

Local Plan Examination

Response to Inspectors' Letter of 9/2/22

Housing Technical Paper

1.0 Introduction

- 1.1 The Inspectors' letter of 9th February requested a Housing Technical Paper (HTP) to address the queries relating to a number of issues in the submitted Local Plan.
- 1.2 This Paper seeks to clarify the London Borough of Barnet's (LBB) approach and provide further background information and evidence to support and explain the methodology and rationale for the site allocations. It sets out step by step the site selection process from Call for Sites to submission of the Local Plan. The Integrated Impact Assessment (IIA) and approach to reasonable alternatives is discussed. These documents set out why the Council considers it has complied with the requirement under the SEA regulations to consider 'reasonable alternatives' as well as the other questions raised in the letter of 9th February 2022.
- 1.3 This paper shows how the Council has complied with the requirements of the NPPF and Planning Guidance and that the Council has taken a sensible and proportionate approach to site selection. It should also be emphasised that the Local Plan must be in general conformity with the London Plan but that it is not necessary to be in exact conformity

2.0 Justification for the selection of preferred sites

Identification of Sites

- 2.1 At the heart of Barnet's new Local Plan is the identification and provision of the required supply of sites for new homes, as required by NPPF paragraph 68: *'Strategic policy-making authorities should have a clear understanding of the land available in their area through the preparation of a strategic housing land availability assessment.'*
- 2.2 The approach to land availability for housing is set out in Planning Guidance; the methodology flowchart is provided in Appendix 1. Stage 1 of this process is the broad identification and location of sites.
- 2.3 The Council undertook its SHLAA as part of the GLA's London-wide SHLAA to inform the London Plan. The London SHLAA (2017) included an assessment of larger sites (defined as being of 0.25 hectares or greater) which were identified from a range of sources, including:
- Sites included in previous SHLAAs.
 - Sites allocated for development in development plans.
 - Sites with planning permission.
 - Sites identified by land owners and other interested parties through a 'call for sites' exercise.

- Sites identified through development capacity studies undertaken by the GLA.
- 2.4 We note that these sources are consistent with Policy Guidance in terms of the types of sites and sources of data (Appendix 2).
- 2.5 All of the sites included in the SHLAA were assessed by both LB Barnet and the GLA in order to establish the capacity, availability, deliverability and their suitability for residential development. This took into account the range of planning policy, environmental and delivery constraints and the extent to which these can be mitigated or addressed during the London Plan period to 2041.
- 2.6 After the SHLAA the Council has undertaken wide-ranging evidence gathering process for its Local Plan. The Planning Practice Guidance emphasises the importance of issuing a call for sites so as to be transparent and identify as many potential opportunities as possible (Paragraph: 012 Reference ID: 3-012-20190722). The Guidance sets out that the initial surveys need to be proportionate, with a more detailed assessment being made at Stage 2. In accordance with this the Council conducted an extensive call for sites in 2017-18. This call for sites supported the work on previous calls for sites that took place in 2009, 2010 and 2015. The outcome of these four calls for sites exercises is follows:
- 2009 - 42 sites submitted
 - 2010 - 8 sites submitted
 - 2015 - 37 sites submitted
 - 2017 - 42 sites submitted
- 2.7 The Call for Sites responses were received from owners and developers seeking to realise development potential, including private landowners, along with public-sector partners such as Transport for London, Middlesex University, NHS, Ministry of Defence, as well as the Council.
- 2.8 In addition to the Call for Sites submissions, potential sites were drawn from a range of other sources:
- Estate regeneration schemes. Estate renewal and infill sites are identified which involve the renewal and infill development of existing housing estates. The residential figures for Estate Renewal are shown on the basis of net increase.
 - Allocated in other planning documents adopted by the Council. These included the North Finchley Town Centre Framework SPD (2018), New Barnet Town Centre Framework (2010), Finchley Church End Town Centre Strategy, Edgware Town Centre Framework (2013) and The Spires Planning Framework (2012).
 - Growth Areas identified in previous plan documents. These included Brent Cross Cricklewood, Colindale Burnt Oak, Mill Hill East, and New Southgate.
 - Carried forward from Barnet's previous site proposals document, the 2006 UDP.

Sites Assessment

- 2.9 The next step undertaken by the Council was an assessment of the suitability of all of the submitted sites. The purpose of this exercise was, among other things, to assess which sites

were suitable in principle for promoting the strategic aims and policies of the emerging Local Plan and which sites were not reasonable options for the emerging Local Plan. The great majority of the sites that were removed at this initial sifting stage of the Local Plan preparation due to their Green Belt or Metropolitan Open Land (MOL) status. This is explained more fully below. The other reason for which a site was removed from the options considered for the emerging Plan at this initial sifting stage was because of site classification as a Site of Local Importance for Nature Conservation (SINC). The full list can be seen in the Site Selection Background Report (Core_Gen_07). This exercise was largely desk-based using OS base maps, aerial and street photography supplemented by local knowledge and, where necessary, subsequent site visits. As explained below, the Council adjudged the sites in Green Belt, Metropolitan Open Land and SINC were not realistic options in developing the policies in the emerging Local Plan

- 2.10 In terms of Green Belt, LB Barnet operates within the framework of not only the NPPF but also the London Plan (2021). As a London Borough, Barnet's Green Belt is provided with a stronger legal protection than a local authority outside of London. Policy G2, Part B set out that:

Exceptional circumstances are required to justify either the extension or dedesignation of the Green Belt through the preparation or review of a Local Plan

- 2.11 London Plan Policy G3 Metropolitan Open Land provides (MOL) this designation with the same status and level of protection as Green Belt.

- 2.12 The Local Plan has a statutory obligation to be in general conformity (albeit not total conformity) with the London Plan which, as made clear above, provides a very strong protection for Green Belt land, meaning that the selection Green Belt sites is unlikely to be considered a 'reasonable' alternative where other more appropriate sites are available.

- 2.13 The new Local Plan (Core_01) is supported by a Green Belt and Metropolitan Open Land Study (EB_GI_16 Pt1 & EB_GI_16 Pt2). The Study assessed existing Green Belt land in relation to the five purposes of the Green Belt designation set out in the National Planning Policy Framework 2018 (NPPF) and National Planning Policy Guidance (NPPG), with a view to identifying pockets of land which perform relatively poorly in Green Belt terms. The Study concluded that the vast majority of the Green Belt within Barnet continues to serve its purposes very well, safeguarding the identity of Barnet and Greater London by maintaining the openness of the Green Belt. The study found that there are several pockets of Green Belt adjacent to the existing urban edges which make a weak or relatively weak contribution to the majority of the Green Belt purposes and that there are also several potential minor boundary adjustments which could be made to the existing Green Belt boundary GIS data layer to correct digitisation errors and realign boundaries along more permanent readily recognisable features. In relation to MOL, the Study similarly found that the vast majority of MOL within Barnet is open, helping to maintain and protect the functions, Green Links and features they contain, as well as the physical structure of London. A significant proportion of the MOL within the Borough contains buildings and structures which compromise openness to varying degrees. However, the majority are of a relatively small scale and have a use which supports the use of the MOL as open space. As with Green Belt there are several potential minor boundary adjustments which could be made to the existing MOL boundary GIS data layer, to correct digitisation errors and realign boundaries along

more permanent readily recognisable features. These minor adjustments to Green Belt and MOL boundaries are reflected in the Changes to the Policies Map (Core_05). The generally high quality of Green Belt and Metropolitan Open Land were relevant considerations in determining what sites could be considered realistic options in developing the policies of the Local Plan, noting the highly protective policy provisions in place for both. The Plan does not require the release of any Green Belt to meet its growth needs during the Plan Period.

- 2.14 The Council considers that it is relevant to consider the outcome for the neighbouring London Borough of Enfield's proposals for potential Green Belt release among the options in its Regulation 18 Local Plan consultation in 2021. The Mayor's response was very clear that the Enfield Plan was not in conformity with the London Plan, as set out in his letter of 13th September:

'Having considered Enfield's draft Plan and the evidence to support the preferred approach it is the Mayor's opinion that the exceptional circumstances that are required to justify the release of Green Belt land through the Local Plan process have not been established.'

- 2.15 For these reasons – in particular the high protection afforded to Green Belt and Metropolitan Open Land in both the NPPF and London Plan, the findings of the Green Belt and Metropolitan Open Land Study, the requirement for the emerging Local Plan to be in general conformity with the London Plan, the approach of the Mayor to allocating Green Belt release in a neighbouring draft plan, and the wide range of suitable sites put forward in the various call for sites - those sites where the entire site, or great majority of the site was on Green Belt or MOL, were not considered reasonable options for the development of the policies of the emerging Local Plan. As noted above, the majority of sites removed at this stage were classified as Green Belt or MOL (see the Site Selection Background Report Appendix 3 for a list of these sites). Furthermore, the Council is able to demonstrate a sufficient supply of housing sites on brownfield land. Site selection and capacity in relation to the remaining sites which could, in principle, contribute towards the development of the policies of the emerging Local Plan was therefore focused on non-Green Belt or MOL sites in accessible locations, in line with the London Plan.
- 2.16 Physical or environmental factors, such as flood risk (as identified in the 2018 West London Strategic Flood Risk Assessment and Barnet's 2021 Strategic Flood Risk Level 2), or conservation areas, are acknowledged as potentially further restraining development capacity. The approach for assessment has been to view these environmental factors as constraining factors which may result in those sites not being selected or may influence the allocation for those sites rather than absolute limitations which prevent the sites from being seen as reasonable options which can contribute towards the development of the policies of the Local Plan. For example, there is potential to mitigate the flood risk through site layout and design and flood defences. In this context the approach was to reduce the development capacity of the site in question, rather than necessarily removing it from the potential list.

Flood Risk

- 2.17 There has been ongoing cooperation between the Council and the Environment Agency (EA) throughout the process of Local Plan preparation. The EA provided feedback on the sites during

the Regulation 18 consultation in 2020. Extensive discussions were undertaken between the Council and the EA during preparation of the Strategic Flood Risk Assessment (SFRA) Level 2, with the Council amending the study to reflect issues raised, including, for example, on climate change allowances. Further consultation feedback was provided by the EA on the Regulation 19 consultation, as a result of which the Council undertook the Sequential and Exceptions Test; the Council again sought EA feedback on this document.

- 2.18 Sites within Flood Zone 3 have received particularly close scrutiny due to the level of flood risk involved. Planning Guidance states that where constraints have been identified, the assessment will need to consider what action could be taken to overcome them (Paragraph: 021 Reference ID: 3-021-20190722). The potential to mitigate the flood risk meant that these sites were progressed through the Local Plan process, with further information becoming available through completion of the SFRA Level 2. Following feedback from the Environment Agency on the SFRA Level 2 and Regulation 19 Local Plan consultation, the Council undertook the Sequential and Exceptions Test in order to demonstrate that potential sites in flood zones 2 and 3 were appropriately allocated in the draft Local Plan. The Sequential and Exceptions Test indicated that two sites (no. 6 Watling Avenue and no.9 Colindeep Lane) should be removed, which has been done. The reduction in housing (288 units) does not materially reduce the overall identified supply and therefore does not affect the Council's ability to meet the housing target of 36,460. Flood risk issues are being addressed through the submission of the EA Statement of Common Ground and Sequential and Exception Test. These documents are provided to the Inspectors separately.

Site Deliverability and Infrastructure

- 2.19 Information on the suitability, availability, achievability and constraints was used to assess the timescale within which each site is capable of development. As might be expected, those sites viewed as more developable in the shorter term was either placed in the 0-5 year or 6-10 year timeframes, while those sites with more constraints were placed in the 11-15 year period. This is in line with National Guidance which states that: *'A pragmatic approach is appropriate when demonstrating the intended phasing of sites. For example, for sites which are considered developable within 6-10 years, the authority may need to provide a greater degree of certainty than those in years 11-15 or beyond.'* (Paragraph: 020 Reference ID: 68-020-20190722).
- 2.20 The Council has undertaken a recent assessment of the sites and is preparing a paper that sets out the supporting evidence for either a.) site deliverability if completion is expected within 5 years, or b.) developability if completion is expected within 6-15 years), in accordance with the NPPF definitions (see Appendix 3).
- 2.21 In terms of the funding position around many critical or essential infrastructure items as set out in the Infrastructure Delivery Plan (Core_Gen_19) the Council does not consider that this is uncertain. It is the case that the great majority of sites included in the Local Plan are deliverable with the existing infrastructure. Where additional infrastructure is required, the Council is continuing to liaise as necessary with infrastructure bodies, including National Highways and Thames Water, in order robustly to justify the proposed site allocations.

- 2.22 With regard to the viability assessments and the overall cumulative cost of policy requirements, the Examiner's report on the Community Infrastructure Levy Charging (CIL) Schedule was received on 14th February 2022. Subject to a recommended modification, the Examiner concluded that the London Borough of Barnet CIL Charging Schedule satisfies the requirements of Section 212 of the 2008 Act and meets the criteria for viability in the 2010 Regulations and therefore recommended that the Charging Schedule be approved. The CIL Charging Schedule was adopted by the Council on 1st March 2022.
- 2.23 At each stage of the process the site allocations have undergone an internal Council process of discussion and approval. The list was taken to a selected Members Advisory Group (MAG) for presentation and discussion during the preparation process of both the Regulation 18 and 19 versions of the Local Plan.

General Conformity to Policies H1 and H2 of the London Plan

- 2.24 This section of the HTP demonstrates how the Local Plan is in general conformity with policies H1 and H2 of the London Plan and, where there are issues of conformity, explaining the context for reasonable differences of approach. A response to each section of policies H1 and H2 is set out in Appendix 4.
- 2.25 The Mayor of London in his letter of August 9th 2021 confirms that the draft Local Plan is in general conformity with the London Plan 2021 and welcomes the work of the Council and the collaboration undertaken with GLA officers in producing Barnet's Local Plan. The Mayor's letter provided a few detailed comments where a small number of further amendments could be made to the Local Plan to ensure greater consistency with the London Plan.
- 2.26 NPPF (para 22) states that strategic policies should look ahead over at least a 15 year period from adoption. The Local Plan therefore sets out how the London Plan housing target for net housing completions can be met over the Plan period of 15 years.
- 2.27 The Council refers to para 4.1.11 of London Plan which states *"If a target is needed beyond the 10 year period (2019/20 to 2028/29), boroughs should draw on the 2017 SHLAA findings (which cover the plan period to 2041) and any local evidence of identified capacity, in consultation with the GLA, and should take into account any additional capacity that could be delivered as a result of any committed transport infrastructure improvements, and roll forward the housing capacity assumptions applied in the London Plan for small sites."*
- 2.28 The Plan allocates an appropriate range and number of sites that are proposed as suitable for residential and mixed-use development. The proposal sites are focused on accessible locations that are close to stations and town centres. All proposals in the Local Plan involve the efficient use of previously developed land.
- 2.29 The Local Plan (Core_01) housing target was lowered between Reg 18 (Core_07), and Reg 19 (Core_01) from 46,000 new homes (3,060 per annum) by 2036 to 35,460 new homes (2,364 per annum). The 46,000 target (3,060 per annum) in the Reg 18 matched the Full Objectively Assessed Need (OAN) for housing in Barnet as identified by the Barnet SHMA (EB_H_05). It also largely reflected the draft London Plan target (Dec. 2017) of 47,000 (3,134 per annum).

Following EIP the London Plan housing target was reduced. The London Plan (published in March 2021) (Core_Gen_16) sets a target figure for Barnet of 23,640 net housing completions for the ten year period up until 2028/29. The Council identified this as a minimum target in the Reg 19. The policies and proposals in the Reg 18 Local Plan have been carried forward into the Reg 19. There has been no strategic change to the planning framework within the Local Plan. Barnet therefore proposes to meet the London Plan target of 35,460 new homes over the Plan Period up to 2036, while providing a supply of sites for up to 46,000 new homes.

- 2.30 Table 5 of the Local Plan sets out new homes delivery, indicating in broad terms where and when the 46,000 homes will be delivered.
- 2.31 The policies and proposals in the Local Plan can deliver a supply of 46,000 against a London Plan housing target of 35,460. In exceeding this target there is justification for greater flexibility with regard to the London Plan, particularly with regard to sites of PTAL (3 to 6) or the 800m distance from town centre boundaries / transport nodes and expectations on housing delivery from small sites.
- 2.32 Barnet's Local Plan takes a practical and less formulaic approach to PTAL that responds to the context of an Outer London borough. Barnet faces the challenge of low levels of overall PTAL, especially in the north of the Borough. This is compounded by a lack of orbital travel options.
- 2.33 Similarly, as the Borough with the most town centres in London, Barnet takes a practical approach to the 800 metre walking distance from transport nodes or town centre boundaries. Therefore a walking distance of 400 metres is considered to be a more appropriate measure in helping to respond to local context.
- 2.34 Small sites are identified as those less than 0.25 ha. The Local Plan shows small sites delivery of 340 homes per year, which although below the London Plan 2021 target of 434 new homes, is based on historic delivery from small sites. However, as most small sites come forward as windfall, the process of identifying and assessing such a large number of sites is not considered practical and the approach is that small sites are managed through the development management process. The Mayor of London supports the Council's intention to prepare a specific Design Code for Small Sites as part of the Sustainable Design and Development Guidance SPD. Small site development is typified by infill development on vacant or underused brownfield sites in existing residential areas. This type of development often faces a range of planning constraints and can cause considerable concerns to local communities because of its impact on amenity and character. Through the use of a specific Design Code for Small Sites a suite of clear and specific design parameters for development will be established. Such parameters will respond to the context provided by Barnet's Characterisation Study.

3.0 Consideration of reasonable alternatives in the IIA

- 3.1 The process of carrying out the call for sites and sites assessment set out above means that there has already been a consideration of alternatives, i.e. the sites that were promoted and then assessed for suitability but not included as site proposals within the draft LBB local plan. Those sites deemed suitable have been included in the Schedule of Site Proposals.

- 3.2 Planning Guidance on SEA and SA regulations sets out that the sustainability appraisal needs to consider and compare all reasonable alternatives as the plan evolves, including the preferred approach, and assess these against the baseline environmental, economic and social characteristics of the area and the likely situation if the plan were not to be adopted. The Guidance goes on to say that *'Reasonable alternatives are the different realistic options considered by the plan-maker in developing the policies in the plan'* (Paragraph: 018 Reference ID: 11-018-20140306). The emphasis is on alternatives that are reasonable, and which are realistic in terms of capable of being delivered during the plan period. The Council did not consider that it would be an appropriate use of resources to set out and assess options that had no realistic chance of progress – for example sites which would require the removal of land from the Green Belt notwithstanding the clear policy protection for it and the ability of the Council to meet the London Plan's housing target for Barnet without removing land from the Green Belt. Indeed, as explained above, alternative approaches would nearly entirely relate to Green Belt and Metropolitan Open Land sites that could not reasonably be progressed in the Barnet and London context and were thus considered to not be reasonable alternatives for the reasons already given.
- 3.3 The Integrated Impact Assessment (IIA) does set out a high level consideration of reasonable alternatives. In the IIA Part 1 - paragraphs 3.7 – 3.10 – there is a discussion of the need to consider reasonable alternatives associated with the scale and location of housing growth within the Borough. When considering possible reasonable alternatives it is important to have regard to the framework in which the draft Barnet Local Plan is being made – in particular, the fact that the London Plan sets Borough level housing targets and identifies locations for future growth along with strategic policies for delivering the identified growth. As a result of this it is argued that the SA has been restricted in its consideration of what can be a reasonable alternative. The IIA goes on to point out that the Council has undertaken a rigorous review of land that is available for development, and which is likely to be deliverable and developable within the plan period. A preferred policy approach was set out as part of the Draft Local Plan preferred approach (Reg 18). A high level assessment of these alternatives is set out in the IIA Appendix 8.
- 3.4 Pursuing further consideration of alternatives would require the setting out of the scenarios, for example to not include a Schedule of Site Proposals at all, or to develop sites currently designated as Green Belt and MOL through alterations to the current boundaries. Neither of these are considered reasonable. For the reasons explained above. The latter was not considered to be a reasonable alternative as to do so would conflict with the recently published London Plan and therefore likely trigger a 'not in general conformity' statement from the GLA / Mayor of London. It would also conflict with the findings of the Barnet Green Belt and Metropolitan Open Land Study (2018), as described above.
- 3.5 The consideration of reasonable alternatives means just that; reasonable in terms of there being a realistic possibility of actually being delivered; this is: availability, free of overriding policy constraints (or at least these being capable of being mitigated against) and viable. Significantly, what is reasonable is a context dependent question. It is the Council's view that all reasonable alternatives have been considered in forming the draft Barnet Local Plan.

- 3.6 The site assessment process needs to be based on proportionate evidence and we consider that that requirement has been met.

4.0 Site Capacity Calculations

- 4.1 The Inspectors' letter raises concerns of conformity with London Plan Policy D3 in relation to site capacity estimates, and whether a capacity range should be provided rather than a single figure.
- 4.2 The density matrix was used as an established London mechanism (in the absence of reasonable alternatives) for determining indicative densities in a London borough. It is the case that the Local Plan must be in general conformity with the London Plan but does not need to be in exact conformity. The matrix approach identifies greater development potential in locations with high public transport accessibility, fewer environmental constraints such as a Conservation Area or areas at flood risk, and where the urban context is suitable to denser forms of development.
- 4.3 During preparation of the site allocations, the approach to calculating indicative figures considered using a range, but this was found to be impractical due to the need for an identifiable output that could feed into the overall supply total. The approach of other London boroughs to site allocations in their Local Plans was studied by way of comparison, with the provision of single value estimate being a common approach (including the adopted Plans of Brent and Redbridge, and the Islington Plan which is under examination). Indicative capacities within proposals are intended as high level assessments that will be firmed up by further design and master-planning work as proposals transition to planning applications.
- 4.4 The Council does not consider that undertaking an extensive process of design options for each site allocation would be either proportionate or reasonable. Carrying out a full design-led site assessment at the allocation stage would be disproportionately resource intensive and lead to less flexibility. The Council emphasises that that the Local Plan is allocating sites and is not seeking to prepare planning applications. There is a need to avoid being overly prescriptive so as to maintain flexibility for the potential development and design options that may come forward in the future. It is highly likely that factors affecting development will change during the Plan Period, and the Local Plan should avoid being too restrictive and potentially stymying development due to overly rigid site allocation requirements. It is not possible to foresee all eventualities, for example the recent impact of COVID-19 which has affected the need for outdoor amenity space and ability to work from home.

5.0 Updated housing trajectory, brownfield land register and five-year housing supply

- 5.1 The Housing Trajectory and 5-year housing land supply that were submitted in November 2021 represent the most up-to-date position statements. The Brownfield Land Register for 2021 has been published and added to the Examination Library following confirmation by Strategic Planning Committee on February 22nd.

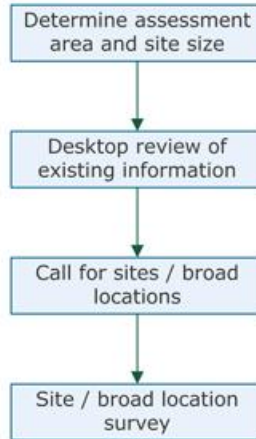
6.0 Consideration of any implications of the recently published Housing Delivery Test results are accounted for

- 6.1 The Housing Delivery Test 2021 shows that Barnet met its need at 108% of the requirement, and therefore there are no consequences for LBB in terms of presumption in favour of development, provision of a buffer, or preparation of a Housing Action Plan.

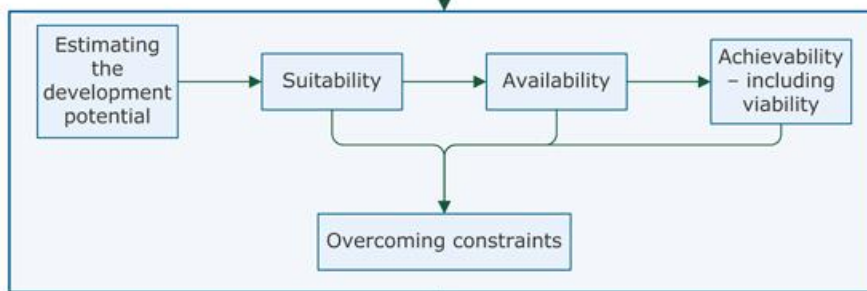
Appendix 1 – NPPG – Land Availability Methodology Flowchart

(Paragraph: 005 Reference ID: 3-005-20190722)

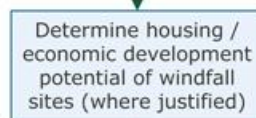
Stage 1 - Site / broad location identification



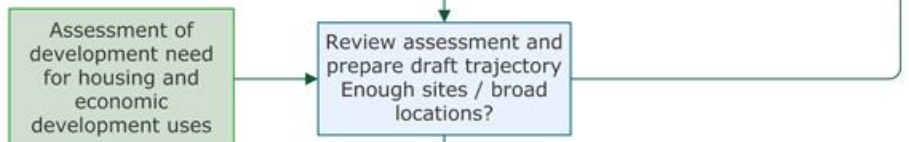
Stage 2 - Site / broad location assessment



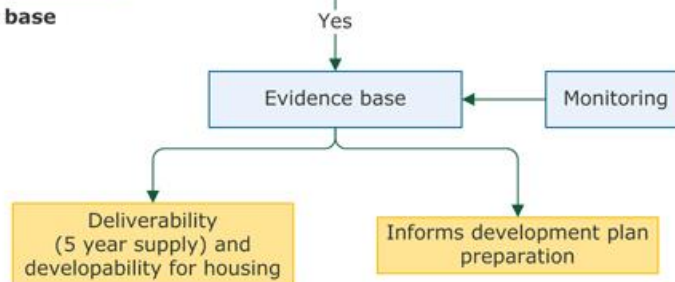
Stage 3 - Windfall assessment



Stage 4 - Assessment review



Stage 5 - Final evidence base



Appendix 2 – SHLAA Type of site and potential data source

(NPPG Paragraph: 011 Reference ID: 3-011-20190722)

Type of site	Potential data source
Existing housing and economic development allocations and site development briefs not yet with planning permission	Local and neighbourhood plans Planning applications records Development Briefs
Planning Permissions for housing and economic development that are unimplemented or under construction	Planning application records Development starts and completions records
Planning applications that have been refused or withdrawn	Planning application records
Land in the local authority's ownership	Local authority records
Surplus and likely to become surplus public sector land	National register of public sector land Engagement with strategic plans of other public sector bodies such as county councils, central government, National Health Service, police, fire services, utilities services, statutory undertakers
Sites with permission in principle, and identified brownfield land	Brownfield land registers (parts 1 and 2) National Land Use Database Valuation Office database Active engagement with sector
Vacant and derelict land and buildings (including empty homes, redundant and disused agricultural buildings, potential permitted development changes, eg offices to residential)	Local authority empty property register English Housing Survey National Land Use Database Commercial property databases (eg estate agents and property agents) Valuation Office database Active engagement with sector Brownfield land registers
Additional opportunities for un-established uses (eg making productive use of under-utilised facilities such as garage blocks)	Ordnance Survey maps Aerial photography Planning applications Site surveys
Business requirements and aspirations	Enquiries received by local planning authority Active engagement with sector
Sites in rural locations	Local and neighbourhood plans
Large scale redevelopment and redesign of existing residential or economic areas	Planning applications Ordnance Survey maps Aerial photography
Sites in adjoining villages and rural exceptions sites	Site surveys
Potential urban extensions and new free-standing settlements	

Appendix 3 – NPPF Glossary Definitions of Deliverable and Developable

Deliverable: To be considered deliverable, sites for housing should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years. In particular:

- a) sites which do not involve major development and have planning permission, and all sites with detailed planning permission, should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered within five years (for example because they are no longer viable, there is no longer a demand for the type of units or sites have long term phasing plans).
- b) where a site has outline planning permission for major development, has been allocated in a development plan, has a grant of permission in principle, or is identified on a brownfield register, it should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years.

Developable: To be considered developable, sites should be in a suitable location for housing development with a reasonable prospect that they will be available and could be viably developed at the point envisaged.

Appendix 4

London Plan (March 2021)	Barnet Draft Local Plan
<p>Policy H1 Increasing housing supply</p> <p>A Table 4.1 sets the ten-year targets for net housing completions that each local planning authority should plan for. Boroughs must include these targets in their Development Plan Documents.</p> <p>B To ensure that ten-year housing targets are achieved, boroughs should:</p> <p>1) prepare delivery-focused Development Plans which:</p> <p>a) allocate an appropriate range and number of sites that are suitable for residential and mixed-use development and intensification</p>	<p>A The Local Plan sets out how the London Plan housing target can be met over the Plan period of 15 years. This is based on delivering the London Plan annual requirement of 2,364 new homes per annum between 2021 and 2036, equal to 35,460 new homes over 15 years. Policy BSS01 (a) Spatial Strategy for Barnet sets out that the Local Plan seeks to deliver a minimum of 35,460 new homes.</p> <p>The Mayor in his August 2022 statement of general conformity with the London Plan has stated that the ‘draft local plan commits the borough to meet the London Plan’s 10-year housing target of 2,364 homes per year.’</p> <p>B(1) The Local Plan is delivery focused. The strategy for delivery is clearly articulated within policies BSS01 (which sets out spatial strategy and housing target) and GSS01 (which sets out the locations and sources for housing growth). Growth will be directed into the most sustainable locations with good public transport and active travel. These include identified Growth Areas, Opportunity Areas and main town centres, along with places with capacity for change. Barnet’s town centres will take a responsive and adaptable approach to recover from the COVID19 pandemic and thrive, providing sustainable locations for business, leisure and cultural activities. Benefits of growth and investment will be accessible and enable all to share in new social and community infrastructure and access a range of housing types and a thriving jobs market, while enjoying a safe, healthy and sustainable Borough. Policy BSS01 introduces the Plan by setting out the Spatial Strategy while Policy GSS01 establishes how Barnet will deliver sustainable growth setting the framework for strategic policies GSS02 to GSS13 - growth will be concentrated in the Opportunity Areas of Brent Cross Cricklewood, Colindale and New Southgate, together with Barnet’s Growth Areas and District Town Centres.</p> <p>The Mayor has welcomed Barnet’s approach of concentrating growth in the borough’s Opportunity Areas, Growth Areas and District Town Centres.</p> <p>B (1,a) Local Plan policies seek to direct growth to the most sustainable locations in the Borough and to places where there are sites available for a sufficient quantum of delivery. Policy GSS01 states that the Council will provide the conditions for sustainable growth. In ensuring the delivery of sustainable growth the Council has allocated land for development as set out in Annex 1 - the Schedule of Proposals. The Schedule sets out the Council’s development requirements for over 60</p>

<p>b) encourage development on other appropriate windfall sites not identified in Development Plans through the Plan period, especially from the sources of supply listed in B2</p> <p>c) enable the delivery of housing capacity identified in Opportunity Areas, working closely with the GLA.</p> <p>2) optimise the potential for housing delivery on all suitable</p>	<p>individual sites across the Borough. It supports and demonstrates delivery of the new Local Plan’s growth requirements across a range of sites. Justification for inclusion of each site is provided within the Schedule.</p> <p>Table 5a sets out the contribution of the site proposals in Annex 1 to new homes delivery and a total supply of 46,000 new homes by 2036, exceeding the Local Plan minimum target of 35,460 new homes.</p> <p>B(1,b) The Council considers that it is less reliant on windfall as the Plan can provide a supply which exceeds the minimum housing target by over 10,000 homes. Housing delivery will be furthered as a consequence of the new planning policy framework provided by the Local Plan.</p> <p>The Local Plan small sites target provides a reliable source of windfall sites which contributes to anticipated supply and meets the requirements of the NPPF (para 70). Delivery may be underestimated in terms of small sites responding positively to introduction of Design Codes through the Sustainable Design and Development Guidance SPD. The Mayor has recommended that in advance of that SPD’s production the Borough should refer to the GLA’s draft Good Quality Homes for All Londoners LPG and specifically Module B on small sites.</p> <p>In addition to the Plan’s approach to small sites delivery, policies such as HOU06 - Meeting Other Housing Needs provides clarification on the Council’s approach to Build to Rent, a housing product that helps to widen housing choice and development opportunities in the Borough. Another example of a new policy that will boost windfall development is GSS12 – Redevelopment of Car Parks. This policy provides an opportunity for existing surface level car parks to be more efficiently and sustainably utilised while still serving a car parking function.</p> <p>B(1,c) The relationship between the London Plan and Local Plan with regard to the Opportunity Areas of Brent Cross Cricklewood, Colindale and New Southgate is initially set out at Section 1.3. The Local Plan expects to deliver beyond the capacity of the London Plan for Brent Cross Cricklewood and Colindale. Both these Opportunity Areas are supported by established planning frameworks. The Local Plan seeks to deliver capacity at New Southgate subject to the production of a planning framework. Progress on the planning framework for New Southgate with LB Enfield, LB Haringey and the Mayor of London is set out in respective SoCGs.</p> <p>2 Policy GSS01 sets out the Council’s strategic approach to development highlighting the locations where sustainable</p>
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<p>and available brownfield sites through their Development Plans and planning decisions, especially the following sources of capacity:</p> <p>a) sites with existing or planned public transport access levels (PTALs) 3-6 or which are located within 800m distance of a station or town centre boundary</p> <p>b) mixed-use redevelopment of car parks and low-density retail parks and supermarkets</p>	<p>growth will be supported. GSS01 states that all development must make the best use of land by following a design-led approach that optimises the capacity of sites, including site proposals. Optimising capacity means ensuring that development is of the most appropriate form and land use for the site. As stated in paragraph 4.8.3, the Local Plan approach to growth will seek to regenerate and develop areas of brownfield and underused land and buildings, particularly where these are located in areas of good public transport provision. The Council’s site selection process identified almost entirely brownfield sites.</p> <p>2a. Policy BSS01 states that Barnet’s Opportunity Areas, Growth Areas and District Town Centres are the most sustainable locations with good public transport connections and active travel provision. In terms of growth outside these areas the Plan will support growth where there is capacity and where the historic environment and local character can be conserved or enhanced. Local Plan Map 1 shows existing PTAL for the Borough. focuses development in areas which have or have the potential to have good PTAL and currently lower efficiency land use and seeks to intensify them on a scale that provides the potential to create sustainable communities with appropriate levels of supporting infrastructure. Barnet’s Local Plan takes a practical and less formulaic approach to PTAL that responds to the context of an Outer London borough. Barnet faces the challenge of low levels of overall PTAL, especially in the north of the Borough. This is compounded by a lack of orbital travel options. Barnet’s bespoke and evidence based approach to parking management for residential uses is set out in Policy TRC03 – Parking Management.</p> <p>Within Barnet 400m is considered a reasonable walking distance across the Borough and is referenced in policies HOU03 on Residential Conversions, HOU04 on Specialist Housing and TOW03 on Managing Hot Food Takeaways. Within Annex 1 Town Centre proposal sites are identified as those within 400 metres of the town centre boundary. Similarly, Major Public Transport Infrastructure sites are identified as within 400 metres of an existing or new public transport hub and which have not otherwise been identified as within Growth Areas, Town Centres or Major Thoroughfares.</p> <p>This distinction from the 800 metre distance specified in London Plan Policy H1 B2a has not been highlighted by the Mayor as an issue of non-conformity.</p> <p>2b. Policy GSS12 – Redevelopment of Car Parks provides an opportunity for surface level car parks to be more efficiently and sustainably utilised while still serving a car parking function. This is reflected in a series of site proposals (Sites 24, 32, 33, 34,</p>
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<p>c) housing intensification on other appropriate low-density sites in commercial, leisure and infrastructure uses</p> <p>d) the redevelopment of surplus utilities and public sector owned sites</p> <p>e) small sites (see Policy H2 Small sites)</p> <p>f) industrial sites that have been identified through the processes set out in Policy E4 Land for industry, logistics and services to support London’s economic function, Policy E5 Strategic Industrial Locations (SIL), Policy E6 Locally Significant Industrial Sites and Policy E7 Industrial intensification, co-location and substitution.</p> <p>3) establish ambitious and achievable build-out rates at the planning stage, incentivising build-out milestones to help ensure that homes are built quickly and to reduce the likelihood of permissions being sought to sell land on at a higher value.</p>	<p>35, 39, 41 and 58) Policy CDH01 – Promoting High Quality Design highlights that in order to make the most efficient use of land residential proposals must be developed at an optimum density. With regards to low density retail / leisure parks and supermarkets - site proposals such as Broadway Retail Park (Site 8), Sainsburys The Hyde (Site 14), Tesco – Coppetts Centre (Site 15) and Sainsburys (New Barnet) (Site 22), Great North Leisure Park (Site 67) reflect the Local Plan’s approach for making a more efficient use of land.</p> <p>2c. As above there is support from Policy CDH01 for more efficient use of land. Housing intensification presents an opportunity to improve the quality of the built environment in Growth Areas and District Town Centres, making more efficient use of brownfield land in sustainable locations and is best demonstrated through site proposals within Edgware (Site proposal 27 – Edgware Town Centre) and Cricklewood (Site proposal 7 – Beacon Bingo). These site proposals will deliver benefits for the local area while providing new housing and town centre uses.</p> <p>2d. As above there is support from Policy CDH01 for more efficient use of land. The more efficient use of public sector sites is exemplified by proposals such as Public Health England in Colindale (Site proposal 13) and a suite of proposals for sites owned by Transport for London such as Finchley Central Station (Site proposal 30).</p> <p>2e. As set out in response to London Plan Policy H2 – Small Sites.</p> <p>2f. Barnet’s approach is to protect and promote intensification of employment uses within Locally Significant Industrial Sites (LSIS) where it does not impact on operational capability of the LSIS. This is set out in Policy ECY01(g) – A Vibrant Local Economy which addresses co-location of residential uses in a LSIS.</p> <p>3) There is support throughout the Plan for getting the right homes in the right place at the right time. Build to Rent has been highlighted as an appropriate use in its contribution to faster build out rates as well as widening housing choice. The Local Plan is supported by a Housing Delivery Action Plan which identifies known constraints to development and sets out a suite of measures to improve housing delivery</p>
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<p>C Boroughs should proactively use brownfield registers and permission in principle to increase planning certainty for those wishing to build new homes.</p> <p>D Boroughs should publish and annually update housing trajectories based on the targets in Table 4.1 and should work with the Mayor to resolve any anticipated shortfalls.</p> <p>E Where new sustainable transport infrastructure is planned, boroughs should re-evaluate the appropriateness of land use designations and the potential to accommodate higher-density residential and mixed-use development, taking into account future public transport capacity and connectivity levels.</p> <p>F On sites that are allocated for residential and mixed-use development there is a general presumption against single use low-density retail and leisure parks.</p> <p>These developments should be designed to provide a mix of uses including housing on the same site in order to make the best use of land available for development.</p>	<p>C The Council reviews and publishes the Brownfield Land Register on an annual basis in accordance with the requirements of the 2017 Regulations. The 2021 Brownfield Land Register was approved by Planning Committee on February 22nd 2022. The Council confirms that there have been no applications for Permission in Principle since the introduction of the Register.</p> <p>D The Housing Trajectory and 5 year supply continue to be reviewed and update on an annual basis through the Authorities Monitoring Report (AMR).</p> <p>E Policy GSS09 – Existing and Major New Transport Infrastructure sets out the potential to deliver growth at existing transport hubs and alongside major new transport infrastructure. Site proposals show existing and forecast (for 2031) PTAL. Transport projects that have been identified in the draft Local Plan are: new rail station at Brent Cross West; new bus station at Brent Cross; new underground station and enhanced public transport interchange at Colindale; new passenger rail line - the West London Orbital Line together with upgrades to existing stations on the line; Crossrail 2 at New Southgate; new bus stopping arrangements in North Finchley to allow for redevelopment of the bus station for commercial uses. The Council will also seek additional funding from TfL / Network Rail / Highways England and central government.</p> <p>In his Statement of General Conformity the Mayor welcomes the Local Plan’s support for the West London Orbital rail scheme, setting out areas where this scheme could be a catalyst for growth. However the Mayor considers that the Plan could adopt a more cautious wording about its delivery to reflect the fact that the scheme remains unfunded at the present time.</p> <p>F Policy CDH01 – Promoting High Quality Design highlights that in order to make the most efficient use of land residential proposals must be developed at an optimum density.</p>
<p>Policy H2 Small sites</p>	<p>The Mayor’s Statement of General Conformity highlights Barnet’s delivery target of 5,100 homes on small sites by 2036. This equates to 340 homes per year, below the London Plan</p>

<p>A Boroughs should pro-actively support well-designed new homes on small sites (below 0.25 hectares in size) through both planning decisions and plan-making in order to:</p> <p>1) significantly increase the contribution of small sites to meeting London’s housing needs</p> <p>2) diversify the sources, locations, type and mix of housing supply</p> <p>3) support small and medium-sized housebuilders</p> <p>4) support those wishing to bring forward custom, self-build and community led housing</p>	<p>2021 target of 434. The Mayor supports the Council’s intention to prepare a specific Design Code for Small Sites as part of the Sustainable Design Guidance SPD and requests that in the interim Barnet should refer to the GLA’s draft Good Quality Homes for All Londoners LPG and specifically Module B on small sites. Barnet will clarify this through its SoCG with the Mayor.</p> <p>A Barnet has a housing target of 35,460 new homes and can demonstrate through this Local Plan a deliverable supply of 46,000 new homes against this target. Small sites have an important role to play in housing delivery. Introduction of design codes will help to realise their potential and protect valuable Green Belt land from development. The draft plan sets out a delivery target of 5,100 homes on small sites by 2036. This equates to 340 homes per year, below the London Plan 2021 target of 434. The intention to prepare a specific Design Code for Small Sites as part of the Sustainable Design Guidance SPD is supported. In the interim the borough should refer to the GLA’s draft Good Quality Homes for All Londoners LPG and specifically Module B on small sites.</p> <p>A1) Small site development is typified by infill development on vacant or underused brownfield sites in existing residential areas. This type of development often faces a range of planning constraints and can cause considerable concerns to local communities because of its impact on amenity and character. Through the use of a specific Design Code for Small Sites a suite of clear and specific design parameters for development will be provided that responds to the context provided by Barnet’s Characterisation Study. The Small Sites Design Code will form part of the Sustainable Design and Development Guidance SPD. The Local Plan sets out how Barnet intends to deliver new homes on small sites. This is expressed through Policy GSS01 and Policy CDH01.</p> <p>A2) Through the Sustainable Design and Development Guidance SPD the Council will respond to the local context for small site delivery working with communities and housebuilders.</p> <p>A3) Para 6.5.1 highlights that the Council will support small and medium sized housebuilders to deliver well designed new homes on small sites.</p> <p>A4) Section 5.18 sets out the Local Plan’s approach on self-build and clearly states that proposals that accord with the policies within the Local Plan will be supported. On the evidence of CIL Exemptions for self-build within Barnet the market is responding to demand for this type of housing.</p>
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<p>5) achieve the minimum targets for small sites set out in Table 4.2 as a component of the overall housing targets set out in Table 4.1.</p> <p>B Boroughs should:</p> <p>1) recognise in their Development Plans that local character evolves over time and will need to change in appropriate locations to accommodate additional housing on small sites</p> <p>2) where appropriate, prepare site-specific briefs, masterplans and housing design codes for small sites</p> <p>3) identify and allocate appropriate small sites for residential development</p> <p>4) list these small sites on their brownfield registers</p> <p>5) grant permission in principle on specific sites or prepare local development orders.</p>	<p>A5) Small sites are a component of overall housing supply and as set out in Table 5 make a contribution to meeting Barnet’s housing target. The Council considers that through the implementation of the policies and proposals in the Local Plan it has supply (of up to 46,000 new homes) to exceed the London Plan housing target. The Mayor has therefore not raised the small sites target as an issue of general conformity.</p> <p>B (1) A key challenge of the Local Plan is to ensure that the distinctive character of the area is retained and where possible, enhanced further, whilst achieving sustainable growth. Character can also evolve over time in a positive way with good growth from developments large and small. Policy BSS01(c) states that outside of the Local Plan’s preferred locations set out in Policy GSS01, growth will be supported in places where there is recognised capacity and where the historic environment and local character can be conserved or enhanced as a result. Further details set out in paras 6.3.1, 6.3.5, 6.4.2, Policy CDH01 (i, ii,), 6.18.1, 6.19.3, 6.20.2, 6.22.7, Policy CDH07, 7.2.5, 7.3.1, 10.3.3. Also refer to Paras mentioned at A.</p> <p>2) The Council will produce the Sustainable Design and Development Guidance SPD and set out the parameters for Design Codes. Site specific briefs and masterplans are supported in providing further detail on implementation of site proposals and delivery in Growth Areas.</p> <p>3) The Council has identified a number of small site proposals as part of an overall proportionate approach. As highlighted above the Council expects the production of Design Codes through the Sustainable Design and Development Guidance SPD to have a greater impact on delivery through small sites.</p> <p>4) The Brownfield Land Register (approved by Planning Committee on February 22nd 2022) identifies all unimplemented sites allocated through Area Action Plans or SPDs.</p> <p>5) The Council confirms there have been no applications for Permission in Principle since the introduction of the Brownfield Land Register in 2017. Local Development Orders remain an option for improving small sites delivery.</p>
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