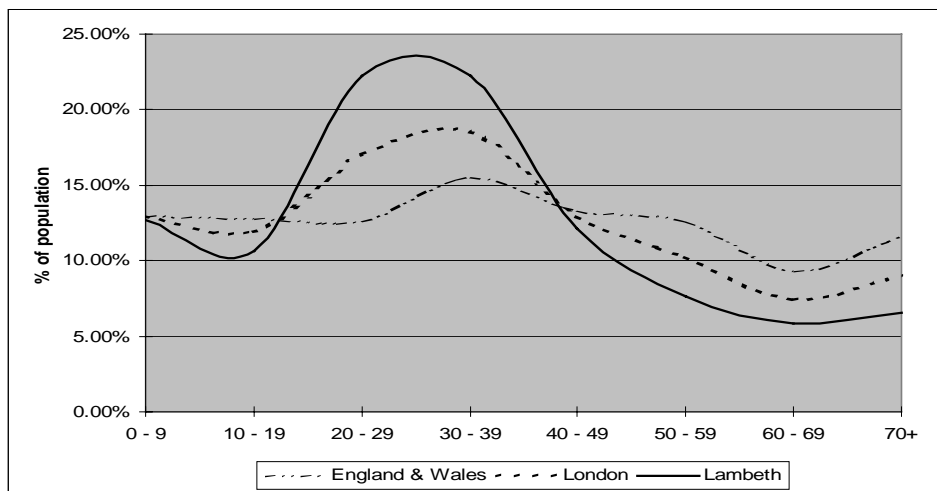
Year	Lambeth	Greater London	England
June 2006	272.0	7,512.4	50,763.0
June 2005	269.1	7,517.7	50,431.7
June 2004	268.1	7,428.6	50,093.1
June 2003	268.5	7,387.9	49,855.7
June 2002	271.1	7,371.2	49,646.9
June 2001	273.4	7,322.4	49,449.7

ONS projections suggest a continued population increase to 279,500 by 2028. However, Greater London Authority (GLA) data forecasts a more rapid increase, resulting in a population of 317,186 by 2028.

Figure 2C shows that, whilst Lambeth reflects the general population age distribution of London and England, its extremes are far greater, with a very high proportion of young adults and a very low proportion of people over 60. London has a young age profile compared with the country as a whole and Lambeth is young within that. In Lambeth, almost half (45%) of the population is between 20 and 40. This compares with 35.6% for London and 28.3% nationally.

**Figure 2C: Age Range of Population for Lambeth, London and England/Wales**

Source: Office for National Statistics, 2001 Census



Lambeth is a very diverse borough ethnically, culturally, socially and economically and this diversity is constantly evolving. The population includes a wide range of minority ethnic groups as detailed in Figure 2D. At the 2001 Census, 25.8% of Lambeth residents were of Black origin, 4.6% of Asian origin, 2.5% of Chinese origin and 4.8% of mixed ethnicity. This diversity is reflected in the 132 different languages spoken in the borough.

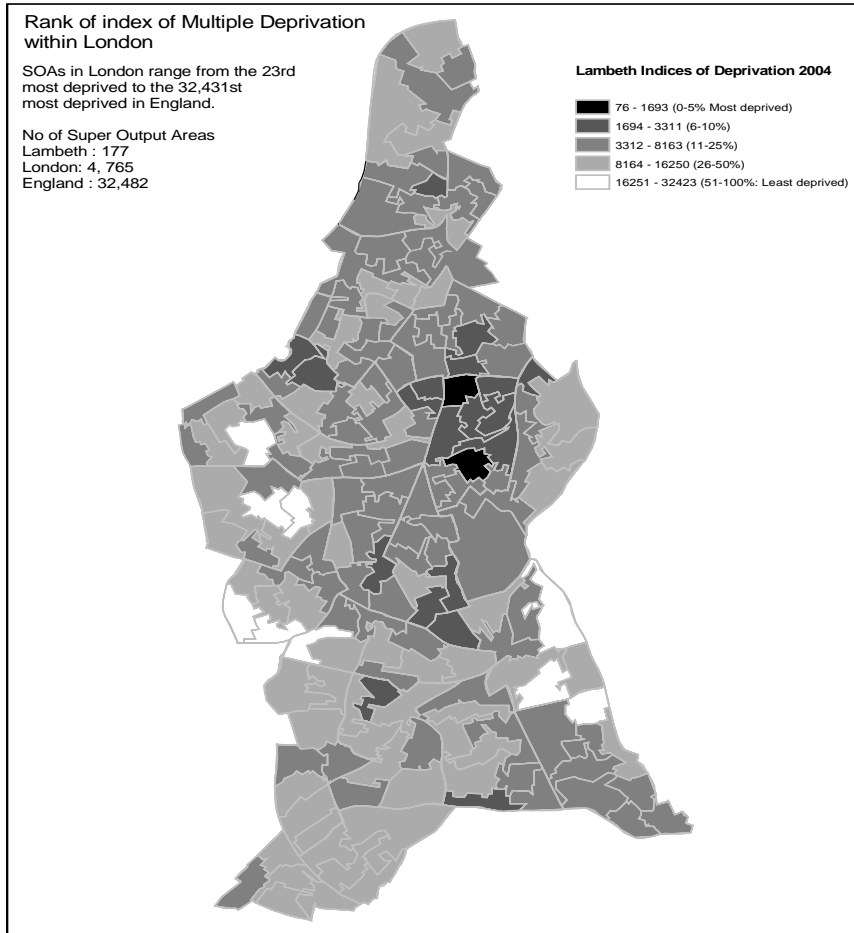
**Figure 2D: Ethnicity**

Source: Office for National Statistics, 2001 Census

		Lambeth Population	% of population			
			Lambeth	Inner London	Greater London	England
<b>White</b>	<b>British</b>	131,939	46.6	50.5	59.8	87.0
	<b>Irish</b>	8,689	3.3	3.4	3.1	1.3
	<b>Other White</b>	25,430	9.6	11.8	8.3	2.7
	<b>Total White</b>	<b>166,058</b>	<b>62.5%</b>	<b>65.7%</b>	<b>71.2%</b>	<b>91%</b>
<b>Black or Black British</b>	<b>Caribbean</b>	32,139	12.1	6.9	4.8	1.1
	<b>African</b>	30,836	11.6	8.3	5.3	1.0
	<b>Other Black</b>	5,579	2.1	1.3	0.8	0.2
	<b>Total Black</b>	<b>68,554</b>	<b>25.8%</b>	<b>16.5%</b>	<b>10.9%</b>	<b>2.3%</b>
<b>Asian or Asian British</b>	<b>Indian</b>	5,316	2.0	3.1	6.1	2.1
	<b>Pakistani</b>	2,634	1.0	1.6	2.0	1.4
	<b>Bangladeshi</b>	2,169	0.8	4.6	2.1	0.6
	<b>Other Asian</b>	2,045	0.8	1.3	1.9	0.5
	<b>Total Asian</b>	<b>12,164</b>	<b>4.6%</b>	<b>10.6%</b>	<b>12.1%</b>	<b>4.6%</b>
<b>Mixed</b>	<b>White and Black Caribbean</b>	5,322	2.0	1.3	1.0	0.5
	<b>White and Black African</b>	2,159	0.8	0.7	0.5	0.2
	<b>White and Asian</b>	2,100	0.8	0.9	0.8	0.4
	<b>Other Mixed</b>	2,273	1.2	1.1	0.9	0.3
	<b>Total Mixed</b>	<b>12,854</b>	<b>4.8%</b>	<b>4.04%</b>	<b>3.23%</b>	<b>1.4%</b>
<b>Chinese other</b>	<b>Chinese</b>	3,362	1.3	1.4	1.1	0.4
	<b>Other</b>	3,177	1.2	2.0	1.6	0.4
	<b>Total Chinese/other</b>	<b>44,478</b>	<b>2.5%</b>	<b>3.4%</b>	<b>2.7%</b>	<b>0.8%</b>

Lambeth's population experiences a number of socio-economic issues, including unemployment, crime and low incomes. However, there is significant spatial variation as shown in Figure 2E, which maps the distribution of multiple deprivation in the borough. The national Index of Multiple Deprivation was published in 2004 and records data down to very small street block level (Super Output Areas (SOA)). It is a combined measure of seven indices: income, employment, health and disability, education, skills and training, access to housing and services, living environment, and crime. 24 (14%) of Lambeth's 177 SOAs are ranked in the 10% most deprived in England, and 139 (79%) are ranked within the 30% most deprived. Multiple deprivation is distributed across the borough, but with the highest concentrations in and around Brixton and Stockwell, and additional pockets around Kennington in the north of the borough. The borough also has areas of comparative wealth mostly located around Clapham, Streatham, Norwood and Herne Hill.

**Figure 2E: Indices of Deprivation 2004: Rank of index of multiple deprivation**  
Source: Office of the Deputy Prime Minister 2004



## Section 3 - Lambeth Planning

Lambeth's Planning Division handles a broad range of planning work for the Council including development control, policy and conservation and design.

### 3.1 Planning Applications and Appeals

#### 3.1.1 Appeals Indicator Summary

Indicator Number	Indicator	Target	Outcome
LOI 1	Proportion of appeals allowed (same as Best Value Performance Indicator 204)	34%	<b>37.5%</b>

#### 3.1.2 Performance

The Replacement Lambeth UDP was finally adopted in August 2007. Decision making on planning applications in Lambeth was complex during 2006-7, due mainly to the use of the 1998 Adopted UDP and the Replacement UDP and the need to attach different weight to the policies in the two plans as UDP replacement progressed.

Figure 3A shows the increasing development control workload over the last 5 years, with 2006-7 experiencing a significant increase in applications received. Figure 3B sets out performance in determining applications against the target timescales set for Best Value Performance Indicator 109 in 2006-7.

**Figure 3A: Number of planning applications received by Lambeth per annum 2001-2007**  
Source: Lambeth Planning Division 2007

	2000-1	2001-2	2002-3	2003-4	2004-5	2005-6	2006-7
<b>Major applications</b>	78	124	87	92	75	79	100
<b>Minor applications</b>	496	534	671	875	778	746	838
<b>Other applications</b>	1416	1496	1563	1644	1871	1876	2150
<b>Grand total of applications per annum</b>	<b>1990</b>	<b>2154</b>	<b>2321</b>	<b>2611</b>	<b>2724</b>	<b>2701</b>	<b>3476</b>

**Figures 3B: Performance in determining planning applications within target timescales (BVPI 209) 2006-7**

Source: Lambeth Planning Division 2007

	BVPI 109 target (DCLG)	BVPI 109 target (local)	Performance 2006-7
<b>Major applications determined within 13 weeks (BVPI 109a)</b>	60.0%	62.0%	57.0%
<b>Minor applications determined within 8 weeks (BVPI 109b)</b>	65.0%	70.2%	73.5%
<b>Other applications determined within 8 weeks (BVPI 109c)</b>	80.0%	84.0%	87.8%

Performance in determining minor and other applications within 8 weeks in 2006-7 exceeded both the government (DCLG) and local targets. Performance in determining major applications within 13 weeks missed the government target by

three percentage points. This is largely due to the need to reduce the outstanding backlog of major cases that have been to committee and have been waiting for their respective s106 agreements to be signed and authorised. Work in progress to remove outdated major applications will help to improve the overall percentage figure for 2007-8.

Only a relatively small number of these applications are subject to appeal. Appeal decisions in relation to planning applications give a good indication in overall terms of the robustness of the Council's planning policies and planning decisions when tested through the independent authority of the Planning Inspectorate. The overall outcome of these appeals is set out in Figures 3C and 3D below.

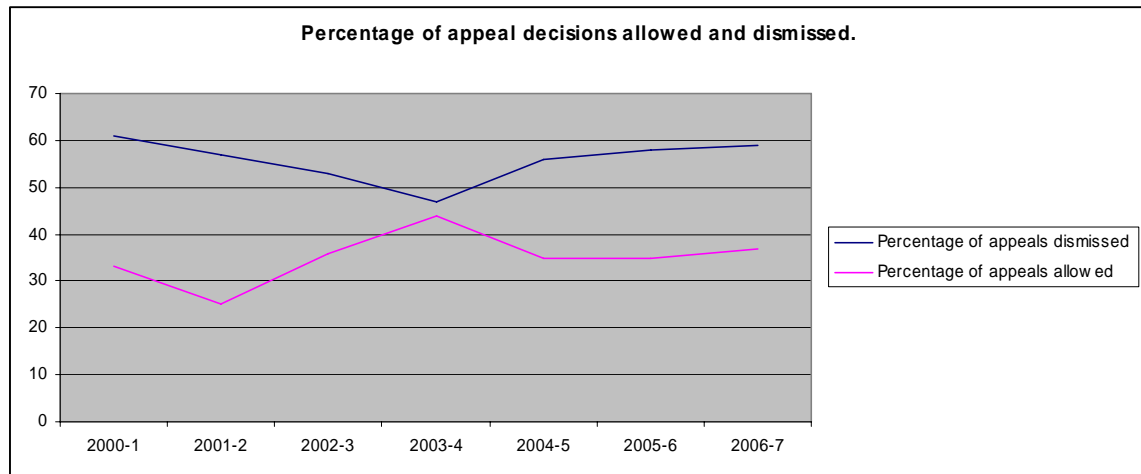
**Figure 3C: Appeal results 2000–2007**

Source: Lambeth Planning Division 2007

Year	Allowed	Altered Notice	Dismissed	Mixed	Total	% Allowed	Appeals withdrawn
2000-2001	18	-	33	-	51	35.3	3
2001-2002	39	-	91	-	130	30.0	29
2002-2003	45	1	80	7	133	33.8	17
2003-2004	73	1	84	5	163	44.8	17
2004-2005	52	1	89	3	145	35.9	13
2005-2006	49	6	95	2	152	32.2	11
2006-2007	37	0	60	0	97	37.5	4
Total 2000-2007	313	9	532	17	871	35.9	90

**Figure 3D: Percentage of appeals allowed and dismissed 2000-2007**

Source: Lambeth Planning Division 2007



After a decline in the Council's success rate in appeals over the early part of the decade, over the last two financial years there has been an increase in the proportion of appeals dismissed.

### 3.1.3 Conclusions

Overall performance in determining planning applications within target timescales was good in 2006-7. Work in progress to remove outdated major applications will help to improve the overall percentage figure for BVPI 109a in 2007-8.

The number and proportion of applications going to appeal is continuing to decline. Currently well over half of the appeals made are dismissed and the robustness of the Council's policies is reflected in this figure. It is anticipated that the number of Council decisions upheld at appeal will continue to rise over future years as the Council's now adopted Replacement UDP can be accorded full weight in decision making. In addition, the greater certainty and clarity provided by the Replacement UDP, as well as a range of Supplementary Planning Documents that are being prepared, should ensure that a higher proportion of planning applications submitted are in accordance with development plan policies.

### 3.2 Section 106 Agreements

#### 3.2.1 Section 106 Policies

##### Replacement UDP 2007

- Policy 57 – Planning Obligations

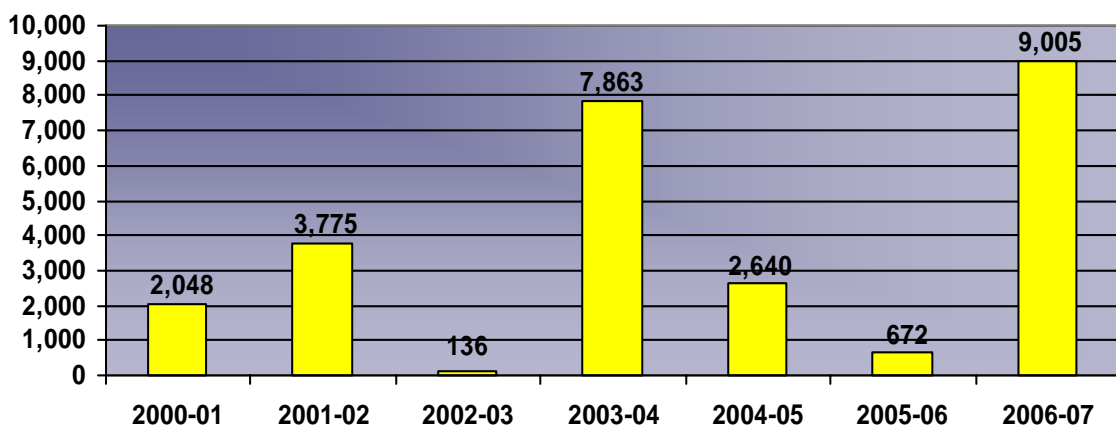
#### 3.2.2 Performance

Planning obligations are intended to make acceptable development that would otherwise be unacceptable in planning terms. Policy 57 notes that the attainment of planning obligations can be a means of implementing the UDP's various social, economic and environmental policies. In particular, the plan's policies relating to housing, education, mixed-use development, transport, employment, community facilities, arts and culture, public realm, utilities, the natural environment, and open space and recreation all seek to secure specific contributions. The continued use of the interim guidance note and preparation of a draft SPD on S106 have strengthened the policy and resulted in a record amount of money being secured.

During 2006-7, 105 Section 106 agreements were signed with a total current value of over £9,000,000. This reflects the trend of growth in the number of agreements negotiated over the last six years and surpasses the previous highest level in 2003-04 of £7.8 million. Figure 3E below shows the pattern over the last seven years.

**Figure 3E: Value of Section 106 agreements by financial year (in £000's)**

Source: Lambeth Planning Division 2007



The 105 agreements in 2006-7 involved 338 planning obligations, of which 224 had a financial value. Figure 3F below gives a breakdown of all the planning obligations by obligation type and money receivable, and compares this year's position with last year. Contributions for education (not measured last year) provided over £4 million or 48% of the total monetary contribution in 2006/07. The levels of contribution for public realm (parks and open spaces) and public transport were very high, but

affordable housing schemes did not provide any monetary value this monitoring year. Affordable housing contributions are discussed in more detail under Section 4.5.

**Figure 3F: Number and Value of Obligations by Obligation Type 2005-7**

Source: Lambeth Planning Division 2007

Obligation Type	No of Obligations 2005/6	Income Receivable 2005/6 (£)	No of Obligations 2006/7	Income Receivable 2006/7 (£)
Affordable Housing - On Site	11	0	20	0
Affordable Housing - RSL Schemes only	8	0	16	0
Car Club	5	8,500	11	30,104
Employment and Training	1	0	9	289,820
Miscellaneous	25	150,000	107	234,000
Parking Restriction	64	0	67	0
Public Realm - Parks and Open Spaces	3	108,180	17	1,012,403
Public Realm - Streetscapes	5	39,550	5	257,000
Public Transport	4	199,330	6	1,390,490
Traffic and Highway	25	419,250	32	800,000
Community Facilities	Not measured	0	8	546,909
Education	Not measured	0	18	4,337,647
Monitoring Charge	Not measured	0	10	31,451
Public Realm – On site Improvement	Not measured	0	1	75,000
Travel Plan	Not measured	0	11	0
<b>TOTAL</b>	<b>151</b>	<b>£924,810</b>	<b>338</b>	<b>9,004,824</b>

11 agreements had planning obligations with financial contributions worth more than £100,000 in total, which accounts for 94% of total financial contributions negotiated during the year. These agreements relate to the following schemes:

**Figure 3G: Schemes with more than £100k in financial value 2006-7**

Source: Lambeth Planning Division 2007

Legal Ref	Scheme Address	No of Obligations	Income Receivable
397/L/S106	Clapham Park	31	£2,900,000.00
136/L/S106B	1 Westminster Bridge Road	6	£1,178,310.00
453/L/S106	Stockwell Park and Robsart Village Estates	19	£989,009.00
422/L/S106	15 Stockwell Green and 78 Lingham Street	12	£810,000.00
437/L/S106	Freemans Site, Clapham Road	9	£613,361.00
394/L/S106	South Bank University, Wandsworth Road	19	£589,511.00
43/L/S106A	Former South London Hospital for Women, Clapham Common	3	£420,909.07
406/L/S106	53, 55, 57, 59 and 63 Old Town and Grafton Square	6	£385,145.00
452/L/S106	368-372 Coldharbour Lane	9	£243,950.00
450/L/S106	25-33 Macaulay Road	7	£235,000.00
389/L/S106	St George Wharf, Vauxhall Cross	5	£110,000.00
<b>TOTAL</b>		<b>126</b>	<b>£8,475,195.07</b>

In July 2006, Interim Planning Guidance was approved setting out a formula for calculating contributions for additional school places that will be needed as a result of new developments in the borough. Since then, education contributions have become a significant component of Section 106 agreements, constituting 48% of all financial contributions negotiated in 2006-07 through 13 separate agreements.

**Figure 3H: Schemes with educational contributions 2006-7**

Source: Lambeth Planning Division 2007

Legal Ref	Scheme Address	Education Contributions
397/L/S106	Clapham Park	£2,250,000
437/L/S106	Freemans Site, Clapham Road	£453,361
422/L/S106	15 Stockwell Green and 78 Lingham Street	£450,000
453/L/S106	Stockwell Park and Robsart Village Estates	£329,861
394/L/S106	South Bank University	£189,511
406/L/S106	53, 55, 57, 59 and 63 Old Town and Grafton Square	£185,145
452/L/S106	368-372 Coldharbour Lane	£178,000
450/L/S106	25-33 Macaulay Road	£177,000
443/L/S106	Claremont East Estate, Streatham Hill	£60,981
445/L/S106	50 Corry Drive	£24,131
447/L/S106	346-358 South Lambeth Road	£17,000
412/L/S106	54-56 Knatchbull Road	£12,256
409/L/S106	Herbert Morrison House, 154-160 Brixton Road	£10,401
<b>TOTAL</b>		<b>£4,337,647</b>

### 3.3.3 Conclusions and Further Actions

The Council's policy on planning obligations is continuing to secure developer contributions in the borough, with an increasing number of s106 agreements finalised and an increasing total value of contributions.

New monitoring systems allow a fuller analysis of the distribution of the funds secured in 2006-7. In every area of possible contribution there has been an increase on the previous year. The level of contributions to education is particularly significant and indicates that this aspect of the policy is working well. There has also been a three fold increase in the number of affordable housing units negotiated from developers since the previous year (this is discussed further in section 3 of this report).

Further strength will be added to the Council's policy position for planning obligations in the year to come, as a draft Supplementary Planning Document on Planning Obligations has been prepared and is expected to be approved by the Council in April 2008.



## Section 4 - Housing

Housing provision is a key priority for national, regional and local agendas. Meeting the demand for housing is a priority and a key issue for planning policies. There is a need to balance the demand for housing with maintaining the quality and existing character of areas and providing good quality homes and environment. This is a particular challenge in Lambeth, which historically has featured relatively high population densities.

One of the key issues in Lambeth is affordability and the ability to get on the property ladder. A recent (draft) review of the housing needs situation indicates that the level of housing need in the borough is increasing and accordingly the demand for more affordable housing is also increasing.

Housing is addressed in Part 1 Strategic Policies C and D and Policies 15-18 in the Replacement UDP. The Replacement UDP seeks to promote a range of new housing development, including shared housing and supported housing, to meet the needs and demands of the borough. Policies aim to achieve a mix of dwelling type, affordability and unit sizes across all tenures through prioritising housing on all sites, except where protected for other uses, and resisting the loss of existing residential accommodation through redevelopment. Policy 16 seeks to secure the maximum proportion of affordable housing having regard to impacts on the viability of a scheme. The Replacement UDP adopts a 'design led' approach to new residential development with the residential density achievable on a site to be largely determined having regard to a site's context, character, access to services and public transport.

### 4.0.1 Housing Strategic Policies

- C. To make best use of the borough's limited land resources and encourage through good design, higher densities and more mixed and intensive development in appropriate locations.
- D. To seek the provision of at least 20,500 net additional homes over the period 2002-2016 (including 8,200 affordable dwellings).

### 4.0.2 Relevant Housing Policies

Replacement UDP 2007	
Detailed Policies	
•	15 Additional Housing
•	16 Affordable Housing
•	17 Flat Conversions
•	18 Shared Housing and Supported Housing
•	33 Building Scale and Design
•	36 Alterations and Extensions
•	38 Design in Existing Residential / Mixed-use Areas

## 4.1 Housing in Lambeth

### 4.1.1 Housing Context Indicator Summary

Indicator Number	Indicator	Target	Outcome
CXT 5	Housing types	NA	See Figure 4A
CXT 6	Household types	NA	See Figure 4B

Figure 4A shows that the number of households in Lambeth has grown substantially, which demonstrates the ongoing need for new housing in the borough. The majority of new households since 1991 are accommodated in flats or house conversions, with nearly 70% of all households now living in flats. This compares to 18.6% for population as a whole in England.

The 2001 Census household type results are summarised in Figure 4B below, together with the London-wide results and illustrate the differences between housing need at a local and regional level. Some 61% of households in Lambeth were multi-person households in 2001, and 38% were single person households. Households formed by married couples with dependent children formed 10.56% of the Lambeth total while married couple with no dependent children formed 12.49% of all households, which is well below the level across London as a whole. This shows the need for consideration of local housing need and household types in planning policy and new developments.

**Figure 4A: Number of Households**

Source: 2001 Census

	All households with residents			% of households with residents			
				Detached/ semi-detached/ terraced		Purpose-built flats/ conversions	
	1991	2001	%change	1991	2001	1991	2001
<b>Lambeth</b>	108,920	118,447	8.7	28.9	28.6	66.6	69.7
<b>Inner London</b>	1,096,141	1,219,859	11.3	28.7	29.0	67.1	68.9
<b>Greater London</b>	2,763,166	3,015,997	9.2	52.0	51.0	45.2	46.9
<b>England</b>	19,670,982	20,451,427	4.0	79.9	79.9	18.3	18.6

**Figure 4B: Household Type in Lambeth with London average as a comparison**

Source: 2001 Census

Household type	Lambeth	%	London	%
<b>All households</b>	118,447		3,015,997	
<b>One person household</b>	44,924	37.92	1,046,888	34.7
<b>Married couple with no dependent children</b>	14,803	12.49	602,194	19.96
<b>Lone parent household with children</b>	14,302	12.07	267,323	8.86
<b>Married couple with dependent children</b>	12,512	10.56	507,512	16.82
<b>Cohabiting couple with no children</b>	10,093	8.52	201,295	6.67
<b>Lone parent household with no children</b>	4,851	4.09	119,579	3.96
<b>Cohabiting couple with children</b>	3,503	2.95	82,184	2.72
<b>Student households</b>	421	0.35	13,105	0.43
<b>Other multi person households</b>	13,038	11	175,917	5.83

## 4.2 Housing provision

### 4.2.1 Indicator Summary

Indicator Number	Indicator	Target	Outcome
COI 2a	Housing trajectory	1367 per annum net additional dwelling completions (UDP target) 1100 per annum net additional dwelling completions (London Plan target)	1288 dwellings completed

### 4.2.2 Housing Targets

The housing targets for Lambeth are set out in the Replacement UDP and London Plan as follows:

- The Replacement UDP sets housing provision levels over the plan period 2002-2016 at a minimum of 20,500 net additional dwelling completions (1,367 per annum).
- The GLA target for additional homes in Lambeth for the period 2007/8 to 2016/17 set out in the London Plan Early Alterations is 11,000, which equates to 1,100 homes per annum.

The issue of which housing target to include in the Replacement UDP was debated at the 2005 public inquiry into objections to the UDP. The Inspector ultimately supported the Council's position that it would be inappropriate to use the target in the London Plan which at that time was 1,450 homes per annum, as Lambeth had more up-to-date housing data.

The London Plan, adopted in 2004, set a target for additional housing of 28,910 over the 20 year period 1997-2016, with an annual target of 1,450 homes.

However, the London Plan target was subsequently revised as part of the GLA's new Housing Capacity Study published in 2005. This study was carried out in conjunction with boroughs and involved a comprehensive and robust review and update of information about and assessment of potential housing sites. The new suggested target for Lambeth was 1,135 homes per annum. This target was revised downwards when the Early Alterations to the London Plan were published to 1,100 homes per annum for 2007-8 to 2016/17.

The Early Alterations were published on 20 December 2006 and now form part of the London Plan, although the new GLA housing provision targets for additional homes will only take effect in 2007/08 and cover the period up to 2016-17. This now supersedes the figures in the adopted Replacement Lambeth UDP. Accordingly, this target has been used as a basis for assessing how well Lambeth is performing.

The assessment of these targets will now be considered in relation to Lambeth's past and projected housing delivery performance.

### 4.2.3 Housing Trajectory Performance

Authorities are required to estimate the shortfall in housing provision, that is, the gap between the housing provision target and projected completions. Figure 4C presents a summary of the net additional dwellings completed in the last five years, including the financial year 2006-7, as well as projected net additional dwellings to 2016-17. This reflects the time period of the additional homes target set out in Table 3A.1 in the London Plan (February 2004). The annual dwelling requirement of 1,450 for

2002-3 to 2005-6 is from Table 3A.1 in the London Plan (February 2004). The annual requirement from 2007-8 to 2016-17 of 1,100 is taken from the London Plan Early Alterations (December 2006).

The housing trajectory, shown at Figure 4D, compares the revised GLA target for Lambeth of 1,100 housing completions per annum with past and projected completions. Figure 4E shows the number of dwellings that will be delivered between 2007-8 and 2016-17, as a cumulative total, above the London Plan target.

**Figure 4C: Lambeth Housing Provision Completions 2002-3 to 2016-17 and comparison with GLA London Plan targets**

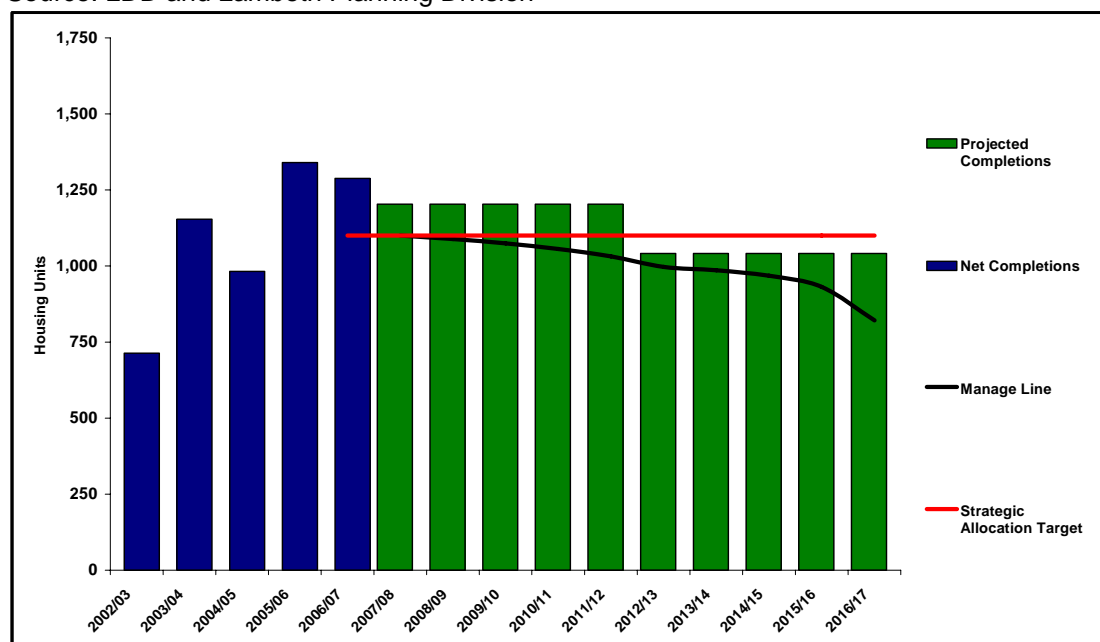
Source: GLA LDD and Lambeth Planning Division

Year	2002-3	2003-4	2004-5	2005-6	2006-7	2007-8	2008-9	2009-10
Net Completions	713	1154	982	1340	1288	-	-	-
Projected Completions	-	-	-	-	-	1203	1203	1203
GLA London Plan Target	1,450	1,450	1,450	1,450	1,450	1,100	1,100	1,100
Number of annual completions needed to meet GLA housing requirement	-	-	-	-	-	1,100	1,089	1,074

Year	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17
Net Completions	-	-	-	-	-	-	-
Projected Completions	1203	1203	1041	1041	1041	1041	1041
GLA London Plan Target	1,100	1,100	1,100	1,100	1,100	1,100	1,100
Number of annual completions needed to meet GLA housing requirement	1056	1031	997	986	968	931	821

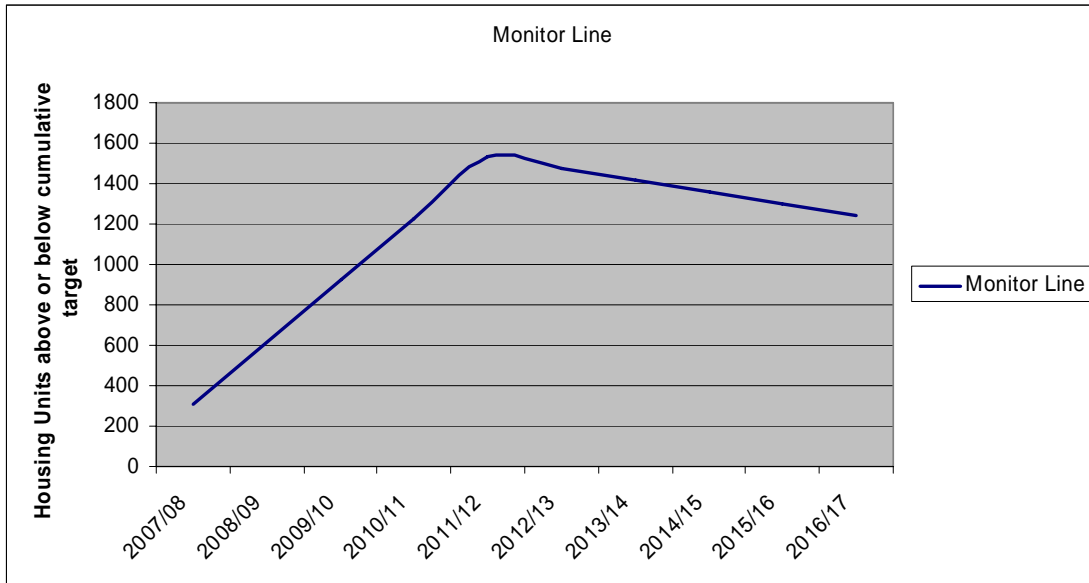
**Figure 4D: Lambeth Housing Trajectory 2002-3 to 2016-17**

Source: LDD and Lambeth Planning Division



**Figure 4E: Monitor Line 2007-8 to 2016-17**

Source: LDD and Lambeth Planning Division



The monitor line (Figure 4E) shows the position of the plan strategy relative to the planned rate (number of dwellings above or below the planned rate). The planned rate is the annual strategic plan allocation, in this case the London Plan. The monitor line has therefore been plotted from 2007-8, when the new London Plan target takes effect. The monitor line is above zero from 2007-8 until the end of the plan period, ahead of the annualised delivery of its requirement.

The manage line (Figure 4D) shows the annual number of completions needed to meet the strategic plan total, taking into account any shortfalls or surpluses from previous and future years. The manage line for Lambeth shows the total number of dwellings required falling gradually from 1,100 dwellings in 2007-8 to 821 in 2016-17

In 2006-7 there were 1,288 net completions in Lambeth. The number of gross completions for this period was 1,408. Of the total completions, 790 were derived from new build units and change of use to residential and 337 resulted from conversions of single dwellings (most commonly houses) into flats. The remaining 161 were made up of additional dwellings comprising non-self contained units and vacant properties returned to use.

Whilst below the 1,450 per annum target in the London Plan and the 1,367 per annum target in the Replacement UDP, the provision of additional homes for 2006-7 exceeds the 1,100 housing provision target set out in the Early Alterations to the London Plan (December 2006). Furthermore, over the next five years completions are projected to exceed both the London Plan and Replacement UDP targets. The large amount of units coming forward from unimplemented permissions and developments under construction account for the high number of completions estimated between 2007-8 and 2011-12.

#### 4.2.4 Five Year Supply

As at the end of March 2007 there were 7,105 additional dwellings under construction, with unimplemented planning permission, or that had been approved and were subject to Section 106 Agreement being concluded. This, at the start of the ten year period identified in the London Plan, already amounts to over six years'

supply (1,100 a year) and does not include the future contribution of non conventional housing (long term vacant properties brought into use and household spaces in new non-self contained accommodation), nor that of the allocated sites which have not yet come forward with planning permission. This information is published in a separate report on the Housing Development Pipeline in Lambeth which deals with this in detail and lists sites individually.

There are a number of other factors that will influence housing delivery over coming years and are expected to increase levels of completions. Firstly there are a number of regeneration schemes in the pipeline such as Clapham Park, Myatts Field North and Stockwell Park (all of which have planning permission, although in some cases subject to finalisation of the s106 legal agreement) which are likely to increase housing numbers. Secondly, as the policies of the London Plan and Replacement UDP take further effect, particularly with regard to increasing densities, this should also positively affect housing delivery. This is already starting to occur with the 1,288 completions in 2006-7 well above the level projected in the 2005-6 AMR. It is therefore anticipated that projected completions will exceed the London Plan target over the life of the Plan.

#### 4.2.5 Conclusions and Further Actions

The past year has seen planning permission granted for a range of major development schemes, comprising over 4,800 additional dwellings, so the delivery of housing is expected to rise. Projected completions over the next 10 years are generally in line with the proposed London Plan target.

The Replacement UDP was only adopted in August 2007. The full weight of its policies supporting the provision of housing have not yet had the opportunity to be applied in accordance with its status.

### 4.3 Housing Density

#### 4.3.1 Density Indicator Summary

Indicator Number	Indicator	Target	Outcome
CXT 7	Population density	NA	See Figure 4F
COI 2c	% of new dwellings completed at less than 30 dwellings per hectare; between 30 and 50 dwellings per hectare and above 50 dwellings per hectare.	80% of new residential development at densities of greater than 50 dwellings per hectare	95.7% of dwellings completed at above 50 dwellings per hectare

#### 4.3.2 Performance

According to the 2001 Census, there are 266,169 people living in Lambeth, which has an area of 2,682 hectares. The population density therefore works out at 10,136 people per sq km, more than double the London average of 4,679 people per sq km and among the highest found in the London boroughs. A comparison with densities found in some of the London boroughs is provided in Figure 4E below.

**Figure 4F: Population Density Comparisons with other London Boroughs**

Source: Mid-2002 Population Estimates, Office for National Statistics

Borough	Area	People per sq km
London	1,572	4,679
Lambeth	27	10,136
Tower Hamlets	20	10,462
Southwark	29	8,710
Wandsworth	34	7,859
Lewisham	35	7,220
Kensington & Chelsea	12	13,609
Havering	112	1,997

It is difficult to determine the extent to which Lambeth's planning policies influenced development to be able to accommodate one of the highest population densities in London. As mentioned in the introductory section to this chapter, historically, densities in Lambeth and parts of London have been high.

Previously, policies on housing did not specifically encourage high density development and the move towards a design led approach to higher densities as adopted in the Replacement UDP is relatively new.

Lambeth has adopted a 'design led' approach to new residential development based on the GLA London Plan guidance, as it is now widely accepted that density, rather than being prescriptive, should be designed around a site's context, character, access to services and public transport. In line with this approach, Policy 33, Table 10 of the Replacement UDP sets out density ranges that can be achieved in sites within a number of categories: town centres, walkable neighbourhoods, and less accessible sites. The policy advises density to be considered in relation to the site's accessibility levels and its setting.

It does mean that future schemes, if considered to be appropriate, will be built to high densities, leading to even higher population densities in Lambeth. This may create pressures on associated services and infrastructure which will need to be planned for. For example some national rail and underground services are already at, or close to, capacity and there is an acknowledged need for additional secondary school places in the borough.

Lambeth is generally a highly accessible place and this may have indirectly contributed to high density development. Data in the 2001 Census on housing types show the largest proportion of homes to be in the form of purpose-built flats, which reflects the high density population. There are 54,766 purpose-built flats in Lambeth. In addition, 30,090 households live in converted or shared homes. Comparatively, a very small number of homes are detached (2,452), while 9,413 are semi-detached and 23,015 homes are terraced.

This situation is expected to continue, for in recent years residential schemes have tended to be designed to high densities, evidenced for example by the St George's Wharf riverside scheme in Vauxhall. This can be attributed to the impact of Planning Policy Guidance Note 3 (Housing) – now superseded by Planning Policy Statement 3, the London Plan and scarcity of available land in London, which encourages developers to propose high density schemes to make a development viable. Strategic Policy C and Policy 33 in the Replacement UDP also support higher densities in appropriate locations.



In Lambeth, the majority of new residential schemes in 2006-7 were completed at densities of over 50 dwellings per hectare. During this period 44 schemes were completed at densities of over 50 dwellings per hectare. Only five schemes were completed in 2006-7 at densities ranging between 30 and 50 dwellings per hectare. Two schemes were completed at densities of less than 30 dwellings per hectare. These figures exclude applications for residential conversions.

In summary, in 2006-7 completions ranged within the following densities:

Density range	Number of schemes	Proportion
> 50 dwellings per hectare	44	95.70%
Between 30 – 50 dwellings per hectare	5	4.01%
< 30 dwellings per hectare	2	0.29%

### 4.3.3 Conclusions

Lambeth has one of the highest population densities in London. In 2006-7 the vast majority of completions, 44 out of 51 schemes (excluding housing conversions), had a density of over 50 dwellings per hectare. Policies in the Replacement UDP seeking higher densities and the efficient use of land are therefore being satisfactorily implemented.

## 4.4 Use of Previously Developed Land

### 4.4.1 Previously Developed Land Indicator Summary

Indicator Number	Indicator	Target	Outcome
COI 2b	Proportion of dwellings built on previously developed land.	100% of all new dwellings on previously developed land.	100%

### 4.4.2 Performance

Policy 6 of the Replacement UDP promotes new development on previously developed land in the interests of achieving sustainable development and protecting green field sites. As discussed in the previous section, Lambeth is a dense and built up part of inner London, where open spaces are strongly protected against development. As a result, all new housing has been constructed on previously developed land. This achieves the target of 100% and surpasses the national target of building 60% of all new dwellings on previously developed land.

### 4.4.3 Conclusions

The results for 2006-7 indicate that the policies are being successfully implemented to achieve a 100% target in providing new homes on previously developed land whilst protecting green field land for its sports, leisure, nature conservation and amenity value.

## 4.5 Affordable housing

### 4.5.1 Affordable Housing Indicator Summary

Indicator Number	Indicator	Target	Outcome
COI 2d	Volume of affordable housing completions	40-50% affordable housing	19% of net completions 16% of gross completions



#### 4.5.2 Performance

Policy 16 specifies the provision for affordable housing on sites of 0.1 ha or more in size or in schemes of 10 or more units. The level of provision expected is 50% of habitable rooms with a public subsidy or 40% of habitable rooms with no public subsidy, subject to financial viability. Although the policy refers to habitable rooms it has not been possible this year to monitor affordable housing as a proportion of completed habitable rooms. The analysis is based on additional affordable housing dwellings completed.

During the period 2006-7 there were 209 net affordable housing completions out of a total of 1,288 net completions in Lambeth, which represents an achievement of 19%. The number of gross affordable housing completions in 2006-7 was 223, which amounts to 16% of all 1,408 dwellings completed during the monitoring period. It is not currently possible to break down the figures for affordable housing into habitable rooms. It is expected, however, that the percentage of affordable habitable rooms provided is in excess of these figures as many of the affordable housing completions are for 2, 3 and 4 bed dwellings.

Although these figures are below the target set in the Replacement UDP, it is important to note that a relatively small number (17) of housing schemes involving an element of affordable housing were completed during 2006-7, compared to the previous monitoring year (25), and that a higher number of completed schemes are expected to be recorded during 2007-8.

In addition, a high proportion of completions in the borough in 2006-7 were below the 10 unit threshold in the Replacement UDP (as well as the 15 unit threshold in the 1998 Plan). 586 of the 1,288 net completions came from 21 schemes providing more than 10 units (11 of which provided between 10-14 units). Of these, a total of 182 affordable dwellings were achieved. This equates to 31% affordable housing provision. Five of these schemes were 100% affordable. An additional 27 affordable units were secured as part of developments providing less than 10 units in total.

#### 4.5.3 Conclusions and Further Actions

It is anticipated that the proportion of affordable housing provision will increase over coming years. Last year (2006-7), the Council granted permission for 4,631 additional dwellings. This is four times the Council's target figure in the London Plan. Of these 43% (1,990) were affordable dwellings. This is a reflection of the greater weight that the affordable housing policy has assumed as the Replacement UDP progressed towards adoption.

Accordingly, improved levels of affordable housing provision should be evident in the next 12 months. The number of affordable housing completions will continue to be closely monitored to determine trends over time and any upturn, or otherwise, in the rate of completions.

### 4.6 Dwelling Mix

#### 4.6.1 Dwelling Mix Indicator Summary

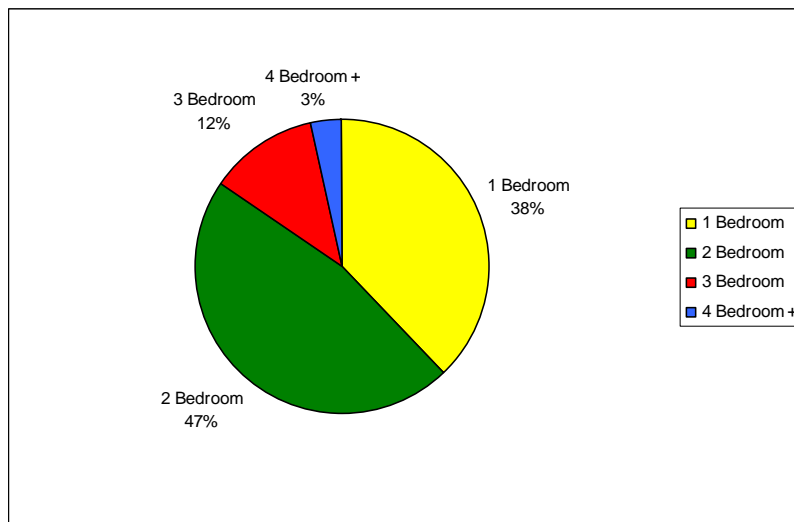
Indicator Number	Indicator	Target	Outcome
LOI 2	Proportion of completed homes with 3 or more bedrooms	To be established from the updated Housing Needs Survey	15% of new homes with 3 or more bedrooms

#### 4.6.2 Performance

Housing choice is an increasingly important issue in Lambeth and in particular the Council's local housing needs assessment has highlighted a shortage of 3 and 4 bedroom accommodation. A report published in July 2006 by the London Assembly also emphasised this issue. Most new housing supply in the Borough in recent years and in the housing development pipeline comprises of 1 and 2 bedroom units. Small units have also dominated the supply of dwellings resulting from house conversions. Figure 4G illustrates the limited housing choice available from dwellings completed during 2006-7, with 85% comprising one or two bedroom residences.

**Figure 4G: Proportion of different bedroom numbers for housing completed in 2006-7**

Source: Lambeth Planning Division



Streets in various parts of the Borough are dominated by converted properties. This not only reduces the choice and availability of accommodation for families, but has also resulted in increasing pressure and stress on the environmental capacity of residential areas which were not designed to support such high and intensive levels of occupation. Over a quarter of all Lambeth's housing completions in 2006-7 came from conversions.

As discussed above, it is anticipated that an SPD on Housing Development and House Conversions will be approved by the Council early in 2008. The SPD provides a range of detailed guidance relating to new residential development and conversions, including setting out minimum dwelling sizes and internal space standards.

#### 4.6.3 Conclusions and Further Actions

UDP Policies 15, 16 and 17 require that new development and conversions provide a range of unit sizes having regard to local circumstances, site characteristics and the aims of the borough's annual housing survey. Fordham Research is currently reviewing the Housing Needs Survey carried out in 2002 on behalf of the Council. The review will provide up to date and robust local evidence to inform decisions on housing mix coming forward in new developments to address any shortfalls. Early results from the updated survey indicate an increased level of housing need in the borough, beyond the already high levels recorded in 2002.

Policy 17 states that, for a conversion to be permitted, dwellings must have a minimum original floor area of 120 square metres. The UDP Inspector supported this

policy and also stated that the Council's policy objectives to protect the limited stock of small, second-hand dwellings with gardens are laudable as this will help in securing and maintaining a balance of accommodation within the Borough.

The London Plan requires borough planning documents to address the housing needs of larger families. Allocating resources to increase the supply of larger homes can help free up accommodation for others in housing need. The Mayor proposes to raise the proportion of larger homes (3 bedrooms and over) in the social rented programme for 2008 to 2011 from 35% to 42% of output. The Mayor's Strategic Housing Investment Plan will continue the Housing Corporation practice of assessing grant in terms of people housed as well as units, as this helps remove the disincentive to produce larger homes in order to meet targets.

## Section 5 - Employment

The Lambeth economy is characterised by a high proportion of micro, small and medium enterprises and a high business start-up rate. Lambeth is also home to a number of large multi-national firms, many of which have their headquarters in the north of the borough, such as Shell and P&O in Waterloo. In order to maintain a diverse and strong local economy, it is necessary to plan for an adequate supply of employment land to meet demand from the full range of business sectors, types, sizes, and locations.

The aims of the Replacement UDP policies are threefold:

- to safeguard the borough's prime employment land
- to support and promote large scale office development in locations most accessible by public transport
- to secure a distribution of employment development throughout the borough, so that it is accessible to all residents

For the majority of the indicators, it has only been possible to provide monitoring information about planning approvals for B class floor-space as data for non-residential completions are not fully available. The exception to this is for employment land lost to residential, where major completions data collected for the residential pipeline could be used. Inclusion of full data on commercial completions will be a target for next year's AMR.

### 5.1 Employment Land and Development

#### 5.1.1 Strategic Objective

H. Through the planning process the Council will sustain a diverse and strong local economy and maximise education, skills and training opportunities for Lambeth residents.

#### 5.1.2 Employment Land and Development Indicator Summary

Indicator Number	Indicator	Target	Outcome
CXT 8	Unemployment rate	NA	See Figure 5A
CXT 9	Jobs density	NA	See Figure 5B
CXT 10	VAT registrations	NA	See Figure 5C
COI 1a	Amount of floor-space developed for employment by type	10,000m <sup>2</sup> net employment floor-space developed per annum (estimated 150,000m <sup>2</sup> net floor-space required over 15 year plan period)	Overall net gain of 19,798 m <sup>2</sup> through planning approvals, of which: B1 68,498 m <sup>2</sup> B2 -243 m <sup>2</sup> B8 -48,457 m <sup>2</sup>
COI 1b	Amount of floor-space developed for employment in employment areas	Increase of employment floor-space in KIBAs	Net gain of 6,697m <sup>2</sup> through planning approvals
COI 1c	Amount of floorspace on previously developed land	100% of employment development on previously developed land	100%
COI 1d	Employment land available	Retain 59.73 hectares of designated employment land	No change – 59.73 ha of KIBA land

Indicator Number	Indicator	Target	Outcome
COI 1e(i)	Loss of employment land in employment areas	None - Insufficient baseline data available	Gross loss of 0.47ha of employment land through approvals in KIBAs
COI 1e(ii)	Loss of employment land across the borough	None - Insufficient baseline data available	Gross loss of 9.66ha of employment land through approvals across Lambeth
COI 1f	Employment land lost to residential development	None - Insufficient baseline data available	Major completions result in losses to residential development of: <ul style="list-style-type: none"> <li>• 0.2ha of employment land in KIBAs</li> <li>• 2.1ha of land previously in employment use across Lambeth</li> </ul>
COI 4a	Amount of office development.	None - Insufficient baseline data available	Net gain of 68,498 m <sup>2</sup> B1 floor-space through planning approvals

### 5.1.3 Employment Land and Development Policies

Replacement UDP 2007	
Part 1 Strategic Policies	
•	C – Make best use of the borough’s land resources.
•	H – Sustain a diverse and strong local economy
Part 2 Detailed Policies	
•	6 – Development of brownfield sites
•	22 – Key Industrial and Business Areas
•	23 – Protection and location of other employment uses

Employment land is given strongest protection in Lambeth’s Key Industrial and Business Areas (KIBAs) through Policy 22 in the Replacement UDP, which also encourages additional development for employment purposes. Some KIBAs are also designated as Major Development Opportunities, or ‘Mixed Use Employment Areas’, where the Replacement UDP recognises that some redevelopment involving a mix of uses may be appropriate to stimulate employment development, therefore allowing for limited losses of employment floor-space.

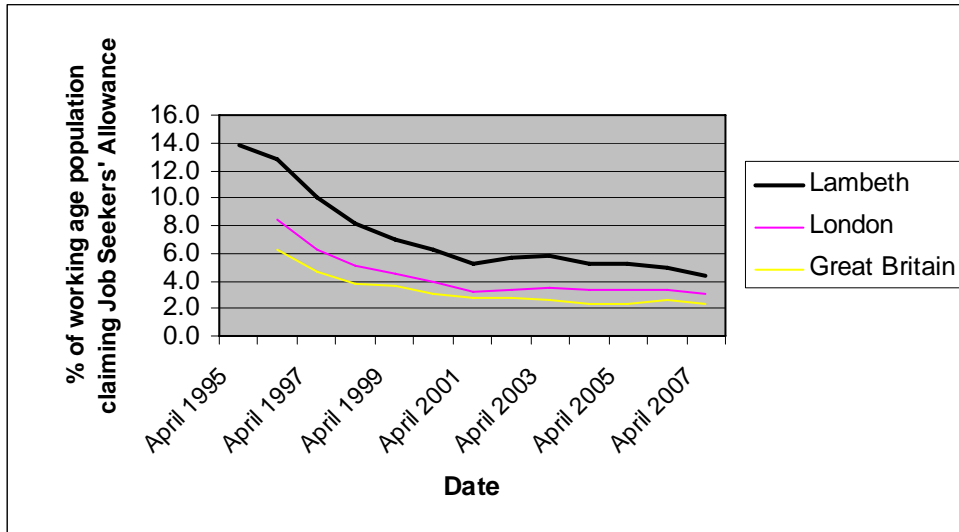
B class floor-space outside of KIBAs, and particularly B1 floor-space for small businesses, is protected through policy 23, which does not permit loss to non-employment use, except in a number of defined circumstances.

### 5.1.4 Context

Lambeth is comparatively disadvantaged from an employment perspective. Figure 5A shows that despite significant reductions over a 10 year period, unemployment levels are well above the London and Great Britain averages. Similarly, Figure 5B demonstrates that the borough’s job density level (the ratio of total jobs to the working age population) remains below regional and national levels. However, both the stock of VAT-registered businesses and the rate of business formation have strengthened over recent years, which are promising contextual indicators (see Figure 5C).

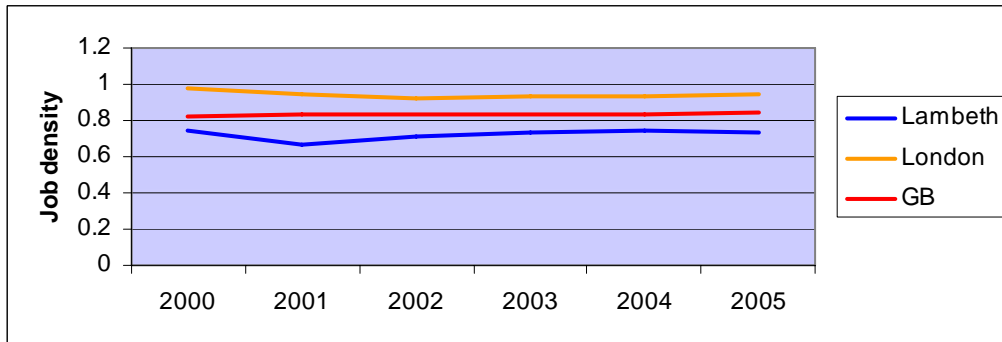
**Figure 5A: Unemployment level (defined as proportion of working age residents claiming Job Seeker's Allowance)**

Source: NOMIS, 2007



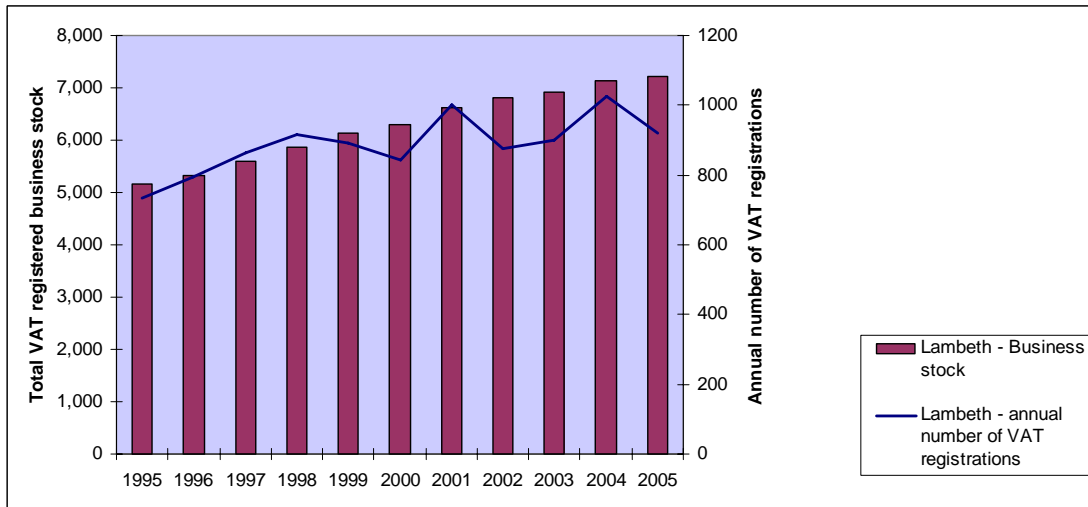
**Figure 5B: Job density levels**

Source: NOMIS, 2007



**Figure 5C: Number of VAT-registered businesses and annual VAT registrations**

Source: NOMIS, 2007



### 5.1.5 Stock of employment floor-space and premises

Research undertaken by DTZ Consulting & Research on behalf of Lambeth Council (March 2007) measured the total stock of B class floor-space in the borough, using data available through the Valuation Office. Using this methodology, the total stock at March 2007, including floor-space both within and outside of the Key Industrial and Business Areas (KIBAs), was 1,338,001m<sup>2</sup>. The full breakdown of this stock is shown in Figure 5D below. This shows that over three quarters (76%) of B class floor-space is located outside of KIBAs.

**Figure 5D: Stock of employment floor-space at March 2007**

Source: DTZ 2007, using Valuation Office data

Use class	Total floor-space within KIBAs (m <sup>2</sup> )	Total floor-space not in KIBAs (m <sup>2</sup> )	Total stock of employment floor-space (m <sup>2</sup> )	% of employment floor-space not in KIBAs
B1a – offices	107,924	577,040	684,964	84.2
B1b – research and development	300	3,496	3,796	92.1
B1c – light industry	69,395	152,912	222,307	68.8
B2 – general industry	35,591	37,093	72,684	51.0
B8 – storage and distribution	100,069	254,180	354,250	71.8
<b>Total</b>	<b>313,279</b>	<b>1,024,722</b>	<b>1,338,001</b>	<b>76.6</b>

Further information about floor-space within KIBAs is available from the Atkins Employment Study (2004), which derived figures from individual site surveys. This found 515,210 m<sup>2</sup> of employment floor-space located within the borough's 29 KIBAs, which cover some 59.73ha, as set out in Figure 5E below.

**Figure 5E: Estimated floor-space in KIBAs by use class**

Source: Lambeth Employment Study, Atkins, 2004

Use class	Total floorspace (m <sup>2</sup> )	% of total employment floorspace
B1a Office	254,678	49.4
B1b Science, R&D	221	0.0
B1c Light industry	65,932	12.8
B2 General industry	14,704	2.9
B8 Storage and distribution	96,703	18.8
Vacant	45,941	8.9
<i>Sui generis</i>	37,031	7.2
<b>Total employment floorspace</b>	<b>515,210</b>	<b>100.0</b>

The stock of employment floor-space within KIBAs is significantly smaller in the DTZ analysis than in the original Atkins research. The discrepancy between the two sets of data can be accounted for by a number of factors, including:

- non-inclusion of *sui-generis* uses within the definition of employment floor-space used in the DTZ analysis
- non-inclusion of land ancillary to employment uses within KIBAs in the Valuation Office data (DTZ study)
- differences in methods used for measuring floor-space between the two data sets

- the possibility of an actual decrease in the total quantity of land in employment use within the KIBAs between 2004 and 2007 (there is not currently sufficient monitoring data available for this period to confirm this, but it will be possible to review the position once the backlog of completions data for the B class development pipeline is complete)

The Atkins Lambeth Employment Study 2004 identified that there will be a demand for between 150,000m<sup>2</sup> and 200,000m<sup>2</sup> of employment premises over the period of the plan (15 years to 2017). This equates to a need for a net increase of 10,000m<sup>2</sup> of employment floor-space a year and relies on protection of existing employment land as well as the development of new premises.

The DTZ research identified a more significant level of forecast growth in businesses requiring business premises, which could amount to the need for up to 30ha of land for business purposes to 2020. It should be noted that 'land for business purposes' in this assessment includes all employment generating land uses, not just B class uses. The study recognises that there are limited future development opportunities (approximately 9ha) and low vacancy rates at present in Lambeth to meet this potential future demand. Thus the forecast growth in employment is constrained by the current lack of available space.

For the purposes of monitoring Replacement UDP policy on the existing KIBAs, the Atkins data remains the most significant source of information, as it was used to define the types and extent of land to be included in KIBAs in the 2007 Plan. However, the Atkins study did not assess the full extent of land and floor-space currently in B class use across the borough, including in areas outside of KIBAs, or the contribution that these sites and premises make to current and potential future provision of employment in the borough. The 2007 DTZ study provides this valuable additional information and will therefore be critical in reviewing policies for the protection of employment land, and the extent of KIBA designation, during preparation of the Local Development Framework core strategy.

#### 5.1.6 Overall performance in 2006-7

Analysis of planning approvals in 2006-7 shows a total net gain of employment floor-space in the borough of 19,798m<sup>2</sup> (see Figure 5F below). This compares to a net loss of 5,966m<sup>2</sup> through approvals in 2005-06. This net gain was combined with a net transfer of space from the B2 and B8 use classes towards B1 space, as would be expected given the ongoing decline of manufacturing and growth of service based employment within the inner London economy.

**Figure 5F: Approved gains and losses of employment floor-space in Lambeth 2006-7**

Source: Lambeth Planning Division 2007

Use class	Floor-space lost (m <sup>2</sup> )	Floor-space approved (m <sup>2</sup> )	Net gain or loss of floor-space (m <sup>2</sup> )
B1 – business, office and light industry	35,827	104,325	68,498
B2 – general industry	700	457	-243
B8 – storage and distribution	60,055	11,598	-48,457
<b>Total</b>	<b>96,582</b>	<b>116,380</b>	<b>19,798</b>



All of the 116,380m<sup>2</sup> approved employment floor-space in 2006-7 was located on previously developed land. This is in accordance with the Council's target and Replacement UDP policies (Strategic Policy C and Policy 6), which promote the efficient use of land and development of brown-field land.

### 5.1.7 Performance in Key Industrial and Business Areas

The area designated for KIBAs in the Replacement UDP did not change during the 2006-7 monitoring period.

There were 21 applications approved involving changes to non-residential floor-space in KIBAs during 2006-7, affecting 11 of Lambeth's 29 KIBAs. This resulted in a total net increase in employment floor-space through approvals of 6,697m<sup>2</sup>, which equates to a percentage increase of 1.3% over the 2004 Atkins baseline (see Figure 5G). This increase in approved B class space within KIBAs accounts for 34% of all approved B class space in Lambeth during 2006-7.

#### Figure 5G: Change in KIBA employment floor-space through planning approvals 2005 to 2007

Source: Lambeth Planning Division (baseline figures taken from Lambeth Employment Study, Atkins 2004)

Use Class	Baseline (Lambeth Employment Study, Atkins 2004)	Net change in employment floor-space (m <sup>2</sup> ) 2005/06	% change over 2004 baseline 2005/06	Net change in employment floor-space (m <sup>2</sup> ) 2006/07	% change over 2004 baseline 2006/07
<b>B1 – business, office and light industry</b>	320,831	6,363	1.98	16,593	5.17
<b>B2 – general industry</b>	14,704	-428	-2.91	457	3.11
<b>B8 – storage and distribution</b>	96,703	2,910	3.01	-10,353	-10.71
<b>Vacant</b>	45,941	Not known	Not known	Not known	Not known
<b>Sui generis</b>	37,031	Not known	Not known	Not known	Not known
<b>Total B class</b>	<b>515,210</b>	<b>8,845</b>	<b>1.72</b>	<b>6,697</b>	<b>1.30</b>

Three approvals involved a net loss of employment floor-space within a KIBA during 2006-7, as set out in Figure 5H on the next page. All three cases involved mixed use development within a KIBA involving redevelopment or reconfiguration of employment generating uses alongside an element of residential. In each case, the ratio of employment to non-employment uses complied with the criteria in Policy 22.

### 5.1.8 Loss of employment land to residential development

For this indicator, data on major residential completions are available. These show that 22 schemes involving loss of employment land to residential were completed during the monitoring year. Together these amounted to a loss of 2.1 hectares of employment land. Of this, 0.2 hectares were within a KIBA, arising from certificates of lawful development for the continued use of live-work units as studio flats.

**Figure 5H: Approved applications involving a net loss of employment floor-space in designated KIBAs 2006-7**

Source: Lambeth Planning Division 2007

Address	Net gain or loss of floorspace (m <sup>2</sup> )			Total net gain or loss of employment floorspace (m <sup>2</sup> )	Reasons for approval
	B1	B2	B8		
164 Clapham Park Road	-437	0	0	<b>-437</b>	Mixed Use Employment Area. Brings vacant building back into use with an appropriate mix of uses (B1, residential and A1/A2). Ratio of employment to non-employment complies with policy 22.
377 Kennington Road	14	0	-207	<b>-193</b>	Reconfiguration of existing uses to comply with building regulations. Residential already present on the site. Scheme provides maximum feasible amount of employment floor-space plus some intensification of employment use through conversion from B8 to B1.
48 Clyston Street	495	92	-607	<b>-238</b>	An earlier permission in 2005 established the principle of mixed-use development on the site in the form and layout proposed. Floorspace mix meets the requirements of policy 22.

### 5.1.9 Conclusions and Further Actions

The information available through planning approvals for the monitoring year suggests that current policy is protecting the stock of B class floor-space in the borough, both within and outside of KIBAs. However, in the absence of comprehensive completions data, and given that the Replacement UDP was only adopted in August 2006, it is not possible to draw any firm conclusions about the full impact of the Replacement UDP policies. The partial information that is available on completions suggests a gradual loss of B class floor-space to residential development outside of KIBAs.

Given this and projected future demand for B class floor-space, any release of employment land should continue to be carefully managed in line with the exceptions and evidence requirements set out in the Replacement UDP.

The new evidence about the relatively low proportion (less than 25%) of existing B class floor-space currently located within KIBAs, combined with continued strong demand for B class space and ongoing pressure for residential development, suggests the need to review the total quantity of employment land in Lambeth afforded this stronger policy protection. This will be considered during preparation of the Local Development Framework Core Strategy.

## 5.2 Major Office Developments

### 5.2.1 Strategic Objectives

- H. Through the planning process the Council will sustain a diverse and strong local economy and maximise education, skills and training opportunities for Lambeth residents.
- F. The Council will integrate planning and transport decisions to reduce the overall need to travel.
- G. The Council will promote the viability and competitiveness of the borough's town centres and district centres.

### 5.2.2 Office Indicator Summary

Indicator Number	Indicator	Target	Outcome
LOI 6	Proportion of major office development in preferred locations	75% of major office floor-space is in preferred locations	<ul style="list-style-type: none"> <li>• 100% of approved major offices in preferred locations</li> <li>• Net loss of 3212m<sup>2</sup> B1 floor-space through approvals in Brixton Town Centre</li> </ul>
COI 4b	Amount of office development in town centres	No loss of B1 floor-space in Brixton town centre	<ul style="list-style-type: none"> <li>• Overall net gain of 18m<sup>2</sup> B1 floor-space through approvals across the five largest town centres.</li> <li>• Data on completions of B1 floor-space in Brixton town centre not available</li> </ul>

### 5.2.3 Office Policies

Replacement UDP 2007
Part 1 Strategic Policies
<ul style="list-style-type: none"> <li>• F – Integrate planning and transport decisions to reduce the overall need to travel.</li> <li>• H – Sustain a diverse and strong local economy</li> <li>• I – Promote the viability of town centres</li> </ul>
Part 2 Detailed Policies
<ul style="list-style-type: none"> <li>• 21 – Location and loss of offices</li> </ul>

Major office developments introduce new workers in such numbers that they can have a discernible impact on services and infrastructure in the immediate vicinity. Replacement UDP policy 21 aims to direct such large-scale developments to locations that have high public transport accessibility and a level of infrastructure that can accommodate such development intensities. In Lambeth's case, these locations are Waterloo, Vauxhall Cross, Albert Embankment and the major centres in Brixton and Streatham. Large offices are resisted in other locations in line with long established policies to protect residential character and amenity, and to promote other uses such as housing.

### 5.2.4 Performance

There were 10 approvals involving over 1,000m<sup>2</sup> B1 floor-space during 2006-7, but only one involved a major new office block (Elizabeth House – although it should be noted that further proposals are still under negotiation for this site). In most cases the developments involved a number of smaller business units rather than a single large office development, and therefore not subject to policy 21. In other cases, the

consents involved re-configuration of existing B1 space to enable the retention of an existing employer. Thus, while 67% of major B1 approvals were not in a preferred location in 2006-7, the one approval affected by policy 21 was within the Waterloo Office Regeneration Area. The target for this local indicator was therefore met.

**Figure 5J: Major B1 approvals 2006-7**

Source: Lambeth Planning Division 2007

Address	Floorspace	In preferred area? (nature of scheme)
Elizabeth House, 39 York Road	61,794m <sup>2</sup>	Y – Waterloo (major office development)
53, 55, 57, 59 and 63 Old Town	2,249m <sup>2</sup>	N – Clapham (retention and intensification of existing B class use)
Land at Clarence Avenue, Poynders Road, Atkins Road, King's Avenue, New Park Road and Streatham Place, including Clapham Park Estate Adjacent Land and Agnes Riley Gardens	1,888m <sup>2</sup>	N – Clapham Park (workshops within the Clapham Park Estate)
Royal Festival Hall, Adjacent Railway Arches beneath Hungerford Bridge and part of Hungerford car park, Belvedere Road	1,849m <sup>2</sup>	Y – Waterloo (reconfigured office space for the South Bank Centre)
131-143 Clapham Road	9,304m <sup>2</sup>	N – Clapham (reconfigured office space to enable retention of existing employer)
Land bounded by Sidney Road, Aytoun Road, Rumsey Road, Stockwell Road, Stockwell Park Walk, Brixton Road, Stockwell Park Road, Thornton Street, Robsart Street excluding Crowhurst House, Chute House	1,170m <sup>2</sup>	N – Outside of Brixton Town Centre (workshops within the Stockwell Park Estate)
15 Stockwell Green and former depot and public house at 78 Lingham Street	7,655m <sup>2</sup>	N – Stockwell (small B1 units as part of a mixed use scheme)
25 to 33 Macaulay Road	2,909m <sup>2</sup>	N – Clapham (live-work and small units on land previously in employment use)
44 Clapham Common South Side	2,754m <sup>2</sup>	N – Clapham (mix of B1 space in more than one unit)
Canterbury Court, 6 Camberwell New Road	3,454m <sup>2</sup>	N – Outside of Brixton Town Centre (smaller B1 units within a KIBA)

There was a gross gain of 8000m<sup>2</sup> but a net gain of only 18 m<sup>2</sup> of B1 floor-space through approvals in the borough's major and district town centres in 2006-7, as shown in Figure 5K below.

**Figure 5K: Gross gain and net gain or loss of B1 floor-space in major and district town centres through approvals 2006-7**

Source: Lambeth Planning Division 2007

Town Centre	Gross approved B1 floorspace (m <sup>2</sup> )	Net gain or loss of B1 floorspace (m <sup>2</sup> )
Streatham Major Centre	220	-382
Brixton Major Centre	1825	-3212
West Norwood District Centre	116	-99
Clapham District Centre	5684	4089
Lower Marsh District Centres	155	-378
<b>Total</b>	<b>8000</b>	<b>18</b>

The breakdown by individual town centre reveals significant variation. While Clapham District Centre saw a net gain of over 4,000m<sup>2</sup> approved B1 floor-space, approvals in Brixton Major Centre resulted in a net loss of over 3,000m<sup>2</sup> B1 space during the monitoring year.

This loss in Brixton is not consistent with the target of no loss of B1 in that town centre established in Policy 21 of the Replacement UDP. It results from the five planning permissions listed in Figure 5H below.

**Figure 5H: Planning permissions involving net loss of B1 floor-space in Brixton Town Centre in 2006-7**

Source: Lambeth Planning Division 2007

Reference no.	Site	Net loss of B1 floor-space (m <sup>2</sup> )	Reason for loss of B1 floor-space
04/03564/FUL	Prince of Wales Public House, 467 Brixton Road	148	Change of use of the first and second floors from B1 to a private members club ( <i>sui generis</i> use). The upper floors currently underused; the proposal would bring this floor-space back into a beneficial use that would contribute to the vitality and viability of Brixton Town Centre.
04/01145/FUL	359-361 Brixton Road	146	Change of use from former Council register office to residential use permitted on the grounds that the building is Grade II listed with limited potential to accommodate the full range of B1 uses. Therefore considered to fall into exception criterion (i) of Policy EMP7 in the Lambeth UDP 1998, also supported by policies H3 and CD10 in the UDP 1998 on the basis that the proposal reinstates an historic and originally residential building to its former use.
04/01146/FUL	357 Brixton Road	231	As above (linked scheme in terraced accommodation)
05/03395/FUL	506-508 Brixton Road	519	Change of use of upper floors from B1 to residential use. Considered acceptable on the basis that the upper floors had been vacant since 1999.
06/04037/FUL	368-372 Coldharbour Lane	3393	Redevelopment of a former employment exchange and factory to provide 155 residential units and 923m <sup>2</sup> commercial floor-space (A1/A2/B1). A previous appeal decision in relation to an earlier mixed use scheme on the site accepted the principle of loss of employment floor-space at this scale. Refusal of the new application on the grounds of loss of employment was not therefore considered sustainable.

Circumstances surrounding the loss of B1 floor-space through approvals in Brixton Town Centre in 2006-7 were different in each case. In two cases, the loss of B1 involved upper floors. One of these cases – the Prince of Wales public house – resulted in permission for an alternative employment generating use appropriate to the Town Centre (a private members club). The other arose from lack of evidence of demand for the B1 floorspace (506-508 Brixton Road). In the case of the former Council register office, the reinstatement of historic and formerly residential buildings

to their original use was a significant consideration and supported by policy in both the 1998 and Replacement UDPs.

However, the most significant loss of B1 floor-space arose from the proposal at 368-372 Coldharbour Lane. In this case, the principle of the loss of this quantity of B1 floor-space had been established by an earlier appeal decision. In this case, and that of 506-508 Brixton Road, there was some difficulty in establishing demand for B1 space in the Centre. Both these permissions pre-dated the 2007 DTZ study, which provides considerable new information about the current level of demand for small business premises across the borough and in town centres in relation to available supply. It is anticipated that this new information (with systems to keep it up to date), combined with the full weight of Replacement UDP policy since adoption, will provide stronger grounds to resist loss of B1 floor-space in Brixton Town Centre in the future.

Fuller consideration of the impact of these permissions on the total stock of B1 floor-space in Brixton Town Centre will be possible once full commercial development pipeline data are in place.

### **5.2.5 Conclusions and Further Actions**

As far as can be ascertained from approvals data, the policies relating to major office development in the Replacement UDP are being effectively implemented. One major new office scheme was approved within a preferred location and there was only a limited loss of office floor-space in town centres overall. Other major approvals of B1 floor-space were located outside of preferred areas but involved either the retention of existing employers or the provision of a number of small business units (and therefore not relevant to Policy 21).

The loss of B1 floor-space through approvals in Brixton requires further monitoring to assess whether it is in accordance with the provisions of Replacement UDP Policy 21. However, data from approvals in 2006-7 suggests some historic difficulties in demonstrating demand for B1 floor-space where an argument of long-term vacancy is used.

New information on demand provided by the 2007 DTZ study will help to defend Replacement UDP policies designed to protect employment floor-space in the future. In addition to the data it provides, the DTZ study made a number of recommendations based on its findings. These included a stricter approach to changes of use away from employment generating uses, and particularly:

- rigorous market testing for 'longstanding vacant' office space before this is considered for release, supported by a guidance note for developers
- prioritising protection of office space in town centres
- reviewing the designation of KIBAs in the borough, including the extent of their coverage

These, and other recommendations covering provision of information about business premises, regeneration and asset management, were addressed in an action plan on business premises in September 2007. As a result, the Council will prepare a guidance note for developers during the next monitoring year, setting out the Council's expectations for evidence of appropriate marketing where it is argued that there is no longer demand for a site formerly in employment use. The issue of KIBA designations and coverage will also be reviewed during preparation of the Local Development Framework Core Strategy.

## Section 6 - Retail, Leisure and Town Centres

Lambeth has a network of two major town centres (Brixton and Streatham) and nine district centres, of which the three largest are Clapham, Lower Marsh in Waterloo, and West Norwood. The town centres support shopping facilities and services including leisure and cultural venues. There are additional local centres and isolated shops throughout the borough.

Last year's AMR gave a full account of the contextual background to retail issues in the borough. This described the range of factors influencing retail provision, including the retail strength of adjoining boroughs and the time delay between the granting of planning permission and completion of the development. These issues are still relevant in this year's AMR.

### 6.1 Retail, Leisure and Town Centres

#### 6.1.1 Strategic Objectives

- I. The Council will promote the viability and competitiveness of the borough's town centres.
- J. Through the planning process the Council will ensure sufficient local facilities to meet community and cultural needs.

#### 6.1.2 Retail, Leisure and Town Centres Indicator Summary

Indicator Number	Indicator	Target	Outcome
COI 4a	Amount of retail and leisure development	Annual A1 retail provision of 2000–2500 m <sup>2</sup>	<ul style="list-style-type: none"> <li>net increase of 9,651m<sup>2</sup> retail and leisure floor-space across the borough through approvals</li> <li>net increase of 6,947 m<sup>2</sup> A1 floor-space across the borough through approvals</li> </ul>
COI 4b	Amount of retail and leisure development in town centres	70% of new retail and leisure floor-space occurs in town centres	<ul style="list-style-type: none"> <li>net increase of 2,265m<sup>2</sup> retail and leisure floor-space in the five largest town centres through approvals</li> <li>net loss of 196m<sup>2</sup> A1 floor-space in the five largest town centres through approvals</li> <li>not possible to assess proportion of retail and leisure floor-space completed within all town centres</li> </ul>
LOI 7	Retail vacancy in town and district centres	20% reduction in vacant floor-space in cores of town centres by 2017	<ul style="list-style-type: none"> <li>overall vacancy rate of 7.5% in the five largest town centres in 2006</li> </ul>

#### 6.1.3 Retail, Leisure and Town Centre Policies

Replacement UDP 2007
Detailed policies
<ul style="list-style-type: none"> <li>4 – Town centres and community regeneration</li> <li>5 – The sequential approach to uses which attract a lot of people</li> <li>26 – Community facilities</li> </ul>

In order to reduce the need to travel to local services and create a sustainable network of town centres, Council policy seeks to direct as much future retail and



leisure development as possible to the appropriate town centre within the borough's town centre hierarchy, in accordance with national guidance. However, in some cases retail or leisure development for which there is a demonstrable demand cannot be accommodated within a town centre. In these circumstances, policy requires the application of the sequential test and other relevant tests of retail impact, set out in Policy 5.

#### 6.1.4 Retail and leisure baseline in town centres

Drawing on data from Experian/GOAD, the Council now has a retail and leisure floor-space baseline for the five largest town centres in the borough, dating back to 2002, plus comparable data for 2004 and 2006. This information is set out in Figure 6A below.

Percentage change figures for the individual A3, A4 and A5 use classes are not shown in Figure 6A because of the change to the Use Classes Order introduced in April 2005. Prior to this date, the A4 and A5 use classes did not exist and drinking establishments and hot food takeaways were included within the A3 use class. As a result, percentage change figures are given at the end of each table for the combined A3/A4/A5 use classes.

**Figure 6A: Floor-space by use class in town centres 2002-2006**

Source: Experian/GOAD 2007

##### (i) Brixton Major Centre

Use class	Floor-space (m <sup>2</sup> )			% change 2002 to 2004	% change 2004 to 2006	% change 2002 to 2006
	2002	2004	2006			
A1	40150	44720	45730	11.4	2.3	13.9
A2	4170	3760	4040	-9.8	7.4	-3.1
A3	9160	9750	2520	n/a	n/a	n/a
A4	n/a	n/a	5260	n/a	n/a	n/a
A5	n/a	n/a	1910	n/a	n/a	n/a
D2	9850	9810	10820	-0.4	10.3	9.8
<b>Total</b>	<b>63330</b>	<b>68040</b>	<b>70280</b>	<b>7.4</b>	<b>3.3</b>	<b>11.0</b>
A3/A4/A5 combined	9160	9750	9690	6.4	-0.6	5.8

##### (ii) Streatham Major Centre

Use class	Floor-space (m <sup>2</sup> )			% change 2002 to 2004	% change 2004 to 2006	% change 2002 to 2006
	2002	2004	2006			
A1	47210	45000	45370	-4.7	0.8	-3.9
A2	7680	7510	7670	-2.2	2.1	-0.1
A3	14710	14810	7220	n/a	n/a	n/a
A4	n/a	n/a	4680	n/a	n/a	n/a
A5	n/a	n/a	2680	n/a	n/a	n/a
D2	11070	9400	8090	-15.1	-13.9	-26.9
<b>Total</b>	<b>80670</b>	<b>76720</b>	<b>75710</b>	<b>-4.9</b>	<b>-1.3</b>	<b>-6.1</b>
A3/A4/A5 combined	14710	14810	14580	0.7	-1.5	-0.9



**(iii) Clapham District Centre**

Use class	Floor-space (m <sup>2</sup> )			% change 2002 to 2004	% change 2004 to 2006	% change 2002 to 2006
	2002	2004	2006			
A1	21970	20190	21170	-8.1	4.9	-3.6
A2	4750	4680	4710	-1.5	0.6	-0.8
A3	12200	12140	5610	n/a	n/a	n/a
A4	n/a	n/a	5640	n/a	n/a	n/a
A5	n/a	n/a	1640	n/a	n/a	n/a
D2	2190	3750	2540	71.2	-32.3	16.0
<b>Total</b>	<b>41110</b>	<b>40760</b>	<b>41310</b>	<b>-0.9</b>	<b>1.3</b>	<b>0.5</b>
A3/A4/A5 combined	12200	12140	12890	-0.5	6.2	5.7

**(iv) Lower Marsh District Centre**

Use class	Floor-space (m <sup>2</sup> )			% change 2002 to 2004	% change 2004 to 2006	% change 2002 to 2006
	2002	2004	2006			
A1	11700	12570	13880	7.4	10.4	18.6
A2	930	1200	1200	29.0	0.0	29.0
A3	7080	7710	3570	n/a	n/a	n/a
A4	n/a	n/a	3580	n/a	n/a	n/a
A5	n/a	n/a	740	n/a	n/a	n/a
D2	3600	4640	3990	28.9	-14.0	10.8
<b>Total</b>	<b>23310</b>	<b>26120</b>	<b>26960</b>	<b>12.1</b>	<b>3.2</b>	<b>15.7</b>
A3/A4/A5 combined	7080	7710	7890	8.9	2.3	11.4

**(v) West Norwood District Centre**

Use class	Floor-space (m <sup>2</sup> )			% change 2002 to 2004	% change 2004 to 2006	% change 2002 to 2006
	2002	2004	2006			
A1	18260	17330	16870	-5.1	-2.7	-7.6
A2	3470	3620	3410	4.3	-5.8	-1.7
A3	4870	5300	1570	n/a	n/a	n/a
A4	n/a	n/a	1790	n/a	n/a	n/a
A5	n/a	n/a	1770	n/a	n/a	n/a
D2	780	1710	1610	119.2	-5.8	106.4
<b>Total</b>	<b>27380</b>	<b>27960</b>	<b>27020</b>	<b>2.1</b>	<b>-3.4</b>	<b>-1.3</b>
A3/A4/A5 combined	4870	5300	5130	8.8	-3.2	5.3

In terms of overall retail and leisure floor-space, Streatham is the larger of the two major centres, but it declined in size between 2002 and 2006. A significant part of this overall loss of space can be accounted for by losses in the D2 leisure use class.

Brixton, on the other hand, saw an 11% increase in total retail and leisure floor-space over this period. The quantity of A1 shopping floor-space in particular has increased, while A2 floor-space (financial and professional services) has declined.

Of the three district centres, Lower Marsh experienced the largest percentage increase in total floorspace (nearly 16%). The A1, A2 and D2 use classes all experienced an increase.

West Norwood District Centre experienced a decrease of just over 1% overall, but an increase of more than 100% in the D2 use class between 2002 and 2004, apparently at the expense of A1 retail floorspace.

Clapham District Centre remained broadly constant overall, but with some transfer from A1 to D2 use classes.

Further analysis is required in order to link the land use changes identified through the Experian/GOAD data for 2002 to 2006 to specific planning approvals and completions in each centre. Once this has been achieved, it will be possible to provide a fuller commentary on the nature of the changes described above.

### 6.1.5 Performance in 2006-7

As in last year's AMR, full completions data are not available for retail and leisure development. The performance of policies can therefore only be assessed against data on planning approvals for 2006-7.

Figure 6B below sets out gain and loss of A and D class floor-space for the borough as a whole. These figures include all major and district centres, plus local centres and individual shops across the borough. They show a net increase in all classes except for A4 and A5. A4 drinking establishments experienced a total net decrease of almost 500m<sup>2</sup>. In total, there was a net increase of 9,651m<sup>2</sup> retail and leisure development across the borough.

#### Figure 6B: Gains and losses of A and D class floor space across the borough through planning approvals in 2006-7

Source: Lambeth Planning Division 2007

Use class	Floor-space lost (m <sup>2</sup> )	Floor-space gained (m <sup>2</sup> )	Net gain/loss of floor-space (m <sup>2</sup> )
A1 – shops	2960	9907	6947
A2 – financial and professional services	229	2175	1946
A3 – restaurants and cafes	456	5636	5180
A4 – drinking establishments	2209	1721	-488
A5 – hot food take aways	214	139	-75
<b>Total A class</b>	<b>5989</b>	<b>13539</b>	<b>7550</b>
D2 – assembly and leisure	112	2213	2101
<b>Overall total</b>	<b>6101</b>	<b>15752</b>	<b>9651</b>

Figure 6C provides the same information for town centres only. These data include both major centres and the three largest district centres.

**Figure 6C: Gains and losses of A and D class floor space in the five largest town centres through planning approvals in 2006-7**

Source: Lambeth Planning Division 2007

Use class	Floor-space lost (m <sup>2</sup> )	Floor-space gained (m <sup>2</sup> )	Net gain/loss of floor-space (m <sup>2</sup> )
A1 – shops	1696	1500	-196
A2 – financial and professional services	135	1193	1058
A3 – restaurants and cafes	38	740	702
A4 – drinking establishments	0	474	474
A5 – hot food take aways	0	0	0
<b>Total A class</b>	<b>1869</b>	<b>3902</b>	<b>2038</b>
D2 – assembly and leisure	0	227	227
<b>Overall total</b>	<b>1869</b>	<b>4134</b>	<b>2265</b>

Overall, 2265m<sup>2</sup> of retail and leisure floor-space was approved in the five largest town centres, which represents 23.5% of all retail and leisure floor-space approved across the borough. This figure is substantially lower than the 70% target for retail and leisure development located within town centres. This discrepancy can be accounted for by three main factors:

- the figures only include floor-space approved within the five largest town centres, and it is likely that a proportion of space approved was located within the six smaller district centres and various local centres, for which figures are not available
- there were a number of approvals during the monitoring year for mixed use schemes outside of town centres that included an element of retail associated with residential development, or as an employment use in lieu of B1 space
- the figures include one permission for over 2500m<sup>2</sup> retail floor-space outside of a major or district town centre (albeit within a local centre), but this involved regularisation of a scheme previously awarded permission at appeal, so does not amount to new retail floor-space approved (Tesco on Clapham Common South Side). If this permission is excluded from the figure for total retail and leisure floor-space approved across the borough during 2006-7, the proportion of retail and leisure floor-space approved in the five largest town centres rises to 34.5%.

The key point for the purposes of monitoring Policies 4 and 5 is that there were no new major applications for 2500m<sup>2</sup> or more retail floor-space approved outside of town centres during the monitoring year. Policy 5's objective of directing uses that attract a lot of people, including large retail schemes, towards town centres has been achieved.

A target for next year's AMR will be to undertake a fuller analysis of the location of retail and leisure approvals in relation to the full range of town centres in the borough, not just the five largest centres. This, combined with full completions data for commercial development, will enable a more complete assessment of performance against COI 4b.

### 6.1.6 Vacancy rates

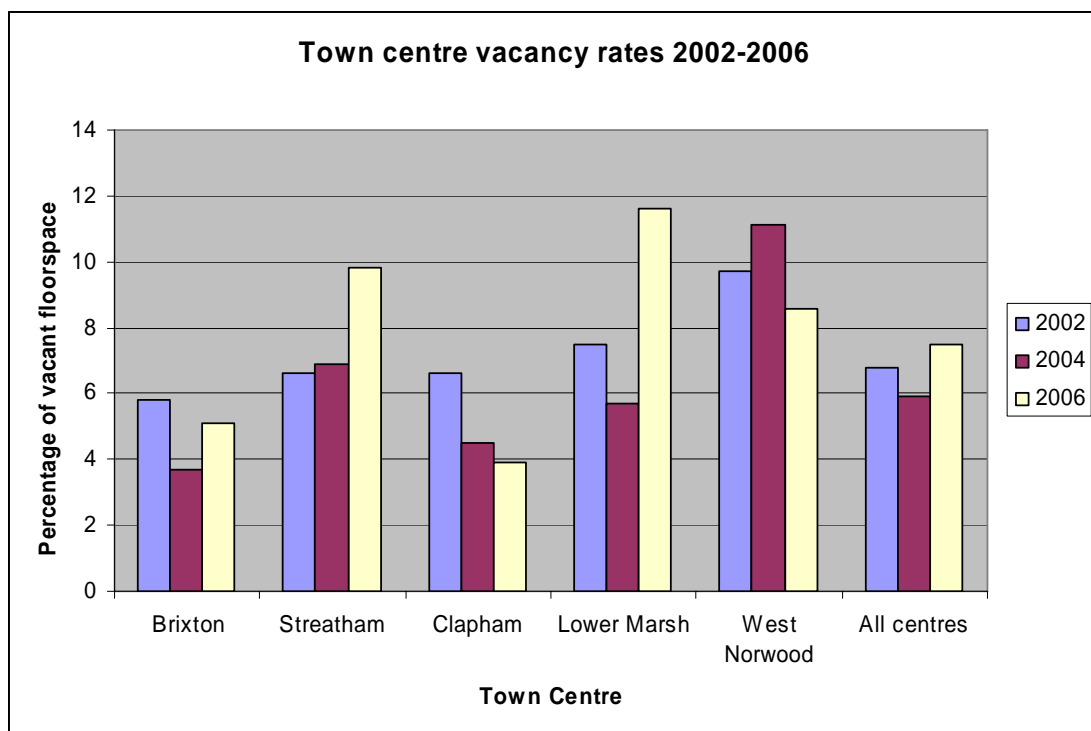
Another measure of the health of a town centre is the percentage of vacant floor-space. The Council has now established a baseline for the rate of vacancy for the five largest town centres for 2002 and comparable data for 2004 and 2006. This information is presented in Figure 6D below.

For all centres, the rate of vacancy varies between 6% and 8% over the six year period for which data are available, with a rate of 7.5% in 2006. West Norwood is the one centre that has seen a rate of vacancy consistently above 8% for the full period between 2002 and 2006. Clapham is the district centre with the lowest rates, down to below 4% in 2006. Streatham's rates of vacancy have been consistently above 6% and rising to nearly 10% in 2006. Brixton's rates have stayed below 6% but have fluctuated.

This suggests noticeable differences in the health of the various centres, which may be a result of a range of factors including the range and quality of services on offer, physical layout and pedestrian accessibility, public transport accessibility, levels of passing trade, and how effectively they are managed. Full assessment of town centre health requires analysis of a wider range of health-check data than is available for the purposes of this AMR. This will be reviewed in part through a town-centre health-check exercise on major centres planned by the GLA for 2007-8.

**Figure 6D: Vacancy rates in town centres 2002-2006**

Source: Experian/GOAD 2007



### 6.1.6 Conclusions and Further Actions

Overall, the trend in retail and leisure development in the borough is positive, reflecting a buoyant economy at the national and regional level. The Council's policy objective to direct the majority of retail development to town centres has been successful, and this is reflected in the approvals during 2006-7. A number of smaller retail schemes were approved outside of the larger centres during the monitoring year, which together take the percentage of approvals outside town centres below

the target of 70%. However, none of these permissions involved a new major retail development outside a town centre. Improvements in monitoring data, including information about completions, will enable a fuller assessment of performance in future AMRs.

Data newly available to the Council has enabled for the first time the establishment of a baseline for the size of town centres for 2002, and some assessment of trends since then. It has also been possible to analyse vacancy rates in the larger town centres for the first time, pointing to variation in performance between the different centres.

None of this information suggests the need to review Council policy on retail, leisure and town centres in the Replacement UDP at this stage. However, other measures to address varying town centre performance may be required, such as improvements to physical layout and pedestrian access, and to the effectiveness of town centre management arrangements in some cases. Master-planning exercises are currently underway for Brixton and Streatham major centres. These will help to establish a vision for the centres in partnership with key town centre stakeholders, and will contribute eventually to the production of specific guidance for key sites to help bring forward appropriate town centre regeneration. Arrangements for the commercial management of the two major centres are also under review within the Council.

## Section 7 - Environmental Resources

### 7.1 Open Space

There are two hundred and twenty eight open spaces in Lambeth that consist of an area of more than 0.2 hectares. The importance of these sites is reflected in the policies of the Replacement UDP which seek to define, preserve and improve open space in the borough.

The Council's 2004 Open Space Strategy was endorsed by Executive in March 2006. This work was consolidated in 2006 through a re-audit of 21 of the sites in the 2004 strategy.

#### 7.1.1 Strategic Objectives

- L. The Council will protect and enhance the borough's natural environment and biodiversity
- M. The Council will protect and enhance the boroughs open spaces, and ensure that recreational sporting and play needs are met

#### 7.1.2 Open Space Indicator Summary

Indicator Number	Indicator	Target	Outcome
COI 4c	Eligible open space for Green Flag award	2 submissions per year to Green Flag award	Milkwood Community Park Vauxhall Park.
LOI 8	Unrestricted open space per 1000 persons	No net loss of open space	1.54ha unrestricted open space per 1000 persons. No net loss of open space.
LOI 9	Satisfaction with parks	60% resident satisfaction.	76%

#### 7.1.3 Relevant Open Space Policies

Replacement UDP 2007	
Detailed Policies	
•	49– Metropolitan Open Land
•	50 – Protection and enhancement of open space and sports facilities

There is an ongoing tension between the need to protect and preserve open space, and the demand for development to meet housing, economic and social needs, not only in Lambeth but in London as a region. The policies in the Replacement UDP strongly prohibit inappropriate development on open space and have a requirement for open space to be re-provided elsewhere should development be allowed. This should ensure that there is no net loss of unrestricted open space in the borough.

#### 7.1.4 Quality of Open Space

The Green Flag Award is the national standard for the quality of parks and open spaces. The Council can enter open spaces that it has responsibility for monitoring and managing. Eligibility for the Green Flag Award is assessed against eight criteria, including the utilisation of a management strategy and the accessibility of the site. Replacement UDP policies 49 and 50 contribute towards achievement of Green Flag awards by protecting open space from inappropriate development and encouraging improvements to ensure parks are of a high standard.

In 2006-7, two Lambeth open spaces, Milkwood Community Open Space and Vauxhall Park, were entered for and achieved this award, meeting the target for this indicator.

Following on from the investment programmes listed in last year's AMR, 21 of the open spaces in the 2004 Open Space Strategy were re-audited during 2006. Each open space was given a score based on improvement since 2003 and potential for further investment. The outcome of this exercise is shown in Figure 7A below.

**Figure 7A: Open Spaces audited during 2006**

Source: Lambeth Parks Division 2006

	Site audited	Change in score
1	Wyck Gardens	N/A not audited in 2003
2	Trinity Gardens	N/A not audited in 2003
3	Lambeth High Street Recreation Ground	-2%
4	Knights Hill Recreation Ground	-2%
5	Mostyn Gardens	0%
6	Olive Morris and Dan Leno Gardens	0%
7	Lambeth Walk Doorstep Green Roots and Shoots Extension	+9%
8	Loughborough Park	+8%
9	Norwood Park	+8%
10	Slade Gardens	+6%
11	Lambeth Walk Doorstep Green	+26%
12	Milkwood Community Park	+25%
13	Elam Street Open Space	+18%
14	Streatham Vale Park	+17%
15	Kennington Park Extension	+16%
16	Hillside Gardens	+15%
17	Hatfields Open Space	+11%
18	Valley Road Playing Fields	+11%
19	Ruskin Park	+11%
20	Spring Gardens	+10%
21	Kennington Park	+10%
	<b>Average change in score</b>	<b>+9%</b>

Of the 21 open spaces previously audited, there was an improvement in 15, with two showing no change and two being very slightly worse.

Another measure of the quality of open space can be obtained through residents' surveys, which are carried out every two years in Lambeth. The most recent survey was in 2005-6 and the next will take place in 2007-8, so there is no change to the information included in last year's AMR.

The target is for 60% or more residents to be satisfied with parks (those rating parks as average, good, very good or excellent). The results from the 2003-4 and 2005-6 residents' surveys are given in Figure 7B below, showing a satisfaction rating of 76%.

**Figure 7B: Residents' opinion of parks, playgrounds and open spaces**

Source: Lambeth Residents' Surveys 2003-4 and 2005-6

RESULTS	2003-4 Lambeth %	2005-6 Lambeth %
<i>(Base)</i>	<i>(1007)</i>	<i>(1044)</i>
Excellent	1	1
Very good	8	8
Good	35	42
Average	29	25
Poor	15	13
Very Poor	5	3
Extremely poor	2	2
Don't know	4	5

The value of contributions to the public realm through section 106 agreements was higher in 2006-7 than in 2005-6, as described in section 3 of this report. These funds will be incorporated into the rolling programme of improvements for public open spaces across the borough.

**7.1.5 Quantity of Open Space**

Unrestricted open spaces are sites that are available to the public at all times, and include local parks which may have restrictions between dusk and dawn. Current provision of unrestricted open space in the borough per 1000 population is 1.54 hectares, as set out in the Open Space Strategy.

The National Playing Fields Association (NPFA) has a minimum standard for outdoor playing space of 2.4 hectares (six acres) for 1000 people, comprising 1.6 hectares (four acres) for outdoor sport and 0.8 hectares (two acres) for children's play. Opportunities to achieve the NPFA standard are limited in London because of the extent of the existing built environment and high demand for new housing development.

There was no net loss of unrestricted open space during 2006-7. In fact, the total quantity of public open space increased slightly with the creation of 'Kennington Park Greenlink' (0.05 ha) and the addition of the Lonesome Way strip to Streatham Vale Park (0.006 ha).

**7.1.6 Conclusions and Further Actions**

The policies in the Replacement UDP continue to be effective in maintaining and improving both the quality and quantity of public open space in the borough. Contributions from s106 planning obligations provide further practical support for improvements to be carried out. Existing strategy will continue to be implemented and no further actions are recommended.



## 7.2 Biodiversity

### 7.2.1 Strategic Objective

- L. The Council will protect and enhance the borough's natural environment and biodiversity.

### 7.2.2 Biodiversity Indicator Summary

Indicator Number	Indicator	Target	Outcome
COI 8i	Change in priority habitats and species	No detrimental change	No known detrimental change
COI 8ii	Change in areas of environmental value	No detrimental change	No known detrimental change

### 7.2.3 Relevant Biodiversity Policies

#### Replacement UDP 2007

- 52 – Protection and enhancement of the natural environment

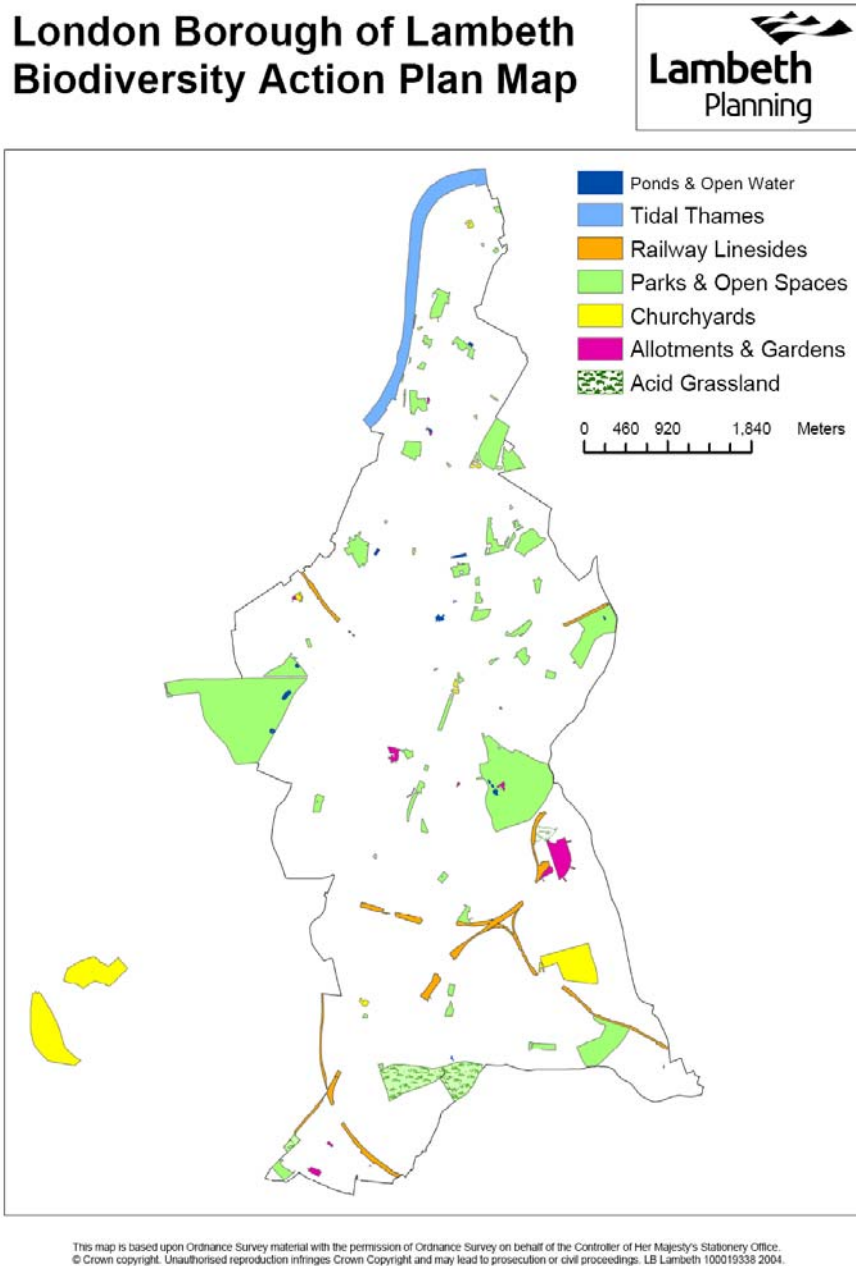
The policies in the Replacement UDP work in conjunction with other legislation to protect biodiversity in the borough. Lambeth is typical of many London boroughs in that there are no Sites of National Importance within its boundary.

Policy 52 protects habitats and species of biodiversity significance and Figure 7C below shows that these habitats are spread across the length and breadth of the borough. This policy also helps to ensure that new habitats, including green roofs and walls, are included wherever possible in new developments.

### 7.2.4 Performance

The built environment can have a significant effect on both habitats and species. However, it can be difficult to assess and monitor biodiversity (especially species) focusing solely on Lambeth as a geographic area. Often habitats and the species that inhabit them cross borough boundaries. To prevent over counting of organisms, more accurate results are gained from regional monitoring. Furthermore opportunities to increase biodiversity monitoring in the borough are dependent on several external constraints that fall outside the planning system. For what is currently measured in the borough (environmental quality and habitats) there have been no known detrimental changes during 2006-7.

**Figure 7C: Protected habitat and protected species in the Biodiversity Action Plan**  
 Source: Lambeth Biodiversity Action Plan 2006



### 7.2.5 Conclusions and Further Actions

Individual policies in the Replacement UDP do not exist in isolation and for this reason the success of the policies relating to biodiversity and protection of areas of environmental value have to be considered in conjunction with other policies of the UDP, such those protecting open space, and other legislation. There has been no known detrimental change in the habitats and environmental value of the habitats. It can be concluded that the policies of the UDP have been effective in protecting habitats from inappropriate development.

The creation of additional green space in Lambeth, through amenity land associated with future development and Section 106 funding, has already begun (see section 3 of this report). This will ensure that the matrix of green chains in the borough is

maintained, giving further opportunities for colonisation by diverse flora and fauna. The Council is also continuing to support the installation of green roofs in the borough.

The borough was surveyed by the London Wildlife Trust (LWT) on behalf of the GLA between May and October 2007 as part of its 10 year cyclical review of Sites of Importance for Nature Conservation. The results from this work will be available for the 2007/8 AMR.

SITA Trust funding has been secured for creating up to 0.5 ha of species-rich meadow grassland in Kennington Park for 2007 to 2010, which will impact positively on CO8i and CO8ii.

### 7.3 Water Quality and Flooding

#### 7.3.1 Strategic Objective

N. The Council will minimise pollution and seek sustainable management of energy, water and other resources including waste.

#### 7.3.2 Water Quality and Flooding Indicator Summary

Indicator Number	Indicator	Target	Outcome
COI 7	Number of permissions granted contrary to Environment Agency advice (on flood defence or water quality grounds)	0	0

#### 7.3.3 Relevant Water Quality and Flooding Policies

##### Replacement UDP 2007

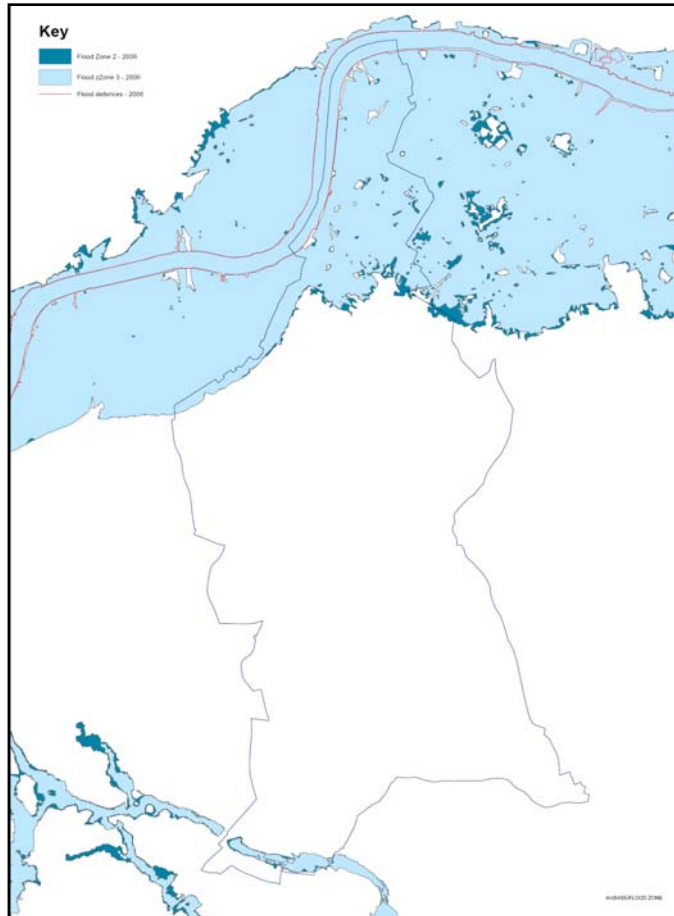
- 54 – Pollution, public health and safety

#### 7.3.4 Performance

This indicator monitors developments in the borough that could have a detrimental effect on water quality or could be affected by flooding. Flood risk zone in the borough is to the north, in closest proximity to the Thames (see Figure 7D). The flood defence there brings the overall risk down further inland. Additionally, at the bottom south west corner of the borough, the presence of the Wandle Valley creates an area of flood risk which has created problems during periods of intense rainfall as experienced recently.

In 2006-7, five major applications were referred to the Environment Agency and no planning permissions were granted contrary to Environment Agency advice, in accordance with the Council's target.

**Figure: 7D: Flood Risk Areas in the London Borough of Lambeth**  
Source: Environment Agency 2006



### 7.3.5 Conclusions and Further Actions

Policy 54, in conjunction with the Council's Interim Guidance Note on Sustainable Development, is providing appropriate protection of water resources in the borough. The Council will continue to work in partnership with the Environment Agency and ensure that Flood Risk Assessments (FRAs) are submitted for developments when required. Additionally, the use of Sustainable Urban Drainage Systems (SUDS) will be encouraged through the planning system in order further to address the potential detrimental effects to water quality and the risk of flooding.

The Council has commissioned consultants to carry out a Strategic Flood Risk Assessment for Lambeth as part of the evidence base for the preparation of the Local Development Framework. It is anticipated that this will be complete by March 2008.

## 7.4 Renewable Energy

### 7.4.1 Strategic Objectives

- N. The Council will minimise pollution and seek sustainable management of the borough's energy, water and other resources (including waste)
- K. The Council will protect and enhance the borough's built environment, promote better and more sustainable design of development and protect residential amenity.

### 7.4.2 Renewable Energy Indicator Summary

Indicator Number	Indicator	Target	Outcome
COI 9	Renewable energy capacity installed	75% of major developments provide 10% of energy needs from renewable sources	20kW renewable energy capacity installed. Data on % of major developments providing 10% of energy needs from renewable sources not available through existing monitoring systems.

### 7.4.3 Renewable energy policies

Replacement UDP 2007
Detailed Policies
<ul style="list-style-type: none"> <li>• 34 – Renewable Energy in Major Development</li> <li>• 35 - Sustainable Design and Construction</li> </ul>

Policies in the Replacement UDP promote the protection of environmental resources through the use of renewable technologies and efficient design. Policy 34 requires major development in the borough (over 10 dwellings or non-residential development of 1000 m<sup>2</sup> or above) to generate 10% of their energy requirement on site using renewable technologies.

### 7.4.4 Performance

In line with the UDP Inspector's recommendation, the Council produced an Interim Guidance Note on Sustainable Development in February 2007.

Thirteen permissions for major development in Lambeth included an element of renewable energy technology during 2006-7, listed in Figure 7E below.

**Figure 7E: renewable energy permissions granted 2006-7**

Source: Lambeth Planning Divisions, 2007

Permission site	Renewable Technology	Major / Micro
14 Carson Road	Solar panels	Micro
18 Kirstall Road	Solar panels Green roof	Micro
8 Fernwood Avenue	Solar Panels	Micro
8 Cleaver Square	Solar panels	Micro
32 Cleaver Street	Solar panels	Micro
5 Aldebert Terrace	Wind turbine	Micro
Garages Rear of 8-10 Telford Avenue	Solar panels	Micro
Cantebery Court, Lincoln House and Chester House,	Wind turbine	Micro
46 The Chase	Solar panels	Micro
177 Lyham Road	Solar panels	Micro
Woodmansterne Primary School	Solar panels	Major
75-77 Brixton Water Lane	Solar panels	Micro

20kW of renewable energy capacity was installed during the monitoring year, compared to 34kW in 2005-6.

At this point in time, it is not possible to assess progress against the target of 75% of major developments providing 10% of energy needs from renewable sources.

Monitoring systems within the Council are not currently able to collect this information.

#### **7.4.5 Conclusions and Further Actions**

The number of micro installations coming forward has increased, reflecting the clearer framework provided by Replacement UDP policies and the Interim Guidance Note on Sustainable Development. The Council is currently drafting a Supplementary Planning Document to give further clarity to renewable technologies appropriate in the borough. In parallel with these strengthened policies, the Council will seek to improve the level of resources available to monitor these policies. Partnership working across Council services will also continue.

Policy 34 is in line with current national and regional guidance. The Council is aware that the draft Further Alterations to the London Plan have been through an Examination in Public and, as a result, the regional target for onsite provision will increase from 10% to 20%. It is expected that the policies in the Council's forthcoming LDF Core Strategy need to be set in this context.

## Section 8 - Conservation and Design

The Replacement UDP 2007 places a strong emphasis on high quality design that relates well to its surroundings. The Council's conservation and urban design team provide specialist advice for developments at both pre-application and application stages. This makes a significant contribution towards the effective implementation of the development plan's conservation and design policies, including the objective of crime prevention through design.

### 8.1 Community Safety

#### 8.1.1 Strategic Objective

A. The Council will ensure that all development proposals contribute to safer communities.

#### 8.1.2 Community Safety Indicator Summary

Indicator Number	Indicator	Target	Outcome
CXT 11	Number of criminal offences	NA	38,868
LOI 10	Fear of crime	75% of residents feel safe	<ul style="list-style-type: none"> <li>83% feel safe during the day</li> <li>50% feel safe after dark</li> </ul>

#### 8.1.3 Relevant Community Safety Policies

Replacement UDP 2007
Detailed Policies
<ul style="list-style-type: none"> <li>19 – Active frontage uses</li> <li>32– Community Safety/Designing out crime</li> <li>31 – Streets, Character and Layout</li> <li>37 – Shopfronts and advertisements</li> <li>39 – Streetscape, landscape and public realm design</li> </ul>

Successful crime prevention depends on a wide range of factors. The contribution that can be made by planning in 'designing out' crime is important. Design can reduce fear of crime by creating places where people feel safe to live or travel through. Consideration of crime issues early in the design phase of new developments and urban spaces can significantly reduce opportunities to perpetuate crime in the future. Policy 32 therefore requires developers to take into account 'Secured by Design' principles. This is put into effect through close partnership working between the Council and police crime prevention design advisors at both pre-application and application stage.

#### 8.1.4 Performance

It is not possible to quantify the full effect of policy 32 on crime reduction in the borough, as the planning process is only one of a range of measures in place to address this issue. In overall terms, community safety is continuing to improve in Lambeth with crime levels falling again during 2006-7.

**Figure 8A: Number of offences committed, by Inner London borough**

Source: Metropolitan Police, 2007

Borough	2001-2	2002-3	2003-4	2004-5	2005-6	2006-7	Change from 2001-2 to 2006-7	% Change
Westminster	86,270	86,151	79,296	79,338	71,582	66,267	20,003	23.2
Camden	53,103	53,890	51,016	45,432	42,236	42,435	10,668	20.1
Lambeth	57,092	54,188	49,937	45,784	41,968	38,868	18,224	31.9
Southwark	45,707	45,960	46,276	43,771	41,432	39,713	5,994	13.1
Hackney	39,769	39,267	39,035	36,492	34,630	31,160	8,609	21.6
Newham	40,616	41,157	40,615	36,460	39,020	35,597	5,019	12.4
Islington	37,611	39,425	40,816	37,956	37,050	35,248	2,363	6.3
Tower Hamlets	37,273	41,124	39,188	36,329	33,756	32,627	4,646	12.5
London Total	1,057,360	1,080,471	1,060,930	1,015,121	984,125	921,779		

With regard to fear of crime, the Council's most recent residents' survey in 2005-6 found that 83% of residents feel fairly safe or very safe during the day, but that this drops to only 50% at night.

### 8.1.5 Conclusion and Further Actions

Policy 32 has, and will continue to have, a positive impact on community safety. This policy approach remains important because the number of criminal offences committed per person in Lambeth remains well above the national average. Fear of crime also remains high, particularly at night.

The Council has produced a draft 'Safer Built Environments' Supplementary Planning Document in consultation with police crime prevention design advisors. This will clarify policies in the UDP and further outline the Council's expectations with regard to designing out crime. It is expected to be approved by the Council in March 2008.

## 8.2 Conservation

### 8.2.1 Strategic Objective

K. The Council will protect and enhance the borough's built and historic environment, promote better and more sustainable design of development and protect residential amenity.

### 8.2.2 Conservation Indicator Summary

Indicator Number	Indicator	Target	Outcome
LOI 11	Number of listed buildings Changes to and buildings on the 'at Risk' register	Reduction in listed buildings on at risk register	2500 total, 1 added, none removed, 20 on the register
LOI 12	Number of conservation areas with up to date character appraisals	35% up to date character appraisals by 2008-9	17% (10 appraisals)



### 8.2.3 Relevant Conservation Policies

Replacement UDP 2007	
Detailed Policies	
•	33 – Building scale and design
•	36 – Alterations and extensions
•	37 – Shopfronts and advertisements
•	38 – Design in existing residential/mixed use areas
•	39 – Streetscape, landscape and public realm design
•	40 – Tall buildings
•	41 – Views
•	45 – Listed buildings
•	47 – Conservation Areas

Replacement UDP policies play an important role in influencing the urban character of the borough. There are sixty separate conservation areas in Lambeth, covering more than 25% of the borough, designated as areas of special architectural or historic interest. Policy 47 states that the Council will prepare and adopt character appraisals for its conservation areas. Character appraisals draw out the key elements of townscape quality and evaluate the positive and negative characteristics of a conservation area.

Lambeth is also home to a large number of listed buildings. Policy 45 encourages improvements to listed buildings, particularly those identified as being at risk through neglect or decay, to bring them into sustainable use and good repair.

#### 8.2.3 Performance

Figure 8B below shows that neither the number nor size of conservation areas in Lambeth changed during 2006-7.

#### Figure 8B: Conservation indicators

Source: Lambeth Planning Division, 2007

Number of conservation areas in Lambeth	60
Change to size or number of conservation areas in 2006-7	0
Number of conservation areas with up-to-date character appraisals (up to five years old)	10 (17%)

Since the last AMR, six character appraisals have been completed. At present ten conservation areas in Lambeth have up-to-date appraisals.

Figure 8C sets out performance against listed building indicators. During 2006-7 the Studio Block of the National Theatre on the South Bank was added to the listed buildings register. The number of at risk buildings in the borough has fallen: 29 buildings were in this category in 2000. This figure had reduced to 20 in 2005-6, with no further change in 2006-7.

**Figure 8C: Listed buildings indicators**

Source: Lambeth Planning Division, 2007

<b>Approximate number of listed buildings</b> - note: this is not an exact figure as the number of list entries does not reflect the number of buildings listed, for example one list entry can cover a terrace of buildings	2500
<b>Number of listed buildings added in 2006-7</b>	1
<b>Number of listed buildings removed from the list</b>	0
<b>Number of listed buildings on the 2006 Buildings at Risk register</b>	20

**8.2.4 Conclusions and Further Actions**

In general, policies to protect and improve conservation and design have been effective in guiding appropriate development. This is particularly a result of advice provided by the Council's specialist conservation and design team.

The number of up-to-date character appraisals was identified as an area of concern in last year's AMR. This was actively pursued during 2006-7, with a further six appraisals completed and others in preparation. It is expected that the proportion of up-to-date character appraisals will increase from 17% in 2006-7 to 35% by 2008-9. This will assist significantly in implementing the Replacement UDP's conservation and design policies.

The Council has commissioned consultants to carry out urban design capacity studies for Vauxhall and Waterloo, looking in particular at the issue of tall buildings. This work will inform the preparation of Area Supplementary Planning Documents and it is expected that consultation on these will begin in February to March 2008.

Supplementary Planning Documents on 'Safer Built Environments', 'Shopfronts and Signage' and 'Residential Extensions and Alterations' were prepared during the monitoring year and are expected to be adopted during 2007-8. Future AMRs will assess how this clarification of the policies impacts on the quality of design in the borough.

## Section 9 - Transport

### 9.1 Introduction

Transport plays an important role in achieving economic and environmental objectives. Our quality of life also depends on transport and easy access to work, school, shopping, leisure and healthcare facilities and services.

The borough of Lambeth is fortunate in that it is well served by a range of public transport modes, including rail, underground and bus services, and has excellent connections both into Central London and out of London. Public Transport Accessibility Levels (PTAL) throughout the borough, particularly town centres, are generally good, making shops and services accessible to residents. Although the Council is not responsible for providing public transport services, partnership working will continue with Transport for London to improve existing service provision and facilitate new transport facilities.

Many of the policies within the Unitary Development Plan are directly related to transport. By influencing the location, scale, density, design and mix of land uses, planning policies can help to reduce the need to travel, reduce the length of journeys and make it safer and easier for people to access jobs, shopping, leisure facilities and services by public transport, walking, and cycling. Consistent application of the Replacement UDP policies will help to reduce the need for car journeys (by reducing the physical separation of key land uses) and enable people to make sustainable transport choices.

#### 9.1.1 Strategic Objectives

- E. The Council will promote access for all sections of the community.
- F. The Council will integrate planning and transport decisions to reduce the overall need to travel.
- G. Through the planning process, the Council will seek to establish a safe, accessible and attractive transport network, and prioritise walking, cycling and public transport.

#### 9.1.2 Relevant Transport Policies

Replacement UDP 2007
Detailed Policies
• Policy 8 Accessible Development / Integrated Transport
• Policy 9 Transport Impact
• Policy 10 Walking and Cycling
• Policy 11 Management of Road, Bus and Freight Networks
• Policy 12 Strategic Transport Hubs and Transport Development Areas
• Policy 13 Major Public Transport Proposals
• Policy 14 Parking and Traffic Restraint
• Policy 76 Vauxhall Cross Transport Hub
• Policy 77 Vauxhall - Urban Design and Public Realm Improvements
• Policy 80 Transport in Waterloo

Policies in the Replacement UDP play an important role in guiding new development to appropriate locations. The policies seek to reduce the impact of transport on the environment and reduce the need to travel by integrating planning and transport decisions. These goals are enshrined within strategic Policy F. There are a wide

range of detailed policies in the UDP to promote sustainable travel: Policies 8 to 14 seek to restrain traffic, encourage public transport, walking and cycling and ensure development is situated in accessible locations.

## 9.2 Sustainable Travel

### 9.2.1 Sustainable Travel Indicator Summary

Indicator Number	Indicator	Target	Outcome
CXT 12	Main mode for journey to work	NA	See Figure 9A
LOI 4	Number of persons using underground stations	Increase in numbers of persons using underground	See Figure 9B
LOI 5	School travel	30% increase in children walking or cycling to school by 2017	See Section 9.2.3

### 9.2.2 Performance

In broad terms, available data suggest that Lambeth has been reasonably successful in continuing to encourage sustainable travel both through its planning policies and other complementary measures. Figure 9A below shows that, of all local authorities in England and Wales in 2001, Lambeth had the highest proportion of residents travelling to work by public transport. In the same year, 20% of people in Lambeth travelled to work by car, while 63% used sustainable modes of transport. Of these transport modes, the most popular was the underground, with almost 32% of residents travelling to work by tube. Almost 8% of residents walked to work while 4.5% cycled.

**Figure 9A: Travel to Work in Lambeth**

Source: 2001 Census

Travel to Work	Number of people	% of total	*England & Wales Ranking out of 376 authorities	*London Ranking out of 33 authorities
Tube	38,538	31.9%		
Train	18,848	15.6%		
Bus	19,277	16%		
<b>By public transport</b>	<b>76,663</b>	<b>63.50%</b>	<b>1</b>	<b>1</b>
Car as driver	24,736	20.5%		
Car as passenger	1,504	1.2%		
<b>By car</b>	<b>26,240</b>	<b>21.73%</b>	<b>368</b>	<b>26</b>
Taxi	439	0.36%		
Bicycle	5,407	4.5%		
Foot	9,250	7.7%		
Motorbike	2,351	1.9%		
Work from home	9,873	8.2%		
Other	514	0.43%		

\*In each case, rankings are calculated in descending order: the authority with the highest proportion for a given indicator is ranked '1'.

The challenge for Lambeth is to continue to build on this achievement through its planning policies on sustainable transport and by working with colleagues in the

Council's Transport and Highways division when determining new applications for development.

Policies 8 to 14 specify workplace travel plans as one method of delivering sustainable transport objectives. In 2006/07 11 travel plans were secured through Section 106 legal agreements. No figures were available to enable a comparison with previous years. When data are collected during the next Census in 2011, further analysis will identify changing trends in modes of transport to work, which would be influenced in part by the implementation of workplace travel plans. In the meantime, the Council will continue to monitor the number of travel plans approved annually.

Changes in public transport use are a good indicator of whether residents are becoming less reliant on the private car in accordance with Replacement UDP policy. Figure 9B below shows the entry and exit figures for all underground stations in Lambeth over the period 2004 to 2006.

**Figure 9B: Underground Station Entry and Exit Figures (million persons)**

Source: Transport for London, 2006

Station	2004	2005	2006	% change 2004-2006
Brixton	18.113	18.597	19.702	9%
Clapham Common	7.798	7.482	8.357	7%
Clapham North	4.803	5.022	5.542	15%
Kennington	3.278	3.196	3.592	10%
Lambeth North	2.702	2.546	2.849	5%
Oval	4.998	4.58	5.179	4%
Stockwell	7.151	6.924	7.689	8%
Vauxhall	14.7	16.74	18.249	24%
Waterloo	68.427	67.396	72.874	6%
<b>Total</b>	<b>131.97</b>	<b>132.483</b>	<b>144.033</b>	<b>9%</b>

Overall there has been a 9% increase in people using underground stations in Lambeth since 2004. All stations experienced an increase in entry and exit figures. Vauxhall Underground Station experienced the largest single increase at 24%. This may be attributed to the completion of the St George's Wharf high density residential scheme and the Vauxhall bus station which has created an interchange facility between three modes: rail, underground and bus.

Lambeth is fortunate in that it is well served by public transport routes, though some of these are heavily congested during peak hours. Lambeth will continue to work with Transport for London to improve the capacity and frequency of services for bus, tube and rail on existing routes and in developing new sustainable travel options for the borough. Policy 13 in the Replacement UDP specifically encourages the development of new public transport infrastructure. The Cross River Tram (CRT) is one such project to improve the range of travel options serving the borough. It is currently at the planning and development stage and once operational will form a 16.5km street running tram operating between Euston and Waterloo with branches to Camden and Kings Cross in the North and Brixton and Peckham in the South. CRT is expected to commence operations in 2016.

### 9.2.3 School Travel Plans

School travel plans are identified in the UDP as an indicator of success in promoting sustainable travel over time. The aim is for a 30% increase in children who walk or

cycle over the life of the Replacement UDP. In 2006, Lambeth agreed 30 new school travel plans, compared to 27 in 2005 and only three the year before. There are now 60 schools with school travel plans, which represents 70% of schools in the borough. The Council has also started monitoring modes of travel to school. Data collected in the school survey carried out in January 2007 shows that 57.7% of respondents (i.e. those who answered the question relating to travel modes, which represented 65.5% of the total number of respondents) walk to school, while 1.2% cycle. This annual survey will enable the increase in numbers of children walking or cycling to school to be monitored.

#### 9.2.4 Conclusions and Further Actions

Lambeth's high travel to work ranking (public transport) is influenced by a combination of factors. They include its generally 'good' or 'excellent' PTAL ratings, but planning policies and planning decisions (including Lambeth's planners working jointly with the transport colleagues) to date have contributed to developments being located in accessible areas.

Lambeth is a relatively small, compact and highly accessible area, very close to Central London and with very good public transport links out of London. For spatial planning purposes, the location of high trip generating developments and encouraging high density development in appropriate areas are important concepts enshrined in development plan policies - both are promoted in the Replacement UDP.

There needs to be some caution in terms of future planning though. In recent years, the transport network in Lambeth has experienced considerable pressure due to population growth and this is expected to increase in future years. Although most of Lambeth is highly accessible, more development will add to pressures on the existing public transport network, with potentially more people reverting to the car as public transport gets more congested. Policy 9 (Transport Impact) will therefore play an increasingly important role in ensuring that new development does not have an unacceptable impact upon network capacity.

### 9.3 Car Usage and Parking

#### 9.3.1 Car Usage and Parking Indicator Summary

Indicator Number	Indicator	Target	Outcome
CXT 13	Car ownership	NA	See Figure 9C
COI 3a	Amount of completed non-residential developments within UCOs A, B and D complying with car parking standards set out in the LDF.	Ensure that all development complies with car parking standards in Replacement UDP	No data available.
LOI 3	Road traffic casualty rates	Reduction in casualty rates	38% reduction in casualties overall since 1994/98 average

#### 9.3.2 Replacement UDP Approach

It has been widely accepted that for environmental and traffic management reasons and to improve the local quality of life, limits need to be placed on car use. Car use can be controlled in a number of ways, but one approach used by Lambeth, which strives to achieve a balance between development requirements and public transport access, is to regulate car parking provision for new developments.

A key element of the UDP is to build on the positive aspects of Lambeth's low car ownership by facilitating and encouraging 'car-free' or 'car-reduced' lifestyles and bringing about environmental, access and quality-of-life improvements.

Car ownership in Lambeth is noticeably lower than the rest of London and England. Figure 9C below shows car ownership levels by household in Lambeth at the 2001 Census. There are 60,338 households in Lambeth without a car (around 51%) which is considerably higher than the proportion of households across London (37%) and England (27%).

**Figure 9C: Number of Households with Cars in Lambeth**

Source: 2001 Census

	Lambeth	London	England
All households	118,447	3,015,997	20,451,427
Households with no car/van	60,338	1,130,649	5,488,386
	(50.94%)	(37.49%)	(26.84%)
Households with 1 car/van	46,080	1,298,481	8,935,718
	38.90%	43.05%	43.69%
Households with 2 cars/vans	10,166	476,185	4,818,581
	8.58%	15.79%	23.56%
Households with 3 cars/vans	1,446	86,470	924,289
	1.22%	2.87%	4.52%
Households with 4 or more cars/vans	417	24,212	284,453
	0.35%	0.80%	1.39%

The Replacement UDP reflects a shift from previous policies on parking requirements for new developments, from minimum to maximum parking standards. This stems from a general policy shift set out in national guidance, aiming to discourage car use and encourage sustainable transport modes.

Another important change in approach reflected in the Replacement UDP is to link the appropriate number of parking spaces with access to public transport, as set out in the London Plan. Table 6 of Policy 14 identifies three key areas (Central London Policy Area, Area of Strict Restraint, Area of Traffic Restraint) and sets appropriate parking standards for each area and use class.

Some parts of the borough are highly accessible to public transport and some developments can operate without parking provision. Policy 14 Parking and Traffic Restraint sets out the maximum parking standards for all developments to comply with. The policy introduces the concept of 'car free' schemes in accessible parts of Lambeth.

### 9.3.3 Implementation of Car Parking Standards

The Core Indicator COI 3a requires an assessment of the amount of completed non-residential developments complying with car parking standards. This has not been measured to date, but in terms of general performance it is possible to state that developments which were completed in 2006-7 would have had to comply with maximum car parking standards in the Replacement UDP.

In order to provide an indication of car parking standards for permissions which have been implemented, some examples are provided below of non-residential developments completed in 2006-7 in accordance with car parking standards set out in the relevant development plan.



In the north of the borough, which generally has higher PTAL scores, it is easier to negotiate developments with zero or low car parking. For instance, the majority of the house conversions have zero parking in the north, as it is dominated by Controlled Parking Zones. In the right circumstances, a combination of planning policies, parking designations and good public transport accessibility work well together to help justify low or zero parking and therefore reduce car use in Lambeth.

In determining whether a site is suitable for low or no car parking, applicants are asked to submit a parking survey in order to assess levels of parking stress. Car ownership levels in the Ward (2001 Census data) are considered. All applicants proposing car free developments are asked to enter into a Section 106 "Permit Free" Agreement so that future occupiers of the proposed flats are not eligible for residents parking permits.

A review of S106 legal agreements shows that in the 2006/07 period 67 applications with low or zero car parking were approved, compared to 64 schemes the previous year (2005/06).

**Figure 9D: Examples of development approved in 2006-7 with low or zero car parking**

Source: Lambeth Planning Division 2007

**Examples of developments approved in 2006-7**

**43-51 Brixton Water Lane, SW2**

Redevelopment of site to provide 31 self contained flats. This is a car-free development, with 31 cycle parking spaces provided.

**Corner Studley Road and Paradise Road, SW4 (Stockwell)**

Redevelopment of site to accommodate 31 flats (100% intermediate housing). This is a car-free development, with 31 cycle parking spaces provided.

**368-372 Coldharbour Lane, SW2 (Brixton Town Centre)**

Redevelopment of the site to provide 155 residential units and 923 sq m of commercial floorspace (Class A1, A2, and B1), with 2 car parking spaces for people with disabilities

**18-18b Brixton Road, SW9 (Kennington)**

Construction of 14 new self contained flats (affordable housing) within two three-storey buildings with the provision of one parking bay for people with disabilities.

**11-21 Old Paradise Street, SE11**

Mixed use scheme comprising 220sq.m. of ground floor office space (Use Class B1) and 25 self contained flats at upper floors. The scheme provides 4 car parking spaces and secure cycle parking.

**4-14b Union Rd & 342-344 Clapham Rd, SW8**

Redevelopment of the site to create 65 residential units, 12 work-live units and four office units (962sq.m of B1 floorspace). Fourteen car-parking spaces are provided.

**9.3.4 Road Safety**

Part 1 Strategic Policy G promotes road safety and the establishment of a safe and accessible transport network. Policy 10 in the UDP encourages safe, direct and convenient pedestrian and cycling routes as a measure to encourage a shift away from car use for short journeys. Policy 11 notes that safety on roads is a key issue and aims to give priority to walking and cycling over cars. Road accident data can therefore be an important indicator of whether these policy objectives are being achieved.



**Figure 9E: Road Traffic Casualty Rates in Lambeth**

Source: Lambeth Transport and Highways, 2006

Killed and seriously injured	1994-1998 Average	2003	2004	2005	2006	Target Number by 2010	% Reduction by end 2006 average
Total	313	222	167	162	195	156	38%
Pedestrians	124	62	67	62	68	62	45%
Children	45	21	19	7	20	22	56%
Cyclists	36	32	20	22	27	18	26%
Motorcycles	51	65	44	50	55	26	-7%
Slight Casualties	1832	1521	1248	1173	1038	1648	43%

Figure 9E above shows how many people have been killed or seriously injured in Lambeth over the last 4 years, set against the average numbers killed or injured during 1994-1998. It shows that compared to 1994/98, casualty rates have reduced by 38% and slight casualties by 43%. However, the figures show an increase in numbers of people killed or seriously injured since 2004. It is not possible to determine to what extent Replacement UDP policies have influenced these trends but it is hoped that policies will in future contribute towards achieving a reduction in casualty rates through, for example, the promotion of school travel plans, improved pedestrian routes and cycle networks both within new developments and outside the development site, and the design, layout and access to new developments.

### 9.3.5 Conclusions and Further Actions

There has been no comprehensive monitoring of completions in 2006-7, to determine how well parking provision in new developments complied with the standards set out in the Replacement UDP. In future, it is intended that parking provision will be monitored to demonstrate that Lambeth has achieved its target of all new development complying with the parking standards in the UDP.

It is clear, however, that the Council is implementing its policies in relation to reducing car use and improving road safety as shown by the use of car free developments.

The aim is to continue to manage the demand for travel in Lambeth and London through not only restricting parking levels, but also by working with TfL through strategic measures such as the congestion charge and local measures such as school and workplace travel plans.

## 9.4 Accessibility in Lambeth

### 9.4.1 Accessibility Indicator Summary

Indicator Number	Indicator	Target	Outcome
COI 3b	Amount of major new residential development within 30 mins. of a GP, hospital, primary school, secondary school, areas of employment and major retail centres.	None - Insufficient baseline data available	All new developments within 30 mins of a GP, primary school, secondary school, and major retail centres.

### 9.4.2 Replacement UDP Approach

There are a range of policies in the UDP designed to improve accessibility levels in Lambeth. Policy 8 Accessible Development / Integrated Transport, for example ensures that new developments are accessible and integrated with public transport facilities in mind. Part 1 Strategic Policy F ensures equality of access to transport for all users and integrates planning and transport decisions to reduce the need to travel.

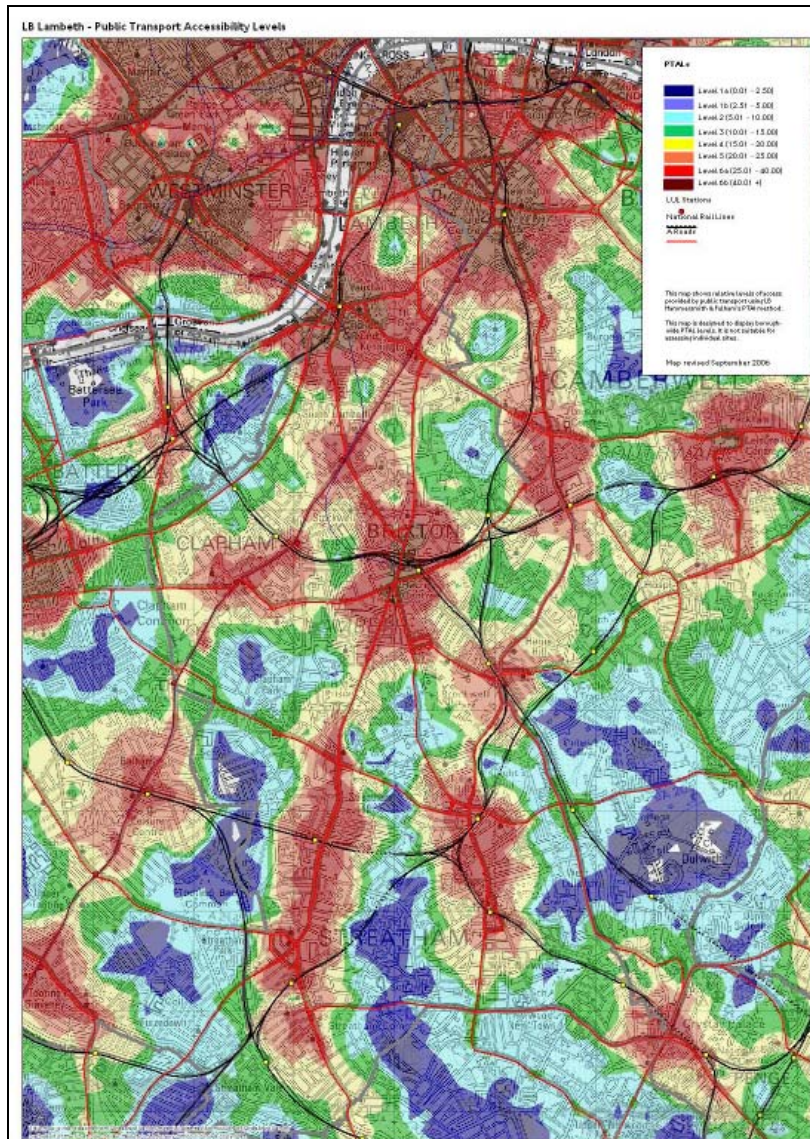
### 9.4.3 Accessibility of Services

Lambeth is a highly accessible borough, with an excellent public transport network, as the Public Transport Accessibility Level (PTAL) map (Figure 9F) shows. The only parts of Lambeth with a low PTAL score are Streatham Common, Clapham Park and the part of the borough which borders Tooting Bec Common.

**Figure 9F: Public Transport Accessibility Levels (PTAL)**

Source: Transport for London September 2006

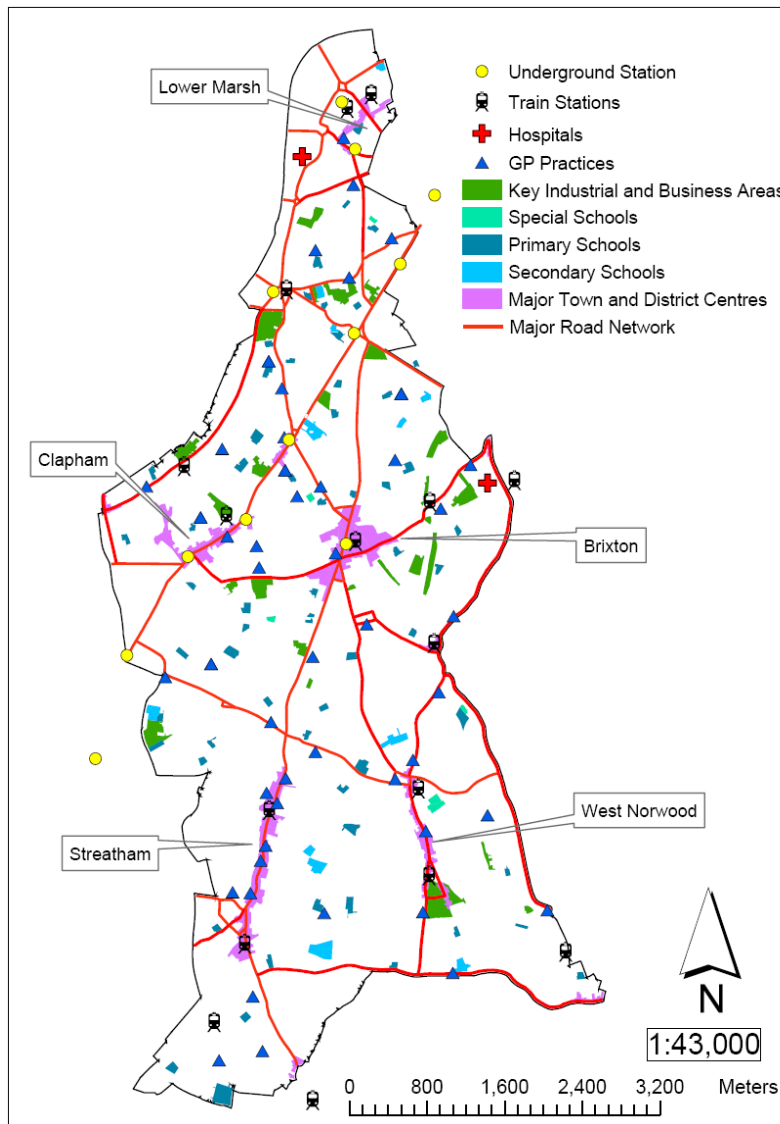
Note: Level 6 (red) means most accessible. Level 1 (blue/purple) means least accessible



One of the objectives in the Replacement UDP is to ensure residents are able to gain access to employment, shopping, education, health care, leisure and other facilities. In order to show how policies contribute towards making retail and community

infrastructure accessible, Figure 9F (PTAL levels) can be compared with Figure 9G which maps public transport facilities within the context of retail centres, hospitals, GP practices, secondary schools, primary schools and special schools. At first glance, there appear to be a number of 'blank' areas on the Figure 9G map, which appear to be devoid of any services, but these are the large tracts of open space found at Brockwell Park, Clapham Common, Streatham Common, Norwood Park and the cemetery at West Norwood. Excluding these open spaces, there is an even distribution of retail and community infrastructure in Lambeth.

**Figure 9G: Location of services and key transport routes**  
 Source: Lambeth Planning Division, 2006



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To assess Lambeth's performance against the Core Indicator the journey distances from new residential development to key facilities were calculated using the Transport for London online Journey Planner. The postcode of the completed development and the postcode of key facilities in closest proximity were entered into the planner to determine the public transport time. For consistency all of the journey times were set for midday.

For the purposes of this survey 'hospitals' were defined as health care facilities with an accident and emergency facility. The proximity of new residential development to areas of employment has not been determined due to the scale of work involved in identifying defined employment areas and time and resource constraints.

100% of housing completions in 2006/07 were located within 30 minutes public transport travelling time of a GP, primary school, secondary school and major retail centre.

55% of new developments are within 30 minutes public transport travelling time of a Hospital. This indicates that Lambeth residents are relatively poorly served, with St Thomas' located on the northern edge of the borough and King's College Hospital located on the eastern edge. However, residents do have access to hospitals outside the Lambeth borough boundary, such as St George's in Wandsworth, the Mayday in Croydon and Guy's Hospital in Southwark. If these hospitals were taken into account it is likely the percentage of new residential developments within 30 minutes travelling time to a hospital would be greater.

#### **9.4.4 Conclusions**

That 100% of housing completions in 2006/07 were located within 30 minutes public transport travelling time of a GP, primary school, secondary school and major retail centre indicates that homes in Lambeth are well connected to key facilities by public transport. PTALs are expected to improve over time, as schemes for public transport improvements at the planning and development stage are implemented and as local transport initiatives (improvements to rail and bus frequencies for example) are implemented.

## Section 10 - Waste and Minerals

### 10.1 Minerals

Lambeth is a Minerals Planning Authority. However, COI 5a and 5b are not applicable as there are no known mineral deposits in the borough.

### 10.2 Waste

#### 10.2.1 Strategic Objective

N. The Council will minimise pollution and seek sustainable management of the borough's energy, water and other resources (including waste)

#### 10.2.2 Waste Indicator Summary

Indicator Number	Indicator	Target	Outcome
COI 6a	Capacity of new waste management facilities by type	No net loss of waste management capacity	No known loss or gain of waste sites or capacity
COI 6b	Amount of municipal waste arising and managed by management type and the percentage each waste management type represents of the waste managed	% of household waste recovered: <ul style="list-style-type: none"> <li>• 2005-6 = 21%</li> <li>• 2006-7 = 23%</li> <li>• 2007-8 = 25%</li> <li>• 2008-9 = 27%</li> </ul>	23.11% of household waste was recycled or composted

#### 10.2.3 Relevant Waste Policies

Replacement UDP 2007
Detailed Policies
<ul style="list-style-type: none"> <li>• 56 – Waste</li> </ul>

#### 10.2.4 Context

Lambeth is a Waste Planning Authority and a Waste Collection Authority. The Western Riverside Waste Authority (WRWA) is the Waste Disposal Authority for Lambeth, Wandsworth, Hammersmith and Fulham, and Kensington and Chelsea.

The Further Alterations to the London Plan require boroughs to identify land for the disposal and management of waste apportioned at borough level. Further analysis of the waste apportionment methodology was carried out and the GLA consulted on borough level waste apportionment as a Draft Minor Amendment to the London Plan during the monitoring year. The Minor Amendments have made no significant change to the figure for Lambeth which was 2.68% in the minor alteration and is 2.7% in the updated version.

Lambeth has strong goals for the reduction of the amount of waste arising in the borough, and particularly the amount of municipal waste being disposed of through landfill and other non-sustainable methods. These goals must be achieved in conjunction with the WRWA and other constituent boroughs. The preferred waste management hierarchy is minimisation, reuse, recycling, composting and energy recovery methods.

Indicators used in this Annual Monitoring Report relate to two main areas. These are the management methods for municipal waste (i.e. the distribution of waste to various appropriate and inappropriate methods of management) and the availability



of sites and facilities for waste management (i.e. the allocation and use of sites within the borough for waste management and manufacturing facilities).

### **10.2.5 Availability of sites and facilities for waste management**

Availability of sites and facilities for separation and treatment of waste is imperative in ensuring the ability to manage waste near its source, known as the proximity principle. Provision and protection of sites and facilities is the most significant role that the Replacement UDP can play in planning for waste management.

Policy 56 safeguards existing sites which currently in waste management use. These are:

- 4-16 Belinda Road SW9
- Shakespeare Wharf, Shakespeare Road SE24
- 26 Wanless Road SE24
- 44 Clapham Common Southside SW4 – clinical waste transfer station
- Vale Street Depot SE27
- Wandsworth Road SW8

Total licensed waste capacity in Lambeth is 11,000 tonnes per annum. There has been no loss or gain of waste management facilities during 2006-7.

Replacement UDP policy to safeguard existing waste management sites was strengthened in response to representations made by GOL and the GLA during 2006-7.

### **10.2.6 Management of waste**

The Council actively encourages shifting waste management away from landfill and replacing this with more sustainable management methods, such as recycling, or minimising the amount of waste generated in the first place.

Lambeth produced 1416.187 tonnes less waste than in 2004/5. Figure 10A shows a general trend towards increased levels of recycling and composting and a reduction in disposal (ie landfill) across the commercial and housing sectors. Industrial waste produced has reduced significantly from 2004/5. The household target for waste recycling has been met for the second year running.

### **10.2.7 Conclusions and Further Actions**

Policy 56 in the development plan is effectively supporting the sustainable management of waste in the borough and targets have been met. The policy contributes to an holistic approach to sustainable waste management in the borough.

There will also be an ongoing contribution made by the UDP as it encourages the inclusion of waste and recycling facilities in new development, which will assist in the incremental improvement of Lambeth's recycling performance. In particular the low levels of commercial waste recycling reveal a need for this issue to be given greater consideration.

The Council's Planning Division will continue to work in collaboration with the Council's waste management team to ensure that all types of development, both adaptation and new build, are considered from a waste management perspective. During the monitoring year the guidance note for architects and developers was updated and made available via the Lambeth website. As a result, a number of applications have included the installation of practical waste management

arrangements designed to reduce the impact of on street storage of waste containers and difficult access arrangements, and to introduce facilities for recycling in addition to residual waste storage.

Work on the preparation of the Local Development Framework core strategy will need to address the targets set in the London Plan for waste provision.

**Figure 10A: London Borough of Lambeth Municipal Waste Management by Type**

Source: Lambeth Waste Division, 2006

		WASTE MANAGEMENT TYPE	2004-05		2005-06		2006-7		
			TONNES	%	TONNES	%	TONNES	%	
MUNICIPAL WASTE	HOUSEHOLD	Recycling	14230.42	14.83	17798.82	19.00	19286.2	20.4	
		Composting	1564.09	1.63	2988.33	3.19	2426.6	2.6	
		Energy Recovery	57.57	0.06	56.21	0.06	182.65	0.2	
		Disposal	80,104.89	83.48	72,834.62	77.75	72,719.52	76.9	
	<b>TOTAL HOUSEHOLD WASTE</b>			<b>95956.97</b>	<b>100.00</b>	<b>93677.98</b>	<b>100.00</b>	<b>94,614.97</b>	<b>100.00</b>
	COMMERCIAL	Recycling	142.30	0.24	177.97	0.29	368.65	0.6	
		Composting	1282.27	2.15	1430.01	2.34	1203.7	2.0	
		Energy Recovery	35.70	0.06	36.68	0.06	37.13	0.1	
		Disposal	58045.43	97.55	59489.54	97.31	57,973.88	97.3	
	<b>TOTAL COMMERCIAL WASTE</b>			<b>59505.70</b>	<b>100.00</b>	<b>61134.20</b>	<b>100.00</b>	<b>59,583.36</b>	<b>100.00</b>
	INDUSTRIAL	Recycling	191.32	100.00	54.62	100.00	39.18	100.00	
		Composting	0.00	0.00	0.00	0.00	0.00	0.00	
		Energy Recovery	0.00	0.00	0.00	0.00	0.00	0.00	
		Disposal	0.00	0.00	0.00	0.00	0.00	0.00	
	<b>TOTAL INDUSTRIAL WASTE</b>			<b>191.32</b>	<b>100.00</b>	<b>54.62</b>	<b>100.00</b>	<b>39.18</b>	<b>100.00</b>
<b>TOTAL MUNICIPAL WASTE</b>			<b>Tonnes</b>	<b>%</b>					
	2004-05	Recycling	14564.04	9.36	<b>TOTAL TONNES 2004-05</b>				
		Composting	2846.36	1.83					
		Energy Recovery	93.27	0.06	<b>155653.99</b>				
		Disposal	138150.32	88.75					
	2005-06	Recycling	18031.41	11.64	<b>TOTAL TONNES 2005-06</b>				
		Composting	4418.34	2.85					
		Energy Recovery	92.89	0.06	<b>154866.80</b>				
		Disposal	132324.16	85.44					
	2006-7	Recycling	19694.03	12.77	<b>TOTAL TONNES 2006-7</b>				
		Composting	3630.3	2.35					
		Energy Recovery	219.78	0.14	<b>154,237.51</b>				
		Disposal	130693.4	84.74					

## **Section 11 - Implementation of the Local Development Scheme**

The Lambeth LDS was last revised in December 2005.

Delay in the revision of the LDS has been largely due to the uncertainty associated with the progression of the Replacement Lambeth Unitary Development Plan (UDP) to adoption.

The UDP Inspector's Report was received in February 2006 and published in March. Local council elections took place in May 2006 and response to the Inspector's Report was affected by this and also by the resulting change in Council administration as it was necessary to allow for an additional period of assessment and evaluation by members of the new administration. Further delay and uncertainty was also due to the need to decide whether to withdraw changes that had been made by the Council to the flat conversions policy at the proposed modifications stage or whether to hold a public inquiry on these changes. In due course the Council decided to withdraw these changes following an indication from GOL that it would issue a direction requiring the Council to do so. The decision to withdraw the changes and approve further proposed modifications for deposit was confirmed by the Council's Cabinet in April 2007.

Additional modifications were also made in response to GOL and the GLA on the safeguarding of waste sites. This involved turning wording recommended by the UDP Inspector as supporting text into policy. The UDP was subsequently adopted in August 2007 and the period of High Court challenge expired on 21 September 2007. This together with the progress of other projects and Council strategies provided sufficient certainty to update the LDS and programme the preparation of the Council's Local Development Framework following internal discussion and consultation and advice and guidance from GOL. The revised updated LDS will be submitted to GOL in December 2007.

The key elements of the December 2005 LDS were the adoption of the Replacement UDP and the progression of the Council's Statement of Community Involvement. This is set out below.

### **11.1 Replacement Unitary Development Plan and Proposals Map**

Figure 11A sets out progress against milestones for the production of the Replacement Unitary Development Plan and Proposals Map.



**Figure 11A: Replacement Unitary Development Plan and Proposals Map Milestones April 2006 to March 2007**

Milestones April 2006 to March 2007	Projected completion date in LDS December 2005	Actual completion date	Reason for delay
Deposit of Proposed Modifications	July 2006	November 2006	Period of re-assessment following change of Council administration May 2006 (please see above)
Adoption	November 2006	August 2007 (outside of monitoring period)	As above plus further consideration of changes to Policy 17 (Flat Conversions)

The Inspector's Report was received in February 2006 and published in March 2006. Proposed Modifications were submitted for Cabinet approval in September 2006, with the deposit taking place between 20 November and 1 December 2006.

Cabinet agreed in April 2007 to withdraw changes to the flat conversions policy and approve further proposed modifications reflecting this and GOL and GLA representations on waste safeguarding. The Replacement UDP was adopted and came into effect on 6 August 2007. The 6-week High Court challenge period expired 21 September 2007.

## 11.2 Statement of Community Involvement and Annual Monitoring Report

Figure 11B sets out progress against milestones for the Statement of Community Involvement.

**Figure 11B: Statement of Community Involvement Milestones April 2006 to March 2007**

Milestones April 2006 to March 2007	Projected completion date in LDS December 2005	Actual completion date	Reason for delay
Consultation on draft SCI	October 2006	June 2007 (outside of monitoring period)	Knock on effect of delays to the UDP
Submission to Secretary of State	February 2007	November 2007 (outside of monitoring period)	As above

The delays to the progress of the Replacement UDP had a knock on effect on the production of the Statement of Community Involvement, resulting in a delay of eight months to the start of the draft SCI consultation period.

The Annual Monitoring Report 2005-6 was completed and submitted on time in December 2006.

### **11.3 Adoption of Development Plan Documents**

The Council did not adopt any of the documents in the Local Development Scheme during the financial year 2006-7. The LDS December 2005 had projected adoption of the Replacement UDP in November 2006. This was delayed for the reasons set out in section 11.1 above.

### **11.4 Saved Policies**

There was no change during 2006-7 in the saved policies set out in paragraph 8 of the Local Development Scheme (December 2005). During the monitoring year, the saved policies remained those in the Adopted Unitary Development Plan (1998).

### **11.5 Anticipated Further Changes to the Local Development Scheme**

As stated above, a revised Local Development Scheme has been prepared and will be submitted to the Government Office for London in December 2007, in conjunction with the AMR 2006-7.

## Appendix 1 – Summary of core and local indicator performance

Good performance – met target	Did not meet target but not a significant concern due to trend, or only minor non-compliance
More significant concerns – substantially missed target	n/a Insufficient data to either set target or analyse performance

Indicator	Explanation of approach	Target	Key results 2006-7	
<b>Core Output Indicators</b>				
COI 1a – Amount of floorspace developed for employment by type	Approved floorspace data taken from Lambeth's planning database. At present, the Council does not hold comprehensive completions data for non-residential development.	10,000m <sup>2</sup> net employment floorspace developed per annum (estimated 150,000m <sup>2</sup> net floorspace required over 15 year plan period)	Net approved floorspace: B1 = 68,498m <sup>2</sup> B2 = -243m <sup>2</sup> B8 = -48,457m <sup>2</sup> Overall net gain = 19,798m <sup>2</sup>	
COI 1b – Amount of floorspace developed for employment by type in employment or regeneration areas	Approved floorspace data taken from Lambeth's planning database. At present, the Council does not hold comprehensive completions data for non-residential development.	Increase of employment floorspace in KIBAs	Net approved floorspace: B1 = 16,593m <sup>2</sup> B2 = 457m <sup>2</sup> B8 = -10,353m <sup>2</sup> Overall net gain = 6,697m <sup>2</sup>	
COI 1c – Amount of floorspace by employment type, which is on previously developed land	Data taken from BV106 indicator.	100% of employment development on previously developed land	100%	
COI 1d – Employment land available	The Council has information available as to the amount of land designated through the RDUDP for employment purposes (KIBAs), but does not have information on the amount of employment land available outside KIBAs. The Council will attempt to address this indicator more thoroughly in future.	Retain 59.73 hectares of designated employment land	59.73 hectares of land designated for employment use (KIBAs). No change to KIBA designations in 2005-6.	
COI 1e – Losses of employment land in (i) employment areas (ii) local authority areas	Losses through approvals have been calculated from data in Lambeth's planning database. At present, the Council does not hold comprehensive completions data for non-residential development	Insufficient baseline data to set targets.	(i) Gross loss of 0.47ha of employment land through approvals in KIBAs (ii) Gross loss of 9.66ha of employment land through approvals across Lambeth	n/a

Indicator	Explanation of approach	Target	Key results 2006-7	
COI 1f – Amount of employment land lost to residential development	Data on major completions involving loss of to residential development are available through the residential development pipeline.	No target has been set as no baseline information is available from previous years.	<ul style="list-style-type: none"> <li>0.2ha employment land lost through major completions in KIBAs</li> <li>2.1ha employment land lost through major completions across Lambeth</li> </ul>	n/a
COI 2a Housing Trajectory	Data are available to show how Lambeth will meet its housing targets up to the period 2017.	<ul style="list-style-type: none"> <li>RDUDP = 1,367 homes per annum.</li> <li>Proposed London Plan target = 1100 homes per annum</li> </ul>	1,288 net completions	
COI 2b % of dwellings on previously developed land	Data shows all residential development in 2006-7 has taken place on previously developed land.	100% of dwellings on previously developed land	100%	
COI 2c % of new dwellings at <30 dwellings per hectare, 30-50 dwellings per hectare and >50 dwellings per hectare	Information is sourced from Lambeth Planning database	80% of new residential development at densities of greater than 50 dwellings per hectare	<ul style="list-style-type: none"> <li>0.29% at &lt;30 dwellings per hectare</li> <li>4.01% at 30-50 dwellings per hectare</li> <li>95.7% &gt;50 dwellings per hectare</li> </ul>	
COI 2d Affordable housing completions	Information is sourced from Lambeth Planning database	40-50% of gross housing completions are affordable housing	<ul style="list-style-type: none"> <li>19% of net completions</li> <li>16% of gross completions</li> </ul>	
COI3a Amount of completed non-residential development within Use Classes A, B and D complying with car parking standards.	In the absence of comprehensive data showing the proportion of developments within UCOs A, B and D complying with parking standards, some examples of car parking provision for completed developments are provided. The Council will attempt to address this indicator more thoroughly in future.	Ensure that all development complies with parking standards in Replacement UDP.	No results	n/a
COI3b Amount of new residential development within 30 minutes public transport time of a GP, hospital, primary school, secondary school, employment area and major retail centre	Assessed using travel times by public transport provided by Transport for London website.	No target has been set as no baseline information is available.	All new developments within 30 minutes of a GP, primary school, secondary school and major retail centre.	n/a

Indicator	Explanation of approach	Target	Key results 2006-7	
COI 4a - Amount of completed retail, office and leisure development	For all non-residential use-classes, figures are derived from planning approvals as comprehensive completions data are not currently available.	Annual A1 retail provision of 2000 – 2500 m <sup>2</sup> Targets for other use classes have not been set as there are insufficient baseline data	<ul style="list-style-type: none"> <li>net gain of 6947m<sup>2</sup> A1 floor-space through approvals</li> <li>net gain of 1946m<sup>2</sup> A2 floor-space through approvals</li> <li>net gain of 2101m<sup>2</sup> D2 floor-space through approvals</li> <li>net gain of 48,498 B1 floor-space through approvals</li> </ul>	
COI 4b Amount of completed retail, office and leisure development in town centres	For all non-residential use-classes, figures are derived from planning approvals as comprehensive completions data are not currently available. Data for town centres only relates to the five largest town centres in the borough, and excludes the six smallest district centres.	<ul style="list-style-type: none"> <li>Retail and leisure: 70% of new floorspace occurs in town centres</li> <li>Office: no net loss of B1 floorspace in Brixton town centre</li> </ul>	<ul style="list-style-type: none"> <li>net loss of 196m<sup>2</sup> A1 floor-space through approvals</li> <li>net gain of 1946m<sup>2</sup> A2 floor-space through approvals</li> <li>net gain of 227m<sup>2</sup> D2 floor-space through approvals</li> <li>net gain of 18m<sup>2</sup> B1 floor-space through approvals</li> <li>Figures not available for completions of retail, office and leisure development within town centres</li> </ul>	
COI 4c – Eligible open space for Green Flag Award	Parks department submit applications for the boroughs open spaces	2 submissions per year to Green Flag Award	Submissions for Milkwood Road Community Open Space and Vauxhall Park	
COI 5a – Production of primary land won aggregates	Not applicable to Lambeth – no aggregate production			
COI 5b – Production of secondary/recycled aggregates	Not applicable to Lambeth– no aggregate production			
COI 6a –Capacity of new waste management facilities by type	This COI is quantified with anecdotal evidence as Council does not have available statistical data.	No net loss of waste management capacity	No known loss of waste sites or capacity	
COI 6b – Amount of municipal waste arising and managed by management type and the % each management type represents of the waste managed.	This information is sourced with data from the Council's Environment Department which sets out household, commercial, industrial and total municipal waste and how this waste was managed (e.g. recycling, landfill etc).	21% household waste recovery	<ul style="list-style-type: none"> <li>23.1% of household waste was recycled or composted</li> </ul>	

Indicator	Explanation of approach	Target	Key results 2006-7	
COI 7 – Number of permissions granted contrary to EA advice (on flood defence or water quality grounds)	Information is sourced from the Environment Agency	0	0	
COI 8i – change in priority habitats and species	Statistical data is not available. Anecdotal evidence and information from biodiversity Action Plan is used.	No detrimental change	No known detrimental change	
COI 8ii – change in areas of environmental value	Statistical data is not available. Anecdotal evidence and information from biodiversity Action Plan is used.	No detrimental change	No known detrimental change	
COI 9 Renewable energy capacity installed	This COI is quantified with anecdotal evidence, although this is not sufficient to report in relation to the target. Monitoring database to be developed over the coming years to enable monitoring of figures in conjunction with colleagues in Building Control	75% of major developments provide 10% of energy needs from renewable sources	<ul style="list-style-type: none"> <li>20kW renewable energy capacity installed</li> <li>It is not currently possible to measure performance against the target</li> </ul>	n/a
<b>Local Output Indicators</b>				
LOI 1 – Proportion of appeals allowed	Sourced from Lambeth Planning database	34% of appeals allowed	37.5% of appeals allowed	
LOI 2 – Proportion of completed homes with 3 or more bedrooms	Sourced from Lambeth Planning database	To be established from the updated Housing Needs Survey	15% of completed dwellings had 3 or more bedrooms	n/a
LOI 3 – Road traffic casualty rates	Data sourced from Transport Division	Reduction in casualty rates	<ul style="list-style-type: none"> <li>38% overall reduction since 1994-1998 average</li> <li>slight casualties have decreased by 43% since 1994-1998 average</li> </ul>	
LOI 4 – Number of persons using underground stations	Data sourced from Transport Division	Increase in number of persons using underground stations	9% increase 2004 to 2006	
LOI 5 – School travel	Data on number of schools with travel plans are available. School survey January 2007 provided data on travel mode.	30% increase in children walking or cycling to school 2002-2017	<ul style="list-style-type: none"> <li>30 new school travel plans agreed</li> <li>60 schools in the borough with School Travel Plans (70%)</li> <li>57.7% walk and 1.2% cycle to school</li> </ul>	n/a
LOI 6 – Proportion of major office developments in preferred locations	Data based on Council records and anecdotal knowledge	75% of major office floorspace situated in preferred locations	100% of approved major office developments were in preferred locations	
LOI 7 – Retail vacancy levels in the core of town centres	Vacancy rates drawn from Experian/GOAD data for 2006.	20% reduction in vacant floorspace in cores of town centres by 2017	Overall vacancy rate of 7.5% in the five largest town centres in 2006	

Indicator	Explanation of approach	Target	Key results 2006-7	
LOI 8 – unrestricted open space per 1000 persons	Data sourced from the open space strategy 2004 and updated from the Parks division / Planning division (applications on open space)	No net loss of open space	<ul style="list-style-type: none"> <li>• no net loss of open space</li> <li>• 1.54 hectares unrestricted open space per 1000 persons</li> </ul>	
LOI 9 – Satisfaction with parks	Residents survey is carried out every two years via Corporate Services	60% (target set by Parks Department)	76% satisfaction	
LOI 10 – Fear of crime	Residents survey is carried out every two years via Corporate Services	75% of residents feel safe	<ul style="list-style-type: none"> <li>• 83% feel safe during the day</li> <li>• 50% feel safe after dark</li> </ul>	
LOI 11 – Number of listed buildings, changes to and buildings on the 'at Risk' register	Data taken for Planning Division records	Reduction in listed buildings on at risk register	<ul style="list-style-type: none"> <li>• 2,500 listed buildings in total</li> <li>• 1 listed building added and none removed</li> <li>• 20 listed buildings on the at risk register</li> </ul>	
LOI 12 – Number of conservation areas with up to date character appraisals	Data taken for Planning Division records	35% up to date character appraisals by 2008-9	10 (17%) conservation areas with up to date character appraisals	

## Appendix 2 – Land Use Class Definitions

Use Class	General description
A1	Retail shops
A2	Financial and professional services eg banks and employment agencies
A3	Restaurants and cafes
A4	Drinking establishments eg pubs and bars
A5	Hot food take aways
B1	Offices not included within A2 (B1a), research and development (B1b) and light industry (B1c)
B2	General industry eg manufacturing
B8	Warehouses, storage and distribution
C1	Hotels, bed & breakfast and guesthouses
C2	Residential institutions eg nursing homes and boarding schools
C3	Dwellings
D1	Non-residential institutions eg schools, churches, libraries
D2	Assembly and leisure eg sports halls, cinemas, gymnasiums
Sui Generis	Uses not included in one of the use classes above eg petrol filling stations, motor vehicle sales, nightclubs



**For further information contact:**  
**Lambeth Council Planning Service**  
Phoenix House  
10 Wandsworth Road  
London  
SW8 2LL

Email : [PlanningPolicy@lambeth.gov.uk](mailto:PlanningPolicy@lambeth.gov.uk)  
Web : [www.lambeth.gov.uk/Planning](http://www.lambeth.gov.uk/Planning)

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হলে অনুগ্রহ করে ফোন করুন **020 7926 1180**

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ẹ kàn wà l'ágogo **020 7926 1180**