

Annual Monitoring Report 2005

LDF ANNUAL MONITORING REPORT 2005

LB HAMMERSMITH & FULHAM

Environment Department
London Borough of Hammersmith & Fulham
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1. EXECUTIVE SUMMARY

This is the first LDF Annual Monitoring report produced for LB Hammersmith & Fulham, as required by ODPM.

It primarily consists of

- a statement about the timetable and milestones for the preparation of documents set out in the local development scheme
- an evaluation of the council's performance in relation to core indicators as defined by ODPM
- an evaluation of the council's performance in relation to key regional indicators as set out in the 2005 AMR of the Greater London Authority
- an evaluation of the council's performance in relation to key policies in the adopted 2003 UDP (local indicators)

In respect of progress in maintaining the timetable for preparation of LDF documents, the key milestones have been met and the council is not envisaging significant variation when it publishes a revised LDS in 2006.

A summary of the council's performance against 18 mandatory core indicators specified in ODPM Guidance is as follows:

<i>Topic</i>		<i>Indicator</i>	<i>Outcome for LBHF</i>
Business Development	1a	Amount of land developed for employment by type	9154 m2 of employment floorspace completed 2004-5 on 1.03 ha of land area
	1b	Amount of land developed for employment by type which is in development and/ or regeneration areas defined in LDF	8657 m2 of floorspace on 0.92 ha of land area
	1c	% of 1a by type which is on previously developed land	100%
	1d	Employment land supply by type	22 ha, including land awaiting development as mixed use schemes including a significant non-employment component
	1e	Losses of employment land in (i) development/ regeneration areas and (ii) local authority area	1.25 ha lost 2004-5 including 1.1 ha within Employment Zones
	1f	Amount of employment land lost to residential development	1.25 ha lost to residential development
Housing	2a	Housing Trajectory	Over the 18 year trajectory period there is forecast to be a surplus of 207 dwellings provision over the target figure
	2b	% of new and converted dwellings on previously developed land	100%
	2c	% of new dwellings completed at: (i) Less than 30 dwlgs per ha (ii) 30-50 dwlgs per ha (iii) over 50 dwlgs per ha	100% of completions are at over 50 dwellings per hectare

	2d	Affordable housing completions	232 net affordable units completed 2004-5 (273 gross)
Transport	3a	% of completed non-residential development complying with car parking standards set out in the LDF	Of 10 schemes completed, one was part of a larger development, 3 were permitted as policy exceptions and 6 were in accordance with policy
	3b	% of new residential development within 30 minutes public transport time of a GP, hospital, primary and secondary school, employment and a major health centre	All new developments are within 30 minutes public transport time of the prescribed amenities
Local Services	4a	Amount of completed retail, office and leisure development	8999 m2 of B1, 2623 m2 of A1/A3, and a net loss of 1617 m2 of D2
	4b	% of completed retail, office and leisure development in town centres	6% of B1, 10% of A1/A3, and all of the net loss in D2
	4c	% of eligible open spaces managed to green flag award standard	None have the green flag award as yet but two parks are managed to a standard where green flag could be achieved
Flood Protection and Water Quality	7	No of planning permissions granted contrary to the advice of the Environment Agency on either flood defence grounds or water quality	None
Biodiversity	8	Change in areas and populations of biodiversity importance, including: (i) change in priority habitats and species (by type) (ii) change in areas designated for their intrinsic environmental value including sites of international, national, regional or sub regional significance	No significant cases
Renewable Energy	9	Renewable energy capacity installed by type	No renewable energy capacity installed. The council will seek to identify locations in the future

In respect of progress in maintaining the timetable for preparation of LDF documents, the key milestones have been met and the council is not envisaging significant variation when it publishes a revised LDS in 2006.

Monitoring of how well UDP policies have been working, together with consideration of changes in national or regional policy, has assisted in identifying a number of issues facing the borough. Indeed, the findings of the UDP monitoring report and the AMR have contributed to the preparation of an LDF Planning Issues and Options document which is the subject of ongoing public consultation scheduled to end on 13 January 2006. It is expected that the AMR, including its annual reviews, will continue to assist in the identification of issues and that it will be an important background document in the preparation of preferred options for LDF documents.

It is clear that some policies in the UDP, in particular that on residential density, need review in the light of recent Government policy and adopted London Plan policy.

The evaluation of the effectiveness of UDP policies and the planning context within which they operate has led the council to prepare four supplementary planning documents (SPDs) for UDP policies in advance of development plan documents (on affordable housing, planning obligations, access for disabled people and energy). Consultation on these documents ended on 9 December 2005 and representations are currently being assessed. It is considered important for these SPDs to be adopted as soon as possible so that the relevant policies within the UDP may be clarified where necessary and implemented effectively in the context of changing national and regional policy advice.

2. INTRODUCTION

Section 35 of the Planning and Compulsory Purchase Act 2004 requires every planning authority to make an annual report to the Secretary of State containing the information on the implementation of the local development Scheme (LDS) and the extent to which the policies set out in the Local Development documents are being achieved. Further details of this requirement are set out in Regulation 48 of the Town and Country Planning (Local Development) (England) Regulations 2004. Guidance is contained within PPS12 (ODPM 2004) and Local Development Framework Monitoring: A Good Practice Guide (ODPM 2005) together with subsequent clarification on indicators issued by ODPM.

This is the first LDF Annual Monitoring Report produced for Hammersmith & Fulham. It follows the advice issued in the above-mentioned documents.

The guidance on the key principles to be borne in mind in the AMR refers to the following:

- (a) making use of existing information, but this information should be more comprehensive than has traditionally been the case with development plans.
- (b) be consistent with national and regional monitoring. Local targets should relate to national and regional ones. With reference to the latter, this report comments on the Borough in relation to indicators set out in the GLA London Plan Annual Monitoring Report (2005).
- (c) set objectives, policies, targets and indicators.
- (d) take account of the monitoring needs of sustainability appraisal and strategic environmental assessment.
- (e) link with the Community Strategy.

The AMR should consider:

- (a) whether the timetable and milestones for the preparation of documents set out in the LDS are being met and if not, why not

- (b) whether policies and related targets in local development documents are being met and if not, why not
- (c) whether policies need changing because they are not working as intended
- (d) what impact policies are having in relation to national and regional targets and what policies need changing to reflect changes in national and regional policies
- (e) what significant effects implementation of policies is having on sustainability

The hierarchy of indicators set out in this document is:

- **Core Indicators** set by ODPM in the advice documents. There are 18 of these.
- **Contextual Indicators** drawn from national guidance or other local strategies such as the Community Strategy
- **Regional Indicators**, drawn from the GLA London Plan Annual Monitoring Report (2005). Of these, 16 are quoted in this report.
- **Local Indicators** which measure the Council's performance against key policies in the adopted Unitary Development Plan. Of these, 20 are quoted in this report.

Advice on AMRs states that the relevant monitoring period for this first report is the year 2004-5. Data produced in relation to the Core Indicators cover this period, but data for the Local Indicators have been produced for a longer period, covering the period since adoption of the UDP (August 2003) up to the end of March 2005.

In view of advice on the length of the AMR and the number of indicators within it, both the regional and local indicators are a selective list or key ones. Regional indicators are omitted if, for example, they only apply to the region rather than locally, or if there is no local data available.

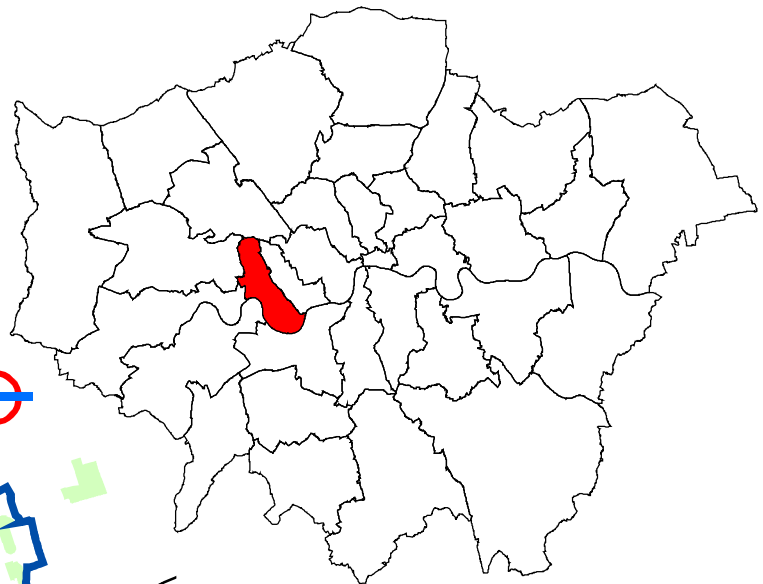
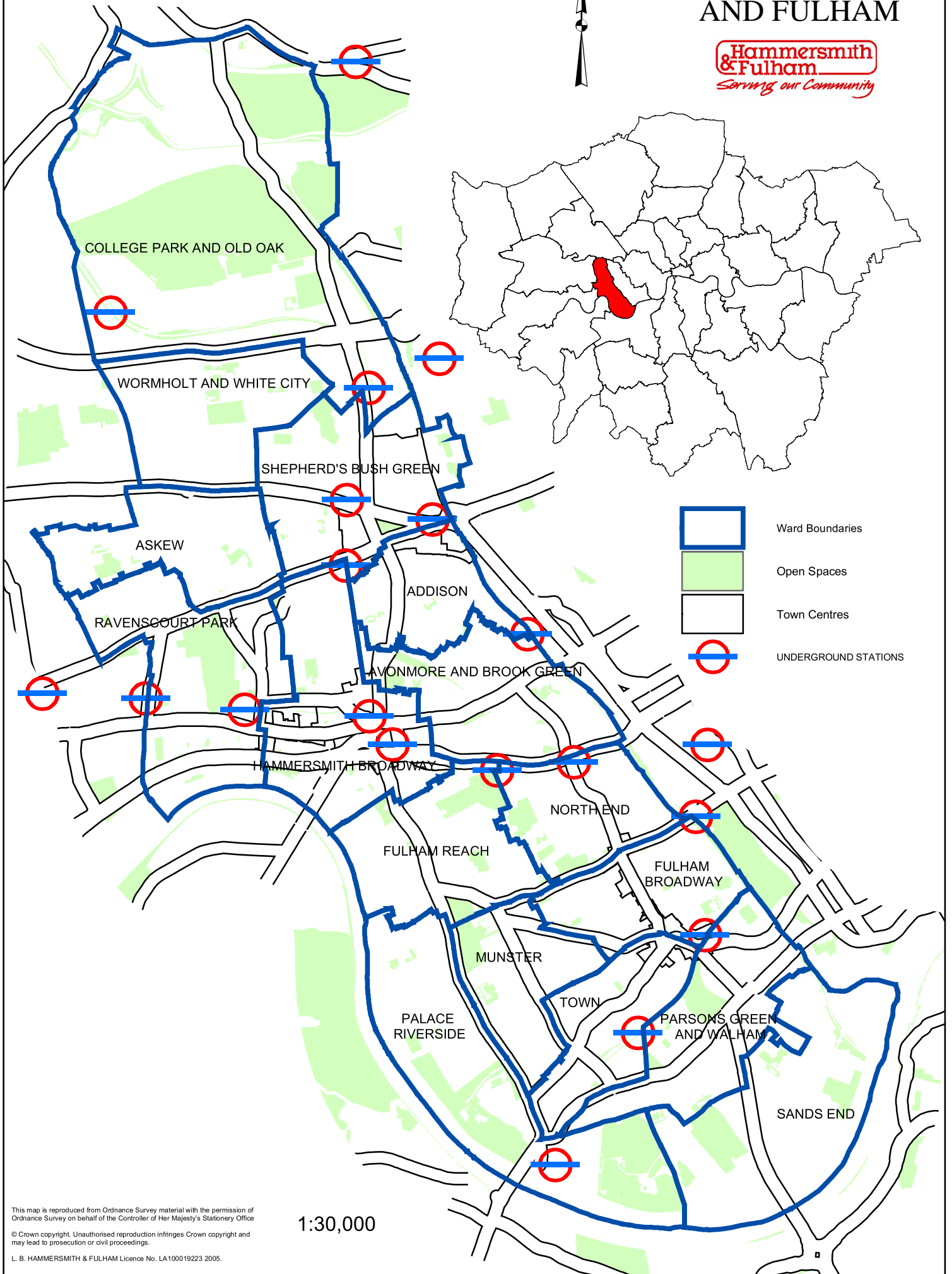
A variety of data sources is used to provide information in relation to indicators. These include:





- analysis of planning decisions
- analysis of appeal inspectors' reports
- development monitoring
- Census data
- Other ad hoc local survey data (such as the council's Land Use Survey)

In some cases the details of planning decisions are described in the report. These are very much summaries and especially where Inspectors' reports are concerned, the full Inspectors' reports should be consulted to obtain the overall context.

General Features and the location of the Borough within London

LONDON BOROUGH OF HAMMERSMITH AND FULHAM



-  Ward Boundaries
-  Open Spaces
-  Town Centres
-  UNDERGROUND STATIONS

1:30,000

3. THE BOROUGH IN CONTEXT

The Borough of Hammersmith & Fulham is situated on the western edge of Inner London in a strategic location on the transport routes between the City and Heathrow. In geographical area it measures 1,641 hectares, or 6.34 square miles and its population, which is gradually increasing, is 176,800 (mid-2004). At 2001, 100,000 people worked within the Borough boundaries.

The Borough exhibits many of the trends and issues common to other Inner City locations. A relatively high proportion of the population consists of mobile single people or couples without children. However, there are also many families with children and there is a great need to maintain good quality parks and other amenities within close access.

Many of the traditional manufacturing activities of this part of London have left, with a consequent loss of manual jobs. Unemployment has been high, though it has been declining in recent years. Much of the housing stock was built in the nineteenth century and much still needs extensive repair. Large, older council estates sometimes suffer from poor environments which exacerbate the social and economic difficulties of many of those who live there. The Council has done much to improve living conditions, but there is more to do.

Overall, the Borough had the third highest population density of any local authority in 2001 (101 persons per hectare). In addition, some of the busiest road junctions in London are located within the Borough and it suffers disproportionately from the effects of through traffic. In 2000 the whole Borough was designated an Air Quality Management Area.

The borough is ranked as the 42nd most deprived local authority in the country.

There are three Town Centres in the Borough (Hammersmith, Shepherd's Bush and Fulham), which are the main shopping centres, but also important employment areas. The largest employer in the Borough is the BBC, based in Wood Lane and which is currently undergoing an expansion of its complex there.

There are two major development sites of sub-regional significance currently under construction. At White City there is to be a major mixed use retail and leisure development, coupled with public transport improvements (a new bus station and two new railway stations) while at Imperial Wharf some 1,665 new homes are being built as part of a mixed use scheme also including provision of a local park.

In addition, the White City Opportunity Area, which takes in the new shopping development, and extends to the north of it along Wood Lane, is the subject of an ongoing master planning exercise and will be the location for a very large mixed use development.

The Borough has a population of very mixed origins. Almost one in four are of Black or Asian ethnic origin, and 5% are of Irish origin. The Borough's school children speak some 98 languages.

The Borough's strategic location especially with good links to Heathrow, and its advantage of extensive public transport accessibility has led to Hammersmith town centre becoming a significant sub-regional office centre.

Another set of significant changes that have occurred has been to do with the composition of the population. Although the Borough is densely built up, it has some very attractive residential environments including buildings of historical interest and an extensive riverside boundary. Owner occupation expanded particularly in the 1970s and 1980s and was accompanied by considerable socio-economic change. A section of the population has clearly benefited from this, but at the same time another has seen little improvement in living conditions in recent years. The Borough is on the one hand among the leaders in average house prices within London but on the other hand is high in the national league table in measures of deprivation. The need for the Council to facilitate the provision of 'affordable' housing both for those on very low incomes and for 'key workers' is very important.

The Borough, then, is an area of contrasts, of wealth and poverty, and of attractive environments but also areas that need improvement.

4. PROGRESS AGAINST TIMETABLE AND MILESTONES FOR THE LDS

The council's Local Development Scheme was submitted to the Secretary of State on 23 March 2005 and came into effect from 1 June 2005. Although the first AMR covers the period from 1 April 2004 to 31 March 2005, it is considered appropriate to provide a review of the LDS programme up to December 2005.

The LDS set out a full programme of document preparation and consultation for 2005. Key milestones are set out below, together with a review of progress:

Document	LDS 2005 programme	Actual 2005 programme
Statement of Community Involvement	<ul style="list-style-type: none"> • Consultation on draft SCI June – July 2005 • Submission of SCI Oct 2005 • Representations on SCI Oct –Nov 2005 	<ul style="list-style-type: none"> • As per LDS programme, with following exception: • Representations on SCI Oct-Dec 2005
Supplementary Planning Documents* on affordable housing, planning obligations,	<ul style="list-style-type: none"> • Consultation on draft SPDs Sep – Oct 2005 	<ul style="list-style-type: none"> • Consultation Oct – Dec 2005

energy and access for disabled people		
Supplementary Planning Document on White City Opportunity Area	<ul style="list-style-type: none"> • Consultation on draft SPD within period Sep 2005 – Feb 2006 (provisional programme) 	<ul style="list-style-type: none"> • The programme is dependent on progress on the master plan being prepared by the landowners. This has not yet been completed so the programme is subject to review.
Conservation area character profiles	<ul style="list-style-type: none"> • Four profiles to be prepared during April 2005 – Mar 2006 	<ul style="list-style-type: none"> • Programme for preparing profiles as SPDs under review
Development Plan Documents, namely core strategy, generic development control policies, site allocations and proposals map	<ul style="list-style-type: none"> • Issues and options consultation Sep – Nov 2005 	<ul style="list-style-type: none"> • Issues and options consultation Oct 2005 – Jan 2006

* SPD on validation of Planning Applications was not progressed on the advice of the Secretary of State as this was considered not to be appropriate for SPD.

There has been little variation to the programme set out in the LDS. We consider that the key milestones in preparing documents have been met although there is slight variation in detailed timing. At this stage it is anticipated that the programmes for preparing DPDs will still be carried out in accordance with the timescales in the LDS. It will however be necessary to update the document to reflect the minor changes that in part are due to the council wanting to ensure thorough community engagement. In addition, the position regarding the White City Opportunity Area SPD requires review. In respect of the preparation of Conservation Area Character Profiles, the council will review whether these documents should be included in the LDS following recent advice from English Heritage and the Government Office for London.

5. ENVIRONMENT

Objective (UDP Policy G3)

The council seeks to conserve, protect and enhance the quality, character and identity of the Borough's built and open environment; and to address wider environmental issues such as the sustainability of development and growth, global warming, and resource and energy conservation, as far as possible through local land-use and transportation planning.

Contextual Indicators

Greenhouse emissions and water use

Across London, domestic water use has risen by 3.5% since 1998. Greenhouse gas emissions have fallen, however the trend may not be fast enough to meet national targets.
Source: LDF Sustainability Appraisal baseline data.

Waste arisings

Within the borough, the amount of waste collected per head of population has risen from 335kg in 2003/2005 to 352kg in 2004/2005.
Source: Hammersmith and Fulham Council's Corporate (Best Value) Performance Plan 2005/2006.

Recycling

The percentage of household waste recycled in the Borough has gone up from 7.7% in 2000 to 14% in 2003/4.
Source: Community Strategy update 2005

ODPM Core Indicator 4c; Local Services

Indicator

Percentage of eligible open spaces managed to green flag award standard

Outcome for Hammersmith & Fulham

There are currently no open spaces in the Borough hold green flag awards. However, the council considers that two parks, Ravenscourt and Bishops, are managed to a standard where green flag award could be achieved.

ODPM Core Indicator 7; Flood Protection and Water Quality

Indicator

Number of planning permissions granted contrary to the advice of the Environment Agency on either flood defence grounds or water quality

Outcome for Hammersmith & Fulham

There were no cases in this category. Two cases were initially objected to by EA on flood risk grounds but objections were withdrawn on submission of a Flood Risk Assessment.

ODPM Core Indicator 8; Biodiversity

Indicator

Change in areas and populations of biodiversity importance, including:

- (i) change in priority habitats and species (by type)
- (ii) change in areas designated for their intrinsic environmental value including sites of international, national, regional or sub regional significance

Outcome for Hammersmith & Fulham

Systematic surveys are not carried out at present, but there have been no significant changes except for the loss of site B1.3 (the White City woodland) (0.8ha) to the White City development. However this is due to be compensated by the provision of new wildlife habitat at the very southern margin of the redevelopment.

ODPM Core Indicator 9; Renewable Energy

Indicator

Renewable energy capacity installed by type

Outcome for Hammersmith & Fulham

There was no renewable energy capacity installed in borough during monitoring period.

The Council will seek to identify locations in the future.

Regional Indicators from the London Plan AMR

Key Performance Indicator 1

Increasing the proportion of development taking place on previously developed land

Target

A minimum 5% improvement over each 5 year period

Comment

100% of development in the Borough takes place on previously developed land.

Key Performance Indicator 3

Protection of open space

Target

No net loss of open space designated for protection in UDPs due to new development.

Comment

This covered in the local indicator relating to policy EN22 below.

Key Performance Indicator 18

Protection of biodiversity habitat

Target

No net loss of designated Sites of Importance for Nature Conservation over the Plan period.

Comment

UDP Site B1.3: the White City woodland (0.8ha) has been lost to the White City development but is due to be compensated by the provision of new wildlife habitat at the very southern margin of the redevelopment.

Key Performance Indicator 19

Increase in household waste recycled or composted

Target

At least 25% by 2005: at least 30% by 2010: at least 33% by 2015

Comment

In 2004-05 the pre-audited rate was 19.59%. The current rate is calculated as 21.12%.

Key Performance Indicator 20

Increase in household waste recycled or composted

Target

Achievement of quantified requirement for waste treatment facilities (once established in SRDFs)

Comment

The SRDF for West London has yet to be finalised by the GLA.

Key Performance Indicator 24

Ensure a sustainable approach to flood management

Target

No net loss of functional flood plain

Comment

There has been no net loss.

Key Performance Indicator 25

Protecting and improving London's heritage and public realm

Target

Reduction in the proportion of buildings at risk as a percentage of the total number of listed buildings in London

Comment

The number and proportion of buildings at risk in Hammersmith & Fulham remained constant in 2004-5 but is expected to fall in the near future.

LOCAL INDICATORS: ENVIRONMENT

UDP Policy EN22: Public Open Land and Other Green Space of Borough-wide Importance

Purpose

To prevent the loss of public or private open space of borough-wide importance identified on the Proposals Map.

Evaluation

Indicator: Net change in total area

Target: No net loss.

Achieved: Approval for loss of 1,210m² of designated open space.

There has been one case where loss of designated open space has been allowed. This related to land formerly part of the Burlington Danes School playing fields at Du Cane Road. The loss of approximately 1,210m² of open space was permitted to allow the development of healthcare and research

laboratories. This open space had for some time been fenced off and not used as part of the playing fields¹. The principle of development of the land had been established by a planning permission in 1999.

Planning permission was granted to the extension of North Lodge within the Hammersmith Cemetery. A condition was added to the consent removing any permitted development rights in association with the dwelling in order to ensure that the open space is not encroached upon in the future.

Permission was granted for proposals for environmental works at Little Wormwood Scrubs (including new landscaping, paths, pavilion, performance shelter, park furniture, all-weather court and new play areas) and Burlington Danes School (floodlighting and new courts) as these were not seen as detrimental to the open character and function of these spaces or their contribution to biodiversity and visual amenity.

UDP Policy EN22X: Public and Private Open Land of Local Importance

Purpose

To prevent the loss of public or private open space which is not identified on the Proposals Map, but has local importance for its open character, or as a sport, leisure or recreational facility, or for its contribution to biodiversity or visual amenity. Development of such land is only permitted where it is needed to meet other qualitative economic and social objectives of the UDP and replacement open space is provided.

Evaluation

Indicator: Net change in total area

Target: No net loss.

Achieved: Approval for loss of 2,150m² of open space. (5,636m² of new space approved (see discussion under Policy EN23))

There were 5 applications in which policy EN22X was used to assess the appropriateness of the loss of open space not designated on the proposals map. The loss of open space was permitted for 4 of the applications:

- 1,510m² of garden land was permitted to be developed to allow for a new residential care home at 49 Queen Caroline Street;
- Approximately 360m² of open space along the Fulham Palace Road frontage of Charing Cross Hospital was approved to be lost to allow the development of a cancer-care drop in centre;
- 150m² of playground at Phoenix High School was permitted to be lost as part of the development of a new swimming pool;

¹ The planning assessment of the proposal provides further justification by stating that additional open space (approx. 3,500m²) was created on the school site as a result of the demolition of a redundant school building adjoining the playing fields (case 1998/02392). However this is offset by a loss of 0.67ha of open space to allow development of the new Wood Lane High School (1997/0139).

- 138m² (16%) of playground at St James' Independent School was approved to be lost to allow an extension to the school.

Each of these schemes was seen as providing a community benefit which outweighed the loss of the open space. In addition, previous permissions at Charing Cross Hospital and St James' School were seen as establishing the principle of the development of the open space. Both the Charing Cross Hospital and St James' schemes provide some replacement open space.

A fifth application for the enclosure of open land along the A4 for the private use of an adjoining property was refused as it was considered that this land contributed to visual amenity along the A4 corridor.

During the reporting period, approval was also granted to the development of 12,260m² of vacant land along at 8-110 Westway for affordable housing. No assessment of the scheme against Policy EN22X was made, because planning permissions for similar schemes on the site already existed and the land was previously in residential use prior to 1997 when the housing was demolished to make way for a road widening scheme that was subsequently abandoned.

It should be noted that an audit of open spaces within the borough was undertaken early in 2005 and all open spaces (both public and private, green and paved) above 1,000m² have been identified and mapped. This will aid future monitoring and guide assessments of planning proposals involving the loss of open space, and will feed into the development of revised open space policies in the forthcoming LDF.

UDP Policy EN23: New Open Space Provision in Connection with Development

Purpose

To require all new development to provide amenity space to meet the needs of its occupiers and users. On-site provision is sought, however in certain circumstances it may be as a contribution to off-site provision. Standards for open space provision in residential development are provided. The policy also seeks to increase open space beyond that needed by a development in certain locations, such as areas of open space deficiency.

Evaluation

Indicator: Net increase in total area of open space.

Target: No specific target.

Achieved: 300m² of public open space approved. Communal/ private open space approved in residential development, meets or exceeds UDP standards.

There were three planning applications which were assessed against policy EN23. All of these were residential development and in all cases the UDP standard was met or exceeded.

The affordable housing scheme approved at 8-110 Westway will include 2,350m² of communal amenity space (2,053m² required by the UDP), in addition to 1,000m² of amenity space in the form of winter gardens.

Another affordable housing scheme was approved in Shepherds Bush adjoining the White City Centre development. This scheme provides amenity space which satisfies the UDP standards and includes approximately 1,700m² of communal open space.

In addition to the above, an extra 55m² of communal open space was created at Alice Gilliatt Court through demolition of redundant sheds.

No new amenity space is to be provided in the approved residential care home development at 49 Queen Caroline Street. The residents will have access to over 700m² of existing amenity space (including 400m² of garden on the neighbouring site) which is considered to be an acceptable level of provision.

With respect to new public open space provision, the scheme at 8-110 Westway will provide 300m² of public open space at the junction of Hilary Road with the Westway.

A total of 5,336m² of public open space is also included in the proposed development of the Lots Road Power Station site. This provision was assessed as being satisfactory by Council officers, however the proposal was subsequently called in by the Secretary of State and has been subject to a public inquiry. A decision is expected towards the end of the year (2005). The Lots Road scheme also includes 4,258m² of private and communal amenity areas. This does not meet the UDP standard, but was considered acceptable given the amenity benefits of the riverside location and the provision of public open space.

There have been planning applications for which no assessment against Policy EN23 was undertaken, particularly non-residential schemes, which would also generate a need for open space. An example where no open space was provided is the healthcare and research laboratories development on the former Burlington Danes School grounds at Du Cane Road. However, in this case an assessment was done against EN22.

The lack of application of EN23 will be assessed to see whether there is a need to review policy guidance or standards relating to non-residential development.

UDP Policy EN23B: Children's Play Areas

Purpose

To protect existing children's playspace and requires the provision of new equipped play areas in residential flat development on sites greater than 0.2ha and which include accommodation for 10 or more children. On-site provision is sought, however in certain circumstances off-site provision, or contributions to off-site provision, will be accepted.

Evaluation

Indicator: Net increase in number of play areas meeting NPFA standards.

Target: No net loss of play areas and increase in accordance with policy.

Achieved: Playgrounds provided in some residential developments, but not all.

A play area is included as part of the affordable housing development at 8-110 Westway.

The Lots Road Power Station site development includes a public playground of 144m².

No playground is included as part of the White City Centre affordable housing scheme, even though the development meets the UDP threshold for provision.

There has been an inconsistent application of policy EN23B. There is also a contradiction between the monitoring target of increasing the number of playgrounds meeting NPFA standards (which must be over 400m²) and the Strategic Planning Guidance which suggests provision of just 150m² for developments accommodating more than 100 children.

6. TRANSPORTATION AND ACCESSIBILITY

Objectives (UDP Policy G4)

1. Development will be guided to locations that minimise the need to travel, and will be required to incorporate access arrangements that encourage the use of sustainable modes of travel and transport
2. The intensity of development will be related to accessibility by public transport, with new development expected to promote traffic restraint and reduction, so as to reduce congestion and air pollution and to avoid the need for increased road capacity.
3. Land use provision for improvements to the road network will only be made where necessary in the interests of traffic safety or maintaining the free flow of essential traffic.
4. The siting, design and layout of development will be required to provide:
 - Easy access by disabled people

- Safe, secure and direct access by pedestrians
 - Facilities to encourage travel to and from the development by cycling and other sustainable modes of travel and transport.
5. Measures will also be sought, in connection with development proposals, to:
- Secure necessary improvements to, and development of, public transport systems and services, including additional stations on the West London Line:
 - Ensure that road safety is not compromised and that the free flow of essential traffic is maintained:
 - Minimise vehicle parking demand both by controlling the amount of on-street parking provision and by securing the introduction of complementary parking controls and traffic management measures to control off-site parking:
 - To promote the use of rail and water for freight transport:
 - Protect residential areas and main shopping streets from the environmental impact of traffic generated by development proposals.

Contextual Indicators

Air Quality

Data collected from the Hammersmith Broadway monitoring station in 2003 indicated that the number of days (54) that air pollution (PM10 levels) was moderate or high exceeded the target (of 35 days in a year). This follows a fluctuating trend in air quality over the past few years.

Source: LDF Sustainability Appraisal baseline data

Accessibility of the Built Environment

In 2004/5, 34% of all council buildings open to the public were accessible to disabled people. This is higher than the London average of 29%.

Source: Hammersmith & Fulham Council's Corporate (Best Value) Performance Plan 2005/6

Disadvantaged groups

The elderly, very young, disabled and people on low incomes have higher levels of dependence on public transport, walking and cycling. In 2001, 14% of the population were identified as having a limiting long-term illness. 50% of households had incomes under £19,500. 10.5% of the population was over 65, while 6% was under 5. Over the coming years, the proportion of young children is expected to grow, while the numbers of elderly will decline.

Source: 2001 Census/ 2005 Round of GLA Demographic Projections

Travel modes

The proportion of people travelling to work by public transport (52%) and bike (5%) rose between 1991 and 2001. Over the same period, the proportion of people walking (12%) or using a private vehicle (21%) fell.

Source: 2001 Census.

Congestion

Data on traffic flow is available for a cross-section of roads in the borough. There was a 7% reduction in traffic levels in 2004, possibly due to the central London congestion charge.

Source: LDF Sustainability Appraisal baseline data.

In Hammersmith & Fulham 26% of residents think that the level of traffic congestion in their local area in the last 3 years has got better or stayed the same compared to 32% nationally.

Source: Audit Commission Quality of Life Indicators 2005

Road safety

Over the past decade there has been an overall reduction in the number of road accident casualties in the borough. Between 2003/2004 and 2004/2005, the number of people killed or seriously injured dropped by 8%. The number of minor injuries rose slightly by 1.5%.

Source: Hammersmith and Fulham Council's Corporate (Best Value) Performance Plan 2005/2006.

Public Transport

In Hammersmith & Fulham, 77% of residents think that for their local area, over the past three years, public transport has got better or stayed the same.

Source: Audit Commission Quality of Life Indicators 2005

ODPM Core Indicator 3a; Transport

Indicator

Percentage of completed non-residential development complying with car parking standards set out in the LDF

Outcome for Hammersmith & Fulham

Ten significant non-residential developments were completed in 2004-5 and Table 1 below states the parking provision.

The first two cases are parts of major schemes, one of which was permitted as an exception to the UDP, and where parking provision for the separate elements under consideration was not specified.

In two other cases parking provision was permitted contrary to usual policy, because of exceptional circumstances.

Table 1: Parking Provision in Significant Non-Residential Developments Completed 2004-5

Site	Class	Floorspace (m2)	Parking spaces	Comment
Imperial Wharf Blocks A1-A4	B1(a)	1,432	NS	The overall scheme was permitted as an exception in 2000. Parking not specified separately for this phase.
BBC Media Village, Wood Lane	B1(a)	6,394	NS	Parking not separately specified for retail element.
20 Fulham Broadway	B1(a)	545	0	Town Centre location; no extra parking provision thought to be in conformity with policy
67-71 Hammersmith Rd, 1-7/7a North End Rd	B1(a)	497	0	Change of use including car-free residential. Conforms to policy.
Site of Shell Petrol Filling Station, Wandsworth Bridge Rd, SW6	A1 B1(a) B8	300 130 155	3	UDP would normally allow 2 spaces; exceptional circumstances
Tesco Express, King St, W6	A1	334	8	UDP would normally allow 7 spaces; exceptional circumstances
Sainsbury, 164 Uxbridge Rd, W12	A1	275	0	Change of use of 80 m2 of office to retail. Conforms to policy.
Tesco Express, 112-114 North End Road, W14	A1	440	1	UDP normally permits more parking for this scale of development but the standards are maxima so less provision is acceptable
Lyric Theatre, King St, W6	D2	738	0	Town Centre: conforms to policy.
Galena House, 8-30 Galena Rd, W6	D1	2355	0	No change to existing 6 spaces; conforms to policy.

ODPM Core Indicator 3b; Transport

Indicator

% of new residential development within 30 minutes public transport time of a GP, hospital, primary and secondary school, areas of employment and a major retail centre

Outcome for Hammersmith & Fulham

All new residential developments completed during 2004/5 are within 30 minutes public transport travel time of these facilities (see Map). 'Major retail centre' is taken to mean the borough's three Town Centres. 'Areas of employment' refers to super output areas with 500 or more jobs within them. Journey times were checked via the London Transport Journey Planner in the TfL website.

Regional Indicators from the London Plan AMR

Key Performance Indicator 12

Achieve a reduced reliance on the private car and a more sustainable modal split for journeys.

Target

Use of public transport per head grows faster than use of the private car per head

Comment

Data is not available annually, but the longer term trend in commuting is shown in Table 2 which demonstrates the increased proportions of workers commuting into the Borough by public transport and the increased proportion of working Borough residents (which also increased in numbers) who commute by public transport either within the Borough or to places outside it. Conversely in both cases the proportions commuting by car decreased.

Table 2: Changes in the Proportion of People Commuting by Public Transport and By Car

	Year	Public transport	Car (driver or passenger)
% of working residents	1991	49	24
	2001	52	19
% of workers commuting in	1991	39	43
	2001	55	35

Sources: 2001 Census Tables KS15 and SWS103
1991 Census Tables WA5 and WB5

Key Performance Indicator 13

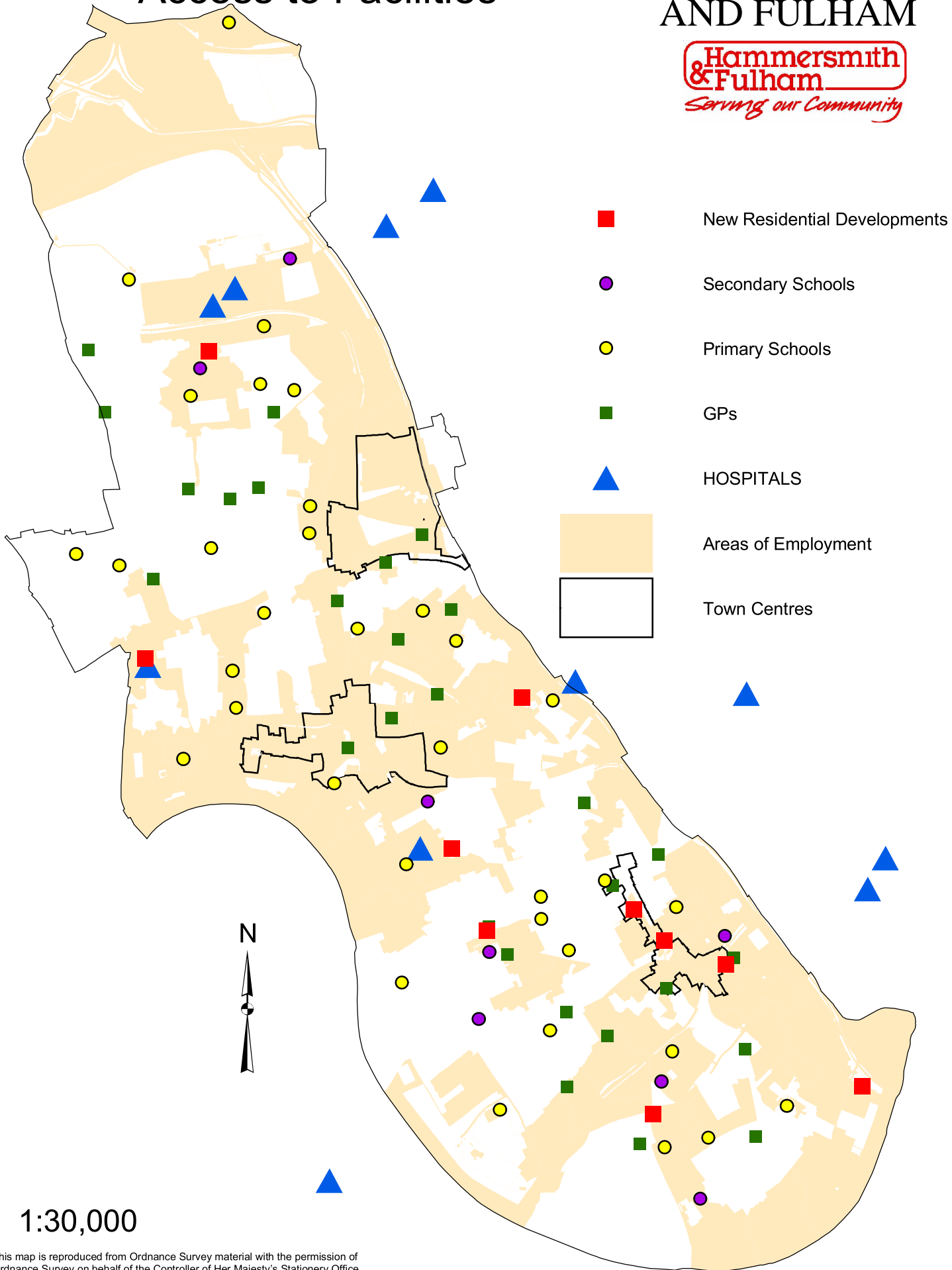
Achieve a reduced reliance on the private car and a more sustainable modal split for journeys.

Target

From 2001-2011, 15% reduction in traffic in the congestion charging zone, zero traffic growth in Inner London, and traffic growth in Outer London reduced to no more than 5%.

New Residential Developments Access to Facilities

LONDON BOROUGH OF
**HAMMERSMITH
AND FULHAM**



1:30,000

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0 0.5 1 2 Miles

Comment

TfL /GLA have subsequently adopted a target of 2% traffic reduction in Inner West London (of which Hammersmith & Fulham is a part), between 2001 and 2011, to balance planned growth in Inner East London. According to Department for Transport's National Road Traffic Survey, vehicle kilometres in Hammersmith and Fulham increased by 1.6% between 2001 and 2004. DfT survey includes TLRN (TfL) roads in the borough. Hammersmith & Fulham's own traffic counts show a 7.8% reduction in car traffic between 2003 and 2005.

Key Performance Indicator 15

Increase in public transport capacity

Target

A 50% increase in public transport capacity between 2001 and 2021, with interim increases to reflect Table 6A.2

Comment

No data on this is available at borough level

Key Performance Indicator 16

Increase in public transport capacity

Target

Regular assessment of the adequacy of transport capacity to support development in opportunity and intensification areas.

Comment

The Council carries this out as appropriate in relation to major development proposals and pre-application discussions, for example the White City Opportunity Area and Lots Road. New capacity is being achieved through two proposed new stations in relation to the White City development, and a new station proposed at Chelsea Harbour.

LOCAL INDICATORS: TRANSPORTATION AND ACCESSIBILITY

UDP Policy TN11A: Development and Road Traffic Reduction

Purpose

To reduce road traffic and to encourage trips by walking, cycling and public transport. Trips generated by new developments should be assessed in the context of the objectives of road traffic reduction.

Evaluation

Indicator : Number of Travel Plans produced

Target : No specific target as it depends on the nature of schemes coming forward

Achieved : 9 workplace Travel Plans

Since August 2003 9 workplace Travel Plans have been prepared in the borough as Section 106 agreements or planning conditions. In addition, a

School Travel Plan Co-ordinator was appointed in November 2004 and 3 school travel plans have been approved by Transport for London.

There were no appeals relating to this policy in the period.

UDP Policy TN13: Transport Impact Assessment

Purpose

Where a development is expected to generate more than a specific number of trips per day, or during peak hours, the council will require a Transport Impact Assessment to be submitted. The purpose of this is to help in assessing the contribution a development will have make to traffic generation, and whether there is spare capacity available on the public transport network to cope with the increased demand.

Evaluation

Indicator : Number of TIAs produced

Target : No specific target as it depends on the nature of schemes coming forward

Achieved : 7 TIAs

Between August 2003 and March 2004 seven Transport Impact Assessments have been produced; five for applications which were approved, one for an application which was refused, and one for an application which has been called in by the Secretary of State (Lots Road). There were no appeals relating to this policy in the period.

UDP Policy TN15: Vehicle Parking Standards / Policy S18: Provision of Car Parking

Purpose

To control off-street parking and to enforce waiting and loading restrictions, and to extend on-street parking controls to parts of the borough suffering parking stress.

Evaluation

Indicator : Net increase in parking provision permitted in residential and commercial schemes

Target : Parking standards

Achieved : Net increase of 259 parking spaces

There were 113 applications which referred to this policy between August 2003 and March 2004. 51 of these were refused. A net total of approximately 259 parking spaces were permitted in residential and commercial schemes as a result of this policy. There were no appeal decisions relating to this policy.

UDP Policy TN17: Public Transport Overall Policy

Purpose

To secure the adequate and appropriate provision of frequent, accessible, safe, reliable, regular and sustainable transport services. The council as part of its wider objectives to reduce road traffic whilst ensuring adequate accessibility will seek the maximum integration of public transport. A “seamless” public transport network is the ultimate objective to offer a realistic alternative to the convenience of the car.

Evaluation

Indicator : Extent of improvement in PTAL levels resulting from public transport improvements required as part of planning process.

Target : Gradual improvement, but no specific target as it depends on schemes coming forward

Achieved : Improvement in PTAL levels by an extended bus route and approval for a new station.

In January 2004 the 391 bus route was extended from Fulham Broadway to Sands End as the result of a Section 106 agreement for the Imperial Wharf development, increasing the Public Transport Accessibility Level in the area from 1 to 2. An approval in November 2004 for the erection of a new railway station on the West London Line will improve the PTAL in that area; similarly, the renewal of approval in June 2004 to a new station on the West London Line adjacent to Chelsea Village.

There were no appeal decisions relating to this policy.

7. HOUSING

Objectives (UDP Policy G5)

The quantity of the Borough’s housing stock will be increased and its quality improved, ensuring a choice of accommodation, including for those on low incomes or with special housing requirements, by:

- (a) requiring the retention of existing housing, making provision to meet the strategic dwelling requirement for the completion of at least 4950 dwellings between 1992 and 2006, and aiming to provide for the completion of some 1900 additional dwellings within the period to 2016;
- (b) requiring that new dwelling provision has regard to identified local needs in terms of size, type and affordability;
- (c) welcoming proposals for improvement of the existing housing stock and by protecting and enhancing the environmental quality of, and community facilities in, residential areas.

Contextual Indicators

Population

In 2001, 27% of all households were single non-pensioner households and 22% of households contained dependent children.

Source: 2001 Census.

The population is expected to grow by less than 1% between 2006 and 2021 but the number of households is expected to grow by 7.0%.

Source: 2005 Round of GLA Demographic Projections.

House affordability

Between 1998 and 2004 average household incomes increased by 35% while the average cost of a home in the borough increased by 180%.

Source: 1998 and 2003 Housing Need Surveys.

In 2005, the house price to income ratio was 4.96 compared to 4.13 nationally.

Source: Audit Commission Quality of Life Indicators 2005

Disadvantaged households

In 2003, 35% households in the borough had gross incomes below £10,000 (including non-housing benefits). 6.5% of households were single parent households with dependent children. 1.4% of people of working age were long-term unemployed.

Source: 2003 Housing Needs Survey and 2001 Census.

At the beginning of 2004, there were 1,873 homeless households accommodated by the borough, more than 3 times as many as in 1998. It was also estimated that 18% of households were in unsuitable accommodation, including 8% in overcrowded accommodation.

Source: 1998 and 2003 Housing Needs Surveys.

There is an estimated annual shortfall of 3,650 units of affordable housing in the borough.

Source: 2003 Housing Needs Survey.

ODPM Core Indicator 2a; Housing

Indicator

Housing trajectory

Outcome for Hammersmith & Fulham

The housing trajectory demonstrates how policies will deliver housing in the Borough in relation to the regional target. The trajectory period is prescribed in ODPM advice.

Firstly, Table 3 sets out actual housing completions from all conventional sources in the period 1999-2006 including a projection for 2005-6, by sector.

Table 3: Actual and Projected Net Dwelling Gain 1999-2006 by Tenure

Year	Total completed private dwellings	Total completed RSL dwellings	Total completed dwellings
1999-00	144	123	267
2000-01	40	120	160
2001-02	110	4	114
2002-03	115	11	126
2003-04	258	311	569
2004-05	205	232	437
2005-06	160	400	560

Source: LBHF monitoring

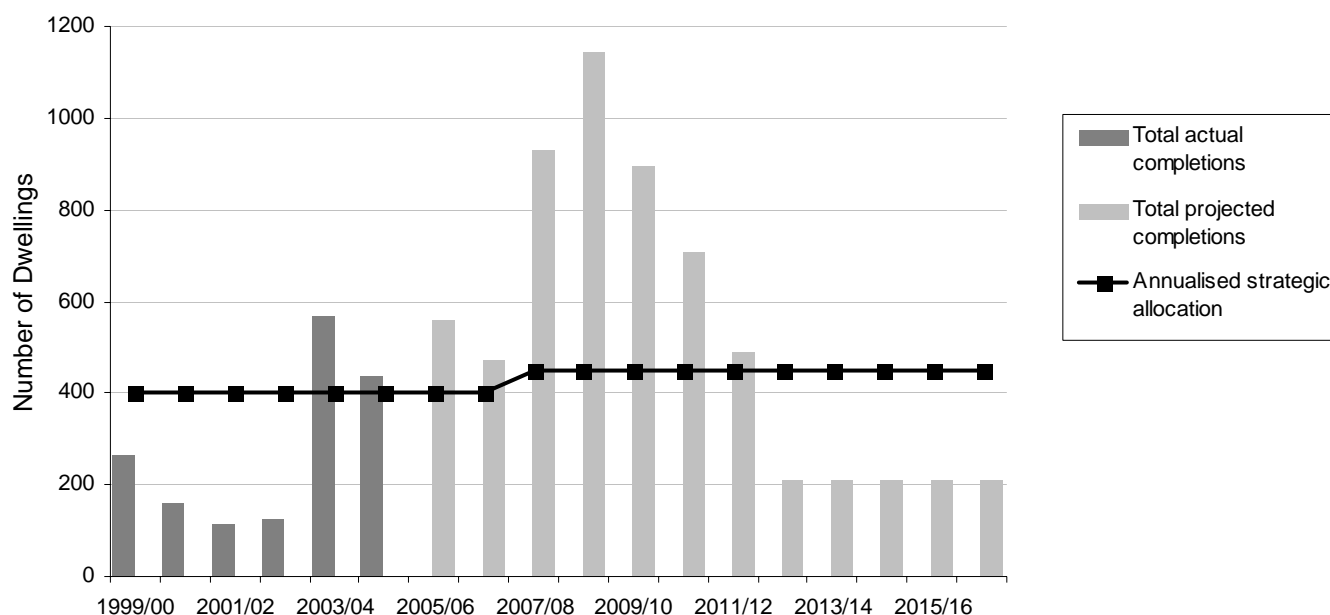
Table 4 sets out estimated dwelling completions between 2005 and 2017 based on

- large sites with planning approvals or otherwise firmly identified (see Table 5)
- data for future large sites, small sites, conversions and changes of use as built in to the GLA Housing Capacity Study 2004
- The total net additional dwelling requirement
- Net dwellings needed to meet the requirement each year

It is important to note that this table does not include any data on windfall gain assumptions. Windfalls are not included in the Housing Capacity Study, but rather an attempt is made to identify all large sites that may potentially arise. It will be noted that there are few gains from large sites identified from this study in the latter period of the LDF. This is likely to be unduly pessimistic.

The overall result of this calculation is that over the whole 18 year trajectory period there is a surplus of supply over and above targets of some 207 dwellings.

Fig. 1: Housing Trajectory



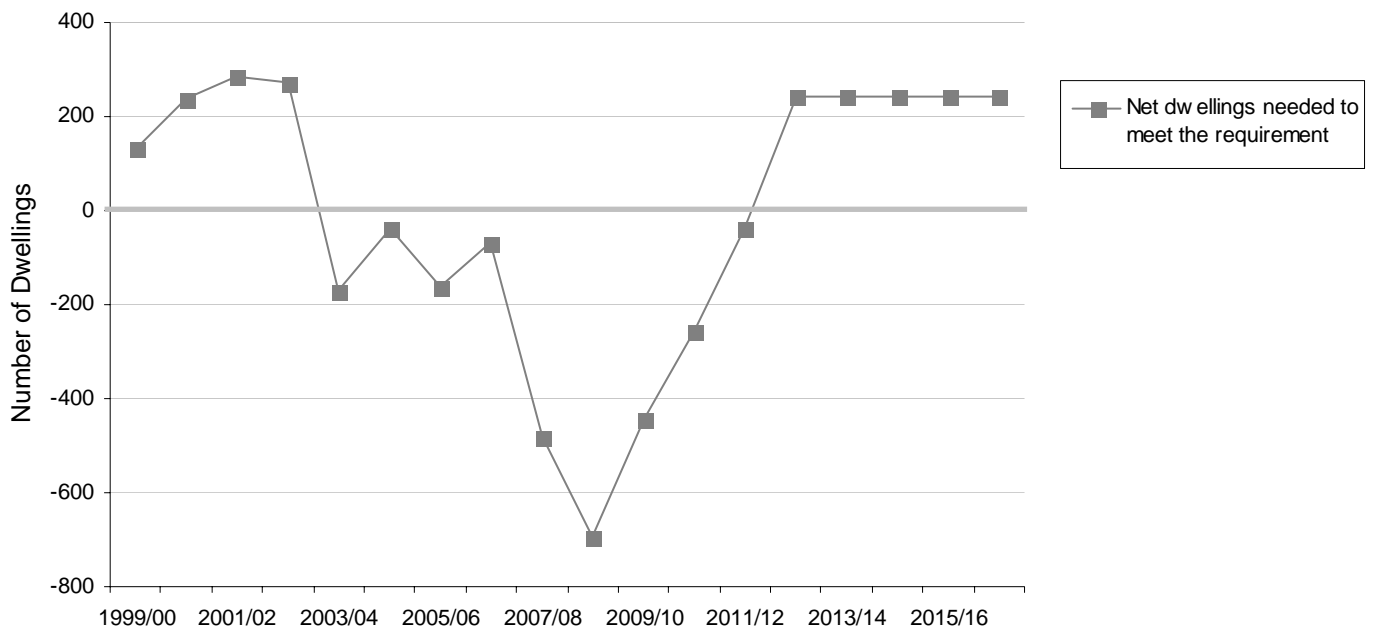


Table 4: Actual and Projected Net Dwelling Gain in Relation to Additional Dwelling Requirements 1999-2017

Year	Small site assumption	Large sites from Table 5	Vacants and non self containeds assumption	Total	Total Net Additional Dwelling Requirement	Net dwellings needed to meet the requirement
1999-00				267	400	133
2000-01				160	400	240
2001-02				114	400	286
2002-03				126	400	274
2003-04				569	400	-169
2004-05				437	400	-37
2005-06		519		560	400	-160
2006-07		430		470	400	-70
2007-08	131	742	56	929	450	-479
2008-09	131	955	56	1142	450	-692
2009-10	131	707	56	894	450	-444
2010-11	131	520	56	707	450	-257
2011-12	131	300	56	487	450	-37
2012-13	131	22	56	209	450	241
2013-14	131	22	56	209	450	241

2014-15	131	22	56	209	450	241
2015-16	131	22	56	209	450	241
2016-17	131	22	56	209	450	241
Totals				7,907	7,700	207

- Notes: (i) Annual dwelling requirement 1999-2007 is from the London Plan Table 3A.1
- (ii) Annual dwelling requirement 2007-2017 is from the London Plan Alterations, Pre-Consultation Notification for Boroughs
- (iii) Small site assumption is assumed net gain from new build small sites, conversions and changes of use totals. It is contained within the overall London Plan additional dwelling requirement and is based on the Housing Capacity Study
- (iv) Vacants and non self containeds are contained within the overall London Plan additional dwelling requirement and are based on the Housing Capacity Study

Table 5: Phasing Assumptions about Larger Schemes (Net Dwelling Gains)

Scheme	2005-6	2006-7	2007-8	2008-9	2009-10	2010-11	2011-12
RSL							
Imperial Wharf	27	120	120	120	120	120	
Burlington Danes	295						
392-8 Uxbridge Rd	46						
180 Westway	34						
9-127 Heathstan Rd			35				
Townmead Estate			59				
Pumping Station, Gt West Rd		25					
White City		78					
Westway Beacons			128				
Lots Road			92	92			
84-88 Fulham High St		27					
Hammersmith Embankment			12				
231-253 Wood Lane			31				
Larden Road				187	187		
White City Opp Area				195	195	195	195
Sub total (net)	402	250	477	594	502	315	195
Private							
Imperial Wharf	117	100	100	100	100	100	

Pumping Station		47					
Lots Road			90	91			
84-88 Fulham High St		18					
231-253 Wood Lane		15	15				
Larden Road			60	65			
White City Opp Area				105	105	105	105
Sub total (net)	117	180	265	361	205	205	105
Overall total	519	430	742	955	707	520	300

Note: All sites identified have planning permissions with the exception of White City Opportunity Area where an indicative target of 1200 net dwellings is identified in the London Plan. The number and allocation of units for this scheme in the above table is notional only, pending completion of the Master Plan and planning approval.

ODPM Core Indicator 2b; Housing

Indicator

Percentage of new and converted dwellings on previously developed land

Outcome for Hammersmith & Fulham

100% of all new and completed dwellings in Hammersmith & Fulham in 2004-5 were on previously developed land.

Contextual Indicators

Previously Developed Land

The national target is that by 2008, 60% of additional housing should be provided on previously developed land and through conversions of existing buildings.

Source: PPG3: Housing (para 23): DETR 2000

Density

Local planning authorities should encourage housing developments which make more efficient use of land (between 30 and 50 dwellings per hectare net).

Source: PPG3: Housing (para 58): DETR 2000

Existing population density in the Borough is 10,831 per km² compared to 1,324 per km² nationally.

Source: Audit Commission Quality of Life Indicators 2005

ODPM Core Indicator 2c; Housing

Indicator

% of new dwellings completed at:

- (iv) Less than 30 dwlgs per ha
- (v) 30-50 dwlgs per ha
- (vi) over 50 dwlgs per ha

Outcome for Hammersmith & Fulham

Table 6 shows that 100% of new build dwellings completed in 2004-5 were built at over 50 dwellings per hectare (measuring new build schemes of 4 or more dwellings).

ODPM Core Indicator 2d; Housing

Indicator

Affordable housing completions

Outcome for Hammersmith & Fulham

In 2004-5, 232 net affordable units were completed in the Borough, which was 53% of total net completions.

Table 6: Housing Completions 2004-5

	Affordable		Private		Total	
	Gross	Net	Gross	Net	Gross	Net
New build	247	245	162	149	409	394
Conversions	26	-13	63	37	89	24
Changes of Use	0	0	19	19	19	19
TOTAL	273	232	244	205	517	437

Regional Indicators from the London Plan AMR

Key Performance Indicator 2

Increasing the density of residential development

Target

Over 95% of development to comply with the housing density location and SRQ matrix

Comment

The density of schemes being permitted in Hammersmith & Fulham has been increasing in recent years. The densities in terms of units per hectare of schemes completed in the year 2004-5 are shown in Table 7. The average density was 105 dwellings per hectare which exceeds advice in PPG3. All these scheme densities conform with the London Plan housing density location and SRQ matrix.

Table 7: Density of Schemes of 4 or more Dwellings Completed 2004-5

Scheme	Affordable/ Private	Units	Units per ha
Coomer Place	A	31	82
Queen Charlottes Hospital (part)	A	146	73
2 Wansdown Place	A	31	143
180 Westway	A	34	88
31-37 Margravine Rd	A	4	128
British Legion Club	P	5	58

333-337 Lillie Rd	P	4	80
7-8 Walham Yard	P	4	110
67-81 Hammersmith Rd etc	P	23	210
Imperial Wharf (part)	P	114	129
<i>Total</i>		396	105

- Notes: (i) includes schemes of 4 or more units
(ii) parts of Imperial Wharf shown here are Block E and part of A1-A4. The density used is the average over the whole scheme approved at outline stage
(iii) the figure for Wansdown Place is the density over the whole Oswald Stoll Estate. The density of this scheme taken on its own would be even higher.
(iv) the figure for the Queen Charlottes Hospital development is the average over the whole scheme of 204 units

Key Performance Indicator 4

An increased supply of new homes

Target

Completion of at least 23,000 new homes a year between 2004-2016

Comment

The strategic housing target for London was 23,000 homes a year, with a target of 400 a year for Hammersmith & Fulham. The GLA AMR (Table 8) indicates that in 2003 Hammersmith & Fulham had achieved a total of 615, or 154% of the target. The net total shown in Table 4 above for 2004-5 was 437, or 109% of the target.

Key Performance Indicator 5

An increased supply of affordable homes

Target

Completion of 50% of new homes as affordable homes each year between 2004-2016

Comment

The London Plan target is for 50% of new homes to be affordable for each year between 2004 and 2016. Table 3 above shows that the achieved percentage in Hammersmith & Fulham in 2004-5 was 53%.

LOCAL INDICATORS: HOUSING

UDP Policy HO1 : Prevention of the Loss of Existing Residential Accommodation

Purpose

To prevent the loss of residential accommodation as a result of change of use or redevelopment. Where redevelopment is proposed the policy ensures that there is no net loss of residential accommodation and that replacement accommodation must be in accordance with policies HO5 (affordable housing) and HO6 (housing mix and special needs).

Evaluation

Indicator: Net change in existing stock resulting from any redevelopment that includes housing

Target: No net loss

Result: Annual rate of gain in approvals of 501 units over the period August 2003-March 2005 through development compared to an annual target in the 1992-2006 period of 330 (a total target over the whole 15 year period of 4950) as set out in policy G5 in Part 1 of the UDP

Table 8 shows that approvals during the period August 2003- March 2005 would result in an overall net gain of 752 residential units if the schemes are implemented. This represents an annual gain at a rate of 501 units compared to the UDP target of 330.

The policy preventing loss of residential is implemented fairly strictly but there are sometimes instances where some loss is inevitable. Most typically, these are situations where subdivided houses revert back to single family occupation. Estate refurbishment schemes sometimes lead to loss of units but there were no cases of this nature in the period covered here.

One case where loss of a residential unit was allowed was 70-72 Hammersmith Bridge Road, approved in January 2005, where landlord accommodation ancillary to use as a pub was allowed to be lost without replacement because of its ancillary nature.

There were six refusals during the 20-month period under consideration for developments where HO1 was quoted as a reason for the unacceptability of the proposals because of a proposed loss of residential:

- Flat 1, 11a Fulham Broadway; change of use proposed to office
- 1b Dorncliffe Rd; change of use to dentists surgery (D1)
- 17 Burnthwaite Rd; change of use to day nursery
- 37 and 39 Wood Lane; change of use to bed and breakfast establishment, in relation to no 37
- 45b Goldhawk Rd; change to gaming arcade and removal of residential first floor
- Basement, 64 Harwood Rd; change of use to office.

There were no appeal decisions during the period August 2003-March 2005 against decisions quoting policy HO1.

Table 8: Summary of the Effect of Planning Permissions for Residential Development Granted Between Aug 2003 and March 2005 (inclusive)

<i>Private</i>			<i>Housing Associations</i>			<i>LBHF</i>		
Conversions								
<i>From</i>	<i>To</i>	<i>Net</i>	<i>From</i>	<i>To</i>	<i>Net</i>	<i>From</i>	<i>To</i>	<i>Net</i>
62	137	+75	8	9	+1	-	-	-
Extensions								
	5	+5		0	0	-	-	-
Changes of Use								
A1 shop	17	+13	A1 shop	0	0	-	-	-
B1 office	4	+4	B1 office	0	0	-	-	-
A3	3	+3	A3	0	0	-	-	-
B8	1	+1	B8	0	0	-	-	-
D1	1	+1	D1	2	+2	-	-	-
Hostels	4	+4	Hostels	1	+1	-	-	-
Fire station	0	0	Fire station	12	+12	-	-	-
New Build								
4	75	+71	60	619	+559	-	-	-
OVERALL NET CHANGE								
<i>From</i>	<i>To</i>	<i>Net</i>	<i>From</i>	<i>To</i>	<i>Net</i>	<i>From</i>	<i>To</i>	<i>Net</i>
66	247	177	68	643	575	-	-	-

Notes: Non s/c units not counted as units

Changes of use only counted where there is a net gain in self contained units

UDP Policy HO5 : Affordable Housing

Purpose

To maximise the provision of affordable housing in the Borough in order to meet the needs of those households in greatest housing need. There is an overall monitoring target of 65% of all new housing to be affordable.

Evaluation

Indicator: Number and percentage of affordable dwellings permitted and completed

Target: 65% of total new housing to be affordable

Achieved: 72% of gross units and 76% of net units permitted were affordable

In Hammersmith and Fulham there is a continuing substantial need for housing which is affordable to those residents in housing need. The policy stipulates that it is presumed that the 'maximum reasonable proportion' of affordable housing should be provided within all wholly residential developments or within mixed use schemes. In vacant non-residential sites and buildings not in Employment Zones or Town Centres, where policies

would normally require retention of employment uses and /or community service uses, the council may permit residential development but only for permanently affordable housing.

These policies have been effective in securing affordable housing for residents in housing need. The table above shows a gross provision of 643 affordable housing units in permissions granted during the period under consideration (net 575). The proportions of affordable housing in permissions over this period are 72% in terms of gross units, 76% in terms of net units.

Over the period under consideration there have been eight refusals quoting policy HO5.

Two refusals relate to E3 sites where the housing proposed is all private: 28 Hannell Road where one flat was proposed along with two office units, and a site at the rear of 134-160 Percy Road where 7 houses were proposed on a former builders yard. In both cases the lack of affordable housing was not the only reason for refusal.

At the Allied Carpets site, 258-264 Goldhawk Road, refused in January 2005, Here, 50% affordable housing was proposed but the scheme was refused for not contributing satisfactorily to meeting the overall 65% monitoring target. In addition, there was no legal agreement to secure the affordable housing in perpetuity.

At Kent House, 10 Lower Mall, refused in November 2004, a social club was proposed to be converted to a private house along with a development of nine new private houses. HO5 permits a loss of a community service use only if the proposed use is affordable housing.

There were two refusals for schemes at the Cassidy Road Medical Centre, 651a Fulham Road. The first scheme, refused in September 2003, involved a new medical centre and 14 private residential units. Although the applicant stated that the units would be 'low cost', it was not clear that this was in accordance with the Council's understanding of 'affordable'. There were other reasons for refusal. A year later a revised scheme was also refused. This included 8 private residential units which, it was argued, would basically fund the medical centre, and a commercial statement was included to justify this concept. This however was still contrary to planning policy and was rejected; again, there were other reasons for refusal.

Finally, there were two refusals for schemes at 28 North Pole Road. The refusal of February 2004 involved a proposal for 97 one bedroom units intended for key workers on an E3 site. This type of housing was judged not to fall within the 'affordable' category. A revised scheme proposing 65 key worker units was also rejected, in August 2004. Here the council argued the accommodation proposed is not the same as affordable housing in terms of the UDP for which there is an identifiable local need.

The only cases that went to appeal over the period were the two refusals relating to 28 North Pole Road. Both were dismissed in February 2005, but the Inspector concluded that on the affordable housing issue the proposals would have met a particular local housing need for key worker accommodation and that the Council's case on this aspect fell. This decision has contributed to the re-examination of the definition of affordable housing.

UDP Policy HO6 : Housing Mix and Special Needs

Purpose

To ensure that new residential development meets the needs of people with disabilities or with other special needs, and provides for both family and non-family households.

Evaluation

Indicator: Number and percentage of special needs housing permitted, including wheelchair and mobility housing

Target: 10% of new units in developments of 20 or more dwellings suitable for occupation by wheelchair users

Achieved: 4% of housing in developments of 20 or more dwellings were suitable for occupation by wheelchair users

This policy is designed to ensure that there is adequate housing provision for persons in wheelchairs, sheltered housing and other special needs, and that a mix of housing types for family and non-family households is provided.

HO6 (1) seeks to ensure that all ground floor units and those reached by lift are built so that they are accessible to a person using a wheelchair. This is implemented consistently in new build Housing Association developments, although unfortunately there is as yet no monitoring system to produce figures on numbers of units built.

HO6 (2a) aims for 10% of units in schemes of over 20 units to be specifically designed, or capable of easy adaptation, for persons confined to a wheelchair.

Over the period August 2003- March 2005, five developments were permitted of 20 units or more, for a total of 624 flats and houses. 295 were provided as Health Authority accommodation (bedsits and one bedroom) at the Burlington Danes site and did not include wheelchair accessible housing units. Of the remaining 329 dwellings 27 were wheelchair accessible, or 8% of the total, which is just below the 10% target.

This policy was quoted in relation to the refusals for the two proposals for 28 North Pole Road where it was pointed out that the 97-unit proposal contained only one 'disabled unit' when 9 should be provided, and the 65-unit proposal contained none.

HO6 (b) relates to a mix of housing types in schemes of over 20 units.

Of the schemes permitted with 20 or more units, the mix is as in Table 9.

Table 9: Mix in New Build Housing Schemes of Over 20 Units Permitted Between August 2003 and March 2005

Scheme	Bedsits	1br	2br	3br	4br	5+br	Total
Burlington Danes	253	42					295
180 Westway		19	3	7	5		34
8-110 Westway		59	49	10	10		128
9-127 Heathstan Rd		29	52	10	2	2	95
Pumping Station, Great West Rd (RSL)		7	14	4			25
Pumping Station, Great West Rd (mkt)	4	20	21	2			47
TOTAL	257	176	139	33	17	2	624
%	41	28	22	5	3	-	100

This mix shows a heavy bias towards bedsit and 1 bedroom accommodation (69%). This is largely by virtue of the Burlington Danes scheme for Hammersmith Hospital, but over all schemes there are only 50 units of 3 bedrooms or more (8%). The Housing Needs Study 2003 found that the largest shortfall was for one bedroom properties but that it is the supply of four bedroom properties that is least meeting needs. In the schemes listed, only 19 units of 4 or more bedrooms (3%) were proposed.

The policy was referred to in the refusal for the Allied Carpets scheme at 258-264 Goldhawk Road where the scheme was criticised for providing overwhelmingly (92%) one and two bedroom units and no 4 bedroom units. It was stated that the Council's preferred mix includes 15-20% 1-bedroom and 10-15% 4-bedroom.

This policy was also one of several quoted as a basis for refusal of the two schemes at 28 North Pole Road. The 97-unit proposal consisted entirely of one-bedroom units and the 65-unit proposal contained 33 one bedroom and 32 studio units. However, on appeal the Inspector dismissed this point by referring to the nearby Hammersmith Hospital Burlington Danes approved scheme which similarly provides entirely small units.

HO6 (3) provides for housing for other people in the community with special needs.

Over the period under consideration, three schemes for special needs were approved:

- a residential care home for the elderly of 66 bedrooms at 17-25 Farm Lane, replacing an earlier one of 47 bedrooms
- a residential care home for the elderly of 92 bedrooms at St Vincents, 49 Queen Caroline St, replacing an earlier one of 34 bedrooms

- an extra care facility for the frail elderly at the site of the former Queen Charlottes Hospital of 32 units

UDP Policy H07 : Residential Density

Purpose

To ensure that new residential developments satisfy the Council's density policy which is principally aimed at preventing over-development and the potential adverse impact on neighbouring residential uses.

Evaluation

Indicator: Overall density of new housing permitted

Target: Individual schemes should comply with policy and standard

Achieved: All five of the new build schemes of over 10 units permitted over the period were over the density limits but these were in accordance with policy in that higher density development is permitted provided certain conditions are met.

New residential developments are required to satisfy density standards which are set out in policy S2, in conjunction with other environmental controls. The standards prescribe a range of 173 hrh (habitable rooms per hectare) to 247 hrh. Family-only dwellings should have a maximum of 210 hrh, non-family a maximum of 247 hrh and mixed schemes somewhere between depending on the dwelling mix.

As a result in part of the Government's and the GLA's exhortations to build at higher densities in urban areas, many affordable housing schemes in the recent period have been permitted over the maximum density limits. Of the 5 new build developments permitted in the 18 month period involving more than 10 dwellings, all were over the density limits. These are shown in Table 10.

Table 10: Density in New Build Housing Schemes of Over 10 Units Permitted Between August 2003 and March 2005

Scheme	Total units	Type	Density hrh	Policy max hrh
Burlington Danes	295	Non family	424	247
180 Westway	34	Mixed	296	231
8-110 Westway	128	Mixed	291	227
9-127 Heathstan St	95	Mixed	378	221
Pumping Station, Great West Rd	72	Mixed	362	226

Burlington Danes has been treated as a hostel and a density figure has not been quoted though it does effectively provide affordable housing; a density figure has been worked out for purposes of the analysis in the table above.

Higher density development over the prescribed Plan limits may be allowed where:

- design and layout make more efficient use of land without compromising environmental quality
- there would not be a deficiency in open space
- existing services and facilities have sufficient spare capacity
- there is no increase in on-street parking demand
- there is convenient existing or proposed access by public transport, walking and cycling

In the case of four affordable proposals, these conditions were deemed to have been met; in the case of Burlington Danes density was not evaluated as an issue.

Over the same period, 14 proposals were refused on density and other grounds.

Table 11: Housing Schemes Refused Between August 2003 and March 2005

Scheme	Total units	Type	Density hrh	Policy max hrh
Kent House, 10 Lower Mall	9	Family	340	210
3 Sussex Place	14	Mixed	610	243
21 Banim Street	3	Family	410	210
Cassidy Medical Centre	8	Mixed	330	233
Cassidy Medical Centre	14	Mixed	485	236
28 North Pole Road	97	Non family	640	247
28 North Pole Road	65	Non family	653	247
Allied Carpets, 258-264 Goldhawk Rd	50	Mixed	604	221
21-7 Seagrave Rd	4	Family	473	210
282-4 Munster Rd	3	Non family	365	247
O'Connors Yard, Kelvedon Rd	10	Mixed	465	229
27 Greswell St	1	Family	247	210
Rockley Court, Rockley Rd	3	Non family	390	247
2 Moore Park Road	2	Family	816	210

In all of these cases there were other circumstances which made a higher density inappropriate in relation to Policy HO7.

The refusals for 28 North Pole Road were taken to appeal and on the density issue the inspector concluded that the densities proposed would not of itself

be inappropriate for hostel accommodation but the proposals were at the 'very upper end of acceptable density so that particular attention should be paid to their impact on local living conditions'. In this instance the Council had regarded these proposals not as hostel accommodation unlike the Burlington Danes scheme which similarly proposed all non-family units.

The list above includes some schemes with small numbers of units, even down to the one house proposed at 27 Greswell St where the scheme was not very much over density. On the other hand in the case of small schemes of affordable accommodation density is not an issue that is reported on.

Over the period, there were three appeal cases citing policy HO7. Two were dismissed, both at 207 Goldhawk Road where proposals of additional 3 flats and then 2 additional flats were rejected. One was allowed, at 245 and 247 Uxbridge Road where a 4 bedroom house was allowed in a rear garden and where the inspector concluded that the conditions in the sub paragraphs of policy HO7 had been met.

8. EMPLOYMENT

Objective (UDP Policy G6)

The Council will seek to sustain a wide range of economic activities in the Borough, subject to satisfactory environmental conditions, and to ensure that all Borough residents have access to an adequate supply and variety of local jobs.

Contextual Indicators

Unemployment

In December 2004, 3.2% of the local population was registered unemployed. Source: Community Strategy. Unemployment rates were higher in the most deprived areas of the borough.

Source: 2001 Census

In 2001, 1.4% of the local population was long-term unemployed. This was higher amongst black and minority ethnic groups (2.6%), lone parents with children (4.1%) and people with limiting long-term illness (1.9%).

Source: 2001 Census

Local businesses

The number of VAT registered businesses in the borough rose from 7,675 in 1999 to 8,680 in 2003. The number of employees in local businesses rose from 94,000 in 1998/99 to 104,800 in 2003.

Source: Community Strategy Update 2005.

Offices are the main employment generating uses in the borough. The largest office sectors are business services, the media sector, primary and manufacturing sector (mainly head offices); and Finance/ Legal/ Accounting.

Source: Land Use Changes in Hammersmith and Fulham 1992-2003.

Vacant floorspace

A large proportion of employment floorspace in the borough is in small units under 100sqm. In 2002/03, 19% of office floorspace was vacant (of which a third comprised the Ark and the Empress State Building which was under refurbishment). This compares to 12% of industrial floorspace; 10% of storage floorspace and 7% of retail floorspace.

Source: Land Use Changes in Hammersmith and Fulham 1992-2003.

ODPM Core Indicator 1a; Business Development

Indicator

Amount of land developed for employment by type

Outcome for Hammersmith & Fulham

Table 12 shows that 9,154 square metres of employment floorspace (B Class Uses) was completed in the Borough in 2004-5 on a total of 1.03 hectares of land.

A large volume of employment floorspace was also completed at the Media Village (BBC, Wood Lane). This has been counted into 2003-4 figures, so not in the table below, although the official opening was in May 2004.

Table 12: Land Developed for Employment 2004-5

Site	Planning Zone	Class	Floor-space (m2)	Site Area (m2)	Comment
Site of Shell Petrol Filling Station, Wandsworth Bridge Rd, SW6	EZ	B1(a) B8	130 155	658	Displaces retail.
Imperial Wharf Blocks A1-A4, SW6	EZ	B1(a)	1,432	4,200	Part of larger scheme
BBC Wood Lane, W12	EZ	B1(a)	6,394	3,500	Part of larger scheme
20 Fulham Broadway, SW6	TC	B1(a)	546	818	Roof extension
67-71 Hammersmith Rd, 1-7/7a North End Rd, W14	-	B1(a)	497	1,095	Displaces 507 m2 of B1/B8
TOTAL		B1(a) B8	8,999 155	10,271	

Note: TC = Town Centre EZ = Employment Zone

ODPM Core Indicator 1b; Business Development

Indicator

Amount of land developed for employment by type which is in development and/ or regeneration areas defined in LDF

Outcome for Hammersmith & Fulham

As Table 12 shows, four of the five developments completed in 2004-5 were in designated areas for employment uses, either Employment Zones or Town

Centres. Within Employment Zones, 7,956 sq m of B1(a) space and 155 sq m of B8 space was completed, and in Town Centres 546 sq m of B1(a) space was completed. The total site area for these schemes was 0.92 hectares.

ODPM Core Indicator 1c; Business Development

Indicator

Percentage of 1a by type which is on previously developed land

Outcome for Hammersmith & Fulham

All (100%) of the employment-generating developments listed in Table 12 were on previously developed land.

ODPM Core Indicator 1d; Business Development

Indicator

Employment land supply by type

Outcome for Hammersmith & Fulham

The following table identifies the employment land supply in the borough by type. The total is about 22 hectares. Much of this land is unavailable for employment purposes and is awaiting construction for mixed use schemes with a significant component of non-employment uses, for example further phases of the major Imperial Wharf scheme. Sites have been included where there are non-useable buildings on site and in some case temporary uses are in occupation.

Table 13: Employment Land Supply by Type

Site	Planning Classification	Type of development possible	Site area (ha)	Comment
Old Oak Sidings	SEL OA/AI EZ (Hythe Road)	Strategic designation as PIL/IBP Local policy: Primarily B1c) B2 B8 and waste industries	3.9	Planning permission for a Waste management facility and for the bulk storage and distribution of aggregates.
66 Wood Lane and adjoining site	SEL OA EZ (Wood Lane)	Strategic designation as IBP OA SPG seeks mixed use B1a)/C3 within context of Local policy: B1a) b) c) and London Plan OA status	2.63 &1.4	Site included within larger area the subject of detailed masterplan preparation under the White City OA Development framework SPG
Hammer-smith Embank-	OEA EZ (Fulham Reach)	Local policy: B1-B8	2.1	Site has permission for final phase of major B1a)

ment site				scheme. A planning application for a revised scheme is under consideration.
Sites in Imperial Road	OEA EZ Townmead Road Imperial Road Site policy 47	Local policy Mixed use/B1-B8 incl. Open storage and recycling industries	8.98	Final phases of major mixed use scheme
Former CEGB Site Townmead Road	OEA EZ Townmead Road Imperial Road	Local policy B1-B8	0.43	Planning application for a self-storage facility under consideration.
Fulham Wharf	OEA EZ Townmead Road Imperial Road / Site A	Local policy B1-B8	1.2	No planning application or approval Site adjoins safeguarded wharf
Hurlingham Wharf	OEA EZ Carnwath Road/ Site B	Local policy: Safeguarded for re-instatement of riverside wharf use. Part of wider Ez for B1-B8	0.5	Vacant wharf subject to safeguarding for re-instatement of this use. This status has been recently confirmed in the Mayor's Safeguarded wharves on the river Thames Implementation Plan Jan. 2005
Whiffen Wharf	OEA Carnwath Road/Site B	Local policy: B1-B8 compatible with adjoining safeguarded wharf	0.3	Temporary vehicle parking. Site adjoins Hurlingham Wharf
H'smith & City Line Station Car park	Town Centre Hammersmith	Local policy: Site 27 Mixed use including retail/B1 and community services	0.63	No planning application or approval

Source: LUS 2002/3 and ELR survey undertaken in November 2004

ODPM Core Indicator 1e; Business Development

Indicator

Losses of employment land in (i) employment/ regeneration areas and (ii) local authority area

Outcome for Hammersmith & Fulham

Employment land is defined as being land which was available for employment in Use Classes B1, B2 and B8. In the Borough as a whole the amount of employment land lost during 2004/5 was 1.25 hectares. Of this, that within Employment Zones amounted to 1.1 hectares, which was former British Gas land and was subject to a separate site proposal in the UDP for mixed use including residential (Imperial Wharf development).

ODPM Core Indicator 1f; Business Development

Indicator

Amount of employment land lost to residential development

Outcome for Hammersmith & Fulham

Using the new build housing developments listed in Table 7, the amount of employment land totals 1.25 hectares. This includes:

- 1.1 hectares of former British Gas land which has lain unused for some years (formerly in B class uses)
- 0.15 hectares of other employment uses in the B Class

Of these, the Imperial Wharf scheme on ex British Gas land was identified under site policies in the UDP.

In addition to this, 2.0 hectares of hospital land was also lost.

Regional Indicators from the London Plan AMR

Key Performance Indicator 6

Increasing sustainability and social inclusion by increasing the proportion of London residents working in jobs over the plan period.

Target

Net increase in the proportion of London residents working in London

Comment

While this is an aspiration at London level, it is harder to achieve at individual Borough level, especially a relatively geographically small one like Hammersmith & Fulham. Since 1971 the proportion of working residents who work in the Borough has fallen from 42% to 32%.

Table 14: Proportion of Working Residents Who Live and Work in the Borough

1971	1981	1991	2001
42%	41%	37%	32%

Source: Censuses

Key Performance Indicator 7

Ensure that there is sufficient development capacity in the office market

Target

Stock of office planning permissions to be at least three times the average rate of starts over the previous three years

Comment

At April 2005 there were 26 outstanding permissions for 107,341 square metres of gross office space in the Borough compared to 14,907 square metres of gross office space started in the three year period 2002-4. Nearly half of this floorspace is outstanding in the final phase of one major office scheme now the subject of a revised planning application.

LOCAL INDICATORS: EMPLOYMENT

UDP Policy E1: Promotion of Class B development and other non-residential uses in specified circumstances within designated zones

Purpose

To permit the development within these areas of Class B uses and to restrict the development of other, non-residential, uses to circumstances where there is no demonstrable need for the site or building for Class B purposes. There is an overall restriction on the quantum of office development in any one scheme to a maximum of 2500m². Within the Hythe Road employment zone development in excess of 500 m² should be primarily for B1c) B2 and B8 and similar sui generis uses, including the provision of facilities to reduce, re-use or re-cycle/compost locally produced waste.

Evaluation

Indicator: Net change in employment land in individual zones

Target: No net loss other than in accordance with policy

Achieved: No net loss other than in accordance with policy.

There have been relatively few planning decisions within the designated employment zones during the period August 2003- March 2005. All decisions have been in accordance with policy E1. The majority of applications were for change of use or extensions in accordance with the policy and were approved. These involved the addition of 348 m² net increase in B8 and 505 m² net increase in B1 (excluding the two schemes identified below).

Two significant approvals were given within the Hythe Road employment zone. Approval was given for the development of an 3.9H site at Old Oak Common Sidings for the development of a waste management facility and for the bulk storage and distribution of aggregates. This complied with the stated objectives for the area included in the policy E1 (a). An approval was also given for the redevelopment of a site in Scrubs Lane to provide a self-storage facility (B8) within the same employment zone. This includes a gross floorspace of 7080 m².

There were two appeals during the period August 2003-March 2005 against decisions quoting policy E1 both concerning residential development. Both appeals were dismissed. The first appeal was against the refusal of planning permission to extend an existing building by adding 14 housing association flats within the Hythe Road employment zone. The appeal was dismissed. The Inspector concluded that "...the proposal would prejudice the ability of the employment site to accommodate the full range of business uses identified as being appropriate within the Hythe Road Employment Zone." The second appeal was against the refusal of permission for an extension to an existing employment building for residential use within the Townmead Road/Imperial Road Employment Zone. The Inspector concluded that the extension for residential use would represent the loss of accommodation that could otherwise be used for some employment generating use. The appeal was dismissed.

Overall the findings of the council's Land Use Survey between 1998-9 and 2002-3 support the decisions analysis that the policy has worked well to retain employment land in that use within the employment zones.

UDP Policy E3: Protection of sites or buildings for Class B use where these are outside the employment zones or town centres.

Purpose

The policy sets out to retain sites and buildings currently within Class B in that use. Criteria are included in the policy which set out the circumstances whereby other uses might be permitted including affordable housing as an exception to the normal policy of retention.

Evaluation

Indicator: Net change in employment land

Target: No net loss other than in accordance with policy criteria

Achieved: No net loss other than in accordance with policy criteria except where the principle has been previously agreed in an earlier permission and very minor changes of use within land retained predominantly for Class B purposes.

There were 38 applications involving E3 as the most relevant policy during the period. 5 schemes were approved as being in accordance with policy including extension or change of use within Class B. This included one conversion scheme to provide 11 small B1 units, two extensions for B1 purposes, one change of use from B2 to B1 and one to continue the B2 use. The majority of applications (30) have proposed the change of use of Class B floorspace to private residential or to live/work. In total 25 applications involving residential use were refused and just 5 were approved. These approvals were on the basis of material considerations that outweighed assessment against the policy criteria. The reasons included such considerations as provision of caretaker's accommodation to complement the business facility; taking account of an existing permission that included

residential use; and the rearrangement of the uses within an already mixed use building.

The above figures for applications involving residential use included four live/work applications on E3 sites. Two schemes were approved on the basis of previous outstanding permissions, one of which involved the removal of some of the live/work units from the previously approved scheme with floorspace becoming solely for B1 use. Two schemes were refused as contrary to E3.

Sub clause a) One application was approved to change use to D1 and one was refused. The approval was on the basis that significant employment would be generated and that adequate marketing had taken place for at least two years. A second application was refused on the basis that limited marketing had taken place and for a short period of time. It was concluded that there was not sufficient evidence to justify change of use under this sub-clause.

Sub clause b) Only one scheme was approved under sub clause b), the exceptions policy. This scheme involved the development of the Pumping Station site on the Great West Road for a mix of private and market housing and included the provision of 97 residential units in total. In the detailed circumstances here it was not possible to provide exclusively affordable housing in the development.

Sub clause c) No applications were considered on the basis of this sub clause.

Sub clause d) The majority of applications involving residential use referred to above were considered under this sub-clause and had to provide a satisfactory supporting statement on the efforts made to secure use for Class B purposes before approval could be given. However, the requirements for the supporting statement set out in para. 7.50 were not met and consequently applications were refused.

Sub clause e) This sub clause was rarely put forward to justify approval.

On balance the policy has been implemented rigorously by the council but with some flexibility where this is warranted and has served to retain most sites in Class B use. Some intensification has been permitted. The exceptions policy continues to provide a small but controlled loss of sites for affordable housing but the number of sites has been low during the period. Changes of use to other employment generating uses has been permitted where this has been adequately supported by marketing information.

During the monitoring period August 2003 - March 2005 there have been 12 appeal decisions on E3 sites where change of use was involved. Eleven of the twelve schemes were dismissed. The schemes dismissed all involved a residential element in the scheme: either complete change of use, live/work or a mixed Class B and residential scheme. The reasons the Inspectors' have

cited for dismissing the appeals have been failure to meet the criteria in E3. The majority of these were failure to provide sufficient evidence to satisfy sub clause d) or e). Three decisions on mixed used schemes for B1 and residential cited a failure to provide affordable housing in line with sub-clause b).

One scheme at 28 North Pole Road involved the change of use of a warehouse to key worker housing was dismissed by the Inspector. However, in his decision letter the Inspector accepted the principle of change of use from B8 to provide all key worker housing. This he concluded was in line with E3 b) since the housing proposed was of a type that met a local housing need. The appeal was dismissed on amenity grounds.

The one scheme that was allowed by the inspector involved the change of use of part of the ground floor of a larger office building for the purposes of provision of a café. The inspector concluded that in the location close to the town centre the change of use would bring vitality onto the ground floor frontage. The small amount of floorspace involved, he concluded, would not be prejudicial to the operation of E3.

9. COMMUNITY SERVICES

Objective (UDP Policy G7)

To seek an adequate range of convenient and environmentally sustainable facilities available to all sections of the community for recreation and entertainment, the arts, culture, health, education and other purposes.

Contextual Indicators

Resident satisfaction

In 2003/2004 residents were surveyed on their satisfaction with council cultural and recreation facilities. The survey indicated that 34% were satisfied with local sport and leisure facilities; 50% were satisfied with local libraries; 23% were satisfied with local museums; 40% were satisfied with theatres and concert halls; and 61% were satisfied with parks and other facilities compared with 72% nationally).

Source: Hammersmith and Fulham Council's Corporate (Best Value) Performance Plan 2005/2006 and Audit Commission Quality of Life Indicators.

Education

In 2004/05, 14% of primary schools and 22% of secondary schools had 25% or more places unfilled. This is the same rate as the previous year.

Source: Hammersmith and Fulham Council's Corporate (Best Value) Performance Plan 2005/2006.

In 2003/04, 12% of the adult population did not have any qualifications.

Source: Community Strategy Update 2005

Access to open space

It is estimated that 32% of residents are more than 400m from a public open space over 2ha in size (a "local park").

Source: 2005 audit of open spaces.

Community participation

The number of residents participating in arts, sports and community activities is increasing. Between 2000 and 2004, attendance/participation in arts activities grew by 3%, attendance/participation in local sporting activities grew by 7% and the proportion of residents involved in local community or voluntary organisations rose by 16%.

Source: Community Strategy Update 2005.

LOCAL INDICATORS: COMMUNITY SERVICES**Policy CS1: Retention of Arts, Culture and Entertainment Facilities****Purpose**

To retain arts, cultural and entertainment (ACE) use of buildings and sites and the replacement of accommodation where redevelopment is proposed. Where continued ACE use is not appropriate or viable, the policy seeks provision of recreation facilities. Alternative uses will only be considered where there are no viable or appropriate recreation uses.

Evaluation

Indicator: Net change of use of land/buildings

Target: No net loss except in accordance with policy

Achieved: Net loss of 2,268m² (4472m² gained, 6,740m² lost). All losses in accordance with policy.

Three planning applications were assessed against Policy CS1.

A loss of 6,384m² of ACE floorspace was approved to allow the former Mecca Bingo Hall at Shepherd's Bush Green to be redeveloped as a hotel. This loss was allowed because the applicants demonstrated that there were no viable or appropriate alternative ACE or recreation uses. In addition, the approved scheme includes 1,030m² of replacement ACE floorspace comprising gallery, exhibition space and conference facilities.

The demolition of the Emerald Centre (356m²) was approved to allow the temporary development of a bus station at Hammersmith Road. The new bus station was much needed and the applicant agreed to assist the users of the Emerald Centre to find alternative accommodation. This has now been achieved. The applicant is also required to replace the ACE floorspace on-site within 5 years as part of a comprehensive redevelopment scheme.

An increase in community uses floorspace has been approved as part of the Imperial Wharf development, largely due to a reduction of floor space

provided for a gym. The exact use of this floorspace has not been determined, however it is likely to be used for non ACE community uses. A condition of the approval limited its potential ACE use to public hall/exhibition hall and allowed other community uses such as health.

UDP Policy CS2 : Retention of Recreation Facilities

Purpose

To retain recreational use of buildings and sites, and the replacement of accommodation where redevelopment is proposed. Where continued recreational use is not appropriate or viable, the policy seeks provision of ACE facilities. Alternative uses will only be considered where there are no viable or appropriate ACE uses.

Evaluation

Indicator: Net change of use of land/buildings

Target: No net loss except in accordance with policy

Actual: Net loss of 6,876.5m² (1,852.5m² gained, 8,729m² lost). All losses in accordance with policy.

Six planning applications were assessed against Policy CS2.

687m² of floorspace for a health club/gym/swimming pool was approved as part of the Mecca Bingo Hall redevelopment.

A new indoor pool complex, with a floorspace of 1,165.5m² was approved at Phoenix High School. This complex replaces the former Janet Adegoke pool which was demolished in 2003.

A 735m² reduction in the size of the gym within the Piazza building at the Empress State Building was approved to enable the location of a much needed day nursery within the building.

Likewise, the health and fitness floorspace within the Imperial Wharf development was approved to be reduced by 5,570m². This reduction was allowed after the applicants demonstrated a lack of commercial demand for larger health and fitness units. Additional community uses floorspace will be provided instead.

Two applications were approved for the change of use of 2,424m² of health club floorspace at Galena Road. The first application involved conversion to a medical research clinic and the second to performing arts school. In both cases the applicant demonstrated a lack of viable ACE and recreational use options. These applications follow two previous applications for change of use of the health club to B1 and D1 class uses which were refused by Council due to a lack of supporting evidence from the applicant. Appeals against both these refusals were subsequently dismissed given the lack of evidence.

UDP Policy CS2A : New ACE and Recreational Facilities

Purpose

To apply a sequential approach to the location of all major new ACE and recreation developments (over 250 seat capacity, 2,000m² or 1,500 members). Such facilities are permitted outside town centres only if there are no suitable sites available within town centres and if there is a demonstrated need for the facilities. In all cases, the location must be accessible by a choice of means of transport.

Evaluation

Indicator: Location of any major permitted schemes

Target: Major schemes to be in accordance with the sequential test

Actual: No major schemes approved

No major new ACE or recreational facilities were approved over the reporting period. While the change of use application relating to Imperial Wharf included an additional 5,570m² of community uses floorspace, this is balanced by a commensurate decrease in recreation floorspace. Furthermore, it is likely that the increased floorspace will not be used for ACE uses.

10. SHOPPING

Objective (UDP Policy G7a)

An adequate range of convenient and environmentally sustainable shopping facilities available to all sections of the community will be sought.

Contextual indicators

Shopping catchments

Most residents (79%) do their main food and grocery shopping within the borough. 46% use outlets in the 3 town centres, while 23% visit large supermarkets outside the town centres. For their main non-food shopping, most residents use outlets outside the borough.

Source: Survey of Retail Catchment Areas in Hammersmith and Fulham 2004

Retail floorspace

Between 1992 and 2003 retail floorspace grew by 5%. In 2003, 15% of floorspace was food retailing; 27% pubs and restaurants; 36% non-food retail and 9% retail services. Food retailing has become progressively more concentrated in larger stores, with 21% fewer outlets in 2003 than in 1992.

Source: Land Use Changes in Hammersmith and Fulham 1992-2003.

Distribution of retail

Within the borough, 31% of retail floorspace is within the 3 town centres. 12% is within 12 key local shopping centres.

Source: Land Use Changes in Hammersmith and Fulham 1992-2003.

ODPM Core Indicator 4a; Local Services

Indicator

Amount of completed retail, office and leisure development

Outcome for Hammersmith & Fulham

Completed B1(a) schemes are shown in Table 12. Table 15 below deals with significant retail and leisure development.

The overall totals from these two tables are:

- B1 space 8,999 m²
- A1/A3 space 2,623 m²
- D2 net loss of 1,617 m²

Table 15: Significant Retail and Leisure Developments Completed During 2004-5

Site	Planning Zone	Classes	Floorspace (m ²)	Comment
Site of Shell Petrol Filling Station, Wandsworth Bridge Rd, SW6	EZ	A1	300	Redevelopment.
Tesco Express, King St, W6		A1	334	Development of former petrol filling station
BBC Media Village, W12	EZ	A1/A3	1274	New build as part of BBC complex. Includes Tesco (380 m ²)
Sainsbury, 164 Uxbridge Rd, W12	TC	A1	275	Conversion of former retail and change of use of 80m ² of office space
Tesco Express, 112-114 North End Road, W14		A1	440	Redevelopment
Lyric Theatre, King St, W6	TC	D2	738	Extension to provide new entrance, foyer, café, educational and rehearsal space
Galena House, 8-30 Galena Rd, W6	TC	D1	2355	Change of use of health & fitness club (D2) to theatre school (D1)

Note: TC = Town Centre EZ = Employment Zone

ODPM Core Indicator 4b; Local Services

Indicator

% of completed retail, office and leisure development in town centres

Outcome for Hammersmith & Fulham

Table 12 shows that 6% of B1(a) space completed in 2004-5 took place in Town Centres. Table 15 above shows that 10% of completed significant retail space took place in Town Centres; and both of the two changes in D1 Class leisure development took place in Hammersmith Town Centre.

LOCAL INDICATORS: SHOPPING

Policy SH3: Key Local Shopping Centres

Purpose

To provide a network of convenient and environmentally sustainable neighbourhood centres available to all of the community to meet retail and small-scale service needs. This is achieved through the provision of convenience shopping and clusters of basic local services in particular. This mix is pursued by various quota policies that apply within the 19 Key Local Centres (KLSCs) for the borough defined in the UDP. The quotas set frontage A1 proportion minima, and a food and drink (now classes A3-5) maximum. The policy also requires the provision of a shop fascia and window display, and expects uses to be complementary to vitality and viability if non A-class.

Evaluation

Indicator: Percentage of frontages in non-A1 use/ and in (pre 2005 Use Classes Order) A3 use (now A3-5).

Target: A third maximum/ 20% minimum.

Achieved: 12 of 19 centres meet the indicator for A1, and an identical number meet the indicator for A3-5.

One part of the policy requires the whole KLSC to be maintained at a minimum 66% of A1 frontage, and Table 16 offers a summary across the borough against this indicator. Seven of the 19 KLSCs have under two-thirds A1 frontage, and whilst this is disappointing, it cannot be taken in isolation as the general representation of the health of a centre. For example, there is no indication that there has been any significant worsening of the shopping base of KLSCs during the monitoring period. Specific centres that may potentially be of some concern are considered individually in the table towards the end of this analysis.

Table 16: Percentage of Frontage in Non-A1 in Key Local Shopping Centres 2005

Centre:	% non A1 class	Total frontage (m)
1. East Acton	38	205.0
2. Bloemfontein Road	22	99.0
3. Uxbridge Road West	38	204.5

4. Uxbridge Road East	35	389.0
5. Edward Woods	32	149.0
6. Askew Road	45	460.0
7. Goldhawk Road	44	203.0
8. Shepherd's Bush Road	31	166.5
9. Blythe Road	31	136.0
10. Baron's Court	14	78.5
11. North End Road	38	385.0
12. Greyhound Road	34*	195.0
13. Munster Road	27	195.5
14. Fulham Palace Road	28	140.5
15. Fulham Road West	11	130.0
16. Fulham Road Central	42	348.0
17. Parson's Green	24	148.5
18. Wandsworth Bridge Rd North	17	200.0
19. Wandsworth Bridge Rd South	8	66.0

Centres with figures **in bold** meet the threshold

*Greyhound Road was calculated at 33.6% non-A1.

Source: Visual survey, Spring 2005.

Policy SH3 also imposes an A1 quota on a dis-aggregated basis within centres, namely on individual street blocks whilst policy control over A3 operates on the basis of individual street blocks only. The changes to the Use Classes Order mean that the activities covered by class A3 when the UDP was adopted now consist of classes A3 (café/restaurants), A4 (pubs/bars) and A5 (takeaways).

There has been pressure to substitute local retail for food/drink uses in recent years, and it is therefore encouraging to note that five centres have no blocks in excess of the A3-5 policy quota. The propensity of blocks with over a fifth A3-5, and over a third non-A1, has been studied to monitor policy effectiveness and is provided below in Table 17:

Table 17: Proportions of Street Blocks Meeting A1 and A3-5 thresholds in Key Local Shopping Centres 2005

Centre:	A1 Class	A3-5 Class
1. East Acton	2 of 3	2 of 3
2. Bloemfontein Road	1 of 1	1 of 1
3. Uxbridge Road West	3 of 6	3 of 6
4. Uxbridge Road East*	4 of 8	5 of 8
5. Edward Woods	1 of 2	1 of 2
6. Askew Road	2 of 8	4 of 8
7. Goldhawk Road	1 of 5	1 of 5
8. Shepherd's Bush Road	2 of 3	3 of 3
9. Blythe Road	1 of 3	2 of 3
10. Baron's Court	2 of 2	2 of 2
11. North End Road	4 of 9	5 of 9

12. Greyhound Road	2 of 4	3 of 4
13. Munster Road	4 of 5	3 of 5
14. Fulham Palace Road	2 of 3	3 of 3
15. Fulham Road West	3 of 3	3 of 3
16. Fulham Road Central	1 of 6	4 of 6
17. Parson's Green	2 of 3	2 of 3
18. Wandsworth Bridge Rd North	3 of 5	3 of 5
19. Wandsworth Bridge Rd South	2 of 2	2 of 2
<i>Aggregate</i>	42 of 81	50 of 81

Centres with figures **in bold** meet all thresholds throughout

* Uxbridge Road East has the only street block under 20m (3 units, 15m).

Source: Visual survey, Spring 2005.

The table shows that out of all street blocks covered by KLSC designations, at least half meet the policy threshold. Moreover only 4 out of 19 centres have a majority of street blocks breaking A1 or A3-5 thresholds.

These 4 centres are included in the tablet below, which considers the 5 centres that are deficient in retail (over a third non-A1) overall and also have more than 20% A3-5 frontage as a whole. These are larger linear centres, and it is worth considering whether they show evidence of difficulties against more qualitative factors:

KLSC	Number of blocks breaking both SH3 quotas	Overall analysis
3: Uxbridge Road West	2 of 5	This has the highest proportion of A3-5 uses of any centre (above a quarter). However it is almost completely in shop use, and provides both Post Office and chemist.
4: Uxbridge Road East	3 of 8	No other blocks break the A3-5 quota. Looking at all available survey indicators there is no reason to identify the local retailing here as a case for concern. For instance, the representation of convenience stores is good (30% of total frontage).
6: Askew Road	3 of 7	No other blocks break the A3-5 quota, but two more are A1 deficient. Therefore it has the lowest proportion of A1 retail, but this is still clearly in a majority. This is the largest centre (460m) and offers great diversity of local shops and services, apart from a chemist, although its size means the convenience base is proportionately diminished (14%). Non-shops have penetrated 12% of frontage, although this includes the second highest proportion of local D1 services.
7: Goldhawk Road	3 of 5	Retail is relatively diminished here, only one block meets the A1 policy quota, and similarly only one meets the A3-5 quota. Uses are diversified into a range of activities, including Post

		Office and chemist; and the highest proportion (7%) of D1 local services. Change has gone too far in current quota policy terms, including for food/drink uses. However vacancy is moderate (5%).
16: Fulham Road Central	2 of 6	This is another large centre that is diversified (in the range of A-class uses), but it is located in mid Fulham. It performs satisfactorily on many non-policy factors, but its inclusion here highlights the growth of food/drink uses in particular, at the expense of local retail base. Occupancy is good, and SH3 has prevented the intrusion of non-shop uses.

Planning does not have full control over the fortunes of local centres. Vacancy occurs for a number of reasons and can be easily measured. A certain amount of frictional vacancy is to be expected unless centres are completely static. However high long-term levels are clearly of concern. The surveys reveal that 4 KLSCs were fully occupied, and the overall findings are positive as only 3 centres (5: Edward Woods, 8: Shepherd's Bush Road, 13: Munster Road) are in double figures for vacancy.

The primary purpose of local centres is often seen as accessible provision of goods such as groceries. Monitoring reveals the overall proportion of a KLSC made up of convenience retailers. Centres 2: Bloemfontein Road and 4: Edward Woods are made up of over a third convenience store frontage. Only KLSC15: Fulham Road West is in single figures (7%). Data on important local services reveals that following the Post Office's round of urban branch closures, only 7 centres now contain Post Offices. However all but 5 KLSCs have at least one pharmacy.

There has only been one significant appeal decision of relevance in relation to SH3. This was the appeal that was upheld by notice in May 2005 for 236-40 Munster Road. The Inspector found that the contravention of the A1 quota was marginal, and that the increase in extent to which the A3 quota is transgressed would be minimal because of the limited increase in frontage. She felt that it would accord with overall aims as of SH3, due to the lack of "any appreciable effects on the capacity of the parade to provide for the day-to-day shopping needs of the locality, especially as these are well catered for in the centre." This may reflect her opinion of the Centre as "modest" (but "stable"), and reflects the range of factors that both proxy for, and influence, vitality and viability.

UDP Policy SH3A: Other retail premises outside of town centres and key local shopping centres

Purpose

To maintain accessible and convenient local shops across the borough. The main part of this policy concerns twelve Protected Parades and Clusters, where residential use will not be permitted on the ground floor and where A1

retail is required to form half of frontage length (minimum), and food and drink uses (now classes A3-5) are limited to maximum a third of frontage.

Evaluation

Indicator: Percentage of frontages in non-A1 class use/ percentage of frontages in (pre 2005 Use Classes Order) A3 use (now A3-5).

Target: 50% maximum/ 33% maximum

Achieved: All protected parades and clusters meet the criterion, apart from one which fails both, and two others which have a deficiency of A1.

Most centres perform well, but Parade A: Brackenbury, where 41% of the small frontage length is in classes A3-5, also has only 47% A1. This centre breaks both policy criteria. It is the smallest designated local centre in the UDP, at 37.5m in total, but it is popular in the locality due to the quality of particular retailers, and it holds the largest proportion of convenience goods shops with a 25% frontage.

There are two other centres that are below the required half A1 frontage length, with C: Ravenscourt, King Street the lowest at 39% A1. (For comparison, L: Kings Road, is 83% A1.) The uses found in the centres with below the 50% threshold of A1 retail are diverse, but generally still shop activities. The target restricting food and drink uses to 33% is met in all but one centre. (Centres I: Fulham Road and D: Latymer Court, Hammersmith Road have the lowest representation of uses in classes A3-A5.) The latter is also one of three centres with vacancy proportions in double figures.

Centre K: New Kings Road is an example of the generally healthy picture, and it has no vacancy at all. The policy intends to protect neighbourhood parades and clusters that are important for local retailing, but may also provide other small-scale but accessible services or commercial roles. In summary this has been achieved as three-quarters of centres are in a majority A1 (only one is also saturated in A3-5 terms). The policy has secured small shops in identified centres where their number has normally been declining. For example, in a Parade where A1 representation was comfortably below half, B: King Street West, Hamlet Gardens, a change of use to A3 at 371 King Street was refused due to the impact on local shop provision.

The policy also covers local shops that are not within a centre designated in the UDP. Appeal decisions implementing these parts of SH3A have had varying success. In an application for change of use from A1 to A3 (café) at 307 New Kings Road made in January 2004, the Inspector considered the overall choice of shops in the wider area entailed that there would be no detriment to vitality, and therefore transgression of the policy quotas was warranted. However in the different setting of 24 Lillie Road, an Inspector dismissed a change of use from A1 to A3 (restaurant) in January 2004, holding that the transgression of both the A1 and A3 quotas indicated harm to the vitality and viability of the shop parade.

UDP Policy SH9: Major new shopping developments

Purpose

To promote the vitality and viability of the borough's three town centres, large retail proposals are subject to tests of the sequential approach to site selection and need for the development.

Evaluation

Indicator: Location of any major permitted schemes

Target: Major schemes to be in accordance with need and sequential test

Achieved: Two major approvals were subject to the sequential test

There have been two large retail proposals in the borough recently. One is on the site of the White City Centre, which is currently under construction. Further applications have been submitted to this previously approved scheme, normally to allow for internal and external extensions in floorspace. However as this site is now within the boundary of Shepherd's Bush town centre, it meets the sequential test, and evidence on need is not necessary. The other application was in an out of town location, to extend the Sainsbury superstore in Sands End. This has been subjected to the sequential approach and detailed analysis of the need identified for the extension.

11. RESULTS OF MONITORING AND EVALUATION

Monitoring of how well UDP policies have been working, together with consideration of changes in national or regional policy, has assisted in identifying a number of issues facing the borough. Indeed, the findings of UDP monitoring and the preparation of the AMR have contributed to the preparation of an LDF Planning Issues and Options document which is the subject of ongoing public consultation scheduled to end on 13 January 2006. It is expected that the AMR, including its annual reviews, will continue to assist in the identification and assessment of issues and that it will be an important background document in the preparation of preferred options for LDF development plan documents.

It is clear that some policies in the UDP, for example that on residential density, will need review in the light of recent Government policy and adopted London Plan policy on this issue.

The evaluation of the effectiveness of UDP policies and the planning context within which they operate has also led the council to prepare four supplementary planning documents (SPDs) to assist the implementation of UDP policies in advance of the adoption of new development plan documents. These SPDs are concerned with affordable housing, planning obligations, access for disabled people and energy. Consultation on these documents ended on 9 December 2005 and representations are currently being assessed by the council. It is considered important for these SPDs to be adopted as

soon as possible so that the relevant policies within the UDP may be clarified where necessary and implemented effectively in the context of changing national and regional policy advice.