Barking and Dagenham
Local Plan

Strategic Land Availability Assessment Draft
Methodology for Consultation

Be First Planning Policy
Supporting the Barking and Dagenham Draft Local Plan 2019 -2034 (Regulation 18 consultation version)

November 2019
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Introduction

What is the purpose of this document?
This document sets out the methodology undertaken to prepare the emerging Strategic Land Availability Assessment (SLAA) for the London Borough of Barking and Dagenham (LBBD). The purpose of this document is to set out the approach that has been taken when identifying strategic sites in the borough, and how this will be developed to support future iterations of the emerging Barking and Dagenham local plan.

This document supports the Barking and Dagenham Draft Local Plan 2019 -2034 (Regulation 18 consultation version). We invite consultees to consider the content of this document and welcome comments relating to how the methodology may be improved.

What is the purpose of the strategic land availability assessment?
The Strategic Land Availability Assessment is part of the evidence base which forms a key part of the emerging Local Plan. It updates (in part) the London Plan Strategic Housing Land Availability Assessment (SHLAA) 2017. The main outputs of the study are to:

- Provide a robust basis for assessing the suitability, availability and achievability of strategic sites with potential for future housing and economic development within the borough over the plan period;
- Set out an indicative trajectory for deliverable and developable sites within the borough over the Local Plan period (between 2019 and 2034);
- Provide key recommendations in respect of the quantum of development potential in the Borough to inform the draft Local Plan; and
- Indicate whether the capacity will meet the Objectively Assessed Needs and the London Plan housing and employment targets for the borough.

The assessment will neither allocate sites for development nor confer any permission or authorisation for development. Once adopted, the council’s new Local Plan will provide information on site allocations. Any future development of housing and economic uses will be managed and assessed as part of the development management process.

Be First¹, on behalf of the council, has prepared this report based on best available knowledge at the time of writing. An updated version of this report, taking account of any consultation responses and other relevant updates, will be published alongside the next iteration of the Barking and Dagenham Local Plan. This is currently scheduled for publication in Spring 2020.

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¹ Be First is the regeneration company owned by London Borough of Barking and Dagenham. Details about the relationship between Be First and the council are provided in the latest version of the Local Development Scheme, which is available on the council’s website: https://www.lbbd.gov.uk/sites/default/files/attachments/Local-Development-Scheme-July-2019_0.pdf.
The strategic land availability assessment study methodology

The strategic land availability assessment study has been undertaken in accordance with the methodology set out in the NPPG (Paragraph 005). In summary, the methodology comprises the following five stages:

1) Site identification and broad locations with potential for development;
2) Assessing their development potential (suitability, availability and achievability assessments);
3) Assessing potential for windfall sites;
4) Reviewing the assessment; and
5) Assessing the core outputs to from the evidence base for the Local Plan.

Figure 1 below provides an overview of the above stages and below this, a detailed explanation of each stage is provided.

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Figure 1: Strategic land availability assessment methodology overview
Stage 1 – Identification of Sites

What geographical area does the study cover?
The assessment area covers the whole London Borough of Barking and Dagenham area. For clarity this is set out in Figure 2.

![Figure 2: London Borough of Barking and Dagenham Area Boundary (LBB 2019)](image)

What is the size threshold for the sites?
In relation to sites which are anticipated to be developed wholly or primarily for housing, the assessment has largely followed the 2017 London SHLAA methodology. The methodology considers all sites which fall within the following criteria.

- **Strategic large housing sites** which will deliver more than 50 or more units in total. These sites have a total site area or remaining developable area (where applicable), of greater than 0.25ha.
- **Strategic small housing sites** that are expected to deliver less than 50 units, and those sites where the total site or remaining developable area is 0.25 ha or less.
- **Windfall assumptions** are estimated based on past trends of development to form a rounded figure.
In relation to sites which are anticipated to be developed wholly or primarily for economic development (employment and retail), the assessment has not to date, included these. However, it is the intention to consider all potential strategic economic sites which can be predicted to come forward within the plan period. It is anticipated that these will mostly comprise of vacant, derelict or out of date sites which currently provide an economic use, where greater value can be gained from their redevelopment.

How are sites identified?
Sites are identified from the following sources:

- Sites with planning permission/consent which are under construction;
- Sites with unimplemented planning permission/consent;
- Allocated housing/mixed use sites shown in the Site Allocations DPD and Barking Town Centre AAP, which have not received planning permission/consent;
- Allocated economic development sites shown in the Site Allocations DPD and Barking Town Centre AAP, which have not received planning permission/consent;
- Additional new sites submitted during the ‘call for sites’ exercise which was carried out between 12th April and 27th May 2019;
- Sites with lapsed or refused planning permissions and those where applications have been withdrawn;
- The industrial sites and economic development study evidence base; and
- Other sites identified by officer intelligence.
**Stage 2 – Assessment of sites**

The site assessment methodology aligns with the National Planning Practice Guidance, and assesses sites to determine their suitability, availability and achievability, including whether the site is economically viable.

The methodology utilises six steps in order to achieve this, as outlined in the table below.

<table>
<thead>
<tr>
<th>Step 1: Site Survey</th>
</tr>
</thead>
<tbody>
<tr>
<td>Assemble the key information for each selected site.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Step 2: Assessing suitability</th>
</tr>
</thead>
<tbody>
<tr>
<td>Consideration of primary development constraints, including spatial and environmental indicators.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Step 3: Assessing availability</th>
</tr>
</thead>
<tbody>
<tr>
<td>Consideration of factors such as site ownership, developer/owners’ intentions etc.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Step 4: Assessing achievability</th>
</tr>
</thead>
<tbody>
<tr>
<td>Consideration of known delivery issues e.g. market, costs, etc.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Step 5: Finalising assessment outcome</th>
</tr>
</thead>
<tbody>
<tr>
<td>Based on the first 4 steps, summarising the deliverability of the sites and probably timescales.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Step 6: Site capacity (where appropriate)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Assessing site capacity using up to date evidence or if this is not available, a formula based approach.</td>
</tr>
</tbody>
</table>

*Figure 3: Six steps of site assessment*

The details of each step are set out below.
Step 1: Site survey

Step 1 is to collect and assign information relevant to each site including:

- Site address;
- Site boundary;
- Ward;
- Whether there are any planning permissions / consents on the site;
- Whether there are any lapsed consents;
- Current use;
- Whether the site is currently being built out; and
- Owner intentions.

Step 2: Assessing suitability

The methodology utilises a map-overlay based Geographical information systems (GIS) approach to make a high-level judgement as to whether the site may be considered suitable in planning terms for either housing or economic development. This appraises each site against 20 different environmental indicators. These have been grouped into the following ‘levels’:

Level One: This refers to strategic planning considerations such as Green Belt, flooding, contamination and other constraints which are usually viewed as critical. The indicator appraisal considers whether:

- The site is within the Green Belt (Post Review³) (Indicator 1).
- The site is within an area of high flood risk (Indicator 2).
- The site involves the demolition of a Statutory Listed Building/ Scheduled Monument (SAM) (Indicator 3).
- The site is substantially contaminated, and mitigation would not be possible (Indicator 4).
- The site is designated Strategic Industrial Land (SIL) (Indicator 5).

Level Two: This refers to more locally defined constraints and environmental constraints. The indicator appraisal considers whether:

- The site designated protected public open space (Indicator 6).
- The site is designated metropolitan open land (Indicator 7).
- The site is designated a site of nature conservation (Indicator 8).
- The site is designated an allotment (Indicator 9).
- The site is within an area where Tree Preservation Orders (TPO) are located (Indicator 10)
- The site would impact on a protected wharf (Indicator 11).
- The site is within a Locally Significant Industrial Area (LIL) (Indicator 12).
- The site is allocated for a different use (indicator 13)
- The site development would impact on a Statutory Listed Building/ Scheduled Monument/ Scheduled Ancient Monument or Conservation Area (Indicator 14).

³ A Green Belt Review was prepared for the emerging Local Plan Issues and Options
Level Three: This refers to sustainable access to facilities, transport nodes, design considerations and sustainability constraints. The indicator appraisal considers whether:

- The site has potential noise problems (Indicator 15).
- The site suffers from topography issues which could constrain development (Indicator 16).
- The site is within 400 metres of a bus stop (Indicator 17).
- The site is within 1 kilometre of a Train, Tube or Overground Station or Future Train, Tube or a train, tube or Overground Station which will be delivered over the plan period (Indicator 18).
- The site is within 1 kilometre of a Town Centre (Major, District or Neighbourhood Centre) (Indicator 19).
- The site is previously developed land/ developed land (Indicator 20).

Appendix 1 sets out the specific GIS datasets which have been used to inform each appraisal.

The indicators were appraised to determine:

- Whether there was likely to be a constraint which would most likely prevent the development of the majority of the site (identified as a critical constraint);
- Whether the constraint affected the site but could most likely be addressed through the planning application process using relatively straight forward and commonplace mitigation practices, or allow partial development of the site (identified as an intermediate constraint);
- Whether no constraint was identified at all (no constraint identified).

In order to provide a visual overview of the environmental indicator appraisal, a traffic light colour scheme was applied, as set out in Table 1.

<table>
<thead>
<tr>
<th>Score</th>
<th>Likely Impact</th>
</tr>
</thead>
<tbody>
<tr>
<td>Red</td>
<td>Critical environmental indicator constraint identified: The site is not developable.</td>
</tr>
<tr>
<td>Orange</td>
<td>Intermediate environmental indicator constraint identified: A constraint needs to be overcome through the redevelopment process.</td>
</tr>
<tr>
<td>Green</td>
<td>No environmental indicator constraint identified.</td>
</tr>
</tbody>
</table>

Step 3: Assessing availability.

This strategic land availability assessment considers whether a site is available for development or likely to be available at some point over the plan period (2019-2034). It should be noted however, that considering availability over the length of the plan period is a complex process. In interpreting guidance set out in the planning practice guidance, the assessment involves a judgement as to when a site may become available.
Sites put forward in response to the call for sites are automatically considered available, providing there are no known legal or ownership issues such as unresolved multiple ownerships, ransom strips tenancies or operational requirements of landowners. Similarly, sites which benefit from planning permission and are currently being built out are also considered available.

Sites which are identified via other means will be assessed to ascertain if the land is controlled by a developer or landowner who has expressed an intention to develop, or the landowner has expressed an intention to sell. The assessment also considers known legal or ownership issues such as unresolved multiple ownerships, ransom strips tenancies or operational requirements of landowners.

In addition to ascertaining whether sites are likely to be available for development within the plan period, the assessment also considers when each site is likely to be available for development. For the purposes of this assessment, this delivery phasing was broken into five-year periods, with special note added if the site was likely to be delivered in the 12 months immediately following the adoption of the local plan.

**Step 4: Assessing achievability**

The assessment includes a review of the achievability of each site. This considers the likely achievability in terms of market factors. The following matters are considered:

**Market factors** – is there likely to be sufficient strength in the housing market to enable the redevelopment of this site. The current assessment has utilised information from the economic development study undertaken by Nathaniel Lichfield and Partners⁴. However, new viability evidence is being prepared to support the local plan review and the strategic site availability assessment will be updated in accordance with the findings of this.

**Cost factor dependencies** – is there likely to be a significant constraint to developing the site which is likely to increase the cost of developing the site to unviable levels, for example the cost of demolishing existing structures on the site, land remediation or flood mitigation, or any other physical development cost which is likely to make development unviable. Note this does not take account of the likely costs of policy requirements such as affordable housing.

**Step 5: Finalising assessment outcome**

This step comprises summarising the environmental, availability and achievability assessment of the sites. Sites with no clear reasons as to why the site could not be developed are identified as such. In accordance with landowner intentions of other identified site-specific matters which may affect the timescales by which sites can come forward, the likely phasing of deliverable sites is taken into account.

We have assumed that the build out rate for each site is limited to 150 to 250 units per year for Strategic Allocations, unless there is specific evidence indicating that the delivery rate will likely be higher, for example where developers have provided specific development trajectories. This is a

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⁴ The economic development study is available from [https://www.lbbd.gov.uk/local-plan-review](https://www.lbbd.gov.uk/local-plan-review)
conservative approach, and Be First is committed to actively encouraging and enabling modern methods of construction (MMC) which might increase the build out rate in the future. The housing trajectory will be revised when appropriate to reflect this.

For sites where specific information was not available the following assumptions on lead in time to first completions have been used:

- +0 months for sites where works on site have commenced;
- +24 months for sites with a current full planning permission;
- +30 months for sites with prior approval for development and “hybrid” permission; and,
- +36 months for sites with a current outline planning permission.

To ensure consistency, the result of the final outcome summary is selected from one of the options in Table 2. Each site will feature detailed commentary explaining the outcome.

Table 2: Assessment outcome options

<table>
<thead>
<tr>
<th>Site Outcome</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Deliverable</td>
<td>The site is considered to be deliverable and is expected to be delivered within the first five-year period (2019/20 – 2023/24).</td>
</tr>
<tr>
<td>Part Deliverable/ Part Developable</td>
<td>Development is expected to start within the deliverable period (years 6 – 10) of the local plan). However, due to the scale, or due to the likely timing of project start date of the development, the site will continue to be developed past the developable period.</td>
</tr>
<tr>
<td>Developable</td>
<td>This site is not considered deliverable within the first ten years of the local plan period (due to current availability or achievability considerations), however, it is a suitable site and it is expected that development will commence over the emerging plan period in future years (11 - 15).</td>
</tr>
<tr>
<td>Unsuitable</td>
<td>The site is not suitable for residential development.</td>
</tr>
<tr>
<td>Suitable but not Developable</td>
<td>The site is suitable but due to either availability or achievability constraints the site is unlikely to be developed over the plan period.</td>
</tr>
</tbody>
</table>

Step 6: Estimate site capacity

This step involves identifying a site capacity for each site. The Planning Practice Guidance states that “the development potential of each identified site can be guided by the existing or emerging plan policy including locally determined policies on density. When assessing development potential, plan makers should seek to make the most efficient use of land in line with policies set out in the NPPF” (Paragraph: 016 Reference ID: 3-016-20190722).

Where a site has planning permission the quantum of development in the permission is used as the site capacity. Where it is a council-led scheme and an initial development capacity work has been undertaken the quantum of development in the capacity study is used. Where non-consented
residential sites were identified through the call for sites process, anticipated capacity identified in the call for sites form were utilised.

Where no information was available concerning the likely capacity of each site, a formula-based approach was utilised. For land proposed for residential use, the formula is as follows:

<table>
<thead>
<tr>
<th>Setting</th>
<th>PTAL RATING</th>
<th>Anticipated density</th>
<th>Developable site area</th>
<th>Development capacity</th>
</tr>
</thead>
<tbody>
<tr>
<td>This was based on the typologies in the GLA SHLAA 2017 of central, urban and suburban</td>
<td>Based on the PTAL rating anticipated when the development is to be completed</td>
<td>Based on the GLA SHLAA 2017, different densities are defined in accordance with the PTAL rating and character</td>
<td>Taking into account any parts of the site which are unlikely to be redeveloped</td>
<td>=</td>
</tr>
</tbody>
</table>

The application of a formula-based approach is considered to be a robust methodology for the basis of this assessment, and it should be noted that it is our intention that all sites which are allocated in the local plan are subject to more robust, site feasibility assessment to determine their likely capacity. We are also seeking to update the formula used.

For land proposed for economic uses we intend to utilise a job ratio per hectare to assess density.

**Stage 3 – Assessment of windfall and small sites**

Based on assumptions as set out in the GLA SHLAA notes for London Borough of Barking and Dagenham (2017), the borough has an average windfall delivery of 69 dwellings from smaller sites each year. We intend to update the assessment of likely housing delivery through windfall sites. We do not intend to provide an assessment of windfall for economic development.

**Stage 4 – Assessment Review**

Stage 4 of the land availability assessment methodology set out in the planning practice guidance includes a review of the development needs of the borough. For Barking and Dagenham, both strategic housing and economic needs assessments have been commissioned. These have not been published in time to inform this report.

The strategic land availability assessment forms the basis for considering which sites may be suitable for allocation in the borough in the emerging local plan and will provide evidence as to whether the housing and economic needs can be met on the sites available, and whether there are likely to be any issues with the delivery phasing of these development types.
Stage 5 – Final evidence base
Stage 5 of the land availability assessment methodology set out in the planning practice guidance is the production of the final evidence base report including outcome. It is anticipated that this document will be released in support of the next iteration of the local plan.

This document has set out the proposed methodology for the strategic land availability assessment and comments on this document will be utilised to amend the methodology for the assessment in future iterations of the Barking and Dagenham Local Plan preparation and its monitoring.
## Appendix 1: Detailed data sources used to inform the environmental indicator assessment

<table>
<thead>
<tr>
<th>Indicator reference</th>
<th>Description of indicator</th>
<th>Spatial datasets used</th>
</tr>
</thead>
<tbody>
<tr>
<td>Indicator 1</td>
<td>The site is within the Green Belt</td>
<td>Green Belt boundaries - GLA</td>
</tr>
<tr>
<td>Indicator 2</td>
<td>The site is within an area of high flood risk</td>
<td>High risk - flood zone 3a unless benefitting from flood defence&lt;br&gt;Medium risk – flood zone 3b and 2&lt;br&gt;Low risk – flood zone 1</td>
</tr>
<tr>
<td>Indicator 3</td>
<td>The site involves the demolition of a Statutory Listed Building/ Scheduled Monument (SAM)</td>
<td>Designated Listed Buildings and Scheduled Monuments</td>
</tr>
<tr>
<td>Indicator 4</td>
<td>The site is substantially contaminated and mitigation would not be possible</td>
<td>Contaminated land data from Barking and Dagenham records</td>
</tr>
<tr>
<td>Indicator 5</td>
<td>The site is designated Strategic Industrial Land (SIL)</td>
<td>Strategic industrial land designations – GLA</td>
</tr>
<tr>
<td>Indicator 6</td>
<td>The site designated protected public open space</td>
<td>All public open space designations – from GLA and local open space assessments</td>
</tr>
<tr>
<td>Indicator 7</td>
<td>The site is designated metropolitan open land</td>
<td>Metropolitan open land designations - GLA</td>
</tr>
<tr>
<td>Indicator 8</td>
<td>The site is designated a site of nature conservation</td>
<td>All nature designations – various sources including natural England and Barking and Dagenham Records</td>
</tr>
<tr>
<td>Indicator 9</td>
<td>The site is designated an allotment</td>
<td>Allotments – from GLA and local open space assessments</td>
</tr>
<tr>
<td>Indicator 10</td>
<td>The site is within an area where Tree Preservation Orders (TPO) are located</td>
<td>Tree Preservation Orders – from Barking and Dagenham records</td>
</tr>
<tr>
<td>Indicator 11</td>
<td>The site would impact on a protected wharf</td>
<td>Protected Wharfs – from Barking and Dagenham records</td>
</tr>
<tr>
<td>Indicator 12</td>
<td>The site is within a Locally Significant Industrial Area (LIL)</td>
<td>Local Industrial Land – from Barking and Dagenham records</td>
</tr>
<tr>
<td>Indicator 13</td>
<td>The site is allocated for a different use</td>
<td>Local Plan Allocations - Barking and Dagenham records (N.B this considers allocations in the previous local plan)</td>
</tr>
<tr>
<td>Indicator 14</td>
<td>The site development would impact on a Statutory Listed Building/ Scheduled Monument</td>
<td>Listed buildings, conservation area and scheduled monuments – Historic England and local records</td>
</tr>
<tr>
<td></td>
<td>or Scheduled Ancient Monument or Conservation Area</td>
<td></td>
</tr>
<tr>
<td>Indicator 15</td>
<td>The site has potential noise problems</td>
<td>Noise indicators – DEFRA strategic noise mapping</td>
</tr>
<tr>
<td>Indicator 16</td>
<td>The site suffers from topography issues which could constrain development</td>
<td>Copernicus terrain data for all areas with greater than 5-degree slope</td>
</tr>
<tr>
<td>Indicator 17</td>
<td>The site is within 400 metres of a bus stop</td>
<td>400m buffers applied to bus stops from DfT NaPTAN data</td>
</tr>
<tr>
<td>Indicator 18</td>
<td>The site is within 1 kilometre of a Train, Tube or Overground Station or Future Train,</td>
<td>1km buffers applied to all rail stations from DfT NaPTAN data</td>
</tr>
<tr>
<td></td>
<td>Tube or a train, tube or Overground Station which will be delivered over the plan period</td>
<td></td>
</tr>
<tr>
<td>Indicator 19</td>
<td>The site is within 1 kilometre of a Town Centre (Major, District or Neighbourhood Centre)</td>
<td>1km buffers applied to all town or neighbourhood centre designations in the current local plan</td>
</tr>
<tr>
<td>-------------</td>
<td>--------------------------------------------------------------------------------------</td>
<td>--------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Indicator 20</td>
<td>The site is previously developed land/developed land</td>
<td>Aerial photography</td>
</tr>
</tbody>
</table>