

# Enfield New Local Plan Regulation 18 Consultation

## Representations

Prepared by Barton Willmore LLP  
on behalf of Goodman Logistics Development (UK) Ltd

September 2021

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## 1.0 INTRODUCTION

- 1.1 These representations are submitted on behalf of Goodman Logistics Development (UK) Ltd in response to London Borough of Enfield's (LBE) Local Plan Main Issues and Preferred Approaches Regulation 18 consultation published in June 2021.
- 1.2 Goodman is a specialist global property group that owns, develops and manages industrial real estate in strategic locations. In Enfield, Goodman has recently successfully delivered new Film Studio accommodation for Location Collective (OMA:X) at 'Goodman London Enfield' (6 Solar Way, Enfield, EN3 7XY) pursuant to planning permission ref 21/00226/FUL. In addition, Goodman owns the established Martinbridge Trading Estate, Lincoln Road, Enfield, EN1 1SP (hereafter referred to as the 'Site'). As such it has a direct interest in the Local Plan and the success of the long-term development strategy for Enfield. Goodman is also active elsewhere across the M25 area, including a current proposal for redevelopment and intensification of a former metal refinery in the Park Royal Strategic Industrial Location (which has been supported by the Mayor and the Old Oak and Park Royal Development Corporation), and ongoing construction of new logistics accommodation in Thurrock and Dartford. Goodman is also experienced in developing multi-storey commercial floorspace internationally, in cities such as Paris and Hong Kong.
- 1.3 The Site forms part of the Great Cambridge Road Strategic Industrial Location (SIL) (ref. 11) as identified within the London Plan. The new Enfield Local Plan continues to support this allocation and these representations support the continued recognition of this Site through the new Local Plan as a SIL.
- 1.4 Notwithstanding our client's specific land interests, these representations have been prepared in objective terms and in recognition of prevailing planning policy – in particular Government guidance as set out in the National Planning Policy Framework [NPPF] (July 2021) and National Planning Practice Guidance [NPPG] (March 2014).
- 1.5 In testing the soundness of a local plan, paragraph 35 of the National Planning Policy Framework ('NPPF') provides the following tests:
- **Positively prepared** – the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development;

- **Justified** – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence;
- **Effective** – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities; and
- **Consistent with national policy** – the plan should enable the delivery of sustainable development in accordance with the policies in the NPPF.

1.6 The strategy for the preparation of the new Local Plan has been assessed on the basis of National policies as referred to in Section 2.0, which sets out the Representations to the Regulation 18 consultation.

## 2.0 REPRESENTATIONS TO REGULATION 18 CONSULTATION

2.1 This section sets out our representations on the main matters for the Regulation 18 Consultation as follows:

- i) Spatial Strategy & Economic Growth
- ii) Economic Development Policies
- iii) Other Development Management Policies
- iv) Duty to Co-operate

### i) **Spatial Strategy & Economic Growth**

2.2 We broadly **support** the Council's spatial strategy for economic development as set out within Strategic Policy SP SS1 (Spatial Strategy), which focuses on intensification of industrial floorspace in existing employment areas, the provision of new sites within urban areas accessible to the strategic road network and new locations in appropriate parts of the Green Belt.

2.3 The spatial strategy places a focus on directing economic development to brownfield land. We support this strategy, because it aligns with the NPPF para. 119 which identifies that "Strategic policies should set out a clear strategy for accommodating objectively assessed needs, in a way that makes as much use as possible of previously-developed or 'brownfield' land." Paragraph 120(c) requires Local Planning Authorities to give 'substantial weight' to the value of utilising valuable brownfield land and "support appropriate opportunities to remediate despoiled, degraded, derelict, contaminated or unstable land".

### ii) **Economic Development Policies**

#### Strategic Policy SP E1 (Employment and Growth Options)

2.4 We broadly **support** that Strategic Policy SP E1 (Employment and Growth Options) confirms that the new Local Plan will seek to provide for a minimum of 251,500 sqm of net additional industrial and logistics floorspace, and to ensure the provision of additional floorspace to support business growth up to 2039.

2.5 This approach reflects the conclusions of the LBE's Employment Land Review (2018) and the identified need for employment floorspace, and ensures that Policy SP E1 accords with the NPPF requirement for Local Plans to be 'positively prepared' based on a strategy that as

a minimum seek to meet the area's objectively assessed needs (para 11 b). We expect that the Employment Land Review will be updated alongside the preparation of the new Local Plan in order to ensure that the new policies are informed by a robust evidence base.

2.6 In addition, we further support that Strategic Policy SP E1 provides that LBE will work with landowners to deliver a number of strategies including intensified development of industrial, logistics and related functions in existing employment areas.

2.7 This approach is supported by LBE's Employment Topic Paper (June 2021), which confirms that:

**"... the strength of the logistics market in Enfield is such that intensified space, purposely designed to meet the needs of logistics firms, is likely to become viable in the plan period. In summary, if the Borough is to accommodate its growth 'need' the most likely route was via logistics driven intensification on larger sites and particularly SIL sites where 24-hour operation is possible." (pg 21).**

2.8 We endorse this approach and consider that it is wholly consistent with the adopted London Plan, which sets out a clear policy approach to industrial intensification and the prioritisation of development of brownfield land, as follows:

- Policy GG2 (Making the best use of land) seeks to make the best use of land by enabling the development of brownfield land, particularly in Opportunity Areas, and proactively exploring the potential to intensify the use of land. Goodman's land interests in Enfield are situated within the Lee Valley Opportunity Area. The new London Plan confirms that the Lee Valley provides "a range of development opportunities for higher density development" (Paragraph 2.1.29) and also that it is "ideally located for freight and logistics" (Paragraph 2.1.32), so opportunities for intensification should be fully explored.
- Policy E5 (Strategic Industrial Locations (SIL)) requires Boroughs, within their Development Plans to:- define the detailed boundary of SILs in policies maps having regard to the scope for intensification, co-location and substitution; develop local policies to protect and intensify the function of SILs and enhance their attractiveness and competitiveness for industrial and logistics uses; explore opportunities to intensify and make more efficient use of land in SILs; and strategically coordinate Development Plans to identify opportunities to substitute industrial capacity where there is evidence that more suitable locations exist.
- Policy E7 (Industrial intensification, co-location and substitution) provides that Development Plans and planning frameworks should be proactive and consider, in collaboration with the Mayor, whether certain logistics, industrial and related

functions in selected parts of SIL or LSIS could be intensified to provide additional industrial capacity.

- 2.9 With regard to our client's Site at the Martinbridge Trading Estate, we note that its potential for intensification has been acknowledged within LBE's recent evidence base regarding industrial intensification comprising the Enfield Industrial Intensification Study (October 2020) produced by AECOM and Avison Young and the more recent Enfield Industrial Intensification Market Deliverability Study (January 2021) produced by Stantec and Grant Mills Wood. The initial study establishes that the Site is one of thirteen with the ability to accommodate intensification over the plan period. We agree with this overall conclusion. The later study provides an update and review of the previous AECOM Industrial Intensification Study in light of the London Plan Panel Inspector's findings on the deliverability of the London Plan's industrial strategy, to ensure that LBE's own strategy is robust and provided further evidence on deliverability and viability.
- 2.10 In particular, we note that within the AECOM study the Site is included within the A10 and Southbury Junction sub-area within Cluster C9 (Great Cambridge Road & Martinbridge Trading Estate Part B). However, we note that the site was assessed as two sites, ST311 and ST317 and the reason for this approach is not clear. In fact ST311 and ST317 sit within the same ownership, one is accessed from the other, and they should be considered as a single intensification opportunity. We agree with AECOM's conclusion that ST311 represents an opportunity for comprehensive industrial redevelopment, however we consider that this conclusion should also apply to ST317, by reason of the two sites' common spatial characteristics (they are adjacent sites and share the same access arrangements) and their availability (ie single land ownership).
- 2.11 Our recommendation that ST311 and ST317 should be considered together as one entity is further supported by the Stantec study, because it incorporates a case study of the site within the Grant Mills Wood appendix that recognises that "ST311 could be looked at along with ST317 as the whole site is under one ownership".
- 2.12 In terms of development typologies for the future intensification of the Site, it is noted that AECOM suggest that it has the potential to accommodate Typologies A (light industrial), B (small stackable), C (small stackable on top of larger unit) and F (small to medium co-located). It is also noted that Grant Mills Wood conclude that Typology C is "highly inappropriate for sites such as ST311 and not what the market requires" and that it is "likely to be more suited to multi-decked industrial similar to Typology D".



- 2.13 At this stage the vacancy rates of the floorspace at the Site are low and it is not immediately available for redevelopment. However, as described above, we agree that it does have significant potential for future redevelopment to support increased employment floorspace and volume aligned with LBE's industrial intensification strategy during the forthcoming plan period. Given experience of comparable locations in London and in other major cities around the world, we generally agree with Grant Mills Wood's conclusion that the site is likely to be suited to multi-decked industrial reuse through a comprehensive redevelopment. However, turning to the new Local Plan, the most appropriate way of facilitating this outcome will be to enable intensification in general, not to restrict the outcome through reference to a particular typology. The intensification typology that can be realised on the Site would need to be determined through the development management process, taking account of factors including site specific design evaluation and market demand.
- 2.14 To align with this conclusion, we consider that the map at Appendix 3 of LBE's Employment Topic Paper should be updated so that the hatching identifying ST311 as an 'Industrial Intensification Site' is extended to also cover ST317, with both sites recognised as a single entity.

Strategic Policy SP E2: Promoting Jobs and Inclusive Business Growth

- 2.15 Strategic Policy SP E2 supports proposals that protect and enhance the role and function of the Borough's employment locations and maximises the provision of employment floorspace through the intensification of existing sites/floorspace in locations such as SIL.
- 2.16 We **support** this policy approach and the proposals to extend the boundary of the SIL to the immediate west and north of the Site. We agree that the proposed extension of the Great Cambridge Road SIL to accommodate further employment forms an important component of LBE's economic development strategy over the Plan period.

Strategic Policy SP E3: Protecting Employment Locations and Managing Change

- 2.17 Strategic Policy SP E3 recognises that proposals within or adjacent to SILs should not compromise the integrity or effectiveness of these locations in accommodating industrial type activities and their ability to operate on a 24-hour basis.
- 2.18 We **support** this policy approach because it is aligned with the London Plan Policy E5, which notes that residential development adjacent to SILs should be designed to ensure that existing or potential industrial activities in SIL are not compromised or curtailed.

- 2.19 The Agent of Change principle places the responsibility for mitigating impacts from existing noise generating uses on the proposed new noise-sensitive development. Furthermore, development should be designed to ensure that established noise generating uses remain viable and can “continue or grow without unreasonable restrictions being placed on them” (Policy D13).
- 2.20 With this in mind we would urge LBE to ensure that sufficient safeguarding measures for SILs are in place. It is essential that the proposed mixed use allocations near the Site (particularly SA10 Morrisons, Southbury Road including high density residential with an estimated capacity of 892 residential units) must not prejudice the future operation of the SIL. In accordance with the London Plan, SIL accommodates “activities which – by virtue of their scale, noise, odours, emissions, hours of operation and/or vehicular movements – can raise tensions with other land uses” (Paragraph 6.5.1).

Strategic Policy E5: Transforming Strategic Industrial Locations and Locally Significant Industrial Sites

- 2.21 Strategic Policy E5 confirms that LBE will encourage the intensification of industrial uses within SILs through such methods including more efficient use of space, higher plot ratios, the development of multi-storey schemes.
- 2.22 We **support** this policy approach which is wholly aligned with the London Plan strategy for industrial intensification and the evidence base produced fully supports the development potential that can be achieved through intensification of existing employment premises.
- 2.23 Moreover, it is consistent with NPPF objectives to build a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation (para. 8), and for planning policies to allow sufficient flexibility to accommodate needs not anticipated in the plan, allow for new and flexible working practices, and enable a rapid response to changes in economic circumstances (para. 82).

**iii) Other Development Management Policies**

- 2.24 Once adopted the Local Plan will supersede the Council’s Local Development Framework development plan documents including the Core Strategy. The Plan therefore sets out proposed development management policies against which development proposals are to be assessed. Where necessary and relevant we comment on the soundness of the proposed development management policies below.

**a) Sustainability**

- 2.25 Policy DM SE2: Sustainable design and construction requires non-residential development with a combined gross floorspace of 1,000 sqm floorspace or more to work towards achieving BREEAM 'outstanding' with a minimum certification level of 'excellent.'
- 2.26 We **support** that the 'outstanding' rating is aspirational and that there is flexibility within the policy wording as the deliverability of such an ambitious BREEAM requirement will be subject to viability / feasibility considerations. In some instances there may be both viability and feasibility reasons as to why this rating cannot be achieved, including the challenges around achieving specific mandatory BREEAM credits on sites within established Strategic Industrial Locations.

**b) Biodiversity**

- 2.27 Policy SP BG3: Biodiversity Net Gain, rewilding and offsetting notes that development proposals should be accompanied by an action plan, setting out how biodiversity will be improved as a result of the development and should evidence how the development will achieve a minimum of 10% net gain, including habitat creation, preferably on site.
- 2.28 We **support** the provision of biodiversity net gain in line with National policy and changes proposed to the Environment Bill. The current National proposals indicate that proposed development will be required to demonstrate a 10% increase in biodiversity on or near development sites. The proposals include a two-year transition period for this to be implemented after the updated Environment Bill receives Royal Assent.
- 2.29 Furthermore, we **support** that the wording of the policy that allows for 10% biodiversity net gain to be provided off site where it cannot be met on site. Moreover, we **support** the policy's recognition that offsite delivery of net gain can occur when it would be better served elsewhere. This element of flexibility is particularly appropriate in the context of proposals for intensification, which require sensitive balancing of a range of London Plan objectives including additional density, urban greening and carbon savings.

**c) Placemaking**

- 2.30 Policy SP2: Southbury sets out a placemaking vision for development within Southbury. This area includes the Martinbridge Trading Estate. We broadly support the Southbury Placemaking Vision given that intensification and co-location within the Great Cambridge

Road SIL is supported, to provide good local employment opportunities and renewed employment floorspace.

- 2.31 However, as identified above, we urge LBE to ensure that sufficient safeguarding measures for SILs are in place so that the proposed mixed use including high density residential allocation near this SIL does not prejudice the future operation of this SIL.
- 2.32 The draft Policies Map identifies the land between the Martinbridge Trading Estate (SIL) and new allocation SA10 as a "Future SIL Extension". We are strongly supportive of the proposed Future SIL Extension, because it has the potential to act as a buffer between the established SIL and new residents. In this way, the Future SIL Extension will function as a spatial feature to ensure that the established SIL uses can "continue or grow without unreasonable restrictions being placed on them", which is a requirement of London Plan Policy D13.

**iv) Duty to Co-Operate**

- 2.33 It is noted that the NPPF requires Plans to demonstrate effective joint working on cross-boundary strategic matters including employment and infrastructure. To this extent, it is acknowledged that the Employment Topic Paper (ETP) notes that LBE have reached out to local authorities within the Functional Economic Market Area to explore whether there is any potential for Enfield's employment land needs to be met outside the Borough boundaries. The ETP confirms that discussions with Duty to Cooperate partners have confirmed that they are unable to help with meeting Enfield's employment need.
- 2.34 We consider that further evidence needs to be made available within the evidence base documents to ensure that LBE is able to demonstrate that it has identified the key stakeholder meetings that have taken place to ensure that the requirements of the Duty to Cooperate has been met, namely that LBE has "engaged constructively, actively and on an ongoing basis" in respect of meeting employment needs with neighbouring authorities.

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