

Wandsworth Council Housing and
Economic Land Availability
Assessment
2016–2031

October 2017



Executive Summary

The Wandsworth Housing and Economic Land Availability Assessment provides an assessment of whether there is sufficient housing and economic land in Wandsworth over the next fifteen years.

This assessment has been prepared primarily to ensure that under the proposed Local Plan Employment and Industry Document there is sufficient land for economic sites, those falling within the B use class.

The results of the housing component of the assessment are not provided in this report, as, beyond the need to establish whether sites should be used for housing, economic use or both, the assessment of housing sites was used as an initial input to the London Strategic Housing Land Availability Assessment 2017, and then further refined through that process. The London Strategic Housing Land Availability Assessment is prepared at a London-wide level and informs the housing targets that go into the London Plan and then the Local Plan. The results of it will be made available through the draft London Plan.

The assessment identified sites throughout the borough that could potentially provide for economic and housing development. The sites were then assessed for their suitability for economic uses, housing uses, or both, and were assigned a likely development density and probability of development.

The forecast supply from this assessment has been compared with the forecast demand set out in the *London Borough of Wandsworth Employment Land and Premises Study 2016*:

- (1) The supply of offices outside the Vauxhall, Nine Elms, Battersea Opportunity Area is expected to provide 59,626 to 71,025 m² of floorspace between 2016 and 2031. The low point of this range is between the medium and high growth demand scenarios, and the high point slightly exceeds the high growth demand scenario.
- (2) A shortfall of 9.57 ha of industrial land supply is expected by 2031. The reasons for the redesignation of industrial allocated sites is set out in the proposed Employment and Industry Document.

A list and details of the assessment of housing and offices sites has not been provided in this report. This is consistent with the London Strategic Housing Land Availability Assessment methodology, and avoids any pre-emption of the planning application process in establishing appropriate built form and densities for sites.

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1 Introduction

Wandsworth Council is reviewing the policies in its Local Plan (adopted March 2016) that relate to employment and industrial land.

As part of this, a housing and economic land availability assessment was required to be undertaken.

This assessment identifies a supply of future land for the period 2016 to 2031, which is the period covered by the intent of the Local Plan's proposed Employment and Industry Document to guide development in the borough over the next fifteen years.

This period is also within the first four phases of the London Strategic Housing Land Availability Assessment 2017 ('the London SHLAA'), currently under preparation by the Greater London Authority, which covers the period 2016 to 2041. Due to the later timing of this wider London housing assessment being undertaken, the results of the housing component of the housing and economic land availability assessment were intended to feed into the council's inputs to the London SHLAA, rather than be reported in full alongside the assessment of economic land.

The assessment of the availability of land for economic uses covers those uses within Part B of the Town and Country Planning (Use Classes) Order 1987, including offices, research and development premises, light and general industry, and places for storage and distribution.

The *London Borough of Wandsworth Employment Land and Premises Study 2016* ('the *Employment Land and Premises Study*') provided a forecast for the demand for economic land.¹ This therefore allows a comparison between the forecast demand and potential supply provided by the housing and economic land availability assessment.

2 Methodology

Housing and Economic Land Availability Assessment, planning practice guidance ('the guidance') provided by the Department for Communities and Local Government, sets out the requirement and methodology for undertaking a housing and economic land availability assessment.²

It states that 'Plan makers should have regard to the guidance in preparing their assessments. Where they depart from the guidance, plan makers will have to set out reasons for doing so.'³

¹ *London Borough of Wandsworth Employment Land and Premises Study 2016*, AECOM, August 2016, http://www.wandsworth.gov.uk/downloads/file/12087/wandsworth_employment_land_and_premises_study_aug_2016.

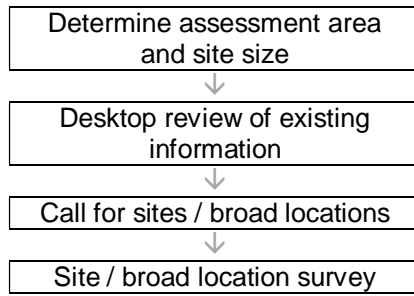
² *Housing and Economic Land Availability Assessment*, Department for Communities and Local Government, 6 March 2014, <https://www.gov.uk/guidance/housing-and-economic-land-availability-assessment>.

³ *Ibid*, para. 005.

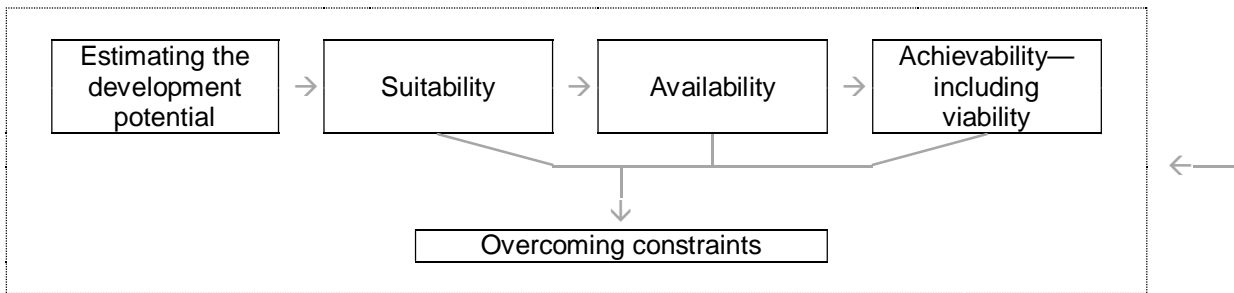
The methodology used in this assessment and any differences with the planning practice guidance methodology are explained below. An overview of the planning practice guidance methodology is shown in Figure 1, below.

Figure 1: Planning Practice Guidance Methodology Flow Chart, replicated from para. 006 of the guidance.

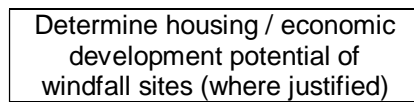
Stage 1—Site / Broad Location Identification



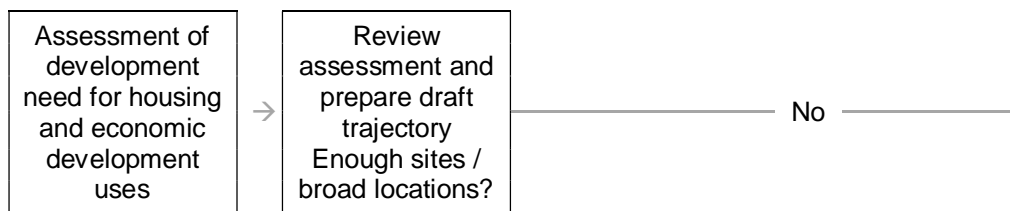
Stage 2—Site / Broad Location Assessment



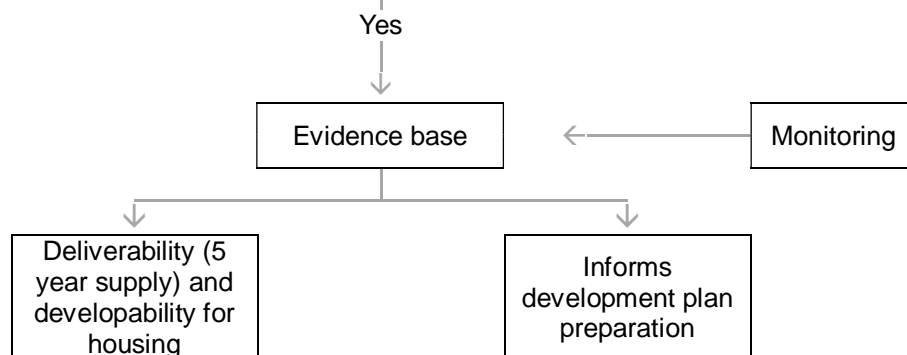
Stage 3—Windfall Assessment



Stage 4—Assessment Review



Stage 5—Final Evidence Base



2.1 Partial Separation of the Housing and Economic Land Assessments

The primary difference to the planning practice guidance methodology is that the housing land component of the assessment has only been partially undertaken in this assessment, to the extent that it was necessary to identify sites that could be developed for residential uses only or identify the likely mix of residential and economic uses on the sites.

The London SHLAA will provide a full housing land availability assessment for Wandsworth.

This assessment has informed Wandsworth Council's input into the London SHLAA, and the London SHLAA in turn will inform housing allocations in the forthcoming full review of the Local Plan.

2.2 Planning Practice Guidance Methodology Overview

2.3 Stage 1—Site Identification

2.3.1 Assessment Area

This assessment considers sites within the Wandsworth borough.

For housing, this aligns to Wandsworth's input of sites to the London SHLAA.

For economic land, the *Employment Land and Premises Study* identifies three property market areas:⁴

- (1) a local and sub-regional office market including the London boroughs Wandsworth, Hammersmith and Fulham, Kensington and Chelsea, Lambeth, Merton, and Richmond upon Thames;
- (2) a central London office market within the Vauxhall, Nine Elms, Battersea Opportunity Area; and
- (3) a manufacturing and distribution market including the London boroughs Wandsworth, Hammersmith and Fulham, Merton, Lambeth, and Southwark.

The *Employment Land and Premises Study* incorporates data from both the functional economic market area level and the borough level in determining appropriate future demand forecasts⁵. It provides demand figures that relate to the Wandsworth borough area, and so these have been able to be used to compare the forecast demand and supply figures.

2.3.2 Site Size

Sites have been included in the assessment if they are capable of delivering five or more dwellings, or economic development on sites of 0.25 ha or more or capable of delivering 500 m² or more of floor space.

The London SHLAA considers sites 0.25 ha or greater, so all sites that could be included within the London SHLAA have first been assessed for their economic development potential through this housing and economic land availability assessment.

⁴ Para. 5.1.10.

⁵ Para. 6.1.5.

2.3.3 Identification of Sites

A total of 472 housing and economic sites were identified for assessment. Below the various sources of these sites are identified.

2.3.3.1 Call for Sites

A call for sites was undertaken between 22 June and 16 September 2016. This included advertising through the council website to the public, and letters to a number of parties that the council regularly consults with on planning matters. Sites larger than 0.25 ha for housing, employment, retail, leisure, education, health or other uses, or capable of achieving 10 or more residential units were sought. Twenty-nine responses were received.

2.3.3.2 Local Plan Consultation

Eighteen sites were identified through responses to the Local Plan Employment and Industry Review consultation.

Consultation in December 2015 and January 2016 included questions on what areas of the borough should be protected for industrial uses or promoted for other employment or mixed uses.

Policy options consultation in October 2016 included questions on proposed policy wording, as well as whether specific sites should be designated for particular uses.

2.3.3.3 Allocated Sites, Permissions, Applications and Pre-Application Meeting Records

A number of sites were identified from the council's development monitoring database. This database records the proposed development details of any planning application or permission for a change in the number of residential units on a site or a change in non-residential floorspace. This provided a list of any sites meeting the site size criteria, where these sites had a planning permission, application, or pre-application meeting record. Prior approvals, for the change of use of offices to residential use through permitted development, were also included.

Existing site allocations from the Site Specific Allocation Document in the Local Plan were also included.

2.3.3.4 Employment Land and Premises Study

Thirteen sites were also identified through the assessment provided in the *Employment Land and Premises Study*.⁶

2.4 Stage 2—Site Assessment

2.4.1 Estimate of Development Potential

Estimates for housing potential on sites used, as a starting point, the 'sustainable residential quality density matrix' set out in Policy 3.4 of the London Plan.

Estimates for economic uses were initially based on assumptions of building height (relying on either the sustainable residential quality density matrix, or the Site Specific Allocations

⁶ Table 4.1, p. 33.

Document in the Local Plan), site coverage of 70–80% and vertical mix of residential and economic uses, usually assuming at least one floor of economic uses for the sites.

Where a site was subject to a planning permission, application or pre-application meeting record, densities or levels of development were taken from these.

These assumptions were then refined in conjunction with later assessments on achievability and suitability of the sites for development.

2.4.2 Suitability, Availability and Achievability

Each site was assessed for its suitability, availability and achievability for delivery of development within the assessment period.

This was carried out, site by site, through discussion by council planning staff, using their detailed knowledge of sites.

The assessment included discussion of:

- (1) Physical constraints based on GIS hazard, constraint and policy layers in the Local Plan;
- (2) Heritage, based on on-site or adjacent listed features;
- (3) Ownership, based on known constraints; and
- (4) Whether development on that site is likely to be viable and when it would likely come forward for development.

Estimated timescales for development were matched to those of the SHLAA:

- (1) 2016–2019;
- (2) 2019–2024;
- (3) 2024–2029;
- (4) 2029–2034; and
- (5) 2034–2041.

The Employment and Industry Document covers the 15-year period from 2016 to 2031. Those developments phased in the first four phases have been used as the closest available match to this period.

2.5 Stage 3—Windfall Assessment

The National Planning Policy Framework defines windfall sites as ‘Sites which have not been specifically identified as available in the Local Plan process. They normally comprise previously-developed sites that have unexpectedly become available.’⁷

The planning practice guidance states that including an allowance for this in a housing land availability assessment may be justified where there is compelling evidence to do so.

The London SHLAA includes an allowance for small sites (those less than 0.25 ha). A windfall was therefore not required to be included in the housing assessment, given the same minimum 0.25 ha site size was used.

⁷ *National Planning Policy Framework*, Department for Communities and Local Government, 27 March 2012, <https://www.gov.uk/guidance/national-planning-policy-framework>, Annex 2.

While the summary methodology diagram from the planning practice guidance shown in Figure 1 includes reference to economic development sites windfall, there is no further reference to this in the text of the guidance.

To date Wandsworth Council has not undertaken monitoring of expected versus actual economic land development, and so there is no historic data on which to predict a suitable windfall allowance.

Comparisons of actual development over the next fifteen years with the results of this assessment will usefully inform future economic land availability assessments.

2.6 Stage 4—Assessment Review

A probability score was assigned to each site coming forward. The total likely development over time was compared to the demand for economic uses set out in the *Employment Land and Premises Study*.

2.7 Stage 5—Final Evidence Base

A detailed list of sites was produced, cross-referenced to maps of the site boundaries, with details of the assessment of each site, and projected delivery of housing or economic uses over time.

The list of sites or their estimated development capacities has not been publicly made available. This is consistent with the London SHLAA methodology, and avoids any pre-emption of the planning application process in establishing appropriate built form and densities for sites. The assessment looks to indicate the broad capacity for residential and economic uses across all potential sites and does not allocate particular sites for particular forms of development.

Summary tables of the site capacities are set out in section 3 of this report.

3 Site Assessment Summary

3.1 Housing

The results of the housing land availability that was part completed through this assessment will be finalised through the London SHLAA which is expected to be published along with the draft London Plan through the London Plan review process. The housing trajectory will also be set out in more detail in the 2016/2017 Wandsworth authority monitoring report.

3.2 Offices

3.2.1 Vauxhall, Nine Elms, Battersea Opportunity Area

The additional supply of offices expected to be delivered in the Wandsworth area of the Vauxhall, Nine Elms, Battersea Opportunity Area ('VNEB') up to 2031 is shown in Table 1.

The 198,400 m² expected to be delivered is close to the 205,000 m² of 'planned supply' identified in the *Employment Land and Premises Study*. That study considers that the demand for floorspace in this area will meet this planned supply.⁸

Table 1: Additional Supply of Floorspace (m²) in VNEB to 2031.

| Planning Applications | Potential Sites | Prior Approvals | Total |
|------------------------------|------------------------|------------------------|--------------|
| 188,644 | 9,757 | 0 | 198,400 |

The shortfall of 6,600 m² is small compared to the total additional supply, and, as the demand figure is based on a planned capacity, is not considered significant.

3.2.2 Rest of the Borough

In the rest of the borough, the probability of development is more variable between sites, and so some care is needed in the interpretation of likely additional supply.

The probabilities assigned during the assessment were somewhat conservative: permissions known to be under construction were usually assigned a probability of 1; permissions or potential sites not known to have started but where no reasons that they wouldn't proceed known were usually assigned 0.75; permissions or potential sites where there was some doubt that in the short term they would proceed were usually assigned 0.5, or less.

The 0.6 and higher and 0.5 and higher probability supply, shown in Table 2 and Table 3, are considered the best comparison with the 'medium growth' and 'high growth' scenarios in the *Employment Land and Premises Study*.

Table 2: 0.6 Probability and Higher Additional Supply of Office Floorspace (m²).

| Policy Area | Planning Applications | Potential Sites | Prior Approvals | Total |
|-------------------------------------|------------------------------|------------------------|------------------------|---------------|
| Focal Point of Activity | 91 | 4,968 | -5,775 | -716 |
| Local Centre | 0 | 0 | 0 | 0 |
| Town Centre | 2,238 | 11,127 | -5,913 | 7,452 |
| Industrial Business Park | 0 | 30,438 | 0 | 30,438 |
| Strategic Industrial Location | 0 | 0 | 0 | 0 |
| Economic Use Intensification Area | 0 | 13,399 | 0 | 13,399 |
| Locally Significant Industrial Area | 1,216 | 0 | -1,746 | -530 |
| Elsewhere | 7,066 | 7,340 | -4,824 | 9,582 |
| Total | 10,611 | 67,273 | -18,258 | 59,626 |

⁸ Para. 6.7.10.

Table 3: 0.5 Probability and Higher Additional Supply of Office Floorspace (m²).

| Policy Area | Planning Applications | Potential Sites | Prior Approvals | Total |
|-------------------------------------|------------------------------|------------------------|------------------------|---------------|
| Focal Point of Activity | 2,127 | 11,419 | -5,775 | 7,771 |
| Local Centre | 0 | 0 | 0 | 0 |
| Town Centre | 2,238 | 11,127 | -5,913 | 7,452 |
| Industrial Business Park | 0 | 30,438 | 0 | 30,438 |
| Strategic Industrial Location | 0 | 0 | 0 | 0 |
| Economic Use Intensification Area | 0 | 13,399 | 0 | 13,399 |
| Locally Significant Industrial Area | 1,216 | 0 | -1,746 | -530 |
| Elsewhere | 9,678 | 7,640 | -4,824 | 12,494 |
| Total | 15,259 | 74,024 | -18,258 | 71,025 |

The supply in Table 2 and Table 3 has been broken down by policy areas in the Local Plan and proposed Employment and Industry Document. Of particular note is that no potential sites have been identified in local centres. Whether any sites do come forward in these areas could be considered in future windfall assessments.

The *Employment Land and Premises Study* forecasts a demand between 2016 and 2030 of between 31,700 and 65,800 m², as shown in Table 4.

Table 4: Forecast Floorspace Demand. Adapted from *Employment Land and Premises Study*, Table E2, p. ix.

| Additional Demand Scenario | Floorspace (m²) |
|-----------------------------------|-----------------------------------|
| Low | 31,700 |
| Medium | 48,400 |
| High | 65,800 |

The 0.6 and 0.5 additional supply scenarios provide a range between the medium and high additional demand scenarios.

3.3 Industrial

The *Employment Land and Premises Study* identifies a current total of 141.9 ha industrial land in Wandsworth, comprising 76.9 ha of occupied core industrial land, 63.0 ha of wider industrial land, and 2.0 ha of vacant industrial land.⁹

The expected change in industrial land supply based on the assessment is set out in Table 5.

Table 5: Additional Industrial Land Supply (ha).

| Land Use | Core Industrial | Wider Industrial | Total |
|-----------------|------------------------|-------------------------|--------------|
| Land Area | -10.71 | -8.36 | -19.07 |

This is the result of the sites that are proposed to be reallocated from industrial to other uses, as per the recommendations of the *Employment Land and Premises Study*, and some additional sites, which are identified in the proposed Local Plan Employment and Industry Document.

⁹ Table 7.2, p. 97.

The details of the core and wider industrial land use areas for these sites is shown in Appendix A. The area of these sites was measured using GIS and industrial land losses were calculated based on known current uses.

The *Employment Land and Premises Study* forecast the additional industrial land requirement shown in Table 6.

Table 6: Forecast Industrial Land Demand (ha). Data from *Employment Land and Premises Study*, Table E3, p. x.

| Additional Demand Scenario | Core Industrial | Wider Industrial | Total |
|-----------------------------------|------------------------|-------------------------|--------------|
| Low | -9.5 | 0.0 | -9.5 |
| Medium | -1.1 | 0.0 | -1.1 |
| High | 8.2 | 0.0 | 8.2 |

The loss of industrial land supply does not meet the additional demand of the high demand scenario, and is also greater than the losses in the low and medium demand scenarios. The shortfall is between 9.57 and 27.27 ha.

The Local Plan Employment and Industry Document acknowledges the shortfall, and has considered policies to protect other existing industrial land, and intensify industrial uses on existing sites.

The reduction in supply of core industrial uses (10.71 ha as shown in Table 5) only slightly exceeds the reduction in demand for core industrial uses (9.5 ha as shown in Table 6) in the low growth scenario.

The *Employment Land and Premises Study* suggests planning for the net requirement at the lower end of the range, as this is based on borough data rather than wider functional economic market area data that informed the high demand projection.¹⁰

Given this, it was not considered that the expected industrial land shortfall provided by the assessment necessitated a review of the assumptions used, sites considered, or allocation of sites for housing or non-industrial B class uses.

4 Conclusion

The housing and economic land availability assessment has assessed potential sites in the borough and their expected future land use, density and timescale for development.

The assessment of housing capacities for sites has meant that all potential uses for sites have been investigated. The housing capacities for the sites considered suitable for housing or a mix of housing and other uses have informed the council's inputs to the London SHLAA.

The assessment identifies a potential additional supply of office space of 198,400 m² in the Wandsworth area of the Vauxhall, Nine Elms, Battersea Opportunity Area, and between 59,626 and 71,025 m² in the rest of the borough, between 2016 and 2031.

¹⁰ Para. 7.2.12.

These figures are between the medium growth scenario and a level slightly exceeding the high growth scenario of office demand forecasts in the *Employment Land and Premises Study*.

For industrial land, the assessment identifies a shortfall of 9.57 ha under the low growth scenario up to 2031.

Policies and site allocations in the proposed Local Plan Employment and Industry Document have regard to the supply and demand figures provided in this assessment in terms of both office floorspace and industrial land area.

Appendix A Industrial Land Potential Supply Calculation

| Sites Proposed to be Redesignated through the Local Plan Employment and Industry Document | Policies Map Changes Document Reference | Recommended for Redesignation in the <i>Employment Land and Premises Study</i> | Core Industrial Uses Land Loss (ha) | Wider Industrial Uses Land Loss (ha) | Assumptions |
|---|---|--|-------------------------------------|--------------------------------------|--|
| Hunts Trucks and Adjoining Sites including Gas Holder | Map 8 | Yes | 1.03 | 1.73 | Delta business park and the car repair garages are core; the gas holder / Hunts Trucks is wider. |
| Frogmore Depot | Map 1 | No | 0.00 | 0.00 | Those parts that are industrial are used for the council depot, and this will effectively be reconfigured rather than lost. Some buildings are non-industrial. |
| Ferrier Street | Map 3 | No | 0.43 | 0.00 | Only part of the site would be developed for mixed use. All core industrial. |
| Panorama Antennas | Map 2 | No | 0.00 | 0.00 | Redevelopment of the site will allow mix of uses but land will still remain primarily in industrial use. |
| Causeway Island including Land to the East | Map 7 | No | 0.05 | 0.73 | Both sites have been used primarily for depot use by the council, effectively a wider industrial use—Keltbray site is an exception. |
| Riverside Business Centre and Former Bingo Hall | Map 6 | Yes | 0.00 | 0.00 | Net zero loss. Bingo hall and car park are not currently in industrial use. Riverside business centre is, but will be replaced by a similar quantity of land used primarily for industrial purposes. |
| Chelsea Cars and KwikFit | Map 5 | No | 0.40 | 0.00 | All core industrial. |
| VNEB | N/A | Yes | 5.10 | 5.90 | Figure as per the <i>Employment Land and Premises Study</i> . |
| Focal Points | N/A | No | 3.70 | 0.00 | Figure as per the <i>Employment Land and Premises Study</i> . |
| Total Loss | | | 10.71 | 8.36 | |