

# Car Park Site, Wharf Road, Enfield

Response to Main Issues and Preferred Approaches Consultation for New Local  
Plan 2039

On Behalf of SEGRO

September 2021



**Car Park Site, Wharf Road, Enfield**

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Local Plan 2039**

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## **CONTENTS**

	<b>Page</b>
1.0 Introduction	1
2.0 Key Spatial Issues	3
3.0 Enfield's Spatial Strategy	5
4.0 Sustainable Enfield	6
5.0 Blue and Green Enfield	9
6.0 Design and Character	13
7.0 Economy	15
8.0 Movement and Connectivity	19
9.0 Delivery and Monitoring	21

## **APPENDICES**

Appendix 1: Site Location Plan (Drawing 31025-PL-01)

Appendix 2: Certificate of Lawfulness (Ref: 15/00037/CEU)

Appendix 3: Planning Permission 20/02127/FUL

Appendix 4: Response to Issues and Options Consultation (February 2019) including Landscape, Visual and Green Belt Appraisal (February 2019)



## 1.0 INTRODUCTION

- 1.1 Barton Willmore is instructed by our Client, SEGRO, in relation to their interests at the Car Park Site at Wharf Road, Enfield ('the Site'). SEGRO welcome the opportunity to be involved in the preparation of the new Local Plan 2039, and it is within this context that they wish to make representations to the Draft Local Plan Main Issues and Preferred Approaches Consultation.
- 1.2 By way of context, SEGRO have previously submitted Representations to the Regulation 18 Issues and Options Consultation in February 2019 and the Blue and Green Strategy Consultation in January 2021. The Site was also submitted as part of the recent Call for Sites in February 2021.
- 1.3 SEGRO have a significant portfolio of Sites in Enfield which comprise a total of 56,475m<sup>2</sup> (607,886ft<sup>2</sup>) of employment floorspace. This includes developments at Centenary Industrial Estate; Great Cambridge Industrial Estate; Imperial at Innova Park; Navigation Park; and View 406 at Advent Park in Edmonton. In addition, SEGRO are delivering 21,390m<sup>2</sup> (230,250ft<sup>2</sup>) of employment floorspace at SEGRO Park Enfield.
- 1.4 The Site is shown outlined in red on the enclosed Site Location Plan (Drawing 31025-PL-01) (**Appendix 1**) and is located in between the River Lee Navigation. It falls wholly within the Green Belt but comprises approximately 0.8 hectares of previously developed land that benefits from a Certificate of Lawfulness for car parking (Ref: 15/00037/CEU) (**Appendix 2**) and extant planning permission (Ref: 20/02127/FUL) for the storage of operational vehicles (**Appendix 3**).
- 1.5 London Borough of Enfield (the 'Council') has included the Site as a draft allocation (SA53 – Car Park Site, Wharf Road) for employment related uses (light industrial, general industrial, storage and distribution, and related sui generis). The draft allocation would result in the Site being removed from the Green Belt.
- 1.6 SEGRO consider that the Local Plan is an excellent opportunity to proactively drive and support sustainable economic development in a growing London Borough and secure positive economic, environmental, and social benefits as part of an integrated approach. SEGRO recognise the importance of harnessing the Borough's strong economic geography given its strategic location that has excellent links to the wider strategic transport network via the A10 and M25. Indeed, the Site occupies a sustainable location and could form a logical extension to the Ponders End SIL to support local businesses or those serving the

wider London market, whether than be investment from new occupiers or expanded premises.

- 1.7 SEGRO consider there is both a local and wider regional need for employment and logistics floorspace, with Enfield having an identified net additional need for both industrial/logistics space over the plan period.
- 1.8 Based on the planning policy guidance contained in the National Planning Policy Framework (NPPF) (July 2021), it is our view that there are exceptional circumstances that warrant the Site's release from the Green Belt, and we therefore welcome the Council's decision to the propose the Site's release from the Green Belt and allocate it for employment uses.
- 1.9 These Representations follow the order of the Consultation Document and answer the questions set out on the Council's website.



## 2.0 KEY SPATIAL ISSUES

**Question 1: Are there key aspects of the Borough that the Council has not captured in the spatial portrait?**

**Question 2: Are there any key opportunities and challenges facing the Borough that the Council has not identified?**

**Question 3: Are there any key spatial issues that have not been considered?**

2.1 All three questions in relation to the key spatial issues are addressed below. Figure 2.2 within the Draft Plan summarises the key challenges in Enfield. This includes the provision of space to enable local businesses to grow, attract new businesses to the borough and diversify the local economy to provide higher wage jobs. Paragraph 2.2 sets out the key spatial issues, these include:

**'How to support the development needs of new and existing businesses, encourage sustainable economic growth and create new job opportunities for local residents?'**

2.2 SEGRO agrees that the above is a key challenge in the Borough. However, SEGRO considers that a greater emphasis needs to be placed on the need for employment land (industrial/logistics), partially following the aftermath of the COVID-19 pandemic which has seen an increased demand for logistics coupled with increased rates of unemployment.

2.3 This is supported by the evidence base, with the 'Enfield Industrial Intensification Market Deliverability Study 2020' stating that logistics demand is growing across London as firms fight for space to service the London population. At the same time the supply of space is shrinking. Add to this the London Plan (2021) Inspectors concerns that the industrial market was already out of balance and there is a large suite of evidence showing that demand for industrial space is growing as opposed to contracting. For Enfield, this only increases pressure on the remaining stock and increases demand for the industrial/logistics space.

2.4 In addition, the 'Enfield Employment Topic Paper' (June 2021) has summarised the Council's assessment of need, undertaken by AECOM in 2018 which sets out that 251,505 sqm of net additional industrial floorspace is required from 2019 to 2039. This demand is reflected in Draft Strategic Policy E1 (Employment and Growth). In addition, the Topic Paper concludes that the due to COVID-19, early indications suggest that Enfield may need more floorspace to meet the demands of a post-Covid boom in logistics.

- 2.5 Furthermore, logistics makes a significant contribution to the economy estimated to be around £130 billion GVA per annum. There are now upward of 100,000 businesses in the sector, which represents 86% growth in business numbers compared to 21% growth across all sectors since 2014<sup>1</sup>. The logistics sector has shown great resilience and strength during recent economic downturns and has recently been labelled as 'pandemic-proof'<sup>2</sup>. The sector experienced 40% growth in employment in warehousing operations during the previous recession (2009-2013)<sup>3</sup>. Similarly, during the COVID- 19 pandemic it is one of the only sectors currently recruiting as operators look to boost their supply chains with thousands of new workers.
- 2.6 The NPPF states the need to support economic growth and productivity should be given significant weight when formulating planning policies (paragraph 81). The NPPF also advises that planning policies should respond to current market signals and the locational requirements of key growth sectors, such as storage and distribution uses
- 2.7 It is therefore imperative the Council take a positive and proactive approach to its economic strategy to accommodate resilient growth sectors. SEGRO are supportive of the Council's strategy which selects a small number of Green Belt sites to meet employment need in the Borough. However, it is considered that the need for employment land (particularly industrial/logistics floorspace), should be given increased emphasis within the spatial portrait for the Borough. As such, we suggest that the following changes are made:

#### Suggested Changes

- 1) Include the demand for industrial/logistics floorspace as a challenge and opportunity within the Spatial Portrait, recognising that logistics makes a significant contribution to the Boroughs economy. It should also be recognised that the geographical location of Enfield (close to M25 and London) presents an opportunity to meet this need in a sustainable location.
- 2) Include in Figure 2.2 (Challenges in Enfield) - Enfield must create the right conditions to support key resilient growth sectors, such as warehousing and logistics, that can assist in ameliorating the impact of COVID-19.

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<sup>1</sup> Tritax Symmetry (December 2020) 'The Increased Importance of Logistics During COVID-19 and Beyond', Pg. 3.

<sup>2</sup> Property Week (22/05/2020) 'More big deals in pandemic-proof industrial sector'.

<sup>3</sup> British Property Federation (December 2015) 'Delivering the Goods', Pg 8.

### 3.0 ENFIELD'S SPATIAL STRATEGY

**Question 1: Do you consider the Council has selected the right spatial strategy option as its preferred option?**

- 3.1 Yes. The spatial strategy sets the strategic direction for the Plan by identifying how growth will be distributed across the Borough over the plan period. Table 2.2 identifies that the preferred spatial strategy is based on 'Medium growth' with Green Belt released to help meet the identified need. This spatial strategy option is supported by SEGRO. The Council has acknowledged within its evidence base that there is insufficient vacant land and limited scope for intensification of existing employment sites to meet all of its identified need, so additional employment land will be required. Therefore, the Council's proposed release of Green Belt (including the Site) is supported.

**Question 3: Are there any changes you would suggest to the proposed Spatial Strategy policy wording?**

- 3.2 No. Draft Strategic Policy SS1 (Spatial Strategy) identifies that employment needs will be met through the intensification of existing industrial areas, and new sites in urban and rural locations. SEGRO is supportive of this proposed strategy, in particular the provision of new sites to meet employment needs given the recognised demand for industrial/logistics space.
- 3.3 SEGRO supports the Council's decision to remove the Car Park Site from the Green Belt and allocate it for much needed employment floorspace. As such, they welcome that the Site is identified on Figure 2.1 as a 'Green Belt Release Area' and request that this position is carried forward to the next stage of the Local Plan process. This is discussed in further detail under Section 6 of this report. In summary, the Site would serve as a logical extension to the Ponders End Strategic Industrial Location that has already attracted a number of significant occupiers (e.g. DPD, DHL, Camden Town Brewery and Caeserstone). It is also considered that the Site's release from the Green Belt promotes a sustainable pattern of development in line with Paragraph 142 of the NPPF.

## 4.0 SUSTAINABLE ENFIELD

### **Question 29 - Draft Policy SE2: Sustainable design and construction - Is this the right way to support sustainable design and construction? Have we addressed the necessary key considerations?**

- 4.1 This policy sets out the Council's approach to ensuring that sustainable design and construction principles inform new development. Part 1 of the policy relates to all new developments and requires a proportionate sustainable design and construction statement as part of planning applications.
- 4.2 SEGRO is committed to playing their part in tackling climate change and have just launched their 'Responsible SEGRO' Framework. Through this SEGRO will play a leadership role in their industry's response to the low carbon imperative by setting demanding targets and committing to working with their customers and suppliers to reduce their emissions.
- 4.3 Considering the above, SEGRO would be supportive of a policy requirement in the emerging Local Plan relating to sustainable design and construction. However, would request that the policy wording includes some flexibility to allow requirements to be negotiated if there were any particular site or viability constraints that would make the policy requirement difficult to achieve. The scale and scope of the Sustainable Design and Construction Statement should therefore have flexibility be determined on a site-by-site basis for major developments through the pre-application process.
- 4.4 In addition, part 3 of the Draft Policy SE2 requires non-residential development with a combined gross floorspace of 1,000 square metres floorspace or more must work towards achieving Building Research Establishment Environmental Assessment Method (BREEAM) 'outstanding' with a minimum certification level of 'excellent'.
- 4.5 SEGRO is committed to eliminating, as far as possible, the carbon emissions from the development of new buildings and the operation of existing buildings. For example, SEGRO regularly ensure that their new buildings comply with BREEAM 'Very Good'. However, a minimum BREEAM certificate level of 'excellent' should only be required if feasible and viable. Any requirement within a policy should be evidenced and justified by the Council and it should be shown that it will not impact upon the viability of development and the delivery of much-needed employment floorspace. It may not always be financially viable or technically feasible to achieve these BREEAM standards.

**Question 30 - Draft Policy SE5: Greenhouse gas emissions and low carbon development- Is % over Part L the right measure for reducing greenhouse gas emissions?**

**Question 31 - Is this the right approach to incentivise on-site renewables?**

- 4.6 Paragraph 153 of the NPPF identifies that the planning system should support the transition to a low carbon future in a changing climate and help shape places in ways that contribute to radical reductions in greenhouse gas emissions. Following on from this, Paragraph 154 states that new development should be planned for in ways that can help to reduce greenhouse gas emissions, such as through its location, orientation and design. Any local requirements for the sustainability of buildings should reflect the Government's policy for national technical standards.
- 4.7 Through the 'Responsible SEGRO' Framework, SEGRO's goal is to be net-zero carbon by 2030 and they will achieve this by building and running lower-carbon buildings. As part of SEGRO's commitment to reducing their carbon footprint, they are now seeking to utilise smart technology in their new developments. This uses sensors around the building to control and monitor temperature which can lead to lower energy use, increased efficiency, and a better working environment for employees in the building.
- 4.8 As you can see, SEGRO is committed to eliminating, as far as possible, the carbon emissions from the development of new buildings and the operation of existing buildings. SEGRO Park Tottenham provides an example of one of the company's new generation developments, being designed to net zero energy standards for base build, with exemplary level energy efficiency.
- 4.9 The Car Park Site has the potential to attract inward investment or allow existing businesses to expand into high quality EPC A+ speculative carbon neutral premises for employment uses, similar to those delivered by SEGRO at the adjacent Navigation Park.
- 4.10 As currently drafted, Draft Policy SE5 states that non-residential development of 500sqm GIA or more will be net-zero carbon. SEGRO are supportive of the policy requirement to reduce carbon dioxide emissions, however the policy should include flexibility to ensure targets will only need to be met where appropriate and acknowledge that a range of incentives that can be implemented to reduce carbon dioxide and greenhouse gas emissions. For example, where the roof design allows, SERGO will seek install PVs for the generation of renewable energy. SEGRO would also be supportive of a policy requirement for a reasonable percentage of parking spaces to be provided as EV charging spaces.

*Suggested Changes*

- 1) Amend Criteria 3 of Draft Policy SE2 to remove the minimum BREEAM certification level of 'excellent'. This should be changed to 'Very Good' as it may not always be viable or technically feasible to achieve BREEAM 'Excellent'. As an alternative, flexibility could be added to the policy to allow BREEAM 'Very Good' to be achieved if BREEAM 'Excellent' is not viable or feasible.
  
- 2) Amend Criteria 2 of Draft Policy SE5 to read "All major residential developments of ten or more dwellings and non-residential development of 500sqm GIA or more will **aim to** be net-zero carbon, **where feasible and practical due to individual site constraints**".

## 5.0 BLUE AND GREEN ENFIELD

### **Question 38- Draft Policies BG1 to BG9: How best do we protect and enhance our blue and green network in the face of increasing growth and development pressures?**

#### Draft Strategic Policy BG1 (Enfield's blue and green infrastructure network)

- 5.1 SEGRO supports the Council's vision for Enfield as a 'deeply green and distinct place' and agree that the Borough's blue and green network should be protected and enhanced. As set out in SEGRO's Representations to the Blue and Green Strategy, SEGRO are committed to delivering robust landscaping as part of their schemes. For the Car Park Site, any proposed landscaping would seek to integrate the development into the canal side environment and improve its recreational value for pedestrians and cyclists with improved connectivity and access to the River Lea Navigation.
- 5.2 Part 2 of Draft Strategic Policy BG1, sets out the locations where future blue-green interventions will be prioritised. This includes the creation of a continuous 'green-loop' which is proposed to run along the western boundary of the Site. SEGRO are supportive of the Green Loop proposals and consider that the redevelopment of the Site presents the opportunity to improve connectivity and access to the River Lea Navigation which will form the Green Loop. The Site can help facilitate the delivery of the Green Loop near Ponders End and SEGRO have been in discussions with the Canal and Rivers Trust around improving the canal-side environment and its recreational value. This includes the upgrading of the Bridal Path that runs along the Site's western boundary connecting it to Meridian Water in the south. This would result in pedestrian/cycle improvements to increase use all year round.
- 5.3 Supporting Paragraph 6.1.8 states that:
- "The Council will work with developers and other partners to facilitate the delivery of projects and programmes set out in the Blue and Green Strategy and other relevant strategies (taking account of the priorities identified in the latest audits and future management/maintenance arrangements) through the use of developer contributions and various external funding sources".**
- 5.4 SEGRO welcome this approach and are seeking to work alongside the Council and other stakeholders (including the CRT) to improve the surrounding blue and green infrastructure. In terms of funding and delivery, Paragraph 57 of the NPPF states that

planning obligations must only be sought where they meet all of the following tests set out in Regulation 122(2) of the Community Infrastructure Levy Regulations 2010:

- a) necessary to make the development acceptable in planning terms;
- b) directly related to the development; and
- c) fairly and reasonably related in scale and kind to the development

5.5 SEGRO are willing to provide contributions as part of new developments to the Borough's blue and green network, providing they meet all of the tests set out in Paragraph 57 of the NPPF. These tests are also set out in the Council's Section 106 SPD (November 2016). As highlighted in the Council's SPD, negotiations on obligations and contributions will have regard to individual site circumstances, viability of proposals and the nature of the site. This should be reflected within the supporting text for Draft Policy BG1.

Draft Strategic Policy BG4 (Green Belt and Metropolitan Open Land)

5.6 Draft Policy BG4 confirms that Enfield's Green Belt will continue to be protected from inappropriate development (as defined in the National Planning Policy Framework) and, where possible, enhanced. The boundary of these areas is shown on the Draft Policies Map.

5.7 Part 2 of Draft Policy BG4 identifies that development within or adjacent to the Green Belt / Metropolitan Open Land should not have a significant detrimental impact on the openness of the Green Belt / Metropolitan Open Land and respect the character of its surroundings.

5.8 Whilst the Car Park Site is proposed to be removed from the Green Belt, it will be located adjacent to Green Belt covering the King George's Reservoir to the north and William Girling Reservoir to the south. The Green Belt and Metropolitan Open Land Study (June 2021) concludes in the Site Assessment for the Car Park Site (Ref. CFS135) that the Site makes a moderate contribution to Green Belt purpose (1) and a relatively weak contribution to purposes (2) and (3). Its release would have a minor impact on the distinction of adjacent Green Belt land. It is suggested that the impact on the strong consistent boundary of the River Lee Navigation is significantly mitigated by the reservoirs, designated as a SSSI, which maintain separation from Chingford to the east and screen views of the wider countryside. It is therefore considered that the Site's release from the Green Belt would not have a significant detrimental impact on the openness of the Green Belt.



- 5.9 With regards to the Green Belt boundary, paragraph 140 of the NPPF sets out that Green Belt boundaries should only be altered where 'exceptional circumstances' are fully evidenced and justified, through the preparation or updating of plans. As set out above, SEGRO welcomes the Council's decision to release the Car Park Site from the Green Belt and consider that 'exceptional circumstances' exist to justify the release. These are set out in the previous Issues and Options Representations (Appendix 4) as supported by a Landscape, Visual and Green Belt Appraisal (Appendix 4). The recent employment evidence base only strengthens this case. There is an identified need for more industrial space and the Council consider it unlikely that Enfield can meet its needs from brownfield land alone.

Draft Strategic Policy BG8 (Urban greening and biophilic principles)

- 5.10 Draft Policy BG8 identifies that new development will need to demonstrate how it will exceed the urban greening factor targets set out in the London Plan and how the green features will be maintained throughout the life of the development in line with the principles of biophilic design.
- 5.11 Whilst SEGRO are supportive of the principle of contributing to the green infrastructure network and seek to incorporate high quality landscaping as part of all of their schemes, it is important that policy requirements do not make schemes unviable or impact detrimentally on operational efficiency. It may not be possible for industrial schemes to exceed urban greening factor targets if there is no available land for this to be provided on.
- 5.12 In addition, the incorporation of Green Roofs can conflict with areas of the roof where PVs would be installed to reduce energy demand and they can also impose a significant loading on the structure and supporting foundations, resulting in a significant increase in the quantity of steel, concrete and additional excavations needed to accommodate it.
- 5.13 In light of this, a flexible approach should be adopted within the policy, or it should be amended to align with the requirements set out in the recently adopted London Plan (2021).

Suggested Changes

1. Supporting Paragraph 6.1.6 should include the text "***providing the developer contributions meet all of the tests set out in national policy***".

2. Draft Policy BG8 should be amended to align with the requirements set out in the London Plan or be amended to provide more flexibility and state “**Where appropriate**, New development will need to demonstrate how it will exceed the urban greening factor targets set out in the London Plan...”.

## 6.0 DESIGN AND CHARACTER

### **Question 43 - Do you have any other issues/comments?**

#### Draft Policy DE2 (Design process and Design Review Panel)

- 6.1 Draft Policy DE2 identifies that all applications should seek pre-application advice and that applications for significant major development should be informed by thorough pre-application process involving a Planning Performance Agreement (PPA) and a Design Review Panel.
- 6.2 Paragraph 39 of the NPPF confirms that early engagement has significant potential to improve the efficiency and effectiveness of the planning application system for all parties. Following on from this, Paragraph 40 states:

**“Local planning authorities have a key role to play in encouraging other parties to take maximum advantage of the pre-application stage. They cannot require that a developer engages with them before submitting a planning application, but they should encourage take-up of any pre-application services they offer”.**

- 6.3 In addition, Paragraph 46 of the NPPF recognises that PPAs are voluntary and should be used if they might achieve a faster and more effective application process.
- 6.4 Whilst SEGRO recognises the benefits of pre-application discussions and often seek pre-application advice for their schemes, it is considered that Draft Policy DE2 does not align with national planning policy. It should therefore be amended to reflect the ambitions of the NPPF and should only seek to encourage developers to engage in pre-application discussions and not require all major schemes to sign up to a PPA.

#### Draft Policy DE5 (Strategic and Local Views)

- 6.5 Draft Policy DE5 identifies that development proposals are required to positively contribute to the setting and integrity of important local views. Table 7.1 and Figure 7.2 identifies that the Car Park Site is located in Longer Distance Important View 2: King’s Head Hill. Given the Site’s location in an important view, SEGRO are supportive of the requirements of Draft Policy DE5 and any development of the site would be supported by visual representations of the scheme in the surrounding area.

*Suggested Changes*

1. SEGRO requests that Draft Policy DE2 is amended to accord with national planning policy.

## 7.0 ECONOMY

### **Question 51 - Draft Policy E1: Employment and growth- Is this the right approach for promoting jobs and inclusive business growth?**

- 7.1 Yes. SEGRO are supportive of the approach for promoting jobs and inclusive business growth. To meet the Borough's identified economic needs, the Plan seeks to provide for a minimum of 251,500 sqm of net additional industrial and logistics floorspace. Table 9.1 lists the sites that are allocated for employment-led development. This includes the Car Park Site (Ref. SA53) which is proposed to be allocated for employment floorspace (including light industrial, general industrial, storage and distribution, and related sui generis floorspace).
- 7.2 Paragraph 118 of the NPPF makes clear that 'substantial weight' should be given to developing brownfield land. Criterion (e) also states that development on underutilised land should be promoted and supported; making specific reference to the development of car parks.
- 7.3 Paragraph 81 of the NPPF sets out that planning policies should help to create the conditions in which businesses can invest, expand, and adapt. 'Significant weight' should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. Paragraph 82 goes on to state that Planning Policies should set out a clear economic vision and strategy which positively and proactively encourages sustainable economic growth. Policies should also identify strategic sites, for local and inward investment to match the strategy and meet anticipated needs over the plan period.
- 7.4 The allocation of the Car Park Site for employment related uses is welcomed and accords with the aspirations of the NPPF. This will help provide the much-needed employment land within the Borough to assist in tackling the supply-demand imbalance. London is a thriving and growing city and SEGRO's Keep London Working Report states:

**"As the number of businesses and consumers in the capital continue to grow (the population is forecast to reach over 10 million by 2031) the demands placed on businesses to get their goods and services to their customers naturally increases."**

- 7.5 The Site is in an advantageous location within the Upper Lee Valley Opportunity Area and Eastern Corridor which reinforces its strategic potential and importance in the context of

Paragraph 82 of the NPPF. Enfield is also earmarked as a Borough where strategic demand for industrial, logistics and related uses is anticipated to be strongest.

- 7.6 The draft Supporting text (paragraph 9.1.4) sets out that in order to support the delivery of new floorspace to meet the Borough's needs, the Council has identified two policy options and their associated benefits and disbenefits as set out Table 9.2. SEGRO agree with the Council that Preferred Option B should be carried forward:

**“Option B – Meet the Borough’s industrial and logistics needs  
in the urban area and selected Green Belt sites”**

- 7.7 The Council set out that if the Green Belt was safeguarded it would only result in approximately half their needs for industry and logistics being met. As such, given the growing demand for logistics across London and Enfield's requirement in the London Plan to provide industrial capacity, we consider that the release of selected Green Belt sites is the correct approach to be taken.

- 7.8 The re-development of the Car Park Site would generate significant economic benefits, including direct/indirect construction and operational employment opportunities and the generation of business rates. Given its strategic location (i.e., located within both the Upper Lee Valley Opportunity Area and Eastern Corridor) the proposed employment allocation makes the effective use of land and supports economic development in line with the NPPF. This would allow Enfield to capitalise on jobs and business growth. If employment allocations were just focused on the urban area, with no Green Belt release it is recognised that there would not be enough space for businesses to expand, limiting economic growth and risk displacing jobs and businesses outside the Borough.

- 7.9 However, we do have some concerns regarding the estimated capacity of the Car Park Site and the timeframes for delivery. These concerns are set out in response to Question 72 (see Section 9 below).

**Question 52 - Draft Policy E2: Promoting jobs and inclusive business growth –  
Is this the right approach for promoting jobs and inclusive business growth?**

- 7.10 SEGRO agree with the overall approach by the Council to support a growing and diversifying economy. As set out in our response to Question 72 (see Section 9 below), it is considered that there is an error on the Draft Policies Map. This currently shows the Car Park Site washed over as Green Belt and doesn't show it as allocated in line with Draft Allocation SA53. Given the description of employment uses contained within the

Site Allocation Proforma (light industrial, general industrial, storage and distribution, and related sui generis), it is considered that this is a discrepancy on the Draft Policies Map and the Car Park Site should therefore be shown as a Locally Significant Industrial Site (LSIS). We therefore request that the Council provides some clarification and confirms that the Car Park Site will be designed as a LSIS.

**Question 53 - Draft Policy E3: Protecting employment locations and managing change – Is this the right way to protect industrial businesses in the Borough?**

7.11 Following on from our response above to Question 52, we are seeking clarification that the Car Park Site is being designated as an LSIS. In line with London Plan Policy E6, it is also considered that the Council have justified this designation through their evidence base.

7.12 SEGRO are supportive of Draft Policy E3 which seeks to protect employment locations. Indeed, the Employment Land Review (2018) states that designated LSIS Sites should be protected from redevelopment for non-B uses. The London Plan Policy E4 further supports this by stating that a sufficient supply of land and premises in different parts of London to meet current and future demands for industrial and related functions should be provided and maintained.

**Question 58 - Draft Policy E8: Local jobs, skills and local procurement – Do you agree with the draft policy? If not, what changes would you suggest?**

7.13 Yes. SEGRO are agreeable to Draft Policy E8 and support the contribution that new development can make towards employment and training initiatives. The Responsible SEGRO Framework Report (2020) sets out that investment in local communities and environments is a long-term priority for the Company. Within the Report, SEGRO proposes the following actions:

- 1) To work with customers and suppliers to support local businesses and economies.
- 2) To help improve the skills of local people to enhance their career and employment opportunities, by investing in local training programmes.
- 3) To enhance the spaces around our buildings, working with local partners to ensure we meet the needs of local communities.

7.14 Creating opportunities for employment is a primary focus for SEGRO to ensure the best outcomes for communities from their investments and portfolios. SEGRO is therefore supportive of this policy and proposes that Draft Policy E8 'Local jobs, skills and local

procurement' is carried through to the next stage of the New Local Plan. However, in relation to the specific details required for the 'site-specific employment and skills plan', it may not be possible to confirm exact details of the number of trainees, weeks training etc, alongside the submission of a future planning application. This is because an occupier may not be confirmed and a development is being brought forward on a speculative basis. As such, in some cases this information may need to be secured via a planning condition.



## 8.0 MOVEMENT AND CONNECTIVITY

### **Question 61 - Draft Policies: T1 and T2 – Do you agree with the draft policy approaches set out in T1 and T2?**

- 8.1 Draft Policy T1 concerns sustainable development and sets out the Council’s requirements in relation to highways and parking. The Council should ensure that any policy requirement is fully evidenced, justified and tested for viability to ensure that it does not restrict the delivery of much needed employment floorspace. Any requirement for a contribution/obligation must be in line with the tests set out within Paragraph 57 of the NPPF and Regulation 122 of the CIL Regulations.
- 8.2 Draft Policy T1 states that new development is expected to be car-free (or offer a low level of parking provision) and support complementary measures, such as car clubs and contribute towards well-designed walking and cycling routes. SEGRO acknowledges the general policy objective of controlling the level of car parking in new developments and supports the promotion of sustainable transport. However, the policy wording should include an element of flexibility, to reflect specific requirements of sites and occupiers. For example, development sites which are in areas of low PTAL ratings will require more staff parking. Furthermore, developments for industrial uses may require specific parking for commercial vehicles to enable their operations.
- 8.3 The Site is located within an Outer London Opportunity Area (Upper Lee Valley) and whilst the London Plan (2021) does not provide specific standards for industrial/logistics uses, London Plan Policy T6.2 (Office Parking) identifies that parking provision for B2/B8 uses should have regard to office parking standards (1 space per 600sqm). However, Paragraph 10.6.5 of the London Plan states that where no standard is provided, the level of parking should be determined on a case-by-case basis taking account of Policy T6 Car parking, current and future PTAL and wider measures of public transport, walking and cycling connectivity. Furthermore, Paragraph 10.6.18b states:

**“For industrial sites, the role of parking – both for workers and operational vehicles – varies considerably depending on location and the type of development proposed. Provision should therefore be determined on a case by-case basis, with the starting point for commuter parking being the standards in Table 10.4 with differences in employment densities taken into account. Flexibility may then be applied in light of site-specific circumstances as above. Operational parking should be considered and justified separately”.**

8.4 As such, SEGRO request that Draft Policy T1 is amended to provide more flexibility for employment uses to reflect the specific requirements of sites and/or occupiers, given those who work shifts will be more reliant on car use given the anti-social hours worked. Car parking provision should therefore be determined on a case-by-case basis taking into account the individual merits and circumstances of the proposed new development, as well as the locational characteristics of the site. Indeed, SEGRO are committed to playing their part in tackling climate change and often provide EV charging spaces as part of their developments.

*Suggested Changes*

1. Draft Policy T1 should confirm that for industrial/logistics sites car parking provision should be determined on a case by-case basis as set out in the London Plan.
2. Draft Policy T1 (or the supporting text) should note that any requirement for a contribution/obligation (e.g., contribution towards cycle routes, car clubs etc) must be in line with the tests set out within Paragraph 57 of the NPPF and Regulation 122 of the CIL Regulations.

## 9.0 DELIVERING AND MONITORING

### **Question 72: Do you have any other issues/ comments?**

#### Draft Policies Map

9.1 It is considered that there is an error on the Draft Policies Map. As set out in Section 7 above, the Site is currently shown as being washed over by Green Belt and does not identify the Sites allocation for employment floorspace in line with Draft Allocation SA53. This is a discrepancy and SEGRO request that the Draft Policies Map is updated to identify the Site as allocated and removed from the Green Belt.

#### Suggested Change

- To ensure consistency with the Draft Local Plan Document, the Draft Policies Map needs amending to identify the Car Park Site as allocated employment land and clearly identify the Site as being removed from the Green Belt. Given the employment floorspace and uses proposed, the Draft Policies Map should designate the Site as a Locally Significant Industrial Site (LSIS).

#### Appendix C: Site Allocation SA53 Car Park Site, Wharf Road

9.2 Appendix C of the Draft Plan includes the Draft Site Allocation Proformas. As mentioned in the above comments, the Car Park Site at Wharf Road is allocated for employment floorspace (light industrial, general industrial, storage and distribution, and related sui generis). SEGRO supports the proposed uses and consider that this accords with the Site's recent Call for Sites submission (February 2021).

9.3 Notwithstanding the above, there are couple of differences with the information SEGRO provided in the Call for Sites Submission. These are set out below:

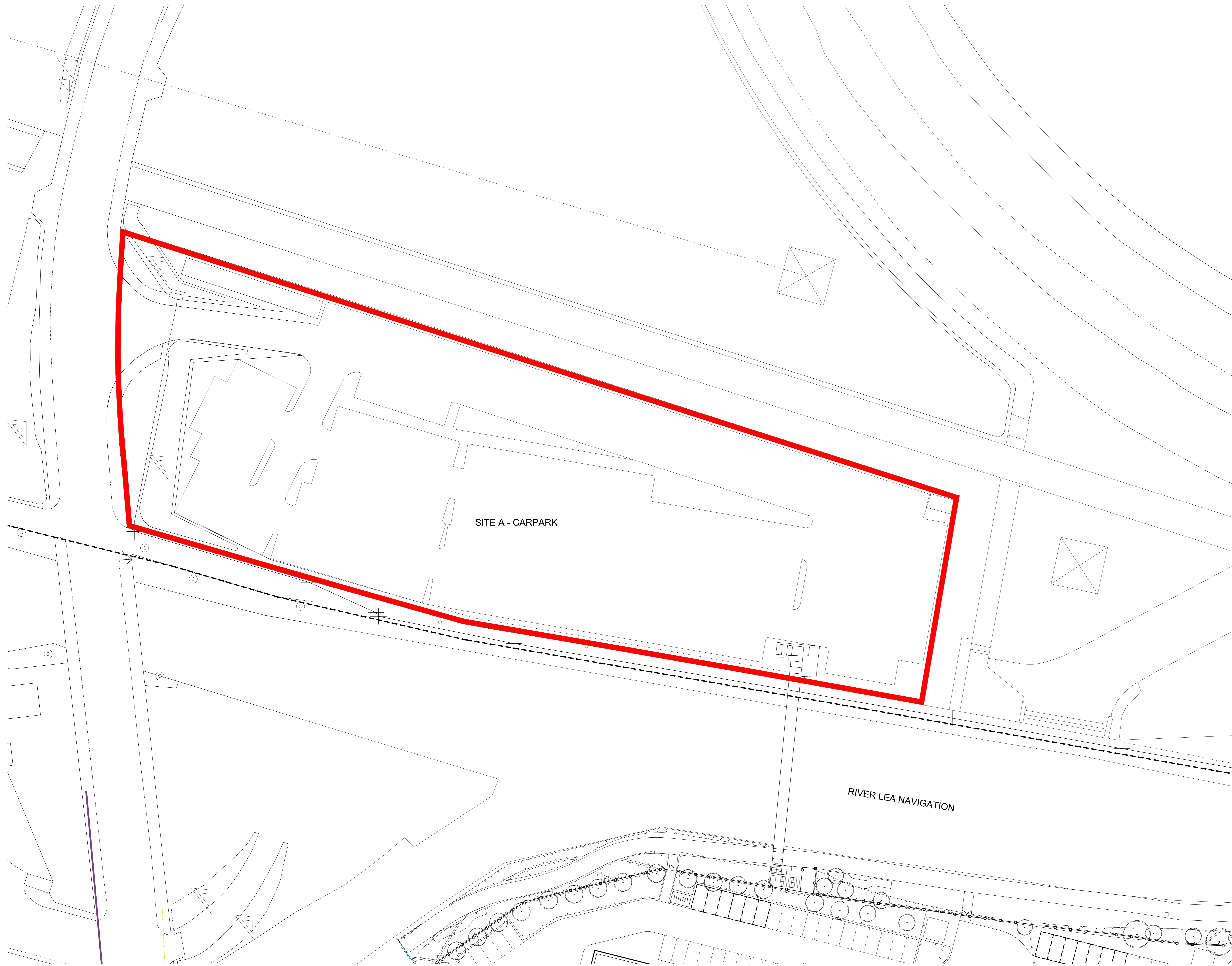
- The maximum capacity included within the Draft Site Proforma is 5,115 sqm of new employment floorspace, however SEGRO considers that the Site can deliver a maximum floorspace of approximately 2,300 sqm. We therefore request clarification from the Council as to how this higher figure has been calculated.
- Secondly, in terms of timescales, SEGRO considers that the Site could become available for the commencement of development in 0-5 years' time (as set out in

the Call for Sites Submission). However, the Draft Site Proforma notes a timeframe for delivery as being 5-10 years. SEGRO are the sole landowners and therefore consider that the Draft Proforma should be updated to reflect the position put forward in the Call for Sites.

- 9.4 Overall, the Site will provide high-quality employment floorspace in response to the Borough's need and the proposed allocation/release from Green Belt is strongly supported.

**APPENDIX 1**

Site Location Plan (Drawing 31025-PL-01)



**NOTES:**  
 SUBJECT TO STATUTORY CONSENTS  
 SUBJECT TO SURVEY  
 BASED ON OS MAP REPRODUCED BY PERMISSION OF CONTROLLER OF HER MAJESTY'S STATIONARY OFFICE © CROWN COPYRIGHT  
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 IF USING AN ELECTRONIC VERSION OF THIS DRAWING FIGURED DIMENSIONS TAKE PRECEDENCE AND NOTIFY MICHAEL SPARKS ASSOCIATES OF ANY DISCREPANCIES

01 SITE LOCATION PLAN  
 01 1:250

REV	DATE	NOTE	BY	CHK
-	07.07.2015	First issue	AT	AC

**SEGRO**  
 WHERE BUSINESS WORKS

**NAVIGATION PARK - CARPARK**  
 PONDER'S END, ENFIELD

**SITE LOCATION PLAN**

CLIENT: SEGRO

DATE: JUNE 2018	SCALE: 1:250 @ A0	DRAWN: AT
STATUS: PLANNING	CHECKED: AC	

DRAWING NUMBER: 31025-PL-01

**APPENDIX 2**

Certificate of Lawfulness (Ref: 15/00037/CEU)

# CERTIFICATE GRANTED



Mrs Julia Chowings  
Athene Place  
66 Shoe Lane  
London  
London  
EC4A 3BQ  
United Kingdom

Please reply to: Ms Claire Williams  
Email: Development.control@enfield.gov.uk  
My ref: 15/00037/CEU  
Date: 4 March 2015

Dear Sir/Madam,

## TOWN AND COUNTRY PLANNING ACT 1990

SECTION 191 (as amended by Section 10 of the Planning & Compensation Act 1991)  
TOWN AND COUNTRY PLANNING (DEVELOPMENT MANAGEMENT PROCEDURE) ORDER 2010

**1<sup>st</sup> Schedule PROPOSAL:** Use of site as car park.

**2<sup>nd</sup> Schedule LOCATION:** Car Park East Of River Lee Navigation Wharf Road Enfield EN3 4TW

**ENFIELD COUNCIL**, hereby certify that on, 8th January 2015 the use/operations/matter described in the First Schedule hereto in respect of the land specified in the Second Schedule hereto and coloured red on the plan attached to this certificate, **WAS LAWFUL** if instituted or begun at the time of the application, within the meaning of Section 191 of the Town and Country Planning Act 1990 (as amended), for the following **REASON(S)**:

1 On the basis of the evidence submitted with the application, and having regard to its own evidence, the Local Planning Authority is satisfied that on the balance of probability, the use of the site as a car park has occurred for a continuous period of ten years prior to the date of the application.

Dated: 4 March 2015

Authorised on behalf of:

Mr A Higham  
Head of Development Management  
Development Management,  
London Borough Enfield,  
PO Box 53, Civic Centre,  
Silver Street, Enfield,

Ian Davis  
Director - Environment  
Enfield Council  
Civic Centre, Silver Street  
Enfield EN1 3XY

Phone: 020 8379 1000  
Website: [www.enfield.gov.uk](http://www.enfield.gov.uk)





Middlesex, EN1 3XE

**List of plans and documents referred to in this Notice:**

<b>Title</b>	<b>Number</b>	<b>Version</b>
Drawing	DRE01 (SITE LOCATION	
Drawing	PLAN)	
	DRE02 (SITE CONTEXT	
	PLAN)	

**Additional Information**

**Notes:**

- (1) This certificate is issued solely for the purpose of Section 191 of the Town and Country Planning Act 1990 (as amended).
- (2) It certifies that the use/operations/matter specified in the First Schedule taking place on the land described in the Second Schedule was lawful, on the specified date and thus, was not liable to enforcement action under Section 172 of the 1990 Act on that date.
- (3) This certificate applies only to the extent of the use/operations/matter described in the First Schedule and to the land specified in the Second Schedule and identified on the attached plan. Any use/operations/matter which is materially different from that described or which relates to other land may render the owner or occupier liable to enforcement action.
- (4) The effect of the certificate is also qualified by the proviso in Section 192(4) of the 1990 Act, as amended, which states that the lawfulness of a described use or operation is only conclusively presumed where there has been no material change, before the use is instituted or the operations begun, in any of the matters relevant to determining such lawfulness.
- (5) This decision does not convey any approval or consent under the Building Regulations which may be required. Advice on whether an application under the Building Regulations is required is available from the Council's Building Control Service on our website at [www.enfield.gov.uk](http://www.enfield.gov.uk) or by contacting Building Control by email at [building.control@enfield.gov.uk](mailto:building.control@enfield.gov.uk).

**APPENDIX 3**

Planning Permission 20/02127/FUL

# PLANNING GRANTED



Mr Nick Bowen  
DWD Property + Planning  
6 New Bridge Street  
London  
United Kingdom  
EC4V 6AB

Please reply to: Gideon Whittingham  
Email: [planning.decisions@enfield.gov.uk](mailto:planning.decisions@enfield.gov.uk)  
My ref: 20/02127/FUL  
Date: 12 February 2021

Dear Sir/Madam

In accordance with the provisions of the Town and Country Planning Act, 1990 and the Orders made thereunder, and with regard to your application at:

**LOCATION:** Car Park South Of Wharf Road Enfield EN3 4TW  
**REFERENCE:** 20/02127/FUL  
**PROPOSAL:** Redevelopment of the site for storage of operational vehicles, including resurfacing, guard hut, welfare block, landscaping, associated parking, and infrastructure including electric charging points and associated works.

**ENFIELD COUNCIL**, as the Local Planning Authority, give you notice that the application, as described above, is **GRANTED**, subject to the following conditions:-

1 The development hereby permitted must be begun not later than the end of three years from the date of this permission.


Reason: In order to comply with the provisions of Section 91 of the Town and Country Planning Act 1990 (as amended).

2 The development hereby permitted shall be carried out in accordance with the approved plans:

SA 20-6466 P01 Rev B Site Location Plan  
SSA 20-6466 P02 Rev B Existing Site Plan  
SSA 20-6466 P03 Topographical Survey  
SSA 20-6466 P04 Rev K Proposed Site Plan  
SSA 20-6466 P05 Rev B Proposed Boundary Treatment  
SSA 20-6466 P06 Rev J - Proposed External Finishes  
SSA 20-6466 P07 Rev A Proposed Guard Hut Details  
SSA 20-6466 P08 Rev A Proposed Cycle and Smoking Shelter and Welfare Unit Details

**IMPORTANT** – Enfield residents should register for an online Enfield Connected account. Enfield Connected puts many Council services in one place, speeds up your payments and saves you time – to set up your account today go to [www.enfield.gov.uk/connected](http://www.enfield.gov.uk/connected)

Sarah Cary  
Executive Director Place  
Enfield Council  
Civic Centre, Silver Street  
Enfield EN1 3XY  
[www.enfield.gov.uk](http://www.enfield.gov.uk)

 If you need this document in another language or format contact the service using the details above.

SSA 20-6466 P09 Rev D Substation Details

Reason: For the avoidance of doubt and in the interests of proper planning.

3 The development hereby permitted shall be carried out in materials that resemble, as closely as possible, in colour and texture those specified in the approved application.

Reason: To ensure a satisfactory appearance

4 Details of the hard landscaping shall be implemented in accordance with the hereby approved details or subsequently approved details, prior to occupation of the development and thereafter be permanently retained.

Reason: To ensure that the development achieves a high quality of landscaping which contributes to the visual amenity and character of the area.

5 All soft landscaping works shall be carried out in accordance with the details hereby approved, prior to the first occupation of the development. Any trees or areas of planting which, within a period of 5 years from the completion of the development, die, are removed or become seriously damaged or diseased, shall be replaced as soon as is reasonably possible and, in any case, by not later than the end of the following planting season, with others of similar size and species, unless the local planning authority gives written consent to any variation.

Reason: To ensure that the landscaping is carried out within a reasonable period and to maintain a high quality of visual amenity

6 Prior to the end of the next available planting season, replacement tree planting shall be carried out in full accordance with the details hereby approved, including replanting species, position, date and size, where applicable. Any trees or areas of planting which, within a period of 5 years from the completion of the development, die, are removed or become seriously damaged or diseased, shall be replaced as soon as is reasonably possible and, in any case, by not later than the end of the following planting season, with others of similar size and species, unless the local planning authority gives written consent to any variation.

Reason: To ensure that the development achieves a high quality of landscaping which contributes to the visual amenity and character of the area

7 Prior to first occupation of the development, all means of enclosure of all un-built, open areas shall be carried out in accordance with the details hereby approved and thereafter be retained for the life of the development.

Reason: To ensure that the development achieves a high quality of landscaping which contributes to

the visual amenity and character of the area

8 Prior to first occupation of the development, the details of secure and covered cycle storage area for 10 cycles shall be installed on site in accordance with the details hereby approved and thereafter be retained for the life of the development.

Reason: To ensure the development provides adequate cycle parking facilities.

9 Prior to first occupation of the development, the details of refuse storage area shall be installed on site in accordance with the details hereby approved and thereafter be retained for the life of the development.

Reason: To ensure the development provides adequate refuse facilities.

10 Details of the Sustainable Drainage Strategy shall be implemented in accordance with the hereby approved details or subsequently approved details prior to occupation of the development and thereafter be permanently retained.

Reason: To ensure the sustainable management of water, minimise flood risk, contamination, minimise discharge of surface water outside of the curtilage of the property and ensure that the drainage system will remain functional throughout the lifetime of the development.

11 Prior to first occupation of the development, a Verification Report demonstrating that the approved drainage / SuDS measures have been fully implemented shall be submitted to the Local Planning Authority for approval in writing. This report must include:

- o As built drawings of the sustainable drainage systems including level information (if appropriate)
- o Photographs of the completed sustainable drainage systems

Reason: To ensure the sustainable management of water, minimise flood risk, minimise discharge of surface water outside of the curtilage of the property and ensure that the drainage system will remain functional throughout the lifetime of the development.

12 Prior to first occupation of the development, the site wide electric vehicle charging infrastructure strategy and implementation plan, including the siting and design of Electric Vehicle Charging Points shall be carried out in accordance with the details hereby approved and thereafter be retained for the life of the development.

Reason: To ensure that the development complies with the sustainable development policy requirements of the London Plan.

13 Prior to first occupation of the development, a plan showing details of bird and bat box locations and types and indication of species to be accommodated shall be submitted to and approved in writing by the local planning authority. The boxes shall be installed in accordance with the approved plans prior to the occupation of the development and thereafter retained.

Reason: In order to secure appropriate features to conserve and enhance wildlife habitats and biodiversity measures within the development

14 Prior to first occupation of the development, full details of a lighting scheme shall have been submitted to and approved in writing by the Local Planning Authority. The details shall demonstrate:

- o A layout plan with beam orientation
- o A schedule of equipment that is to permanently installed on the site.
- o Measures to avoid glare
- o An isolux contour map showing light spillage to max 1 lux both vertically and horizontally and the adjacent watercourses
- o The provisions that will be put in place to ensure that any temporary lighting for specific events does not illuminate the adjacent watercourses.

The approved lighting plan shall thereafter be implemented as agreed.

Reason: To limit the impact of light pollution from artificial light on nature conservation.

15 In the event that additional significant contamination is found at any time when carrying out the approved development it must be reported in writing immediately to the local planning authority. An investigation and risk assessment must be undertaken in accordance with the requirements of the Environment Agency's Model Procedures for the Management of Contamination (CLR11), and where mitigation is necessary a scheme of remediation must be designed and implemented to the satisfaction of the local planning authority before any part of the development hereby permitted is occupied.

Reason: To protect future occupiers of the development from the possible presence of ground contamination arising in connection with the previous industrial/storage use of the site

16 Prior to the relevant part of the works, a formal Drainage Strategy detailing all on and off site drainage works is submitted to and approved in writing by the Local Planning Authority. This shall include:

- o Details regarding the treatment and discharge of foul sewage
- o Evidence to demonstrate any pollutant levels of the foul water discharge from any Treatment Plant and the location of discharge
- o The proposed future management plans
- o Details of the proposed headwall structure
- o Confirmation that the proposed drainage will not have a detrimental impact on the River Lee Navigation

- o Confirmation that works to implement the drainage method would be undertaken without damage to the River Lee Navigation
- o The development shall be undertaken in accordance with the approved Drainage Strategy.

Reason: To determine the potential for pollution of the waterway and likely volume of water, prior to work commencing. Potential contamination of the waterway and ground water from wind blow, seepage or spillage at the site, and high volumes of water should be avoided to safeguard the waterway environment and integrity of the waterway infrastructure, and in order to avoid adverse environmental impact upon the River Lee Navigation in accordance with Policies 5.13 and 5.14 of the London Plan, Policy DMD 70 of the Enfield Development Management Document 2014 and Policy 21 and 32 of the Enfield Core Strategy 2010.

Dated: 12 February 2021

Authorised on behalf of:

Mr A Higham  
 Head of Development Management  
 Development Management,  
 London Borough Enfield,  
 PO Box 53, Civic Centre,  
 Silver Street, Enfield,  
 Middlesex, EN1 3XE

If you have any questions about this decision, please contact the planning officer  
 gideon.whittingham@enfield.gov.uk.

**List of plans and documents referred to in this Notice:**

Title/Number	Version	TYPE
Transport Statement by Vectos Air Quality Assessment by Delta Simons Noise Impact Assessment by Delta Simons Archaeological Desk Based Assessment by RPS Preliminary Ecological Appraisal by Delta Simons Arboricultural Survey by Delta Simons dated August 2020 9581-L-01 Revision E Landscape Proposals Plan Landscape & Visual Appraisal by FCPR Lighting Assessment Report by KTA dated August 2020 Construction Environmental Management Plan by TSL Sustainable Drainage Strategy January 2021, prepared by		Supporting Information Supporting Information Supporting Information Supporting Information Supporting Information Supporting Information Drawing Supporting Information Supporting Information Supporting Information Supporting Information





1. In accordance with the Town and Country (Fees for Applications and Deemed Applications) (Amendment) (England) Regulations 2008, any conditions attached to this permission that require discharge by the Local Planning Authority will be **subject to a fee**. A schedule of fees charged is available on the Planning page of the Council's website at: <https://new.enfield.gov.uk/services/planning/applying-for-planning-permission/overview-of-planning-applications/>
2. Your attention is particularly drawn to the rights of applicant's aggrieved by this decision, which are set out below.
3. This decision does not purport to convey any approval or consent which may be required under any bye-laws or under any enactment other than the Town and Country Planning Act 1990.
4. This decision does not convey any approval or consent under the **Building Regulations** which may be required before starting the development hereby granted permission. Advice on whether an application under the Building Regulations is required is available from the Council's Building Control Service on our website at [www.enfield.gov.uk](http://www.enfield.gov.uk) or by emailing Building Control at [building.control@enfield.gov.uk](mailto:building.control@enfield.gov.uk).

### **Rights of Applicants Aggrieved by Decision of Local Planning Authority**

1. If the applicant is aggrieved by the decision of the Local Planning Authority to refuse permission or approval for the proposed development, or to grant permission or approval subject to conditions, he may appeal to the Secretary of State for the Environment in accordance with Section 78(1) of the Town and Country Planning Act, 1990, within six months from the date of this notice. (Appeals must be made on a form which is obtainable from the Planning Inspectorate, 3/14 Eagle Wing, Temple Quay House, 2 The Square, Temple Quay, Bristol BS1 6PN or online, using the Appeals area of the Planning Portal ([www.planningportal.gov.uk/pcs](http://www.planningportal.gov.uk/pcs))). Your appeal may be published on the Council and the Planning Inspectorate websites. Please only provide information, including personal information belonging to you that you are happy to be made available to others in this way. If you supply personal information belonging to a third party please ensure you have their permission to do so. The Planning Inspectorate's leaflet "Your Guide to Appeals Online" is available from the Planning Portal at [www.planningportal.gov.uk/pcs](http://www.planningportal.gov.uk/pcs). The Secretary of State has power to allow a longer period for the giving of a notice of appeal but he will not normally be prepared to exercise this power unless there are special circumstances which excuse the delay in giving notice of appeal. The Secretary of State is not required to entertain an appeal if it appears to him that permission for the proposed development could not have been granted by the Local Planning Authority, or could not have been so granted by the Local Planning Authority, or could not have been so granted otherwise than subject to the conditions imposed by them, having regard to the statutory requirements, to the provision of the development order, and to any directions given under the order. **Note that a copy of the appeal also needs to be sent to the Local Planning**

**Authority at [planning.decisions@enfield.gov.uk](mailto:planning.decisions@enfield.gov.uk).**

2. If an enforcement notice has been served for the same or very similar development within the previous 2 years, the time limit is:
  - 28 days** from the date of the LPA decision if the enforcement notice was served before the decision was made yet not longer than 2 years before the application was made.
  - 28 days** from the date the enforcement notice was served if served on or after the date the decision was made (unless this extends the appeal period beyond 6 months).
3. If permission to develop land is refused or granted subject to conditions, whether by the Local Planning Authority or by the Secretary of State for the Environment and the owner of the land claims that the land has become incapable of reasonably beneficial use in its existing state and cannot be rendered capable of reasonable beneficial use by the carrying out of any development which has been or would be permitted, he may serve on the Common Council, or on the Council of the County Borough, London Borough or County District in which the land is situated, as the case may be, a purchaser notice requiring that Council to purchase his interest in the land in accordance with the provisions of part VI of the Town and Country Planning Act, 1990.
4. In certain circumstances, a claim may be made against the Local Planning Authority for compensation, where permission is refused or granted subject to conditions by the Secretary of State on appeal or on a reference of the application to him. The circumstances in which such compensation is payable are set out in Section 114 of the Town and Country Planning Act 1990.

## **APPENDIX 4**

### Response to Issues and Options Consultation (February 2019)

---

# Car Park Site, Wharf Road, Enfield

Response to Issues and Options Consultation for New Local Plan 2036

On Behalf of SEGRO

February 2019



**Car Park Site, Wharf Road, Enfield**

**Response to Issues and Options Consultation for New Local Plan 2036**

<b>Project Ref:</b>	30025	30025	30025
<b>Status:</b>	Draft	Revised Draft	Final
<b>Issue/Rev:</b>	P1	P1a	P1b
<b>Date:</b>	27 <sup>th</sup> February 2019	27 <sup>th</sup> February 2019	28 <sup>th</sup> February 2019
<b>Prepared by:</b>	JE	JE	JE
<b>Checked by:</b>	BT	BT	BT
<b>Authorised by:</b>	BT	BT	BT

Barton Willmore LLP  
Bank House  
8 Cherry Street  
Birmingham  
B2 5AL

Tel: 0121 711 5151

Ref: 30025/A5/P1b/JE/BT/sw

Email: [ben.taylor@bartonwillmore.co.uk](mailto:ben.taylor@bartonwillmore.co.uk)

Date: February 2019

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## **CONTENTS**

	<b>Page</b>
1.0 Executive Summary	1
2.0 Introduction	4
3.0 Question 2	5
4.0 Question 3a	18
5.0 Question 3b	20
6.0 Question 3d	21
7.0 Question 10a	23
8.0 Question 10d	25
9.0 Question 14d	26
10.0 Question 15d	27

## **APPENDICES**

1.0 Site Location Plan (Drawing 31025-PL-01)	
2.0 Certificate of Lawfulness (Ref: 15/00037/CEU)	
3.0 Inspector's Report for Basingstoke and Deane Local Plan 2011-2029	
4.0 Historic Aerial Site Photographs	
5.0 London Borough of Enfield's Pre-Application Response	
6.0 Review of Employment Supply/Demand in Surrounding Local Authorities	
7.0 Inspector's Report for Birmingham Development Plan	
8.0 Canal and River Trust Response dated 17 <sup>th</sup> April 2018	
9.0 Landscape, Visual and Green Belt Appraisal (February 2019)	
10.0 Economic Benefits Summary (February 2019)	





## 1.0 Executive Summary

1.1 This Report sets out SEGRO's response to the Issues and Options Consultation for the new Local Plan 2036 in the context of their land holdings at the Car Park Site on Wharf Road in Enfield (the Site). It makes the case for the Green Belt boundary to be amended so that the Site can provide much-needed employment land within the Borough. A summary of the key points is provided below.

- The existing evidence base highlights how the London Borough of Enfield is losing employment land at an alarming rate (4.5 hectares are being lost per annum compared to the 1.7 hectare benchmark set by the GLA). This will be exacerbated by the Meridian Water development that will result in the loss of a further 190 hectares. Meridian Water seeks to re-provide some of this employment land, however this is mainly office and research facilities (Use Classes B1a/b/c) and does not re-provide any industrial floorspace (Use Classes B2/B8). Therefore, the proposed re-provision of employment uses at Meridian Water is qualitatively different to what is proposed for the Site.
- The re-development of the Site has the potential to attract inward investment or allows existing businesses to expand into high quality EPC A+ speculative carbon neutral premises for B1c/B2/B8 uses, similar to those delivered by SEGRO at the adjacent Navigation Park. This is supported by Paragraph 80 of the NPPF, which states that significant weight should be placed on the need to support economic growth, taking into account both local business needs and wider opportunities for development.
- Enfield is earmarked as a Borough where strategic demand for industrial, logistics and related uses is anticipated to be strongest. The Site's location within the Upper Lee Valley Opportunity Area and Eastern Corridor reinforces its strategic potential and is important in the context of Paragraph 82 of the NPPF.
- The Site's re-development would generate significant economic benefits for the Borough. It is estimated that it could provide approximately 55 direct and 48 indirect construction jobs, which will generate an economic output (GVA) of £3.9 million over the construction period. In terms of the operational development, the Site is capable of providing 27-58 direct (FTE) jobs and 25-54 indirect jobs which will generate an economic output (GVA) of £2.6-6million per annum. Many of these future employees are likely to be drawn from the local area. The development will also provide an estimated £100,000 in Business Rates per annum.

- The Council has acknowledged that there is insufficient vacant land and limited scope for intensification to meet all of its needs, so additional employment land will be required. This will inevitably require land to be released from the Green Belt. Furthermore, without the benefit of an up to date Employment Land Review, it is unclear how the loss of industrial floorspace at Meridian Water, that needs to be re-provided elsewhere, has been taken into account in the 50 hectare requirement of employment floorspace during the plan period.
- Following consideration of Paragraph 137 of the NPPF, it is our view that 'exceptional circumstances' exist to justify amendments to the Green Belt boundary and parallels can be drawn with the justification used recently in Hounslow (i.e. the fact the Site falls within an Opportunity Area and will assist in closing the gap between supply and demand). As part of our review of the requirements of Paragraph 137 of the NPPF, we have undertaken a of the surrounding local authority's supply and demand for industrial floorspace. This confirms that the three surrounding London Boroughs are categorised in the Draft London Plan as having to 'retain capacity' and therefore relying upon these authorities to provide capacity to meet Enfield's needs would be contrary to the approach set out in the Draft London Plan. In addition, this review identifies that other surrounding authorities have significant demand for employment floorspace, with some of them having to consider Green Belt release. Therefore, it is considered that these authorities do not have capacity to accommodate Enfield's unmet need for employment land and the Council cannot rely upon the Duty to Cooperate to meet its needs.
- SEGRO consider that low value Green Belt ('Brown Belt') in the right locations could provide a sustainable means of meeting Enfield's and wider London's need for employment floorspace. The Site is currently under-utilised and derelict, previously developed land that benefits from a Certificate of Lawfulness for car parking. As such, it is our view that the Site is sequentially preferable for Green Belt release in the context of the NPPF and it would serve as a logical extension to the Ponders End Strategic Industrial Location that has already attracted a number of significant occupiers (e.g. DPD, DHL, Camden Town Brewery and Caeserstone). The Site's release from the Green Belt would therefore promote a sustainable pattern of development in line with Paragraph 138 of the NPPF.
- A Landscape and Visual and Green Belt Appraisal, prepared by Barton Willmore's specialist Landscape Planning Team, concludes that the Site is physically and visually separated from the principal Green Belt and performs weakly in Green

Belt terms when assessed against Paragraph 134 of the NPPF. As a result, the Site's release from the Green Belt would not undermine the wider Green Belt's function.

- The Council need to consider the impact of future policies on freight movements and the delivery of goods to ensure occupier's operations are not prejudiced. With regard to alternative fuel technologies, the availability of infrastructure in the Borough as well as the end-destination of freight vehicles needs to be considered.
- The emerging Local Plan should take a strategic approach to locating industrial and logistics sites either close to or within easy reach of existing and proposed communities to help reduce congestion and improve air quality. In addition, if industrial and logistics sites are closer to existing and proposed communities, it will be easier for these occupiers to adopt the use of alternative fuel technology and low/no carbon delivery methods (i.e. cargo bikes).

## 2.0 Introduction

- 2.1 Barton Willmore are instructed by our Client, SEGRO, in relation to their interests at the car park site on Wharf Road, Enfield ('the Site'). SEGRO welcome the opportunity to be involved in the preparation of the new Local Plan 2036, and it is within this context that they wish to make representations to the Issues and Options Consultation.
- 2.2 The Site is shown outlined in red on the enclosed Site Location Plan (Drawing 31025-PL-01) (**Appendix 1**) and is located in between the River Lee Navigation. It falls wholly within the Green Belt but comprises approximately 0.8 hectares of previously developed land that benefits from a Certificate of Lawfulness for car parking (Ref: 15/00037/CEU) (Appendix 2). Based on the planning policy guidance contained in the National Planning Policy Framework (NPPF) (February 2019), it is our view that there are clear exceptional circumstances that warrant the Site's release from the Green Belt.
- 2.3 SEGRO have a significant portfolio of Sites in Enfield which comprise a total of 56,475m<sup>2</sup> (607,886ft<sup>2</sup>) of employment floorspace at Centenary Industrial Estate; Great Cambridge Industrial Estate; Imperial at Innova Park; Navigation Park; and View 406 at Advent Park in Edmonton. In addition, SEGRO will be delivering 21,390m<sup>2</sup> (230,250ft<sup>2</sup>) of employment floorspace at SEGRO Park Enfield.

### **3.0 Question 2: Are there any sites that you would like to see identified as a site capable of contributing towards Enfield's overall development needs?**

3.1 The Car Park Site has the potential to deliver approximately 2,300m<sup>2</sup> of employment floorspace (Use Classes B1c/B2/B8) that is much-needed within the Borough to assist in tackling the supply-demand imbalance. London is a thriving and growing city and SEGRO's Keep London Working Report<sup>1</sup> states:

**"As the number of businesses and consumers in the capital continue to grow (the population is forecast to reach over 10 million by 2031) the demands placed on businesses to get their goods and services to their customers naturally increases."**

3.2 Indeed, Page 5 of Highways England's' Freight Demand Scoping Study<sup>2</sup> highlights the importance of the logistics sector to modern society and states:

**"When considering the needs of the logistics sector, positioning logistics precincts effectively should be as important as planning for electricity plants and water stations; they are all essential to the demands of the society."**

3.3 Notwithstanding the above, there is a well-documented shortage in warehouse space that was recently highlighted in the National Infrastructure Commission's 'Future of Freight' Report<sup>3</sup>, which states that:

**"Sufficient storage and distribution capacity is needed for the freight system to work efficiently. There is evidence to show that there is an increasingly limited supply of land for storage and distribution operations in key markets, particularly the land required for last mile logistics in London. A recent report for the Greater London Authority (GLA) stated that there is a rapidly dwindling supply of warehousing space in London, and that the present vacancy rate is four per cent, "by far the lowest rate of any region of the country."**

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<sup>1</sup> SEGRO (2017) Keep London Working.

<sup>2</sup> Highways England (2018) Freight Demand Scoping Study.

<sup>3</sup> National Infrastructure Commission (2018) Future of Freight.

**Last mile logistics providers, such as parcel carriers or retailers and producers, need to be able to serve customers in urban areas quickly, often within short delivery windows. Providers therefore need space for final distribution operations in areas where their drive time to the end destination is minimal. In some places the periphery of the urban area will do, but in London, and other large and densely developed towns and cities, a short drive time to customers means a need for space inside the urban area.**

**Demand for such space has increased at the same time as the supply has been actively reduced. A recent upsurge in demand for last mile logistics space in London (triggered by population growth, increasing e-commerce activity, and demand for faster delivery times and shorter delivery windows) has coincided with a period of the release of industrial land for non-industrial land uses – most often housing. This was facilitated by a succession of pro-release policies in London planning policy.”**

- 3.4 A number of recent evidence base reports, including the GLA’s ‘London Industrial Land Supply & Economy Study 2015’<sup>4</sup>, SEGRO’s ‘Keep London Working’ Report and CAG Consultants London Industrial Land Demand Final Report<sup>5</sup> have highlighted the alarming rate at which industrial land is being lost within London to high value uses, such as residential. The GLA Report indicates that three times the target annual loss of land has been released in the last five years; 106 hectares has been released on average each year compared to the 37-hectare annual target. Twelve London boroughs saw releases over four times greater than targeted during this period, with six Central London Boroughs experiencing rates of release more than eight times above the target rate of loss. With regard to Enfield, SEGRO’s ‘Keep London Working’ Report identifies that 4.5 hectares of industrial land is being released per annum, which is greater than the target set by the GLA of 1.7 hectares of release per annum.
- 3.5 In response to the above, there has been an evident shift in the approach to employment land from one of managed release to one of no net loss of floorspace within Strategic Industrial Locations (SILs) and Locally Significant Industrial Sites (LSISs), embodied within Draft Policy E4 of the Draft London Plan (August 2018). The Draft London Plan

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<sup>4</sup> GLA (2016) London Industrial Land Supply and Economy Study.

<sup>5</sup> CAG Consultants (2017) London Industrial Land Demand Final Report.

also sets out the approach to the management of existing industrial floorspace and identifies that the London Borough of Enfield should 'provide capacity' in industrial floorspace (Table 6.2). Boroughs in the 'Provide Capacity' category are those where strategic demand for industrial, logistics and related uses is anticipated to be the strongest. It identifies that these boroughs should seek to deliver intensified floorspace capacity in either existing and/or new locations accessible to the strategic road network and in locations with potential for the transportation of goods by rail and/or water. Accordingly, Paragraph 3.5 of the Keep London Working Report states that there has been notable business growth in logistics within Enfield amounting to 66.7% between 2010-2015. Furthermore, Table 7.2 of the CAG Consultants London Industrial Land Demand Final Report<sup>6</sup> forecasts that Enfield will require an additional 54.4 hectares of warehouse floorspace from 2016-2041.

- 3.6 It is estimated that the Site is capable of delivering approximately 2,300m<sup>2</sup> of high-quality employment floorspace (Use Classes B1c/B2/B8) to assist in meeting the Borough's identified need. It is located within the Upper Lee Valley Opportunity Area, which the Draft London Plan identifies as having an indicative employment capacity of 13,000 new jobs. It states that the Lee Valley occupies a strategic position in the London-Stansted-Cambridge-Peterborough Growth Corridor and provides a range of development opportunities for higher density development. These opportunities include Meridian Water and Ponders End. Similarly, the Site falls within The Eastern Corridor, as shown on Figure 2.9 of the Enfield Issues and Options Consultation document, and Paragraph 2.11.6 calls for a 'proactive approach' to be taken to industrial land within this area to generate economic benefits for the Borough.
- 3.7 It is important to recognise the implications of the Meridian Water Regeneration Scheme in terms of industrial floorspace. The Meridian Water Scheme will deliver an 85-hectare mixed-use community including 10,000 new homes and 6,700 new jobs. The scheme comprises circa 210 hectares of brownfield land and will result in the loss of approximately 190 hectares of industrial land in the Borough. The 'Edmonton Leaside Area Action Plan: Evidence Base for Employment Land, Industries and Jobs' Report<sup>7</sup> identifies that the loss of industrial uses (Use Classes B2/B8) at Meridian Water will be accommodated elsewhere in the Borough through take up of vacant floorspace, development of vacant land or land/estate management. Whilst there will be employment uses provided at Meridian Water, the 'Edmonton Leaside Area Action Plan: Evidence Base for Employment Land, Industries and Jobs' Report identifies that the breakdown of net employment on-site could comprise of:

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<sup>6</sup> CAG Consultants (2017) London Industrial Land Demand Final Report.

<sup>7</sup> Edmonton Leaside Area Action Plan: Evidence Base for Employment Land, Industries and Jobs (November 2016)



- 70-90% for higher value-added office and research facilities (Use Classes B1a/b/c) as a reflection of the forecast growth in information and communication, professional services such as finance and insurance, and scientific and technical activities.
- 10% could be supported by administration support services, education, health and public sector activities.
- 2-6% for retail (A use classes)

- 3.8 In addition to the above, the Vision for Meridian Water identified that new employment on the Site will include a cluster for fashion manufacturing and the creation of workspaces for makers, creators and artists. The type of employment uses that will be provided at Meridian Water are complimentary to those that would be provided by SEGRO at the Site and it is important that the Borough provides employment land for a range of sectors that are qualitatively distinct and have differing operational and locational requirements.
- 3.9 Paragraph 6.2.3 of the Issues and Options Consultation Document identifies that Enfield has over 400 hectares of employment land currently in industrial use, of which 326 hectares of land is occupied by core industrial and warehouse uses or is vacant. Following on from this, Paragraph 6.2.6 advises that initial study work has indicated a potential demand for around 50 hectares of industrial land during the plan period (2018-2036) but notes that this is unconstrained by supply and policy objectives.
- 3.10 Without the benefit of an up to date Employment Land Review, it is unclear how the loss of industrial floorspace at Meridian Water, that needs to be compensated for elsewhere in the Borough, has been taken into account in the 50 hectare requirement during the plan period and it would be useful if the Council could clarify this point. Clearly, an important function of strategic economic and spatial planning is ensuring a balance is struck between housing and employment needs. This was highlighted in the Basingstoke and Deane Inspector's Report (**Appendix 3**) and Paragraph 236 makes reference to striking a balance between safeguarding existing employment land and providing the flexibility necessary for the market to respond to commercial considerations. Furthermore, in Paragraph 239, the Inspector makes reference to whether the Plan provides a Framework to achieve an appropriate housing/employment balance in the Borough. A failure to achieve this results in low vacancy rates and rising rents, which is already being experienced within Enfield.
- 3.11 It is also important to recognise the implications of the growing pressure to deliver more housing in the Borough, and wider London, in relating to industrial and logistics

development. The Draft London Plan proposes a London-wide target of 66,000 new homes for London for at least 20 years and it sets a target for Enfield of 18,760 new homes from 2019 to 2029. This high level of demand for new homes in the Borough and wider London will result in increasing demand for industrial and logistics floorspace to serve the needs of these new communities. It will therefore be important to ensure that new industrial and logistics floorspace is located close to new residential development to enable the fast and efficient movement of goods and services and provide employment opportunities to local residents. SEGRO believe this is key to creating balanced and sustainable communities.

- 3.12 It is understood that an Employment Land Review will be published later this year as part of the Council's evidence base that will provide greater clarity in terms of the Borough's overall employment need. It goes on to state that the calculated demand cannot be accommodated by current vacant land and development opportunities alone. The imbalance of supply and demand, therefore, needs to be addressed through intensification, the promotion of mixed-use development and the identification of new sites. Given about a third of the Borough is Green Belt, the latter will inevitably require the release of poor-quality designated land for more productive means. Accordingly, Paragraph 6.2.15 states:

**"It is impractical to suggest that the scale of new employment land required could be found within the existing urban areas and therefore whilst at the same time assessing the land requirements for new housing in the Green Belt we also need to consider what if any industrial land might need to be delivered in the Green Belt if the relevant strategic requirements are to be met".**

- 3.13 In line with the above, we note the Council's intention to undertake a Green Belt boundary review under Draft Policy GI2. The corresponding sub-text, at Paragraph 9.3.8, states:

**"Whilst the growth options considers the various delivery opportunities to meet our housing need, it is ultimately the outcomes of Enfield's local housing need assessment, the housing land availability assessment, the requirement for any further industrial land, the Green Belt Boundary Review and relevant evidence combined that will inform the Council's decision. Only if it has been demonstrated and concluded that it is necessary to release Green Belt land for development, in line with the NPPF, the Council will give first consideration to land which has been**

**previously developed and/or is well-served by infrastructure and public transport”.**

3.14 SEGRO supported this approach in their representations to the Draft London Plan stating:

**“Low value Green Belt (‘Brown Belt’) land in the right locations could provide a sustainable means of meeting London’s industrial capacity needs if developed for industrial/logistics space”.**

3.15 Paragraph 136 of the Revised NPPF states that Green Belt boundaries should only be altered where exceptional circumstances are fully evidenced and justified. Paragraph 137 goes on to state that before concluding that exceptional circumstances exist to justify changes to Green Belt boundaries, the strategic policy-making authority should be able to demonstrate that it has fully examined all other reasonable options for meeting its identified need for development. These include the following:

- a) Makes as much use as possible of suitable brownfield sites and underutilised land;
- b) Optimises the density of development in line with the policies of chapter 11 of the NPPF, including whether policies promote a significant uplift in minimum density standards in town and city centres and other locations well served by public transport; and
- c) Has been informed by discussions with neighbouring authorities about whether they could accommodate some of the identified need for development, as demonstrated through the statement of common ground.

3.16 With regard to Criterion (a), Paragraph 6.2.6 of the Issues and Options Consultation Document confirms that the demand for industrial floorspace cannot be accommodated by current vacant land and development opportunities. Furthermore, Paragraph 6.2.15 identifies that it is impractical to suggest that the scale of new employment land required could be found within the existing urban areas and therefore a Green Belt Review is required to understand what industrial land can be delivered on Green Belt sites. It is therefore considered that there is not enough suitable brownfield land, outside of the Green Belt, to meet all of the Borough’s need.

3.17 It is also important to note that when allocating sites for employment development, consideration needs to be given to Paragraph 82 of the Revised NPPF, which identifies that planning policies should recognise the specific locational requirements of different

sectors, including storage and distribution uses. This includes (but is not limited to) those sites that:

- i. have good access to the strategic road network;
- ii. are in range to serve the regional market;
- iii. enjoy a good catchment (colocation with similar businesses and access to new markets/ customers/manufacturers depending on the eventual occupier);
- iv. have competitive labour market costs with significant housing growth within a 30-minute drive time;
- v. are of a sufficient scale to accommodate modern day building sizes with large floor plates and adequate yard and circulation space; and,
- vi. located away from incompatible uses, such as housing.

3.18 Furthermore, in terms of Criterion (a), the Site comprises previously developed land which is currently underutilised. It is important to note that the Site has been used as a car park since 1966 and was used intensively up to the early 2000s, with circa 270 spaces, as the historic photos in **Appendix 4** demonstrate. Following this, the Site was used for storage by the contractors for development of Navigation Park. Given the Site's historical use, it is our view that it is sequentially preferable for release from the Green Belt compared to other Green Belt sites that have an undeveloped character. This is reinforced through pre-application advice received from the Council in respect of a proposal at the Site (**Appendix 5**), which states:

**"As identified, the site currently has a lawful use as a car park. In its current form and appearance taking into account its context within the surrounding area, it does not fulfil the strict purposes of green belt and as previously developed land, does open up the potential for an acceptable form of development to be considered".**

3.19 With regard to Criterion (b) of Paragraph 137, SEGRO have considered the Site's size and constraints, and believe that a development comprising approximately 2,300m<sup>2</sup> of employment floorspace optimises the density of development whilst meeting the needs of modern operator requirements. In terms of optimising density, Draft Policy E4 of the Draft London Plan sets a requirement for a 65% ratio. However, SEGRO do not consider this to be reflective of the market and made representations to the Draft London Plan to that effect. Since 2013, SEGRO has built 17 new industrial schemes (100 units) in London totalling 1.6m ft<sup>2</sup>. These schemes have delivered a range of unit sizes from 500ft<sup>2</sup>–150,000ft<sup>2</sup>. The average footprint and floor area densities of these schemes are typically between 37% and 45% because of the requirement to provide adequate yard and external

operational and commercial vehicle parking space. The operational needs of the warehousing and logistics sector needs to be taken into account to ensure developments respond to operator requirements. As such, it is considered that the development of the Site for a unit of the size specified would maximise the use of the land.

- 3.20 With regard to Criterion (c), we have undertaken a review of the surrounding local authority's supply and demand for industrial floorspace (**Appendix 6**), which includes: London Borough of Barnet; London Borough of Haringey; London Borough of Waltham Forest; Hertsmere Borough; Welwyn Hatfield Borough; Broxbourne Borough; and Epping Forest District. This analysis identifies the following need for industrial floorspace.

<b>Local Authority</b>	<b>Demand for Industrial Floorspace</b>
London Borough of Barnet	7.3 hectares (2016-2041)
London Borough of Haringey	-4 to -8 hectares of B1c/B2 floorspace and -10-22 hectares of B8 floorspace (2011-2031)
London Borough of Waltham Forest	1.5-6.3 hectares of B1c/B2 floorspace and 12.5-26 hectares of B8 floorspace (2015-2031)
Hertsmere Borough	-7.2 hectares of B1c/B2 floorspace and 4.5 hectares of B8 floorspace (2013-2036)
Welwyn Hatfield Borough	-3,000-21,000m <sup>2</sup> of B1c floorspace, -7,000 to -9,000m <sup>2</sup> of B2 floorspace and 47,000-72,000m <sup>2</sup> of B8 floorspace (2013-2032)
Broxbourne Borough	41,500m <sup>2</sup> of B1c/B2 floorspace and 160,700m <sup>2</sup> of B8 floorspace (2016-2031)
Epping Forest District	14 hectares (2016-2033)

- 3.21 It is important to note that the three surrounding London Boroughs are categorised in the Draft London Plan as having to 'retain capacity' rather than having to 'provide capacity', which is the case for Enfield. London Borough of Barnet's Employment Land Review (October 2017) was prepared after the Draft London Plan and identifies that, due to Barnet being categorised as 'retain capacity', it should seek to intensify existing economic activity. Therefore, requiring the neighbouring London Boroughs to provide capacity to meet Enfield's needs would be contrary to the approach set out in the Draft London Plan.

- 3.22 With regards to other neighbouring local authorities falling outside of London, the South West Hertfordshire Economic Study (which covers the Functional Economic Market Area (FEMA) of Dacorum, Hertsmere, Three Rivers and Watford) identifies that even if all redevelopment and intensification opportunities at existing sites were delivered, there would still be a significant shortfall of employment land to meet their demand. Therefore, Green Belt land in the right locations needs to be reviewed to meet the needs of the FEMA. Furthermore, new employment sites are needed to be released from the Green Belt in both Broxbourne Borough and Welwyn Hatfield Borough in order to meet their own employment need. Given that the other surrounding local authorities have significant demand for employment floorspace, and that three authorities are having to consider Green Belt release within their own boundaries, it is considered that these authorities do not have capacity to accommodate Enfield's unmet need for employment land. Therefore, London Borough of Enfield cannot rely upon the Duty to Cooperate to meet its needs.
- 3.23 Whilst we reserve the right to comment on the Council's Employment Land Review when it is published later on in the year, it is our view that there is no scope to export its employment needs to adjacent local authorities from the above initial review. There is a strategic argument for locating employment floorspace within the Borough given it is earmarked to 'provide capacity' in the Draft London Plan, but also falls within both the Upper Lee Valley Opportunity Area, forming part of the London-Stansted-Cambridge-Peterborough Growth Corridor as well as the Eastern Corridor.
- 3.24 Given the findings of our analysis, which conclude the 'tests' within Paragraph 137 are satisfied, we consider 'exceptional circumstances' can be demonstrated for amendments to the Green Belt boundary. We have undertaken a review of the factors that constitute 'exceptional circumstances' in nearby local authorities that have been used to justify Green Belt boundary alterations. In Hounslow's Draft Green Belt Review, the exceptional circumstances are specified on Page 46, as follows:

**"Therefore, it is concluded that, for the purposes of this review, exceptional circumstances do exist in the form of the opportunity area status, closing the gap between objectively assessed need and supply for development growth..."**

- 3.25 In our view, the above 'exceptional circumstances' specified above are equally applicable to the Car Park Site; recognising that Enfield is a 'provide capacity' Borough, whereas Hounslow is a 'retain capacity' Borough. The Site is located within an Opportunity Area (i.e. The Lee Valley Opportunity Area) and could assist in closing the gap between supply and demand.

3.26 Another example of Green Belt release to meet employment needs relates to the Birmingham Development Plan that allocated a 71-hectare strategic employment site at Peddimore. In terms of exceptional circumstances, Paragraphs 218-219 of the corresponding Inspector's Report (**Appendix 7**) state:

**"...the allocation of the Peddimore site is essential to meet the city's economic growth needs, which are important not just for its own prosperity but also for that of the wider region.**

**In my view, this combination of factors means that exceptional circumstances exist to justify alterations to the Green Belt boundary in order to allocate the SUE site at Langley (policy GA5), land for housing at the former Yardley sewage works (policy GA8) and the strategic employment site at Peddimore (policy GA6)."**

3.27 Based on the analysis above, it is considered that the Site's ability to assist in overcoming the supply demand imbalance in a Borough earmarked to 'provide capacity' in the Draft London Plan, coupled with its location within an 'Opportunity Area', constitutes the exceptional circumstances required for release from the Green Belt.

3.28 Paragraph 138 of the Revised NPPF states:

**"When drawing up or reviewing Green Belt boundaries, the need to promote sustainable patterns of development should be taken into account. Strategic policymaking authorities should consider the consequences for sustainable development of channelling development towards urban areas inside the Green Belt boundary, towards towns and villages inset within the Green Belt or towards locations beyond the outer Green Belt boundary. Where it has been concluded that it is necessary to release Green Belt land for development, plans should give first consideration to land which has been previously-developed and/or is well-served by public transport. They should also set out ways in which the impact of removing land from the Green Belt can be offset through compensatory improvements to the environmental quality and accessibility of remaining Green Belt land".**

3.29 In our view, the Site occupies a sustainable location with direct highways access and good connections to surrounding sustainable modes of transport. The nearest bus stops are located approximately 100 metres to the east, which serve Bus Route 313 that runs

every 20 minutes during peak time and links the area to Chingford Station, Enfield Town Centre and Potters Bar. Moreover, Ponders End Rail Station is located approximately 400 metres to the west, which provides regular services between London Liverpool Street and Hertford East.

- 3.30 The proposal will also deliver a robust landscaping scheme and will seek to improve the canalside environment for pedestrians and cyclists with improved connectivity and access to the River Lea Navigation. SEGRO have already had initial discussions with the Canal and River Trust regarding the development of the Site (**Appendix 8**) who comment as follows:

**“The Trust has no objection to the principle of the development on this site and considers that it offers the possibility to provide a better neighbour to the canal corridor than the car parking/hardstanding that is currently on the site”.**

- 3.31 Should the Site be removed from the Green Belt, SEGRO would seek to continue to work collaboratively with the Canal and River Trust, as well as other key stakeholders, to ensure the benefits of the Site are maximised. Therefore, it is considered that the Site’s removal from the Green Belt would promote sustainable patterns of development in line with Paragraph 138 of the Revised NPPF.
- 3.32 In addition, any proposed development of the Site would seek to achieve high levels of sustainability in line with Paragraph 131 of the Revised NPPF following pre-application comments received from Enfield Council Officers (**Appendix 5**).
- 3.33 A Landscape and Visual and Green Belt Appraisal (February 2019) (**Appendix 9**) has been prepared by Barton Willmore’s Landscape Team. The Report has assessed the Site’s contribution against the purposes of the Green Belt set out in Paragraph 134 of the NPPF. As such, Table 7.1 of the Report identifies that the Site makes the following contribution to the purposes of the Green Belt, as set out below:

<b>Purpose</b>	<b>Contribution</b>
Check the unrestricted sprawl of large built-up areas.	Limited
Prevent neighbouring towns from merging.	Limited
Assist in safeguarding the countryside from encroachment.	Limited-None
Preserve the setting and special character of historic towns.	None



Assist in urban regeneration by encouraging the recycling of derelict and other urban land.	N/A

- 3.34 With regards to the first four Green Belt purposes assessed, unrestricted sprawl is checked by the large reservoir bunds and the concrete-lined canal immediately east of the Site. The reservoir bunds and concrete-lined canal also ensure that development of the Site would neither physically nor perceptually lead to the neighbouring settlements merging. The Site does not constitute countryside and is not rural in character, as it is essentially developed with hardstanding and various vertical features. Consequently, the Site is already influenced by built development extending east across the Navigation.
- 3.35 In addition, the Report identifies that the Site, whilst not containing any buildings, contributes little to the perception of openness and does not represent beneficial use of Green Belt. The Site is heavily influenced by its urban context to the west at Ponders End, more than the comparatively open land to the east beyond the reservoirs. Furthermore, the Site has a very limited perceptual connection with the wider Green Belt and does not have a sense of contiguous open land that would contribute to the fundamental aim of the Green Belt. Consequently, whilst lacking in built form, it does not meaningfully exhibit the essential characteristics of Green Belt.
- 3.36 With respect to the fifth purpose of the Green Belt "to assist in urban regeneration, by encouraging the recycling of derelict and other urban land", should the Site be brought forward for development it would not prejudice derelict or other urban land being brought forward for urban regeneration. The principle of retaining land within the Green Belt holds true for all areas within the Green Belt. However, Paragraph 138 of the NPPF states that *"plans should give first consideration to land which has been previously-developed and/or is well-served by public transport"*. The Site clearly meets the criteria for *"first consideration"*: *it is previously developed, well-served by Ponders End station and represents "sustainable patterns of development"*. In this case, the Site is considered to contribute to sustainable development effectively forming part of the urban area of Ponders End and Navigation Park to the west.
- 3.37 In light of the above, Paragraph 139(b) is considered pertinent where local planning authorities, when defining Green Belt boundaries, should "not include land which it is unnecessary to keep permanently open". Equally, Paragraph 139(f) is relevant where Local Planning Authorities should, when defining Green Belt Boundaries, *"define boundaries clearly, using physical features that are readily recognisable and likely to be permanent"*. In this case, it is not necessary to keep the land open due to its relationship

to the urban area of Ponders End and Navigation Park to the west, while the concrete-lined canal and reservoir bunds would comprise readily recognisable and permanent boundaries to the Green Belt to the east.

3.38 For reasons set out above, the Site is considered suitable for release from the Green Belt.

3.39 With further regard to development of the Site, the Report highlights that mitigation by design opportunities (set out in Section 7 of the Report) can be introduced to enhance the existing landscape and visual baseline. These relate to:

- Enhancing urban character through appropriate cladding materials, built form and massing;
- Opportunities for increased green infrastructure linkages resulting in biodiversity and visual amenity enhancements; and
- Visual integration through reinforced vegetation and planting.

3.40 The Report concludes that mitigation by design opportunities would present a sensitive and appropriate response to the present constraints to development and facilitate a use that would properly respond to its location. Therefore, in accordance with Paragraph 141 of the NPPF, the redevelopment of the Site would lead to the improvement of damaged and derelict land.

#### 4.0 Question 3a: Has the Council proposed all rational options for accommodating good growth?

4.1 Paragraph 80 of the Revised NPPF highlights that significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. Section 2.4 of the Issues and Options Consultation Document identifies that "exhausting all reasonable opportunities on brownfield land, making underused land work hard and optimising densities remains first principles of this new Local Plan". Following on from this, the Issues and Options Consultation Document sets out 'how can we plan to deliver differently?' and SEGRO support the following options:

1. Intensify development in areas around stations;
2. Redevelop underutilised and low-density land such as surface car parks and underused highways land for both housing and employment; and
3. Exploit the opportunities around transport corridors such as the A10 and A406 for industrial and logistics development;
4. Revisit Green Belt boundaries in line with the NPPF to promote sustainable patterns of development to meet growth.

4.2 In relation to the first objective above, Paragraph 2.8.6 of the Issues and Options Consultation Document highlights that areas surrounding rail stations have the potential to bring forward new jobs and development should be concentrated within 800 metres (approximately a 10/15-minute walk) of a rail station. With this in mind, it should be noted that the Site is located approximately 400 metres to the east of Ponders End Railway Station. This will allow it to fully capture the benefits of transport improvements in the Eastern Corridor, as highlighted in Paragraph 2.11.6 of the Consultation Document.

4.3 The second option is in line with Paragraph 118 (d) of the Revised NPPF, which identifies that planning policies should promote and support the development of underutilised land. As set out in our response to Question 2, the Site has previously been intensively used as a surface level car park and benefits from a Certificate of Lawfulness (Ref: Ref: 15/00037/CEU) (**Appendix 2**) for this use. Therefore, the Site is an underutilised previously developed site, within 400 metres of a rail station, that is capable of delivering much needed employment floorspace. Its release from the Green Belt and re-designation to form a logical eastwards extension to the Ponders End SIL would create clear benefits; namely advantages borne from clustering; compatibility with the wider area; maximising

existing infrastructure; and the retention of investment by supporting the existing local business base and the expansion needs of adjacent occupiers.

4.4 With regard to the third option above, it is considered that when accommodating growth for industrial and logistics floorspace, sites should be allocated for employment development where they have good access to the strategic highway network. The Site benefits from being closely located to the A110 which provides an important east-west link across the Borough.

4.5 Finally, with regard to the fourth option above, there is an inadequate supply of available development land meaning that some degraded Green Belt will be required to accommodate the Borough's development needs. As set out in our response to Question 2, Barton Willmore's specialist Landscape Planning Team have produced a Landscape and Visual and Green Belt Appraisal (February 2019) (**Appendix 9**). This concludes that the Site is physically and visually separated from the principal Green Belt owing to intervening landscape features and performs poorly in terms of the first four purposes of the Green Belt assessed, which are:

- Check the unrestricted sprawl of large built-up areas.
- Prevent neighbouring towns from merging.
- Assist in safeguarding the countryside from encroachment.
- Preserve the setting and special character of historic towns.

4.6 In terms of the fifth purpose of the Green Belt, the Site is previously developed land and meets the first criteria set out in Paragraph 138 of the Revised NPPF, which requires first consideration of Green Belt land which was previously developed. In this case, the Site is considered to contribute to sustainable development effectively forming part of the urban area of Ponders End and Navigation Park to the west.

4.7 Following an analysis of the options set out in Paragraph 137 of the Revised NPPF, we consider 'exceptional circumstances' exist to justify amendments to the Green Belt boundary and the release for employment uses will represent 'Good Growth' by promoting a sustainable pattern of development in line with Paragraph 138.

## **5.0 Question 3b: What other options should be considered to address the growth and development pressures we face?**

- 5.1 The Revised NPPF states that strategic policies should make sufficient provision for employment development in Paragraph 20. Similarly, Paragraph 81 calls for the identification of strategic sites for local and inward investment to meet anticipated needs over the Plan Period, whereas Paragraph 82 calls for planning policies and decisions to recognise and address the locational requirements of storage and distribution operations at a variety of scales. This policy guidance is transposed into Part D of Draft Policy E4 of the Draft London Plan. This states that the retention and provision of additional industrial capacity should be prioritised in locations that are accessible to the strategic road network, such as the A110/A406; provide capacity for logistics that supports London's economy and population; and are suitable for 'last mile' distribution. We consider Enfield to be one such location.
- 5.2 It is our view that the Growth Options Diagram, shown in Figure 2.2, should be amended to show an eastwards extension to the Ponders End SIL to include the Site. Currently, the Site is shown as 'open space'. Given its strategic location (i.e. located within both the Upper Lee Valley Opportunity Area and Eastern Corridor) this does not represent making the effective use of land in line with the Revised NPPF. Paragraph 118 makes clear that 'substantial weight' should be given to developing brownfield land. Criterion (e) also states that development on underutilised land should be promoted and supported; making specific reference to the development of car parks.

**6.0 Question 3d: Are you aware of any sites that are available and deliverable to make a major contribution to meeting needs and can come forward for development within the lifetime of this Plan?**

- 6.1 Yes. SEGRO's car park site located on Wharf Road (**Appendix 1**) is available now and can be delivered within the first five years of the plan period. As set out above, the Site is capable of delivering approximately 2,300m<sup>2</sup> of employment floorspace (Use Classes B1c/B2/B8) in a sustainable and logical location close to an existing SIL, with direct highways access and good connections to sustainable modes of transport.
- 6.2 The Meridian Water site could also accommodate an industrial-led employment scheme to support the needs of London, the Borough and, in the future, the thriving community that will live in the 10,000 homes that will be delivered. The housing growth at Meridian Water will undoubtedly result an increased need for jobs as well as industrial goods and services. Utilising part of the Site for such a use would enhance sustainability through the reduction of commercial vehicle movements. With the right infrastructure in place, the advancement of fuel technology and industry collaboration future deliveries to Meridian Water residents and nearby communities could be operated by electric or autonomous vehicles and in consolidated loads. This would reduce congestion and improve air quality, whilst creating a productive and sustainable supply chain. Given the anticipated need for employment land following the loss of existing industrial land as part of the Meridian Water development, which will be identified in the Council's forthcoming Employment Land Review, this would be required alongside any provision of the Car Park Site.
- 6.3 Paragraph 80 attributes 'significant weight' to the need to support economic growth to create conditions in which businesses can invest, expand and adapt. Accordingly, Barton Willmore's Development Economics Team have produced an Economics Benefits Summary (**Appendix 10**) which has estimated that the provision of 2,300m<sup>2</sup> of employment floorspace will provide approximately 55 direct and 48 indirect construction jobs, which will generate an economic output (GVA) of £3.9million over the construction period. In terms of the operational development, the Site is capable of providing 27-58 direct (FTE) jobs and 25-54 indirect jobs which will generate an economic output (GVA) of £2.6-6million per annum. Many of these future employees are likely to be drawn from the local area. The development will also provide £100,000 in Business Rates per annum.
- 6.4 SEGRO have received interest from a number of nearby businesses and occupiers that wish to use the Site for overflow car parking. Using the Site for surface level car parking

does not create the same amount of economic benefits as employment development (Use Classes B1c/B2/B8) and does not maximise the Site's potential in terms of economic growth.

## **7.0 Question 10a: Should the priority be to encourage higher paying jobs or to maximise the number of jobs overall or something else?**

- 7.1 SEGRO consider that Enfield Borough Council should seek a long term and balanced approach to enabling Enfield residents to secure a mix of job opportunities including higher paid jobs. Although Enfield's local poverty rate is only just below the London average, it has very significant problems around housing, homelessness and low pay. The unemployment rate in Enfield is only 4%, lower than the London average, but 31% of workers do not earn a living wage. However, to support these residents into higher paid jobs, they will need easy access to a range of training and development programmes to develop their own capabilities and skills, which in turn will improve their chances of employment in better paid or more senior roles. Whilst the physical regeneration of the borough will improve the attractiveness of expansion and new investment from businesses, these companies will want to attract and retain the very best talent. The more connected Enfield becomes as a Borough, the wider the choice of the labour pool for prospective businesses, and therefore the Council needs to put in place a long term programme that will support residents that want to develop their skills, inspire young people to fulfil their potential and engage with businesses to better understand what skills and attributes are critical to them and their sector.
- 7.2 Paragraph 6.1.1 of the Issues and Options Consultation Document identifies that the policy approach in the new Local Plan 2036 will be to attract and retain investment from existing and emerging growth sectors, including warehousing and logistics. This is supported in line with Paragraph 82 of the Revised NPPF. Furthermore, Draft Policy E1 (Business and Job Growth) states that the Council will seek to support the existing business base, maximise quality employment potential and create a dynamic business environment through protection and development of high-quality premises and places. Again, SEGRO support this approach in line with Paragraphs 80 and 81 of the NPPF. It is our view that these aspirations will encourage higher paid jobs whilst simultaneously increasing the number of jobs overall, thus providing a balance between the two.
- 7.3 The freight and logistics industry is a significant driver of economic growth and is of increasing importance to the UK economy. It is an enabler, underpinning all segments of society and makes both international trade and local deliveries possible. According to the Freight Transport Association (FTA) Logistics Report 2018<sup>8</sup>, there are 195,000 logistics enterprises in the UK. In terms of employment numbers, 2.5 million people work

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<sup>8</sup> Freight Transport Association (2018) Logistics Report 2018



in logistics and it contributes to over £121 billion Gross Value Added (GVA) to the UK economy.

- 7.4 Continued growth in the freight sector is inevitable, not least due to improved fibre with geographical penetration and retail trends leading to increased online activity. In 2015, the British Property Federation (BPF)<sup>9</sup> estimated that the rate of employment growth in the sector (31%) is projected to exceed the national average (20%) between 2013 and 2035. Furthermore, the logistics sector's economic productivity is projected to grow by 83% between 2013 and 2035. Planning policies and allocations should, therefore, make provision for these trends.
- 7.5 The BPF's Report identifies how the logistics sector can provide a large number of high-quality jobs to local people and seeks to dispel a number of myths that the logistics sector is associated with part-time employees, low wages and low skills. In fact, around 15% of logistics employees work part-time, compared to 32% nationally across all sectors. With regard to the perception that salaries in the logistics sector are lower, data shows that average logistics salaries are above the national average: £28,000 compared to £20,000. Furthermore, a wide range of jobs are supported with exciting career opportunities with positions in managerial, administrative and high-tech occupations including electrical and mechanical engineering and IT roles.
- 7.6 In light of the above, it is considered that Enfield Borough Council should seek to encourage a higher number of jobs in the logistics/warehousing sector. It should also be a priority to encourage a mix of jobs, including higher skilled jobs that will be increasingly needed as the sector advances through technological innovation in line with Draft Policy E5 (Skills and Access to Employment).

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<sup>9</sup> British Property Federation (2015) Delivering the Goods

## **8.0 Question 10d: Are there any not previously identified sites in Enfield that would be suitable for industrial purposes?**

- 8.1 Yes. As set out in our response to Question 2, SEGRO consider that the Site at Wharf Road (**Appendix 1**) is suitable for industrial purposes (Use Classes B1c/B2/B8) and should be released from the Green Belt to assist in meeting the supply-demand imbalance in the Borough. It occupies a sustainable location and could form a logical extension to the Ponders End SIL to support local businesses or those serving the wider London market, whether than be investment from new occupiers or expanded premises. It benefits from good connections to the strategic road network as well as surrounding sustainable transport modes. The Site's release from the Green Belt could occur without undermining the strategic function of the wider Green Belt as set out in the enclosed Landscape, Visual and Green Belt Appraisal (**Appendix 9**).
- 8.2 With regards to the Meridian Water Development, it is considered that there is an opportunity to re-provide some of the lost industrial floorspace in this location and diversify the type of employment floorspace that can be brought forward.

**9.0 Question 14d: Are there any designated open space that do not properly serve open space functions and could be improved or even re-designated for other uses?**

9.1 Figure 9.2 (Map Showing Enfield's Open Spaces) in the Issues and Options Consultation Document shows the Site designated as Green Belt. As set out in our response to Question 2, a Landscape and Visual and Green Belt Appraisal (February 2019) (**Appendix 9**) has been prepared by Barton Willmore's specialist Landscape Planning Team. The Report has assessed the Site's contribution to the purposes of the Green Belt set out in Paragraph 134 of the Revised NPPF and concludes the Site performs weakly from a Green Belt perspective. It also concludes that the Site's release from the Green Belt would contribute to a sustainable pattern of development without harming the remaining Green Belt wider strategic function.

9.2 The Report considers the development potential of the Site, and concludes that the it:

- Largely comprises existing hardstanding;
- Is located within an area that is enclosed by urban forms, industrial/commercial uses, elevated highway structures and the large-scale landscape features of the Reservoir bunds;
- Is located with an existing vegetation framework bordering the Site that provides some containment and screening, with potential for reinforcement;
- Provides the potential to incorporate green infrastructure linkages resulting in biodiversity and amenity enhancements;
- Provides the potential to open up access to, and along, the Navigation corridor;
- Provides the opportunity for the development to be an exemplar of environmentally sustainable large-scale built form; and
- Comprises a small-scale, but logical and coherent, extension of the settlement.

9.3 For reasons set out in Landscape and Visual and Green Belt Appraisal, the Site is considered suitable for release from the Green Belt to be re-designated for employment uses (B1c/B2/B8).

**10.0 Question 15d: What policies should the Local Plan include to minimise the impact of freight movements or goods delivery in Enfield? How should alternative fuel technologies be supported that can also assist in facilitating this?**

- 10.1 SEGRO acknowledge that the Enfield Air Quality Management Area (AQMA) covers the whole of the Borough and seeks air quality improvements. It is important to recognise that freight movements and the delivery of goods are heavily reliant on the road network and this needs to be reflected within planning policies to avoid operational issues associated with last mile deliveries.
- 10.2 The emerging Local Plan should take a strategic approach to locating industrial and logistics sites either close to or within easy reach of communities to help reduce congestion and improve air quality. If industrial and logistics sites are close to existing or new residential conurbations it will be easier for occupiers to adopt the use of alternative fuel technology or to use other low/no carbon delivery methods such as cargo bikes. With the advancement of battery technology, industrial and logistic operators will require the local infrastructure to support the up-take of alternative fuel technology, such as a rapid charging points at the point of departure and delivery. This is a major constraint facing industrial occupiers at present. Many of SEGRO's industrial estates have active and passive charging points but many of their customers highlight that this infrastructure has not been rolled out in the local or regional area.
- 10.3 As set out in our response to Question 10(a), this sector is a significant driver of economic growth and is of major importance to the London economy. The Keep London Working Report<sup>10</sup> states:

**"Today, the UK already has the largest e-commerce sector in Europe. Estimated to be equivalent to £60 billion and 17% of total retail trade in 2016. This sector grew by 16% in 2015 and is projected to continue growing as the country becomes more digitally enabled".**

- 10.4 Cushman and Wakefield's 'Urban Logistics Report'<sup>11</sup> supports this view, stating on Page 14:

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<sup>10</sup> SEGRO (2017) Keep London Working.

<sup>11</sup> Cushman and Wakefield (2017) Urban Logistics.

**“Looking at the model’s estimates, London stands out with a current total urban logistics space requirement of almost 870,000 m<sup>2</sup>. In terms of population and buying power, London is the largest and most mature eCommerce market in Europe. According to the Centre for Retail Research, Brexit, and market maturity will contribute to slower eCommerce growth in the UK. Required space in London is expected to reach 1.2 million m<sup>2</sup> in 2021...”**

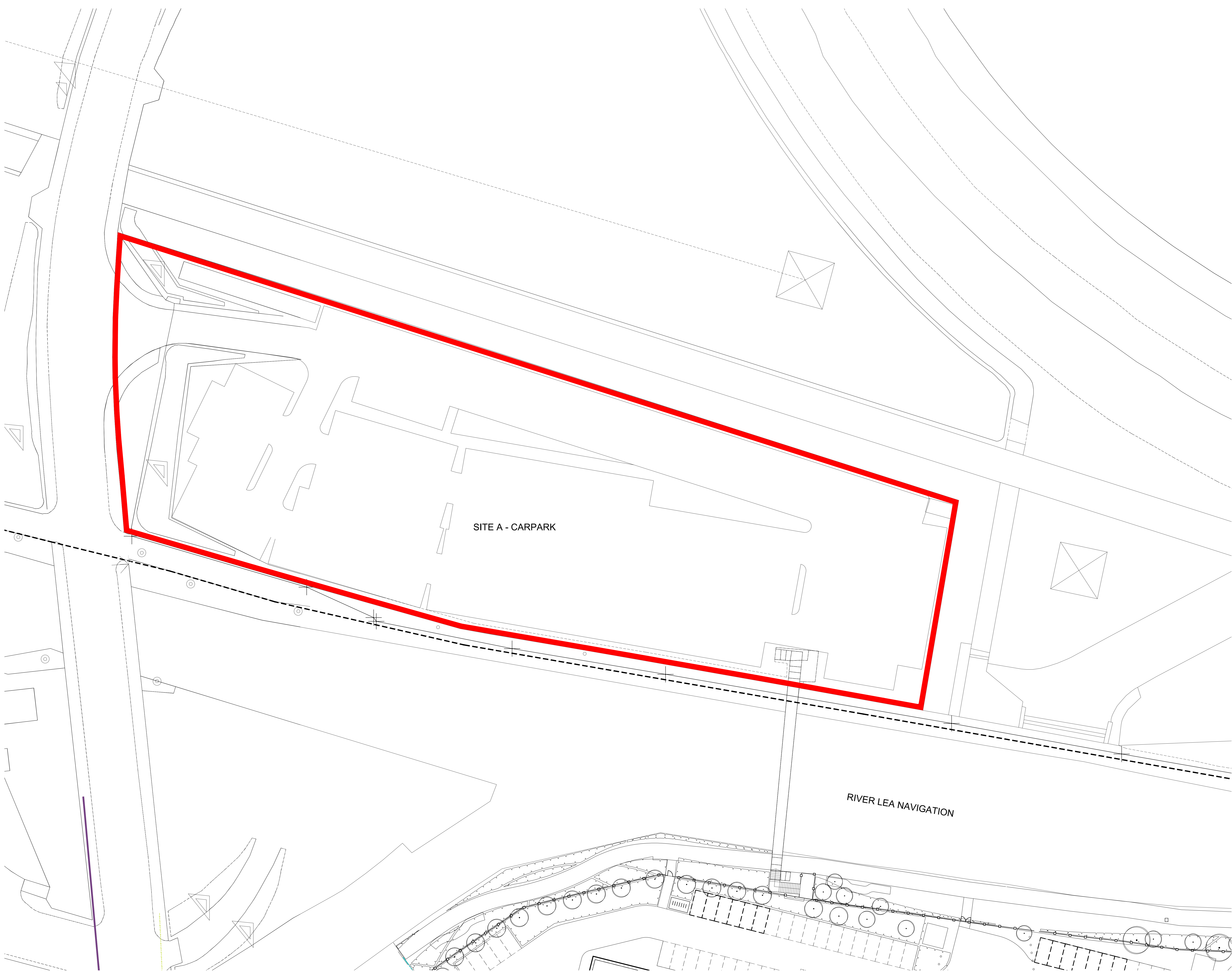
- 10.5 London Borough of Enfield, as an authority that is providing industrial capacity, needs to harness the potential for growth in this sector and ensure it sets the right conditions for operators to invest, grow and expand.
- 10.6 It is noted that other local authorities look at HGV routing in order to reduce carbon emissions in areas with poor air quality. Given that the whole of Enfield Borough is located within an AQMA, it is considered that enforcing HGV routing could be difficult. Freight movements and goods deliveries rely upon strategic routes, and any routing to avoid these could result in air quality issues being displaced elsewhere. Furthermore, routing to avoid particular junctions could also result in HGVs travelling additional miles which would be unsustainable, impact further on local air quality and create amenity issues.
- 10.7 With regard to alternative fuel technologies, such as electric vehicles, it is important to recognise that a lot of businesses are heavily reliant upon a fleet of HGVs where electrification is not currently feasible/viable (compared to cars and LGVs). Other issues with electric vehicles also include: high procurement costs; limited range of electric vehicles; limited mileage range; and necessity to adapt fleets to have charging infrastructure. The current issues associated with electric vehicles makes it difficult for businesses to electrify their fleet.
- 10.8 With regard to both electric delivery vehicles and alternative fuels for HGVs and LGVs, the availability of infrastructure needs to be considered. Currently the infrastructure for these types of vehicles is not readily available in the Borough, which makes it difficult for the freight industry to make a transition. Furthermore, the infrastructure at the end-destination of freight vehicles needs to be taken into account. Many of the end destinations will be outside of Enfield, especially where supply chains are elongated.
- 10.9 There may be issues in relation to the adequacy of infrastructure (e.g. charging points) at the end-destination, for example vehicles not being able to re-charge to complete the return journey to Enfield if that particular local authority does not have a similar air quality policy in place. These issues would result in these types of vehicles being impractical, operationally inefficient and unviable for the freight industry.

- 10.10 In light of the above, it is considered that the transition from conventionally powered diesel vehicles towards electric vehicles in the freight industry will need to be considered and managed appropriately as this cannot happen overnight. As such, support will be needed for businesses and any requirements will need to include a suitably long transitional period.

**APPENDIX 1**  
**SITE LOCATION PLAN**  
**(DRAWING 31025-PL-01)**







**NOTES:**  
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 SUBJECT TO SURVEY  
 BASED ON OS MAP REPRODUCED BY PERMISSION OF CONTROLLER OF HER MAJESTY'S STATIONARY OFFICE © CROWN COPYRIGHT  
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01 SITE LOCATION PLAN  
 01 1:250

REV	DATE	NOTE	BY	CHK
-	07.07.2015	First issue	AT	AC

**SEGRO**  
 WHERE BUSINESS WORKS

TITLE  
 NAVIGATION PARK - CARPARK  
 PONDERERS END, ENFIELD

DRAWING  
 SITE LOCATION PLAN

CLIENT  
 SEGRO

DATE	SCALE	DRAWN
JUNE 2018	1:250 @ A0	AT
STATUS	CHECKED	
PLANNING	AC	

DRAWING NUMBER  
 31025-PL-01

**APPENDIX 2**  
**CERTIFICATE OF LAWFULNESS**  
**(REF: 15/00037/CEU**



# CERTIFICATE GRANTED



Mrs Julia Chowings  
Athene Place  
66 Shoe Lane  
London  
London  
EC4A 3BQ  
United Kingdom

Please reply to: Ms Claire Williams  
Email: Development.control@enfield.gov.uk  
My ref: 15/00037/CEU  
Date: 4 March 2015

Dear Sir/Madam,

## TOWN AND COUNTRY PLANNING ACT 1990

SECTION 191 (as amended by Section 10 of the Planning & Compensation Act 1991)  
TOWN AND COUNTRY PLANNING (DEVELOPMENT MANAGEMENT PROCEDURE) ORDER 2010

**1<sup>st</sup> Schedule PROPOSAL:** Use of site as car park.

**2<sup>nd</sup> Schedule LOCATION:** Car Park East Of River Lee Navigation Wharf Road Enfield EN3 4TW

**ENFIELD COUNCIL**, hereby certify that on, 8th January 2015 the use/operations/matter described in the First Schedule hereto in respect of the land specified in the Second Schedule hereto and coloured red on the plan attached to this certificate, **WAS LAWFUL** if instituted or begun at the time of the application, within the meaning of Section 191 of the Town and Country Planning Act 1990 (as amended), for the following **REASON(S)**:

1 On the basis of the evidence submitted with the application, and having regard to its own evidence, the Local Planning Authority is satisfied that on the balance of probability, the use of the site as a car park has occurred for a continuous period of ten years prior to the date of the application.

Dated: 4 March 2015

Authorised on behalf of:

Mr A Higham  
Head of Development Management  
Development Management,  
London Borough Enfield,  
PO Box 53, Civic Centre,  
Silver Street, Enfield,

Ian Davis  
Director - Environment  
Enfield Council  
Civic Centre, Silver Street  
Enfield EN1 3XY

Phone: 020 8379 1000  
Website: www.enfield.gov.uk



Middlesex, EN1 3XE

**List of plans and documents referred to in this Notice:**

<b>Title</b>	<b>Number</b>	<b>Version</b>
Drawing	DRE01 (SITE LOCATION	
Drawing	PLAN)	
	DRE02 (SITE CONTEXT	
	PLAN)	

**Additional Information**

**Notes:**

- (1) This certificate is issued solely for the purpose of Section 191 of the Town and Country Planning Act 1990 (as amended).
- (2) It certifies that the use/operations/matter specified in the First Schedule taking place on the land described in the Second Schedule was lawful, on the specified date and thus, was not liable to enforcement action under Section 172 of the 1990 Act on that date.
- (3) This certificate applies only to the extent of the use/operations/matter described in the First Schedule and to the land specified in the Second Schedule and identified on the attached plan. Any use/operations/matter which is materially different from that described or which relates to other land may render the owner or occupier liable to enforcement action.
- (4) The effect of the certificate is also qualified by the proviso in Section 192(4) of the 1990 Act, as amended, which states that the lawfulness of a described use or operation is only conclusively presumed where there has been no material change, before the use is instituted or the operations begun, in any of the matters relevant to determining such lawfulness.
- (5) This decision does not convey any approval or consent under the Building Regulations which may be required. Advice on whether an application under the Building Regulations is required is available from the Council's Building Control Service on our website at [www.enfield.gov.uk](http://www.enfield.gov.uk) or by contacting Building Control by email at [building.control@enfield.gov.uk](mailto:building.control@enfield.gov.uk).

**APPENDIX 3**  
**INSPECTOR'S REPORT FOR BASINGSTOKE**  
**AND DEANE LOCAL PLAN 2011-2029**





The Planning Inspectorate

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# **Report to Basingstoke & Deane Borough Council**

**by Mike Fox BA (Hons) Dip TP MRTPI**

**an Inspector appointed by the Secretary of State for Communities and Local Government**

**Date: 6<sup>th</sup> April 2016**

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PLANNING AND COMPULSORY PURCHASE ACT 2004 (AS AMENDED)

SECTION 20

**REPORT ON THE EXAMINATION INTO BASINGSTOKE AND DEANE**

**LOCAL PLAN 2011-2029**

Document submitted for examination on 9 October 2014

Examination hearings held between 6 October and 11 November 2015

File Ref: PINS/H1705/429/4



advance of the above-mentioned DPD, subject to criteria including landscape impact, compatibility with residential properties and access considerations.

234. Further representations are submitted in favour of expanding the types of development covered by the above modifications to cover the development of additional sites for industrial and campus style B1 office uses in advance of a subsequent DPD. However, I have already referred to the large amount of vacant office and industrial floor space which already exists in the Borough. In addition, paragraph 23 of *the Framework* points to a 'town centre' first strategy which should be followed by local plans, with the next sequential requirement being to consider edge-of-centre locations where there is suitable and viable capacity; policy SS8 does this by promoting the Basing View site as a high quality strategic employment site, including office provision. For these reasons, I do not consider further changes to these modifications (MM79 and 80) are required for soundness.

*What is the likely role of the strategic employment areas identified in the Plan?*

235. There are 16 strategic employment areas identified in the Plan, and I consider that their role is vital to the local economy. It is recognised, however, that there are several vacant office buildings and employment sites in the Borough. The requirements of paragraphs 21 and 22 of *the Framework*, and especially the need to avoid long term protection of employment sites, mean that there is need for flexibility to avoid such sites remaining vacant for long periods. This is especially important when other proposals for their constructive use are being made. Policy EP2 therefore applies a market test to indicate that the site is unsuitable for future employment uses, with the requirement that sites will need to have been marketed at a reasonable value for at least six months, with no interest from prospective buyers/tenants.

236. I consider this is an appropriate balance between safeguarding existing employment land and providing the flexibility necessary for the market to respond to commercial considerations. This is not unduly onerous, especially when it is considered that employment sites, once lost, are much more difficult to replace than many less environmentally challenging uses.

*Is the Basing View regeneration strategy justified and realistic?*

237. Basing View, situated immediately to the east of Basingstoke town centre, is strategically located for business accommodation. Policy SS8 seeks to regenerate Basing View as a high quality strategic employment site. The modifications to the policy and explanatory text, in accordance with the SCG between the Council and the potential developers<sup>128</sup>, identify three sub-areas (Downtown, Midtown and Uptown) and a range of uses appropriate for each of these areas. They are also identified on an Inset Map. These modifications **[MM46 and 47]** provide the appropriate level of detail required by paragraph 157 of *the Framework* and flexibility for such a key central site in the town. The increased mix of uses includes approximately 300 dwellings and retail, hotels, restaurants and other, community based uses, in what is planned to be

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<sup>128</sup> SCG between the Council and Muse Developments: Policy SS8 Basing View; August 2015 [Examination Document PS/02/39].

a diverse and vibrant development, to complement the primary B1 employment role.

238. The scheme aims to strike a balance between a 'laissez faire' policy and a focus on bringing about high quality regeneration in a well located if challenging site. The additional wording in the above modifications, together with the Inset Map, including the subdivision of the site and parameters for each sub area, sharpens the focus of the policy and provides sufficient guidance for the Plan to be clear and effective.

*Does the Plan strike an appropriate housing/employment balance?*

239. I have already concluded that the Borough is relatively self-contained<sup>129</sup>. It is now necessary to consider whether the Plan provides a framework to achieve an appropriate housing/employment balance in the Borough. Although no major employment sites are proposed prior to the forthcoming Employment Sites DPD, it has already been established that there is considerable capacity in the Borough's existing employment areas to accommodate new employment generation. Moreover, there is commitment in the modified policy EP1 for support for new storage and distribution employment on additional sites.

240. There is also potential for additional employment in some of the major expansion areas, such as Manydown, as well as in Basing View. An important point is also made by the Council that many forms of employment do not rely on employment land provision; these include home working, increased employee densities and many jobs in the service, office, retail, health, education, leisure, tourism and the community sectors.

241. Will the framework for employment fit closely with the Plan's housing requirement of 850 dpa? The HNS in its section on future jobs, states that based on an OAN of 850 dpa, "*homes and jobs are likely to be in broad alignment and that the housing figure is unlikely to constrain job growth*"<sup>130</sup>. The relationship between homes and jobs is complex and the Plan cannot control the work and housing choices and individual residents and employers/employees; what it can do, however, is set a sustainable framework which enables a high proportion of residents to live and work in the Borough if they wish to do this and contain the pressures to commute outside the Borough. For the reasons I have explained, I consider that the Plan's objective stands a realistic chance of delivery.

*Is the Plan's approach to retail and office growth in the town centre and other district and local centres consistent with national policy?*

242. In accordance with the requirements of paragraph 23 of *the Framework*, policy EP3 clearly identifies the town/district/local centre boundaries and the primary and secondary shopping frontages. It also provides strategic direction on which uses are appropriate in such locations. The town centre boundaries in this Plan are extended along with the range of uses, such as offices and leisure uses, which I support on the grounds of increased flexibility and responsiveness to changing market demands and consumer expectations.

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<sup>129</sup> See above, Issue 2, section on most appropriate HMA for Basingstoke and Deane.

<sup>130</sup> HNS, paragraph 5.3.4 [Examination Document PS/02/47].

**APPENDIX 4**  
**HISTORIC AERIAL SITE PHOTOGRAPHS**



30025/A1/JE

**Images of Car Park Site, Enfield**

**December 2003**



**September 2005**



**November 2006**



**APPENDIX 5**  
**LONDON BOROUGH OF ENFIELD'S PRE-APPLICATION RESONSE**





## **Pre-app Response**

### **Navigation Park Phase 2 - Car Park at Wharf Road**

Dear Matthew,

Following the second pre-application meeting please see our comments in relation to the proposal.

Please note, any views or opinions expressed in this letter are given in good faith but must be without prejudice to the formal process of consideration. As you will appreciate, all planning applications are subject to formal consultation and any comments received will be material to our assessment of the proposal and could affect our assessment and the determination of the application. In this case, if we are minded to support the proposal, this would require a decision by the Council's Planning Committee. Accordingly, no favourable decision is guaranteed by this advice in respect of any future application

### **Proposal**

The pre-application enquiry seeks advice on the erection of a warehouse building (B1c/B2 and B8 use class)

### **Constraints**

You may be aware that the site is the subject of the following designations/restrictions:

- Flood Defence 100 year-1000m
- British Waterways Board Zone
- Flood Zone 2
- Flood Zone 3
- Environment Agency
- 20m main water course
- Main Watercourse Zone
- Flood Zone 3b
- Green Belt
- Lea Valley Regional Park Consult Area
- Overhead power lines (OHL Zone)
- Rivers Buffer
- Site of Archaeological interest

As part of of any future submission the external consultees would include:

- Environment Agency
- Natural England
- Canals & Rivers Trust
- Mayor of London
- English Heritage (GLAAS)
- Lee Valley Regional Park Authority
- National Grid - Overhead Power Lines.
- Waltham Forest LPA
- Thames Water
- Fire and Emergency Planning
- Met Police (Designing out Crime)

### **Planning History**

Car Park East Of River Lee Navigation Wharf Road, planning application re: 15/00037/CEU for the 'Use of site as car park.' was GRANTED on the 19.02.2015.

## **Assessment**

### *Existing Use*

As set out in the planning history, although not currently in regular use, the site has lawful use as a car park (sui generis) and it is considered it represents previously developed land within the Green Belt. It is in a poor state of repair and largely consists of hard landscaping. In light of this, it is accepted that its existing lawful use would be a material consideration in any future application given the potential for the site to be implemented as car parking.

### *Green Belt*

In assessing any application within the context of green belt, several paragraphs of the NPPF are of relevance: -

Paragraph 133: "The Government attaches great importance to Green Belts. The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and their permanence".

The Green Belt serves five purposes (Para 134):

- to check the unrestricted sprawl of large built-up areas;
- to prevent neighbouring towns merging into one another;
- to assist in safeguarding the countryside from encroachment;
- to preserve the setting and special character of historic towns; and
- to assist in urban regeneration, by encouraging the recycling of derelict and other urban land.

Paragraph 141 further expands upon the policy objective. "Once Green Belts have been defined, local planning authorities should plan positively to enhance their beneficial use, such as looking for opportunities to provide access; to provide opportunities for outdoor sport and recreation; to retain and enhance landscapes, visual amenity and biodiversity; or to improve damaged and derelict land (Para.141, NPPF).

London Plan (2016) Policy 7.16 'Green Belt' notes that "the strongest protection should be given to London's Green Belt, in accordance with national guidance. Inappropriate development should be refused, except in very special circumstances. Development will be supported if it is appropriate and helps secure the objectives of improving the Green Belt as set out in national guidance."

Under NPPF paragraph 143 states that: 'Inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances.'

The NPPF goes on to expand upon 'very special circumstances' in paragraph 144: 'When considering any planning application, local planning authorities should ensure that substantial weight is given to any harm to the Green Belt. 'Very special circumstances' will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations'. To be 'clearly outweighed', implies well beyond in balance.

Paragraph 145 of the NPPF states exceptions that can be regarded by the local planning authority. This can include 'limited infilling or the partial or complete redevelopment of previously developed land, whether redundant or in continuing use (excluding temporary buildings), which would:

- not have a greater impact on the openness of the Green Belt than the existing development; or
- not cause substantial harm to the openness of the Green Belt, where the development would re-use previously developed land and contribute to meeting an identified affordable housing need within the area of the local planning authority.'

Following on, Policy DMD 82 resists inappropriate development within the Green Belt and presents strict criteria whereby development may be permitted. Appropriate development in the Green Belt is defined by the NPPF. This includes forms of development on previously developed sites. DMD89 provides a two-tier approach to protecting Green Belt and delivering sustainable development. Complete redevelopment of previously developed sites can be appropriate subject to meeting the criteria within the policy.

Development not considered appropriate will be treated as a departure from the Local Plan. For a proposal to receive favourable consideration, very special circumstances will have to be established demonstrating why this proposal will not harm the essential character of the green belt and that the development is acceptable within this context. It should be noted that when attempting to prove special circumstances the onus is on the applicant to prove that the exceptional nature of the proposal outweighs any harm that it would cause to the Green Belt.

The sites designation as the Green Belt is therefore of key importance to the merits of the application. As identified, the site currently has a lawful use as a car park. In its current form and appearance taking into account the its context within the surrounding area, it use does not fulfil the strict purpose of green belt and as previously developed land, does open up the potential for an acceptable form of development to be considered. Nevertheless, the site is Green Belt and the proposed development would constitute a departure to the Council's adopted plan and would need to be advertised as such. Furthermore, the scheme would require consultation with and referral to the Mayor of London as part of the decision-making process.

Overall, with reference to the NPPF and Policy DMD82, the redevelopment of the site could be considered acceptable, subject to the applicant demonstrating the necessary 'very special circumstances' and compliance with the council's other relevant strategic / development management policies.

#### *Views*

From images presented to officers, the building is not considered to be visible in long range views, notably views looking west over the reservoirs from Waltham Forest into Enfield.

#### *Design*

The form, massing and bulk of the proposed development remains unchanged from the first pre-application meeting. At this time there had been a preference for a design incorporating a lower height to its eastern elevation reflecting the sensitivity of the structure to the green belt from this perspective. However, it is understood this approach would not provide the flexibility of space for future occupation

The external appearance of the building picks up on design elements of the recently completed buildings within Navigation Park. Although this site is considered to have a different setting as it is segregated from those buildings due to the River Lee Navigation Canal and is its designation within the Green Belt, this approach is generally considered acceptable.

The building would have a curved roof which is considered would complement the existing built form and help to soften its mass and bulk. The finishing materials do not follow the prevailing materials within the vicinity. The overhanging edges to the curved roof are proposed to be a pale colour rather than originally proposed red. The majority of the elevations would comprise close boarded timber panelling. This is considered again to soften the appearance of the propose building within its setting which as described it different to that of Navigation Park to the west.

The timber (pale) boarding which is proposed in the main is proposed to be broken up via timber ash closed boards and a dark timber open board. This is considered to assist in breaking up the mass of the building and providing visual interest.

Consideration could be given to providing an active frontage to the western elevation and providing a more open façade. It has been discussed that the potential tenant and the prospect of this could allow for an active frontage towards the canal in this instance.

It is noted a 'thin wired' palisade is proposed to the canal elevation. This is considered appropriate to allow for clear vision through and to improve and enhance the open setting to the canal.

The improved greening and access to open space to the canal side is considered an improvement on the existing situation.

#### *Flooding & Sustainable Urban Drains Systems*

The site is in Flood Zone 2 (and may be in the 1 in 100 year plus climate change flood extent). The site has also previously flooded.

The developers must therefore submit a site specific FRA to ensure that the development is safe from flooding and will not increase flood risk elsewhere

- No buildings must be within 8m of River Lee Navigation or River Lee Overflow
- A Flood Management/Evacuation Plan must be considered
- The development must not reduce flood storage on site
- SuDS and soft landscape elements must be retrofitted to manage existing flood risk in line with our Local Flood Risk Management Strategy
- FFL must be at least 300mm above the 1 in 100 year plus climate change fluvial flood depth

#### *Sustainable Drainage:*

- For the proposed development, the developers must achieve Greenfield Runoff rates for 1 in 1 year and 1 in 100 year (plus climate change) events and utilise SuDS in accordance to the London Plan Drainage Hierarchy and the principles of a SuDS Management Train
- Our requirements for a SuDS Strategy are outlined here: <https://new.enfield.gov.uk/services/planning/applying-for-planning-permission/sustainable-drainage-systems/>

In order to maximise the benefits of Sustainable Drainage Systems a concept SuDS Plan is encouraged at this stage. The SUDS Team are happy to engage in further pre-application advice.

The SUDS Team are able to provide a Pre-Application Report with information and maps on topography, geology, flood risk, Greenfield runoff rates and recommendations for SuDS measures.

#### *Traffic and Transportation*

It is anticipated access into the site will continue to be provided via the established route from Wharf Road. A Transport Impact Assessment and Travel Plan will be required to assess the potential impact.

We have not been able to obtain Transportation comments regarding the adequacy of the proposed on-site parking and servicing but it is not envisaged this is likely to cause any substantive concerns.

#### *Waste*

A site waste management plan will be required explaining:

- What re-used and recycled materials will be used, including materials resulting from construction, demolition and excavation waste, if any;
- What provision will be made for on-site waste treatment, storage and collection throughout the lifetime of the development
- impact of any odours arising from the development (where relevant)

#### *Energy*

An Energy Assessment showing reduction in CO<sub>2</sub> emissions over Part L of Building Regulations in accordance with London Plan Policies 5.1, 5.2 and 5.3. A relevant BREEAM assessment, demonstrating a very good or excellent assessment rating would also be required.

The Head of Sustainability has commented that the site and development is in a good location as it's at the southern end of Brimsdown and close to the Ponders End Heat Network. As such any development coming forward should take into account connecting with the existing and planned DEN.

The Decentralised Energy Network Technical Specification SPD provides technical design guidance relevant to commercial and residential developments required to connect to or contribute towards decentralised energy networks in Enfield. This guidance is provided to ensure that the design of any decentralised energy infrastructure will be high quality, efficient, have longevity, deliver the intended carbon emission reductions, and reduce the costs of energy to the consumer.

The specification will be considered as part of assessing planning applications and is essential in supporting the delivery of decentralised energy networks within Enfield.

#### *Biodiversity*

Ecological species protection - development such as this which adjoins a site where protected species have been found, SSSI sites, and/or rivers and green corridors; an ecological statement assessing impact of proposed development on protected species is required.

Ecological site improvements - a report detailing the existing ecological value of the site and what improvements will be implemented within the site as part of the development scheme

Biodiversity survey and report is required to carry out an assessment of the impact on wildlife and biodiversity, particularly where protected species may be affected.

### *Trees*

Where trees are affected by proposed works, either within or adjoining the application site a report detailing which trees are to be retained and how these trees will be protected during construction work is required. This information should be prepared by a qualified arboriculturist and in accordance with BS5837 (2005).

A robust / detailed landscape strategy will be required for the entire site with particular attention to the screening deemed necessary for the eastern and southern boundaries

### *Community Infrastructure Levy (CIL)*

The Mayoral CIL was introduced in London to fund strategically important infrastructure, such as Crossrail. Enfield is subject to a charge of £20 per sq.m and this would be applicable to this development proposal

The Council introduced its own CIL on 1 April 2016. Due to the industrial purpose of the development, no charge would be applied in respect of this scheme.

### *Planning Obligations*

Some developments are more likely to have a material impact on local infrastructure; therefore you may be expected to address this through associated S106 obligations. You will be advised at the earliest opportunity of the need for a legal agreement, however it should be noted that the full range of potential obligations can be found within the Council's adopted S106 SPD.

At this stage, I can advise that that the likely heads of terms may include:

- a financial contribution towards off site highway works along Wharf Road;
- improvements / seating to canal side environment
- a commitment to support the Council's construction skills & training initiatives

This list is not exhaustive and is intended as a guide only to possible S.106 Heads of Terms.

It should be noted that other issues that need to be addressed through the Section 106 Agreement might arise before determination. If so, you will be informed of this.

*Conclusion:* The sites designation as the Green Belt is of key importance to the merits of the application. As identified, the site currently has a lawful use as a car park. In its current form and appearance considering the context within the surrounding area, its use does not fulfil the strict purpose of green belt and as previously developed land, does open up the potential for an acceptable form of development to be considered. Nevertheless, the site is Green Belt and the proposed development would constitute a departure to the Council's adopted plan. The onus is on the applicant to prove that the exceptional nature of the proposal outweighs any harm that it would cause to the Green Belt.

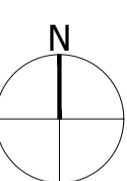
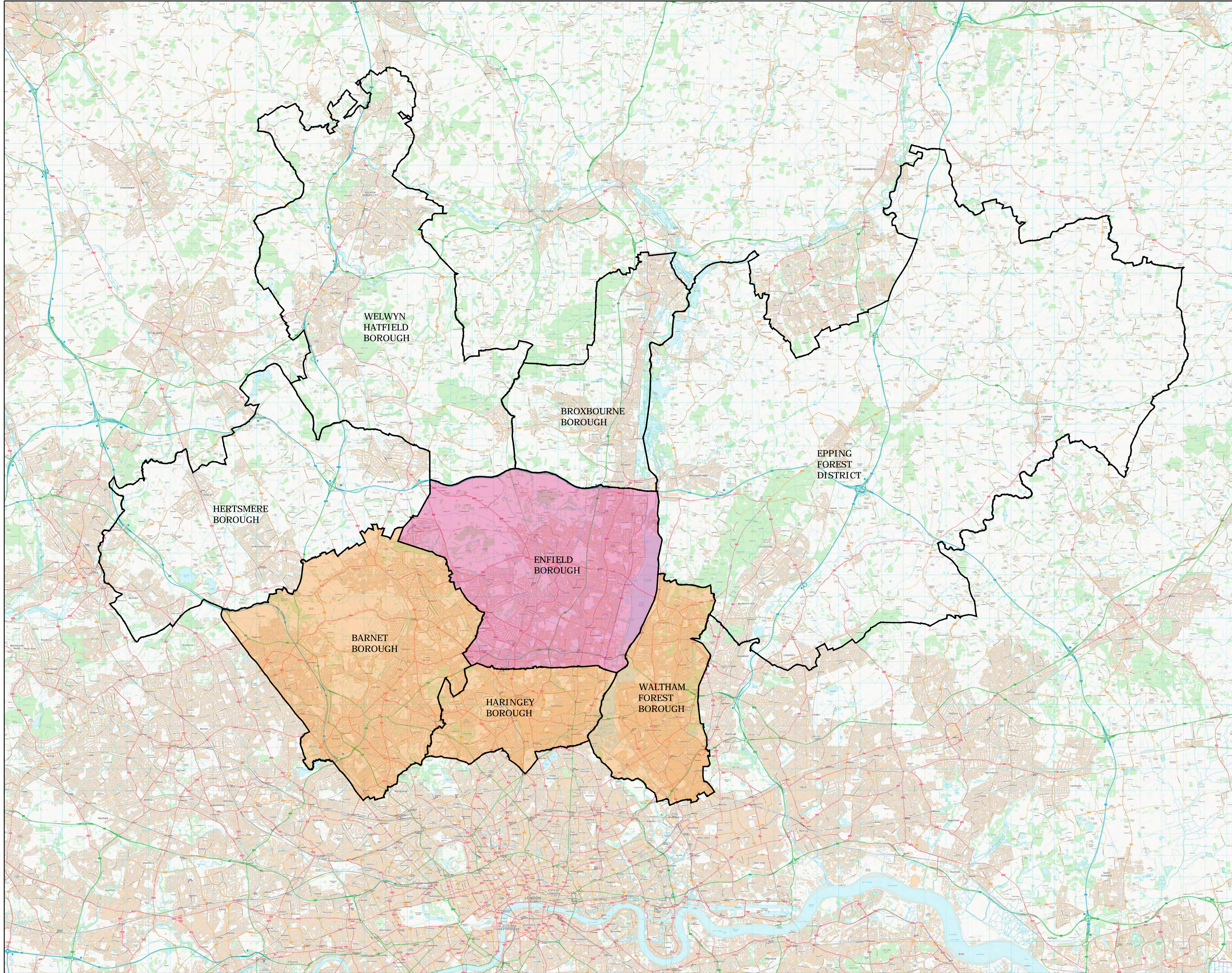


**APPENDIX 6**  
**REVIEW OF EMPLOYMENT SUPPLY/DEMAND**  
**IN SURROUNDING LOCAL AUTHORITIES**





- Legend
- Identified in the Draft London Plan as a Borough that should provide industrial floorspace capacity
  - Identified in the Draft London Plan as a Borough that should provide industrial floorspace capacity



Project  
**Surrounding London Boroughs  
Car Park Site, Enfield**

Drawing Title  
**Industrial Capacity in  
Surrounding Authorities**

Date	Scale	Drawn by	Check by
12.02.19	NTS	AS	BT
Project No	Drawing No	Revision	
30025	BM-M-01	-	

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**Review of Employment Supply/Demand in Surrounding Local Authorities**

<b>Local Authority</b>	<b>Evidence Base Documents</b>	<b>Relevant Evidence Base Findings</b>
London Borough of Barnet	LB Barnet Employment Land Review (October 2017)	For industrial land the baseline projection is for a net addition of 7.3 hectares over the period of 2016-2041. Barnet is categorised as a Borough that should retain its industrial land and therefore should seek to intensify economic activity.
London Borough of Haringey	Haringey Employment Land Study (February 2015)	<p>The Employment Land Study assesses demand based on 3 scenarios (Experian employment forecasts; employment forecasts appearing in the Draft Further Alterations to the London plan (January 2014); and trend-based scenario based on Haringey’s historic employment growth levels). The scenarios identify a demand of -4 to -8 hectares of B1c/B2 floorspace and a demand of -10 to 22 hectares of B8 floorspace (2011-2031).</p> <p>The Employment Land Study concludes that the lack of suitable B8 sites in the Borough, in combination with the Council’s strategic regeneration priorities, make any significant B8 growth in the Borough both unlikely and unsuitable.</p>
London Borough of Waltham Forest	Waltham Forest Employment Land Study (May 2016)	<p>The Employment Land Study assesses demand based on 4 scenarios (Experian employment forecasts; impact on employment within the economy based on the rate and sectoral composition of growth Experian expect for the whole of London; GLA’s borough-specific total employment forecasts; and nature of potential growth in Waltham Forest). The scenarios identify a demand of 1.5 to 6.3 hectares of B1c/B2 floorspace and demand of 12.5 to 26 hectares of B8 floorspace (2015-2031).</p> <p>The Employment Land Study identifies that there are identified opportunities to deliver new, additional space on vacant land and through the redevelopment of redundant or underutilised sites in the town centres and major industrial locations.</p>
Hertsmere Borough	South West Hertfordshire Economic Study (February 2016)	The South West Hertfordshire Economic Study assesses the Functional Economic Market Area (FEMA) of Dacorum, Hertsmere, Three Rivers and Watford. Table 6.4 of the Study identifies that Hertsmere requires -7.2 hectares of manufacturing (B1c/B2) floorspace and 4.5 hectares of distribution (B8) floorspace from 2013-2036.

		The Economic Study that even if all redevelopment and intensification opportunities at existing sites were delivered, there would still be a significant shortfall of employment land to meet them demand. Therefore, Green Belt land needs to be reviewed to meet the needs of the FEMA.																				
Welwyn Hatfield Borough	<p>Welwyn Hatfield Economy Study - Updated Economic Analysis Note (February 2017)</p> <p>Welwyn Hatfield Economy Study Update (December 2015)</p>	<p>The Analysis Note (February 2017) assess demand based on 3 scenarios (Experian employment projections; Experian and East of England Forecasting Model (EEFM); and a hybrid scenario of average of Experian and EEFM employment projections). The scenarios identify the following demand for employment floorspace (m<sup>2</sup>) from 2013-2032:</p> <table border="1"> <thead> <tr> <th>Use Class</th> <th>Scenario 1</th> <th>Scenario 2</th> <th>Scenario 3</th> </tr> </thead> <tbody> <tr> <td>B1c</td> <td>21,000m<sup>2</sup></td> <td>-3,000m<sup>2</sup></td> <td>9,000m<sup>2</sup></td> </tr> <tr> <td>B2</td> <td>-9,000m<sup>2</sup></td> <td>-7,000m<sup>2</sup></td> <td>-8,000m<sup>2</sup></td> </tr> <tr> <td>B8</td> <td>72,000m<sup>2</sup></td> <td>47,000m<sup>2</sup></td> <td>60,000m<sup>2</sup></td> </tr> <tr> <td><b>Total</b></td> <td><b>84,000m<sup>2</sup></b></td> <td><b>37,000m<sup>2</sup></b></td> <td><b>61,000m<sup>2</sup></b></td> </tr> </tbody> </table> <p>The Welwyn Hatfield Economy Study Update (December 2015) identifies that some potential new employment allocations to meet the Borough's demand rely on being taken out of the Green Belt.</p>	Use Class	Scenario 1	Scenario 2	Scenario 3	B1c	21,000m <sup>2</sup>	-3,000m <sup>2</sup>	9,000m <sup>2</sup>	B2	-9,000m <sup>2</sup>	-7,000m <sup>2</sup>	-8,000m <sup>2</sup>	B8	72,000m <sup>2</sup>	47,000m <sup>2</sup>	60,000m <sup>2</sup>	<b>Total</b>	<b>84,000m<sup>2</sup></b>	<b>37,000m<sup>2</sup></b>	<b>61,000m<sup>2</sup></b>
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Broxbourne Borough	Broxbourne Employment Land Study (July 2016)	<p>The Employment Land Study identifies that over the Local Plan period to 2031, there is projected to be net additional demand of 160,700m<sup>2</sup> or 35.7ha of additional land to support warehousing businesses (B8 use classes) and 41,500m<sup>2</sup> or 9.2ha of additional land to support manufacturing businesses (B1c and B2 use classes).</p> <p>However, supply side assessment indicates that available land falls well short of the scale of net additional demand. Intensification of existing clusters will only go a short way to supporting the total net additional demand, and the supply of vacant land in the borough appropriate for industrial activities is fairly limited, at around 5.9ha (excluding land at Park Plaza promoted for B1a/b uses, which measures 10.8ha). This indicates the needs either designated more employment land or cater for a proportion of this demand. In terms of new employment sites, the Report identifies that new sites will need to be provided in the Green Belt.</p>																				
Epping Forest District	Employment Review (December 2017)	The Employment Review identifies that between 2016-2033 an additional 14 hectares of industrial land is needed in Epping Forest. The Employment Review identify that barriers to finding new employment sites relate to site availability and viability, both exacerbated by strong residential values.																				

**APPENDIX 7**  
**INSPECTOR'S REPORT FOR BIRMINGHAM DEVELOPMENT PLAN**





The Planning Inspectorate

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# Report to Birmingham City Council

by Roger Clews BA MSc DipEd DipTP MRTPI

an Inspector appointed by the Secretary of State for Communities and Local Government

Date 11 March 2016

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PLANNING AND COMPULSORY PURCHASE ACT 2004 (AS AMENDED)

SECTION 20

## Report on the Examination of the Birmingham Development Plan ("Birmingham Plan 2031")

The Plan was submitted for examination on 1 July 2014

The examination hearings were held between 21 October and 27 November 2014

File Ref: PINS/P4605/429/7

## Abbreviations Used in this Report

the 2004 Act	<i>Planning and Compulsory Purchase Act 2004 (as amended)</i>
AA	Appropriate Assessment
AAP	Area Action Plan
BCAs	Black Country Authorities
BCC	Birmingham City Council
BDP	<i>Birmingham Development Plan</i>
BMV	Best and most versatile
BW	Barton Willmore
the Council	Birmingham City Council
CHP	Combined Heat and Power
CIL	Community Infrastructure Levy
DCLG	Department for Communities and Local Government
dpa	dwellings per annum / year
dph	dwellings per hectare
ELOTS	<i>Employment Land and Office Targets Study</i>
HMA	Housing Market Area
HRRs	Household Representative Rates
IF	Inspector's Interim Findings
GBSLEP	Greater Birmingham and Solihull Local Economic Partnership
LAA	Local Aggregate Assessment
LDS	Local Development Scheme
LEP	Local Economic Partnership
LIT	Longbridge Infrastructure Tariff
LTBHM	Long-Term Balancing the Housing Market (Model)
LPA	Local Planning Authority
MM	Main Modification
MoU	Memorandum of Understanding
MPA	Minerals Planning Authority
MSA	Minerals Safeguarding Area
MYEs	Mid-Year Estimates
NPPF	<i>National Planning Policy Framework</i>
NWGC	North Worcestershire Golf Club
ONS	Office for National Statistics
the Plan	<i>Birmingham Development Plan</i>
PPG	<i>Planning Practice Guidance</i>
PPTS	<i>Planning Policy for Traveller Sites</i>
RIS	<i>Regional Investment Site</i>
SA	Sustainability Appraisal
SHNS	<i>Strategic Housing Needs Study</i>
SCI	Statement of Community Involvement
SHLAA	Strategic Housing Land Availability Assessment
SHMA	Strategic Housing Market Assessment
2012 SHMA	<i>Birmingham Strategic Housing Market Assessment 2012</i>
SPRG	<i>Spatial Plan for Recovery and Growth</i>
SUE	Sustainable Urban Extension
UDP	<i>Birmingham Unitary Development Plan 2005</i>
UPC	Unattributable Population Change
WSP PB	WSP Parsons Brinckerhoff



## Non-Technical Summary

This report concludes that the Birmingham Development Plan [BDP] provides an appropriate basis for the planning of the city, provided that a number of modifications are made. Birmingham City Council have specifically requested me to recommend any main modifications [MMs] necessary to enable the BDP to be adopted.

The MMs all concern matters that were discussed at the examination hearings. Following the hearings, the Council prepared schedules of the proposed modifications and carried out sustainability appraisal of them. The MMs were subject to public consultation over an eight-week period. In some cases I have amended their detailed wording in the light of the responses. I have recommended that the MMs be included in the BDP after considering all the representations made in response to consultation on them.

The purposes of the recommended MMs can be summarised as follows:

- To ensure that the levels of housing, employment, office and retail development to be provided over the Plan period, and the objectively-assessed needs for market and affordable housing, are accurately identified;
- To ensure that the housing delivery trajectory seeks to bring forward housing as early as possible to meet the identified needs;
- To provide sites to meet the identified needs of Gypsies and Travellers;
- To ensure that there are adequate arrangements to secure the provision of housing elsewhere in the Greater Birmingham Housing Market Area to meet the shortfall of provision in Birmingham;
- To ensure that there is an appropriate relationship between the policies in the BDP, adopted Area Action Plans and Supplementary Planning Documents;
- To identify accurately the transport and other infrastructure improvements that are sought by the BDP, and the mechanisms for securing developer contributions towards them;
- To ensure that the BDP's development management and site allocation policies are justified, effective and compliant with national policy;
- To ensure that the position of defined centres in the hierarchy is consistent with the evidence;
- To ensure that the BDP contains effective policies to deal with flood risk and drainage, minerals and waste;
- To ensure that the BDP's policy requirements take adequate account of viability considerations;
- To provide a sound monitoring framework for the BDP;
- To clarify the status of the illustrative plans that appear in the BDP;
- To state correctly the existing adopted development plan policies that are to be superseded by the BDP.

## Introduction

### Scope and purpose of the examination

1. The Birmingham Development Plan [hereafter referred to as “the BDP” or “the Plan”] makes provisions for development in the city over the period to 2031. It also has the informal title of *Birmingham Plan 2031*. This report contains my assessment of the BDP in accordance with Section 20(5) of the *Planning and Compulsory Purchase Act 2004* (as amended) [the 2004 Act]. It considers whether the Plan's preparation has complied with the duty to co-operate, in recognition that there is no scope to remedy any failure in this regard. It then considers whether the BDP is sound and compliant with the other relevant legal requirements. At paragraph 182 the National Planning Policy Framework [NPPF] advises that in order to be found sound, a Local Plan must be positively prepared, justified, effective and consistent with national policy.
2. The starting point for the examination is the assumption that Birmingham City Council [BCC / the Council] consider the submitted BDP to be sound. The BDP Pre-submission version [SUB1], as submitted in June 2014, is the basis for my examination. It is the same document as was published for consultation in December 2013.
3. Where reference is made in this report to an examination document, the document number is quoted, eg [SUB1], [EXAM 1]. All the examination documents are available on the BDP website.

### Inspector's Interim Findings

4. Hearings were held in October and November 2014 to discuss a wide range of matters of soundness and legal compliance. In January 2015, I issued Interim Findings [IF, EXAM 131] on three key topics: the objective assessment of housing need, sustainability appraisal [SA], and the duty to co-operate. My IF, which form the **Annex** to this report, took account of all the relevant representations made and evidence submitted at the time of their preparation. In order to avoid unnecessary repetition, I do not go over the ground they cover again in this report, but I refer to them wherever they are relevant.
5. My IF recommended that the Council should carry out additional work in respect of the objective assessment of housing need, SA and the duty to co-operate. In response, a Supplementary Report on housing need and a Revised Sustainability Report were published as EXAM 145<sup>1</sup> & 146<sup>2</sup> in March 2015. I invited comments on them from those who had participated in the relevant hearings session, and responses to their comments from BCC. As a result, further work on SA was carried out and a further Revised Sustainability Report was published as EXAM 154<sup>3</sup> in June 2015. Consultation was carried out on the further Revised Sustainability Report alongside consultation on the main

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<sup>1</sup> Peter Brett Associates, *Examination of the Birmingham Development Plan, Objectively Assessed Housing Need Supplementary Report*, March 2015

<sup>2</sup> AMEC Foster Wheeler, *Sustainability Appraisal of the Birmingham Development Plan, Revised Sustainability Report*, March 2015

<sup>3</sup> AMEC Foster Wheeler, *Sustainability Appraisal of the Birmingham Development Plan, Revised Sustainability Report*, June 2015

modifications, and I have taken account of all the representations made on it in this report.

6. The duty to co-operate is considered separately below.

## **Consultation**

7. The Council carried out widespread public consultation over an eight-week period, both on the Plan before its submission and on the proposed main modifications. I have taken account of all the responses to those consultations in preparing this report. The Council contacted everyone on their extensive consultation database, including all those who had commented on previous iterations of the Plan. Notices were also placed in local newspapers and on the Council's website. At pre-submission stage, officers held information sessions in local libraries and attended District and Ward committees and other local meetings on request.
8. A very large number of representations were received at both stages of consultation, from local residents and businesses, community organisations, neighbouring local authorities, statutory agencies, developers and others. The majority of the representations were critical of the Plan, and most notably of its proposals for development allocations in the Green Belt. These are clear indications that the consultation process gave all those potentially affected by the Plan an adequate opportunity to express their views.
9. Nonetheless, a significant number of representors expressed concern about the adequacy of the consultation process on the Plan. Some of this criticism focussed on what they saw as its lack of clarity. The plan-making process is, unfortunately, inherently complex and it is difficult to see how the Council could have made matters any simpler. Having said that, however, the vast majority of the representations that were made showed a clear grasp of the issues and were articulately expressed.
10. There were also complaints that the Council did not take adequate account of the views expressed during consultation. It is true that, while significant changes have been made in the light of consultation, many of the main proposals, including the Green Belt allocations, have not fundamentally altered. However, that in itself does not indicate any deficiency in the consultation process. In this report I consider whether any further modifications are necessary to make the Plan sound.
11. Representors also pointed out that certain evidence documents, including some of the reports on the transport modelling of the Green Belt allocations, were not made publicly available in time to inform pre-submission consultation on the Plan. However, all the relevant documents were made available to hearing session participants, including residents and representatives of community groups, in time to permit thorough comment and discussion on them. It is most unlikely that any additional points would have been made, had the documents been available sooner. I am satisfied therefore that consultation on the Plan was not compromised by a lack of information.
12. Taking all these points into account, I find that satisfactory consultation was carried out on the Plan. The consultations met all the relevant legal

requirements, including compliance with the Council's *Statement of Community Involvement* [HTY1].

## Main modifications

13. In accordance with section 20(7C) of the 2004 Act the Council asked me to recommend main modifications [MMs] to rectify any deficiencies that make the BDP unsound/not legally compliant and thus incapable of being adopted. The MMs are referenced in bold in the report in the form **MM1**, **MM2**, **MM3** etc, and are set out in full in the **Appendix** to this report. The Council may choose to make additional modifications to the BDP before it is adopted, as long as they do not materially affect the policies it contains<sup>4</sup>.
14. The MMs all concern matters that were discussed at the examination hearings. Following the hearings, the Council prepared schedules of proposed main modifications and carried out SA of them. The MMs were subject to public consultation over an eight-week period in August, September and October 2015 and I have taken account of the responses in coming to my conclusions in this report. The Council also published a schedule of proposed additional modifications for consultation at the same time as the MMs.
15. In order to avoid over-complicating the consultation process, I advised the Council that, for each policy in the main modifications schedule, all the proposed modifications should be set out under a single MM number. This means that some MMs, which are relevant to more than one issue, are mentioned more than once in this report. It also means that, as well as the changes that are necessary for soundness, some MMs also include minor changes that could in principle have been made as additional modifications. This report does not explicitly refer to those minor changes.
16. In the light of the consultation responses, I have made some amendments to the detailed wording of the MMs, mainly in the interests of clarity and consistency. Where necessary I provide further explanation of them in this report. None of the amendments significantly alters the content or purpose of the modifications as published for consultation, or undermines the participatory processes or SA. Thus no further consultation is necessary.

## Policies Map

17. When submitting a Local Plan for examination, Councils are required to provide a submission Policies Map showing the changes to the adopted Policies Map that would result from the proposals in the Local Plan<sup>5</sup>. For the BDP, the submission Policies Map is document SUB 4, dated June 2014. An online version of the Policies Map is published on the BDP website.
18. The Policies Map is not defined in statute as a development plan document and so I do not have the power to recommend MMs to it. However, a number of the published MMs to the Plan's policies require further corresponding changes to be made to the Policies Map. Those further changes to the Policies Map were published for consultation alongside the MMs. In this report, I identify

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<sup>4</sup> See s23 of the 2004 Act.

<sup>5</sup> See Articles 22(1)(b) & 2(1) of the 2012 Regulations.

any amendments that are needed to those further changes in the light of the consultation responses.

19. When the BDP is adopted, in order to comply with the legislation and give effect to the Plan's policies, the Council will need to update the adopted Policies Map to include the corresponding changes published alongside the MMs (incorporating any necessary amendments identified in this report).

## Assessment of Duty to Co-operate

20. Section s20(5)(c) of the 2004 Act requires that I consider whether the Council complied with any duty imposed on them by section 33A in respect of the Plan's preparation. I considered this question thoroughly in my IF and determined that it would be reasonable to conclude that the Council had complied with the relevant legal requirements in respect of their duty to co-operate in the preparation of the BDP<sup>6</sup>. There has been no subsequent evidence to cause me to alter that view.
21. In my IF, I also considered the outcome of co-operation between BCC and other organisations in terms of the soundness of the BDP, and made a number of recommendations for further work in this regard<sup>7</sup>. That further work is considered in the following sections of this report, in the context of the relevant soundness issues.

## Assessment of Soundness

### Main Issues

22. Taking account of all the representations, written evidence and the discussions that took place at the examination hearings I have identified **13 main issues** upon which the soundness of the Plan depends. They are considered in turn below.

### ***Issue A – Do sections 1, 2 and 3 of the BDP set out a sound basis for its policies and proposals? Are the provisions of policies PG2 and PG3 justified and effective?***

23. Sections 1, 2 and 3 of the BDP respectively set out the Plan's preparation history, purpose and structure; a description of present-day Birmingham and the challenges the city faces; and the BDP's vision for the city in 2031, the Plan's objectives, and a summary of its strategy. Paragraph 1.12 makes it clear that on adoption the BDP will replace all the saved policies in the *Birmingham Unitary Development Plan 2005* [UDP], apart from a few policies that will continue in force until the adoption of the forthcoming *Development*

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<sup>6</sup> See Annex, para 71.

<sup>7</sup> See Annex, para 84.

*Management DPD.* **MM1** is necessary to rectify an omission in the list of policies that will remain in force.

24. The BDP's vision and objectives reflect the NPPF's emphasis on positive planning to achieve sustainable development. In similar fashion, policy PG2 establishes a positive approach towards development and investment, while policy PG3 sets out an overarching requirement for high quality in all aspects of design. **MM4** is needed to remove a potentially misleading reference in PG3 to design "standards".
25. Subject to these MMs, which are needed to ensure the Plan's effectiveness, I find that sections 1, 2 and 3 of the BDP set out a sound basis for its policies and proposals, and that the provisions of policies PG2 and PG3 are justified and effective.

***Issue B – Does the BDP appropriately identify housing needs and does it set out effective measures to meet them in accordance with national policy?***

*Objective assessment of housing needs*

26. Paragraph 47 of the NPPF advises that Local Plans should meet the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the NPPF's policies. The essential first step in this process is to identify the full, objectively assessed housing needs.

*Assessing overall housing need*

27. A *Strategic Housing Needs Study* for the Greater Birmingham Housing Market Area<sup>8</sup> [HMA] has been commissioned by the Greater Birmingham and Solihull Local Economic Partnership [GBSLEP] and the four Black Country local authorities [BCAs]. Its Stage 2 Report [*SHNS Stage 2*, EXAM 90], published in November 2014, assesses housing need across the HMA. For Birmingham, it projects a need for between about 89,000 and 116,000 new dwellings over the period 2011 to 2031<sup>9</sup>. The Council accept that *SHNS Stage 2* provides a sounder basis than their own *Strategic Housing Market Assessment 2012* [2012 SHMA, H2] for assessing overall housing need in Birmingham over the Plan period, because it is based on more up-to-date evidence.
28. In my IF, I endorsed the general approach of *SHNS Stage 2* but made it clear that further work needed to be carried out on four specific aspects. These were addressed in March 2015 in the *Objectively Assessed Housing Need Supplementary Report* [EXAM 145] and are considered in turn below. At my request, the *Supplementary Report* also reviewed relevant aspects of the alternative assessment of housing need submitted to the examination by

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<sup>8</sup> For the definition of the extent of the HMA, see my IF, paras 8 & 9.

<sup>9</sup> EXAM 90, Table 3.4 & para 3.43

Barton Willmore [BW]<sup>10</sup>, and considered the implications for Birmingham of the 2012-based household projections, published by the Department for Communities and Local Government [DCLG] in February 2015.

29. Stage 3 of the GBSLEP *Strategic Housing Needs Study* [SHNS Stage 3, EXAM 162] was published in August 2015. It provides an update on housing need across the HMA but adds nothing of significance to *SHNS Stage 2* or the *Supplementary Report* as regards the assessment of Birmingham's own needs. However, I have taken account of the additional evidence on this issue contained in BW's *Birmingham Sub-Regional Housing Note* (October 2015), submitted with their response to consultation on the MMs.
30. In respect of Household Representative Rates [HRRs], the March 2015 *Supplementary Report* argues that two sets of factors account for the downturn in household formation, among younger adults in particular, that is apparent from the 2011 Census. The first is the severe economic recession that began in 2008, while the second comprises longer-term social trends including more precarious employment, especially for younger adults, student fees, and higher numbers of international migrants, who appear to be more likely to live in shared households during young adulthood. While the direct effects of the recession may wear off as the economy recovers, the social trends are likely to be longer-lasting.
31. This assessment is broadly supported, notwithstanding some differences in emphasis, by recent papers from two academic demographers<sup>11</sup>. In my view, it is a more comprehensive and convincing account of likely trends in household formation in Birmingham over the Plan period, than one that foresees a full return to the rates of household growth experienced in recent decades.
32. It follows that it is unnecessary to base household projections on a full return by 2031 to the HRRs embodied in the 2008-based DCLG projections (whether for all age groups or specifically for younger adults), in order to avoid suppressing future household formation. On the other hand, in view of the improvement in economic conditions since 2008, it would be unwise to assume that rates of household formation over the period to 2031 will not exceed the historically low rates embodied in the interim 2011-based DCLG household projections.
33. On this basis, I find that an "index" approach to HRRs, which involves a partial, rather than a full, return to the trend reflected in the 2008-based projections, is sound. This "index" approach was employed in *SHNS Stage 2* in order to adjust the interim 2011-based household projections to take account of likely trends after 2021. It is relevant to note that if the same approach is applied to the latest Office for National Statistics [ONS] 2012-based population projections, it produces 2011-31 household projections for

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<sup>10</sup> *Birmingham Sub-Regional Housing Study Part 2 Addendum* (September 2014) – appended to Barton Willmore's Matter A Hearing Statement. I have also taken account of BW's response to the *Supplementary Report* [EXAM 145E].

<sup>11</sup> A Holmans, *New Estimates of Housing Demand and Need in England, 2011 to 2031*, Town & County Planning Tomorrow Series Paper 16, TCPA, September 2013; and L Simpson, "Whither Housing Projections?" in *Town and Country Planning*, December 2014