



London Borough of Enfield
Employment Land Review

Final Report

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Quality information

Prepared by

James Tindale
Jon Howells

Checked by

Gregory Openshaw

Approved by

Gregory Openshaw

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Prepared for:

London Borough of Enfield

Prepared by:

AECOM Infrastructure & Environment UK Limited

Aldgate Tower
2 Leman Street
London
E1 8FA
aecom.com

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Table of Contents

	Study Context	8
	Policy and Literature Review	8
	Socio-economic Profile	9
	Employment Land Supply	9
	Property Market Assessment	14
	Demand Forecast	14
1.	Introduction	22
	1.2 The Study	22
	1.3 Objectives.....	22
	1.4 Approach	22
2.	Literature Review	25
	2.1 Introduction.....	25
	2.2 National Policy.....	25
	2.3 Regional Policy and Policy Evidence Base.....	27
	2.4 Local Policy	36
	2.5 Employment Land Policy of Surrounding Local Authorities.....	42
	2.6 Summary	46
3.	The Local Economy	47
	3.1 Introduction.....	47
	3.2 LB Enfield’s Functional Economic Market Area	47
	3.3 Population.....	48
	3.4 Workforce and Employment	49
	3.5 Earnings	49
	3.6 Skills and Training	50
	3.7 Occupational Classifications.....	50
	3.8 Travel to Work	51
	3.9 Businesses	53
	3.10 Employment Sectors.....	54
	3.11 Enfield Business Survey.....	59
	3.12 Summary	60
4.	Supply.....	61
	4.1 Introduction.....	61
	4.2 Employment Land Surveyed.....	61
	4.3 Sub-Area Analysis	66
	4.4 Quality of Existing Employment Clusters.....	84
	4.5 Vacant Industrial Land and Vacant Floorspace.....	89
	4.6 Prospects for Intensification and Co-location.....	90
	4.7 Recent Development	97
	4.8 Key Sectors	98
	4.9 Activities Supporting the Functioning of Inner London.....	100
	4.10 Summary	101
5.	Commercial Property Market	103
	5.1 Introduction and Approach.....	103
	5.2 Industrial Markets	103
	5.3 Office Markets.....	109
	5.4 Enfield Business Survey.....	116
	5.5 Summary	117
6.	Demand Forecast	118
	6.1 Introduction and Approach.....	118
	6.2 Historic Trends and Future Projections.....	119

6.3	Employment Forecasts	125
6.4	Alternative Methods to Forecasting Demand.....	126
6.5	Summary of Forecast Growth Rates.....	128
6.6	Factors Driving a Step Change in Demand	129
6.7	Summary	132
7.	Comparison between Supply and Demand.....	134
7.1	Introduction.....	134
7.2	Calculating the Future Demand	134
7.3	Development Pipeline and Permitted Development Rights	137
7.4	Summary	141
8.	Conclusions and Employment Land Provision Options.....	143
8.1	Introduction.....	143
8.2	Conclusions.....	143
8.3	Recommendations.....	148
8.4	Monitoring.....	152
Appendix A : LB Enfield’s Functional Economic Market Area.....		155
Appendix B : Mapping of Supporting Information.....		158
Appendix C : Mixed Use Typologies.....		163
Business Typologies and Compatibility with Mixed Use Development.....		163
Considerations for Redevelopment.....		164

Figures

Figure E-1	LB Enfield Employment Land Clusters: Context Map	12
Figure 4-1	LB Enfield Employment Land Clusters: Context Map	63
Figure 4-2	Freezy Water and Innova Park Sub-area.....	68
Figure 4-3	Brimsdown Sub-area	71
Figure 4-4	Edmonton Leaside Sub-area	74
Figure 4-5	A10 and Southbury Junction Sub-area	76
Figure 4-6	North Circular Corridor Sub-area	79
Figure 4-7	Town Centres Sub-area	81
Figure 4-8	Other Clusters.....	83
Figure 4-9	Strategic Transport Routes and Public Transport Accessibility	88
Figure 5-1	Stock of Industrial Floorspace (2009 to 2016)	104
Figure 5-2	Average Size of Industrial Units (2016).....	105
Figure 5-3	Industrial Rental Values by Local Authority and the FEMA (2009 to 2016)	107
Figure 5-4	Vacancy Rates by Local Authority Area and the Overall FEMA (2007 to 2016)	108
Figure 5-5	Net Absorption of Industrial Floorspace in Enfield and the FEMA (2007 to 2016).....	109
Figure 5-6	Stock of Office Floorspace (2007 to 2016).....	111
Figure 5-7	Average Size of Office Units (2016).....	112
Figure 5-8	Office Rental Values by Local Authority and the FEMA (2007 to 2016)	114
Figure 5-9	Vacancy Rates by Local Authority Area and the Overall FEMA (2007 to 2016)	115
Figure 5-10	Net Absorption of Office Floorspace in Enfield and the FEMA (2007 to 2016).....	116
Figure 6-1	Office Floorspace in the FEMA, 2001 to 2015	120
Figure 6-2	Industrial Floorspace in the FEMA, 2001 to 2016	121
Figure 6-3	Office Employees (2001 to 2015).....	123
Figure 6-4	Manufacturing Employees (2001 to 2015)	123
Figure 6-5	Warehousing Employees (2001 to 2015).....	124
Figure 7-1	Completions by Use Class (2000 to 2016).....	138
Figure 7-2	Completions by Ward (2000 to 2016)	139
Figure 7-3	Uncompleted and Unimplemented Permissions	140
Figure 7-4	Office to Residential Conversions (2000 to 2016).....	141
Figure B-1	Industrial Employment Density	158
Figure B-2	Non-B Use Employment Floorspace	159
Figure B-3	Non-B Use Employment Floorspace	160
Figure B-4	Road Delay Morning (AM):	161

Figure B-5 Road Delay Afternoon (PM).....	162
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Tables

Table E-1 Surveyed Employment Clusters – November 2016	10
Table E-2 Net Additional Requirement for Office Floorspace, 2016 - 2036	16
Table E-3 Net Additional Requirement for Industrial Land, 2016 - 2036.....	16
Table 2-1 Neighbouring Local Authority Economic Objectives and Employment Land Positions (as of 2016)	43
Table 3-1 LB Enfield Resident and Workplace Earnings 2015	49
Table 3-2 Population Qualifications Profile	50
Table 3-3 Resident Employment by Occupation Category, 2015	51
Table 3-4 Top 10 Employment Destinations for LB Enfield Residents.....	52
Table 3-5 Workers of Enfield Commuting from Elsewhere	52
Table 3-6 Businesses by Size Band	53
Table 3-7 Employment by Broad Industrial Group in 2015	55
Table 3-8 Location Quotients within the LB Enfield (Greater London = 1.0) (2015)	58
Table 4-1 Surveyed Employment Clusters – November 2016.....	65
Table 4-2 Freezy Water and Innova Park Sub-area Clusters	66
Table 4-3 Brimsdown Sub-area Clusters.....	69
Table 4-4 Edmonton Leaside Sub-area Clusters.....	72
Table 4-5 A10 and Southbury Junction Sub-area Clusters.....	75
Table 4-6 North Circular Sub-area Clusters	77
Table 4-7 Town Centre Sub-area Clusters.....	80
Table 4-8 Other Non-Sub-area Clusters.....	82
Table 4-9 Existing Employment Clusters.....	85
Table 4-10 Clusters with Vacant Industrial Land.....	89
Table 4-11 Clusters with Intensification and Co-Location Potential	93
Table 5-1 Stock of Industrial Floorspace (2016).....	103
Table 5-2 Industrial Stock by Unit Size (2016)	105
Table 5-3 Industrial Rental Values (2016)	106
Table 5-4 Vacancy and Availability of Industrial Premises (2016).....	107
Table 5-5 Stock of Office Floorspace (2016)	110
Table 5-6 Office Stock by Unit Size (2016).....	112
Table 5-7 Office Rental Values (2016).....	113
Table 5-8 Vacancy and Availability of Office Premises	115
Table 6-1 Historic Floorspace by B Use Class, 2001 to 2015	119
Table 6-2 Employees by B Use Class 2001 to 2015	122
Table 6-3 Summary of Historic Trends	124
Table 6-4 Employment Projections 2016 to 2036.....	126
Table 6-5 Labour Supply Projections.....	127
Table 6-6 Calculated Future Floorspace Growth Rates.....	129
Table 7-1 Net Additional Requirement for Industrial Land up to 2036	136
Table 7-2 Net Additional Requirement for Office Floorspace up to 2036	137
Table C-1 Employment Typologies and Mixed Use Development	163

Acronyms

AAP	Area Action Plan
APS	Annual Population Survey
ASHE	Annual Survey of Hours and Earnings
BRES	Business Register and Employment Survey
CAGR	Compound Annual Growth Rate
CR2	Crossrail2
DCLG	Department of Communities and Local Government
ELR	Employment Land Review
FEMA	Functional Economic Market Area
GLA	Greater London Authority
GVA	Gross Value Added
IMD	Indices of Multiple Deprivation
LDF	Local Development Framework
LSIS	Locally Significant Industrial Site
LQ	Location Quotient
NVQ	National Vocational Qualifications
OA	Opportunity Area
ONS	Office of National Statistics
SIC	Standard Industrial Classification
SIL	Strategic Industrial Location
SOC	Standard Occupational Classification
SPG	Supplementary Planning Guidance
TTWA	Travel to Work Area
WAML	West Anglia Mainline

Executive Summary

Study Context

AECOM was commissioned by the London Borough (LB) of Enfield to undertake an Employment Land Review (ELR) of the Borough. The ELR assesses the quantity, quality and viability of the Borough's employment land to form an evidence base to support the review of LB Enfield's Local Plan. The ELR will inform the future approach to the provision, protection, release and enhancement of employment land and premises.

The approach to undertaking the ELR aligns with National Planning Policy Framework (NPPF) and Planning Policy Guidance. The approach captured the following:

- A review of planning policy and relevant strategy documents which influence current and future land use
- An assessment of the local economy
- A survey of employment land supply in the borough
- A review of the commercial property market
- A forecast of the potential net additional demand arising over the Local Plan period; and
- A comparison of supply and demand to inform options and the Council's future approach to employment land use planning provision.

Employment Land Reviews are conducted with reference to the Functional Economic Market Area (FEMA), which for Enfield consists of an area comprising the following local authorities: Barnet, Broxbourne, Epping Forest, Haringey, Hertsmere, Waltham Forest; and Welwyn and Hatfield.

A draft report was completed in February 2017, the report was then updated in autumn 2018 and a final report produced. Given the lapse in time, updates were made to: planning policy, particular important given the publication of 'The London Plan: Draft for Public Consultation' (2017) / and Minor Suggested Changes to the Draft New London Plan (2018); evidence arising from the LB Enfield Business Survey and Type, Form and Activity Study (both AECOM, 2017); analysis of the potential for clusters to increase capacity through intensification; a comparison of AECOM's employment space demand forecast with the GLA's London Industrial Land Demand Study forecast (Oct 2017) and the London Office Policy Review (2017) both of which were published after the draft report; and the conclusions and recommendations. A decision was taken not to update other sections as the findings around supply and demand were sufficiently clear in expressing the nature and scale of future requirement and direction for policy.

Policy and Literature Review

The NPPF recognises that the planning system plays an important role in promoting economic growth and building a strong, competitive economy. At a regional level policy on employment land-use is set out in the London Plan (2016) with further details regarding benchmark release / provision at a borough level being set out in the GLA Land for Industry and Transport SPG (2012). The Draft New London Plan was published in 2017 and was updated with Minor Suggested Changes in August 2018. The draft policies place an

emphasis on capacity provision through intensification, co-location and recognises the importance of substitution effects which support the move to a more efficient spatial provision of capacity.

The London Plan sets out its vision for the North London sub-region, of which LB Enfield is a part. The centre of the vision is on optimising the development of its Opportunity Areas; tackling barriers to work and social exclusion; managing the release of surplus industrial land; and planning effectively for sustainable economic growth, including in sectors of new and emerging technologies. The Borough's location in the centre LSCC means that it has the potential to take advantage of these sectors in the future.

At the borough level, LB Enfield adopted its Core Strategy in 2010. The Strategy is the overarching planning policy document in the Council's Local Development Framework (LDF) and sets out the Council's vision for the Borough up until 2026. A number of other documents in the LDF support in the Core Strategy. These include the Development Management, North East Enfield Area Action Plan (AAP) and North Circular AAP. In addition to the current LDF, the Council is preparing a new Local Plan and Edmonton Leaside AAP. All documents present the Council's vision for the Borough as one that has potential for growth, taking advantage of the Borough's largest opportunities and strengths such as Meridian Water, its large stock of industrial land and strategic location in the Upper Lee Valley Opportunity Area (OA).

Overall, the literature and planning policy review has emphasised the need for LB Enfield to plan ahead to unlock the Borough's key regeneration opportunities, maximise its locational advantage and efficiently utilise its current employment land stock to break from previous growth trends.

Socio-economic Profile

LB Enfield has a growing population. The population is relatively well skilled in comparison to the Borough's FEMA, but is not as well paid and holds lower proportions of jobs in higher skilled occupations. Residents who do not work in the Borough are most likely to commute to central London. The local workforce commutes in from the surrounding FEMA and is less well paid than the residents. This suggests that jobs in LB Enfield are lower value in comparison to the ones residents out commute to elsewhere in London.

The Borough's economy in its current state is based upon public services, industrial and warehouse associated activities and lower value services such as retail. Recent economic growth has mainly been in these sectors. However, there has also been employment expansion in sectors more typically associated with higher value jobs such as information and communications and professional, scientific and technical. Innovative sub-sectors such as civil engineering and industrial cleaning are also flourishing. These sectors could provide a base from which the Borough's economy can use as a foundation to develop more high value jobs.

Employment Land Supply

Study Area and Scope

AECOM's qualitative survey of employment clusters within LB Enfield comprised site visits to 35 separate clusters. This was combined with some elements of desktop research. The

clusters include: 14 SIL; nine LSIS, ten non-designated employment areas; and two town centres, listed in **Table E-1** and shown in **Figure E-1**.

The assessment was conducted against a set of site characteristics, in line with the PPG and the GLA's Land for Industry and Transport SPG.

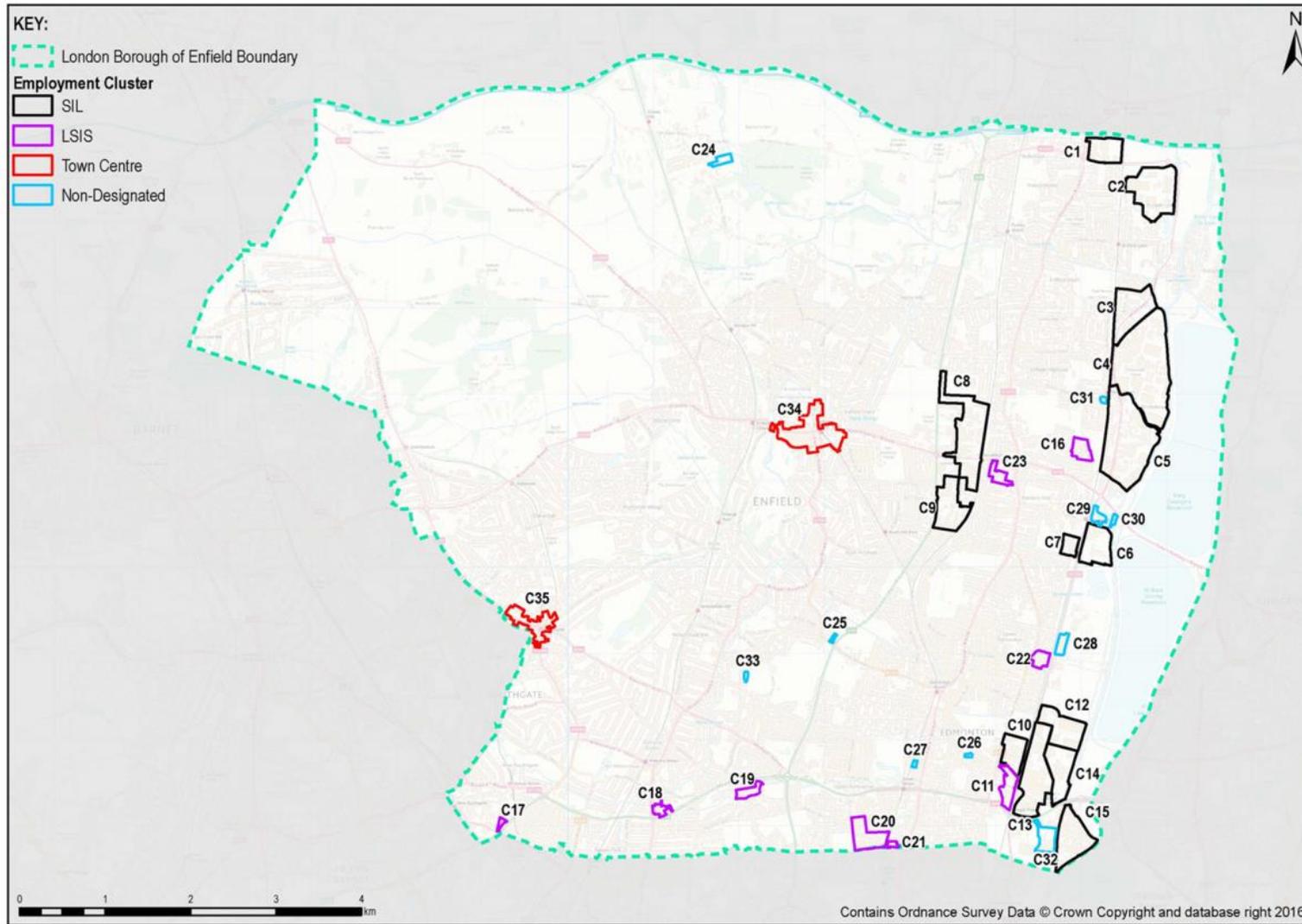
Table E-1 Surveyed Employment Clusters – November 2016

Cluster No.	Cluster Name	Designation	Area (hectares)
C1	Freezy Water	SIL	10.8
C2	Innova Park	SIL	26.8
C3	Brimsdown Part A	SIL	20.5
C4	Brimsdown Part B	SIL	64.1
C5	Brimsdown Part C	SIL	50.5
C6	Meridian Business Park	SIL	14.2
C7	Redburn Trading Estate	SIL	4.1
C8	Great Cambridge Road and Martinbridge Trading Estate Part A	SIL	33.4
C9	Great Cambridge Road and Martinbridge Trading Estate Part B	SIL	17.2
C10	Montagu Industrial Area North	SIL	9.6
C11	Montagu Industrial Area South	LSIS	6.2
C12	Aztec 406	SIL	16.6
C13	Eley's Estate	SIL	29.0
C14	Edmonton Eco Park	SIL	16.1
C15	Harbet Road industrial Estate	SIL	19.2
C16	Alma Road	LSIS	4.8
C17	New Southgate Industrial Estate	LSIS	0.7
C18	Regent's Avenue	LSIS	2.0
C19	Oakthorpe Dairy	LSIS	3.2
C20	Commercial Road and North Middlesex Estate	LSIS	10.1
C21	Langhedge Lane Industrial Estate	LSIS	0.7
C22	Claverings Industrial Estate	LSIS	3.3
C23	Queensway Industrial Estate	LSIS	3.5
C24	Kingswood Industrial Estate	Not Designated	2.0
C25	Dairy Crest Depot	Not Designated	0.4
C26	Brettenham Road Warehouse	Not Designated	0.3

Cluster No.	Cluster Name	Designation	Area (hectares)
C27	Park Avenue Garage	Not Designated	0.4
C28	Picketts Lock Wholesale	Not Designated	2.5
C29	GR Wright and Sons	Not Designated	2.1
C30	Wharf Road Industrial Estate	Not Designated	0.6
C31	Ripmax	Not Designated	0.5
C32	Argon Road Industrial Estate	Not Designated	5.9
C33	Barrow Well Green Recycling Centre	Not Designated	0.4
C34	Enfield Town Centre	Town Centre	23.3
C35	Southgate Town Centre	Town Centre	10.4
Total			415.3

Source: AECOM 2016.

Figure E-1 LB Enfield Employment Land Clusters: Context Map



Source: AECOM 2016

Supply of B-use classes

Employment land within LB Enfield consists of a number of larger, established business locations (e.g. Brimsdown and locations within Edmonton Leaside), contrasted by a number of smaller business centres (Redburn Trading Estate and Kingswood Industrial Estate) and town centres with some B-use premises (Enfield Town and Southgate). These clusters of employment land comprise a range of regional or national businesses as well as micro and small businesses involved in logistics and distribution, light manufacturing and engineering and construction. Clustering of employment uses was typically seen in larger employment areas which contain a high number of logistics and distribution warehouses.

Overview of Clusters

The majority of clusters surveyed are functioning well for the uses contained within them, have high occupancy rates and support a diverse range of business types. The Borough's SIL areas, which comprise among the largest supply of strategic quality land in Greater London, are generally in good or very good condition accommodating many medium and large firms with a focus on supermarket logistics, food processing and e-commerce fulfilment centres, with some retail/trade counter uses also observed. The Borough's LSIS are more mixed in character with some good quality examples (e.g. Oakthorpe Dairy), and several poorer ones, with a prevalence of sui-generis and non-B uses in several instances. Non-designated clusters vary in character from underused/derelict land to sites of reasonable quality. Office uses are concentrated mostly in or adjacent to Enfield (C34) and Southgate (C35) town centres, with some additional fairly new examples in the south of Innova Park (C2) SIL, and occasional examples within LSIS. Stock is mostly characterised by medium sized buildings of fair quality, some in multiple-occupancy others singly used. Smaller units are uncommon with some examples at Chase Road, Southgate (C35).

There is evidence that little employment land has been lost to residential or non-employment mixed-use development in recent years (e.g. residential, retail, leisure uses). Recent development was in the shape of large warehousing or small to medium warehousing and manufacturing units. The large warehousing is being occupied by logistics and distribution businesses, while medium to small units are being occupied by a high number of non-B use businesses. No new office development within any employment clusters was observed though there were examples of office space lost to residential through conversions.

Many of the sites surveyed within the Borough serve a strategic role and their intensity of utilisation reflects demand by industrial activities to be sited there. However, the survey found that there are a number of large, medium and small scale opportunities for redevelopment and intensification within clusters, with some of these coming forward now or granted planning permission. 13 clusters were identified as having characteristics which could support the potential for intensification and/or co-location development. Whether intensification can come about will be a factor of a range of factors some of which were not assessed e.g. development viability, land ownership, the operational needs of existing businesses and locational preferences. There is also clear political desire as seen in local planning policy to deliver significant large scale mixed use redevelopment, underpinned by the Edmonton Leaside AAP.

Property Market Assessment

Analysis of LB Enfield's property market drew upon commercial property data (CoStar primarily), reports and consultation with agents. This identified a number of key facts, which clarify the Borough's importance in the provision of space to support industrial activities in London:

- LB Enfield has the largest industrial market within the FEMA, representing almost a third of all stock. By area (land or floorspace) it supports the second largest stock of industrial space in London.
- There is a relatively larger proportion of industrial units in LB Enfield which are large in size, with 36% of units being greater than 2,000sqm and accounting for over 81% of stock. This reflects the significant presence of storage/distribution uses, as also observed during the site survey.
- Rental values in LB Enfield are slightly higher (£7 p/sqm or 14%) than average for the FEMA, reflecting demand and relatively stronger location benefits.
- Vacancy is tight but increases with the size of units, suggesting that there may be more limited space to accommodate SMEs.
- Positive net absorption across LB Enfield and the FEMA suggests positive trends in the demand for industrial occupation.
- Manufacturing (B1c/B2) floorspace has overall seen a net increase in the period since 2000, although no overall pattern is observed. Growth in floorspace is concentrated in the Enfield Highway and Enfield Lock wards, offsetting a contraction observed elsewhere.
- Industrial stock is in a process of churn. Permissions that have been started but not yet completed indicate that around 283,000sqm of manufacturing floorspace could be lost to other uses however, the outstanding permissions relating to B8 uses would result in a net additional 367,700sqm suggesting that a pipeline with a potential net change in B1c/B2 and B8 use class floorspace of +106,400sqm.

A summary of property market information pertaining to LB Enfield's office market is as follows:

- LB Enfield has a relatively small office market dominated by smaller units with, over half (58.5%) being under 250sqm in size, equating to 10.1% of total stock,
- Both vacancy and availability rates are low relative to the wider FEMA, implying a tighter market environment.
- Lower levels of vacancy for larger units suggests that the limited availability of grow-on space may constrain the growth of businesses as they move up the accommodation ladder
- Average unit sizes and rental values are broadly in line with the FEMA averages.
- Net absorption is observed to be positive across both LB Enfield and the FEMA, suggesting positive future demand for office space.

Demand Forecast

This forecast of demand for employment land and premises is undertaken separately for office floorspace and manufacturing/warehousing land. The forecast is largely driven by quantitative analysis, though it is informed by qualitative findings from other sections of this review including consultations.

Our approach looks at both the macro-economic forecast and historic trend based forecast and considers their suitability for forecasting future land and floorspace needs. Being trend based it takes into account how societal and economic-related changes could act on the borough's future employment land growth prospects. As per the PPG guidance our demand forecast presents an unconstrained assessment of future need: growth is not limited by supply (availability and suitability of sites and premises and policy), though constraints on demand are implicit within the trend data.

There are a number of driving factors which could drive a step change in demand for businesses space in Enfield over and above past trends. These include: the delivery of strategic transport infrastructure improvements; large scale regeneration; acceleration in the loss of industrial land; technology change accelerating changes to business to business and business to customer arrangements; and changes to local and regional government policies. In addition, 'Brexit' – for the UK to leave the European Union – will bring about economic uncertainty in the short to medium term and, over the longer term, new trading terms which could affect economic growth. In light of these uncertainties, the calculated projected rate of growth should be used as an indicator of the potential direction and strength of requirement to inform policy setting, but not as a definitive requirement, which must be met.

The demand forecast chapter also considers other approaches including:

- Demographically derived assessments of future employment needs (labour supply techniques); and
- Analyses based on the past take-up of employment land and/or future property market requirements.
- An employment space to jobs calculation can be made based on the projected growth in employment.

Analysis indicates that these approaches are less suitable as a basis for projecting demand.

Comparison of Supply and Demand

Calculating Future Demand

The analysis undertaken in this section of the ELR compares the projected future demand for the local/sub-regional office market floorspace and local/sub-regional industrial market land over the period 2016-2036 with existing supply conditions across the Borough, taking into account vacant floorspace and land which is vacant and developable or has derelict buildings.

The results of the employment land demand forecast, accounting for supply, are shown below. The calculated industrial land requirement is shown in **Table E-2** and office floorspace demand in **Table E-3**.

Table E-2 Net Additional Requirement for Office Floorspace, 2016 - 2036

Demand for Industrial Land	Industrial Land (Ha)
A. Total stock of core industrial land (2016) plus vacant land [B+C]	329.1
B. Current vacant industrial land equivalent (4.7%) ...of which is actively marketed vacant land	15.5 ...2.9
C. Supply of occupied core industrial land (2016) [A-B]	313.6
D. Land demand to 2036	46.1
E. Optimum frictional vacancy at 2036 [5% of C+D]	18.0
F. Additional Demand for Utilities, Transport and Waste Management 2016-2036	0
G. Surplus/deficit of vacant land in 2036 [E-B]	2.5
H. Gross requirement for industrial land 2016-2036 [A+D+F+G]	377.7
I. Net requirement for industrial land 2016-2036 [H-A]	48.6

Source: AECOM.

Table E-3 Net Additional Requirement for Industrial Land, 2016 - 2036

Demand for Office Floorspace	Office Floorspace (sqm)
A. Supply of occupied office floorspace (2016)	215,100
B. Current vacant office floorspace (1.1%)	2,400
C. Total stock of office floorspace (2016) [A+B]	217,500
D. Floorspace demand to 2036	22,700
E. Optimum frictional vacancy at 2036 [5% of A+D]	11,900
F. Surplus/deficit of vacant floorspace in 2036 [E-B]	9,500
G. Gross requirement for office floorspace 2016-2036 [C+D+F]	249,700
H. Net requirement for office floorspace 2016-2036 [G-C]	32,200

Source: AECOM.

Development Pipeline and Permitted Development Rights

Planning applications with consent which are under construction or have yet to be started could impact on the net additional demand by contributing to an increase in or contraction

of new floorspace. However, this development in the 'pipeline' is not a certainty as some developments may not come forward or their applications could be amended.

For the industrial uses (B1c/B2 use class), uncompleted developments total a net loss of 283,800sqm. However this is offset by a pipeline of +390,200sqm in B8 uses. This means the industrial and warehousing pipeline could provide a net additional +106,400sqm of capacity.

For office, the net impact of permissions under construction is equal to a net loss of 27,400sqm of floorspace, while an additional 7,200sqm could be lost further if unimplemented permissions are realised. A total of 34,600sqm office space could therefore be lost.

Conclusions

Industrial and Warehousing Supply

There are a total of 451.5ha of land currently in industrial use in Enfield, of which 326.2ha of land is occupied by 'core' industrial and warehousing uses or is vacant. Industrial floorspace measures 1,271,800sqm. The remaining 125.3ha of land in industrial use is defined as being 'wider' industrial uses, comprising wholesale markets, waste management and recycling facilities, utilities, land for rail, land for buses and airport related land. These wider industrial uses serve strategically important city-functioning roles.

Supply is focused along two axes; the Upper Lea Valley in the east, running north to south, and the A406 corridor in the south, running west to east.

The profile of industrial businesses operating within the Borough is mixed, with a reasonable contingent of larger businesses present engaged in logistics and warehousing operations, concentrated in the Upper Lea Valley, and SMEs with a local/sub-regional market reach dispersed throughout the Borough though principally in the south and east.

The majority of employment land within existing SIL and several of the LSIS areas remain the most suitable locations in Enfield for accommodating industrial and warehousing demand based on their characteristics and assessed quality (the excellent strategic road access to markets and supply chains, access to an appropriately skilled workforce, the size of industrial clusters, and the clear demarcation and separation from sensitive uses).

Vacancy among industrial premises is low, vacant land churn is generally strong and rental values are relatively buoyant – all of which point towards supply being in a generally healthy state. The pipeline development of high specification premises on a large scale at Enfield Distribution Park, Innova Park and Navigation Park.

Industrial and Warehousing Demand

Net demand is calculated at 48.6ha. This scale of demand cannot be accommodated by current vacant land and the pipeline of B1c/2/8 uses. The implications of this supply – demand imbalance suggests a need to find a better use of existing space through intensification, the promotion of mixed development including co-location, and potentially the identification of new industrial sites. The provision of land / space to accommodate the future demand arising for industrial / warehousing space is further complicated by the land

requirements of housing growth and social/ community infrastructure (leisure, retail, health and education for space) which suggests the Council has some challenges in balancing the need for growth across different use classes.

Office Supply

There is approximately 217,500sqm of office floorspace in LB Enfield, accommodating local level provision servicing local market, with some limited sub-regional reach. This stock is primarily located within or close to the town centre areas of Enfield and New Southgate with limited stock in other district and local centres, and limited presence within the SIL and LSIS areas.

The market is dominated by a supply of small units, such as at Southgate Office Village, albeit with several larger multi-tenanted premises close to the town centres, with vacancy levels being low both absolutely and relative to the FEMA. Office floorspace stock within industrial areas is mostly low-grade, though there are exceptions.

PTAL ratings are mostly below that required to attract large-scale development, and attracting occupiers from beyond the local market is and will continue to be a challenge.

Office Space Demand

Our forecasting exercise estimated that there is additional demand for approximately 32,200sqm of office floorspace in the planning period to 2036. This represents an 15% increase to existing stock.

This is not to say that demand could be stronger, particularly if the policy context supported office space growth through, for example, masterplanning of key growth areas such as Edmonton Leaside. There is potential for step change in demand through new infrastructure provision such as Crossrail 2, were it to come about, which would act as a significant driver of office space demand particularly in the eastern corridor of the Borough.

Recommendations

Industry and Warehousing (B1c/B2/B8)

Retention

At present, LB Enfield through its Local Plan designates industrial employment areas as Strategic Industrial Locations and Locally Significant Industrial Sites; designations which are consistent with London Plan policy 2.17 regarding the protection of industrial land. Such designations ostensibly protect these sites from redevelopment for non-B uses.

This review has concluded that the majority of SIL areas in the Borough are suitable and recommended for retention as such going forward:

- Freezywater (Cluster 1)
- Innova Park (C2)
- Brimsdown (C3, 4 and 5)
- Meridian Business Park (C6)

- Redburn Trading Estate (C7)
- Great Cambridge Road and Martinbridge Trading Estate Part A (C8)
- Great Cambridge Road and Martinbridge Trading Estate Part B (C9)
- Montagu Industrial Area North (C10)
- Aztec 406 (C12)
- Eley's Estate (C13)
- Edmonton Eco Park (C14); and
- Harbet Road (C15).

Enfield's LSIS portfolio comprise mostly well performing smaller estates and single-occupier sites, and/or serve an important function in providing both local jobs and products that cater to the needs of the local economy. Those LSIS which this review recommends should be retained over the Local Plan period. These are:

- New Southgate Industrial Estate (C17)
- Oakthorpe Dairy (C19)
- Commercial Road and North Middlesex Estate (C20)
- Langhedge Lane Industrial Estate (C21), and
- Queensway Industrial Estate (C23).

A number of these SIL and LSIS clusters listed above also have the potential to see their capacity intensified – see recommendation 'Intensification' below for the following:

- Great Cambridge Road and Martinbridge Trading Estate Part A (C8)
- Great Cambridge Road and Martinbridge Trading Estate Part B (C9)
- Montagu Industrial Area North (C10)
- Aztec 406 (C12)
- Harbet Road Industrial Estate (C15) plus potential for co-location; and
- Commercial Road and North Middlesex Estate (C20)
- Langhedge Lane Industrial Estate (C21), and
- Queensway Industrial Estate (C23) plus potential for co-location.

Change

Whilst the great majority of designated industrial land in Enfield is recommended for retention the Council should consider policy measures to support change on industrial land to support growth. Change can be classified as:

- Intensification
- Mixed-use development (where regeneration opportunities exist and demand/appetite), or
- The release of poor quality designated employment land for more productive means.

Intensification

Intensification of industrial land could occur in several ways, such as; increasing building footprints within sites and plots; use of vacant land, and; changing the form or typology of

buildings to provide more workspace.

It is not within the remit of an ELR to identify/specify the means by which new typologies can be introduced (including advising of relevant consenting considerations), however SIL and LSIS clusters with the potential for intensification include, though should be not limited to:

- Brimsdown Part B (C4)
- Montagu Industrial Area North (C10)
- Montagu Industrial Area South (C11)
- Great Cambridge Road and Martinbridge Trading Estate Part A (C8)
- Great Cambridge Road and Martinbridge Trading Estate Part B (C9)
- Aztec 406 (C12)
- Eley's Estate (C13)
- Harbet Road Industrial Estate (C15)
- Commercial Road and North Middlesex Estate (C20); and
- Langhedge Lane Industrial Estate (C21).

Mixed use development

A means by which new employment space of specification appropriate to the needs of modern occupiers can be delivered would be via mixed-use redevelopment of sites where transport accessibility and access to facilities and amenities is strong enough to support non-B uses and B1a/b/c uses.

The majority of Enfield's industrial land lies within the south-east and north-east of the borough. Presently, these areas have generally low transport accessibility and access to facilities and amenities that higher density, mixed-use development would require and, for the moment, such development may therefore not be viable, if deemed appropriate (were CR2 to come about this position would radically change). Equally, most of these areas are considered to be well-functioning and thus the impetus for mixed-use development may not exist. Opportunities may however exist in the eastern corridor over time through planned regeneration at sites already close to stations, such as the non-designated Argon Road (C32) industrial estates which lie close to Angel Road station or Queensway Industrial Estate (C23).

Harbet Road (C15) is identified in the ELAAP 2017 as a key area which could support transformational regeneration at Meridian Water. Plans involve large scale mixed use redevelopment including the provision of a significant amount of B-use class capacity. Harbet Road is identified under the 'Retention' recommendation (above) but part of the cluster – areas south away from direct access to the strategic road network (and the adverse effects that the A406 generates) - may be suitable for mixed use redevelopment if that were to support B-use class employment. In the context of a supply constrained position, any loss of SIL land would have to be carefully evidenced and balanced against B-use class capacity gains made through redevelopment / intensification elsewhere and illustrate how Meridian Water could bring about wider economic growth and societal benefits.

Release of designated industrial land

In keeping with the principles of the NPPF, when local planning authorities are assessing the appropriateness of their employment land stock for ongoing use, taking into account wider regeneration objectives and demand for other uses, particular consideration should be given to sites which are in poor quality or are underused.

Where such sites are identified, local planning authorities could permit a change of use away from industrial use.

Release of designated sites does not automatically mean the loss of the industrial uses and employment on-site, but opens the possibility for the market to intervene to provide sustainable redevelopment under the right conditions.

Clusters Alma Road (C16), Regent's Avenue (C18) (though bus depot site unlikely to be redeveloped) and Claverings Industrial Estate (C22) offer opportunities or release.

Office (B1a/b)

Based on the evidence base the most suitable locations for accommodating this additional demand will be Enfield and New Southgate town centres.

Where mixed-use development opportunities present themselves, it may be appropriate to accommodate a quantum of B1 a/b space within redeveloped sites, such as at Edmonton Leaside and within industrial clusters throughout the eastern corridor where suitable. As noted above, mixed-use development of reasonable density should occur only where PTAL ratings and access to facilities and amenities allow.

Monitoring

This study has identified that there is a positive net demand for land and floorspace both for industrial and office uses. Whilst monitoring of both take-up of vacant land/floorspace/units and of change to non-employment uses is important to ensure effective spatial planning, it is particularly important here in Enfield where demand for land/floorspace may exceed supply, and thus unmanaged changes/contractions in stock may harm economic growth.

The Council should look to monitor:

- The provision of non-designated industrial land
- Take-up of premises within designated land by retail, trade counter and sui-generis occupiers, and faith groups; and
- The loss of office space through PDR.

1. Introduction

1.1 The Study

1.1.1 AECOM was commissioned by the London Borough (LB) of Enfield to undertake an Employment Land Review (ELR) of the Borough. The ELR assesses the quantity, quality and viability of the Borough's employment land to form an evidence base to support the review of LB Enfield's Local Plan. The ELR will inform the future approach to the provision, protection, release and enhancement of employment land and premises.

1.1.2 Employment land is defined as land with business activities which operate from premises used to support activities associated with B1, B2 and B8 use classes¹. Throughout this report employment land is referred to as:

- Offices comprising use classes B1a (office) and B1b (research and development or R&D) as these premises are often very similar in their operational requirements; and
- Industry comprising use classes B1c (light industry), B2 (manufacturing) and B8 (warehousing).

1.1.3 Within LB Enfield, employment land falls within the following areas as termed by regional and local planning policy:

- Strategic Industrial Locations;
- Locally Significant Industrial Sites;
- Town Centres; and
- Non-designated employment land.

1.1.4 All B-use class employment land measuring 0.25 ha or over was assessed in this study.

1.2 Objectives

1.2.1 to the objectives of this research are to:

- Consider the statutory and strategic policy context for employment provision in the borough, with particular consideration given to how the policy approach can harness the benefits of economic growth, taking into account the wider strategic context including neighbouring local authorities and the rest of London;
- Review the supply of employment space in the borough;
- Review monitoring data relating to the loss and/or creation of employment uses;
- Identify current and projected local need for employment space;
- Suggest how to meet the overall quantitative and qualitative needs for employment space in the borough to 2036;
- Advise on the appropriateness of the existing policy; and
- Consider all of the above with respect to the borough's economic context and wider strategic objectives of the Council.

1.3 Approach

¹ Town and Country Planning (Use Classes) Order 1987

- 1.3.1 The approach to undertaking the ELR aligns with National Planning Policy Framework (NPPF) and Planning Policy Guidance², in particular the 'Housing and economic development needs assessment'³, and involves the following:
- A review of planning policy and relevant strategy documents which influence current and future land use;
 - An assessment of the local economy;
 - A survey of employment land supply in the borough;
 - A review of the commercial property market;
 - A forecast of the potential net additional demand arising over the Local Plan period; and
 - A comparison of supply and demand to inform options and the Council's future approach to employment land use planning provision.
- 1.3.2 The structure of the report reflects this approach. The research has been informed by information from property market agents and business stakeholders, which has been reflected in the findings throughout the report.
- 1.3.3 The report has been developed in two phases: a draft report was first completed in February 2017; the report was then updated in autumn 2018 and a final report produced. Given the lapse in time, the following updates to the draft report were agreed with the Council and made:
- A review of new planning policy, to include for example updates to the National Planning Policy Framework and Planning Practice Guidance, The London Plan: Draft for Public Consultation / and Minor Suggested Changes to the Draft New London Plan (Greater London Authority, Dec 2017 / Aug 2018) (Chapter 3);
 - Inclusion of key relevant findings from the LB Enfield Business Survey (AECOM, August 2017) (Chapter 4 and 6 plus other sections);
 - High level assessment of the potential for employment clusters to be intensified (Chapter 5);
 - Comparison of AECOM's employment space demand forecast with the GLA's London Industrial Land Demand Study (Oct 2017) and London Office Policy Review (Chapter 7); and
 - An update to conclusions and recommendations to reflect any changes to the evidence base (Chapter 7).
- 1.3.4 When agreeing with the Council which sections of the 2017 report needed to be updated consideration was given to whether those sections of the draft report, which drew upon published datasets (e.g. socio-economic analysis, the property market assessment and the demand assessment). In discussion with the Council it was agreed that an update to these sections using more up to date data was not needed as the key trends and messages expressed in the 2017 draft were considered not to have changed substantially. There had been little change to the supply context between when the survey was undertaken and autumn 2018 and the draft demand forecast is in line with that presented in the London Industrial Land Demand Study (GLA, Oct 2017) and London Office Policy Review (GLA 2017). The overall balance of employment land then – the comparison of

² The National Planning Policy Framework (MHCLG, July 2018)

³ Updated to reflect to reflect the revised version of the National Planning Policy Framework 2018

supply conditions and demand – and the direction for policy recommendations are considered to hold true in 2018: that is for policy to plan for capacity retention and provision where suitable, and release / loss of capacity to be limited to those area considered to be less suitable for ongoing use or where release can support wider transformational economic change.

2. Literature Review

2.1 Introduction

- 2.1.1 This section of the ELR reviews literature and planning policy relevant to employment land and floorspace and the economy of LB Enfield. Literature and planning policy are covered at the national, regional and local level, focusing upon literature and planning policy published by public bodies.

2.2 National Policy

National Planning Policy Framework (2018)

- 2.2.1 The revised National Planning Policy Framework (NPPF) (Ref. 6-1) was published in July 2018 and sets out the Government's planning policies for England and how these are expected to be applied. This NPPF supersedes the previous NPPF published in March 2012.
- 2.2.2 The revised NPPF maintains the presumption in favour of sustainable development which should be delivered in accordance with three main objective areas: economic, social and environmental (Paragraph 8). The economic objective seeks to help build a strong, responsive, and competitive economy by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure.
- 2.2.3 Policies and objectives which are of particular relevance to employment and the Proposed Development include Chapter 6: 'Building a Strong Competitive Economy'. Chapter 6 identifies that with respect to economic development, conditions in which businesses can invest, expand and adapt should be created to support economic growth and increase productivity. Planning policies should ensure that they:
- Clearly set out an economic vision and strategy that considers Local Industrial Strategies and local economic development and regeneration strategies;
 - Identify strategic sites or set criteria for sites which match the strategy to attract inward investment and meet anticipated needs;
 - Address barriers to investment including "*inadequate infrastructure, services or housing, or a poor environment*"; and
 - "*Enable a rapid response to changes in economic circumstances*" by flexibly accommodating needs not anticipated (para. 81).
- 2.2.4 To build a strong and competitive economy, paragraph 82 of the NPPF recognises the need to "address the specific locational requirements of different sectors" and provide "*clusters or networks of knowledge and data-driven, creative or high technology industries*" at a variety of scales and in suitably accessible locations.
- 2.2.5 The NPPF states that planning policies and decisions should support the role that town centres play in Chapter 7: 'Ensuring the vitality of town centres'. Planning policies should meet "*anticipated needs for retail, leisure, office and other main town centre uses*" and this "*should not be compromised by limited site availability*".

- 2.2.6 Chapter 11: 'Making effective use of land' states that "strategic policies should set out a clear strategy for accommodating objectively assessed needs, in a way that makes as much use as possible of previously-developed or 'brownfield' land". This can be achieved through bringing forward "*land that may be suitable for meeting development needs, including suitable sites on brownfield registers or held in public ownership, using the full range of powers available to them*".
- 2.2.7 The NPPF states that planning policies and decisions need to reflect changes in the demand for land. It sets that local planning authorities should positively approach "*applications for alternative uses of land which is currently developed but not allocated for a specific purpose in plans, where this would help to meet identified development needs.*"
- 2.2.8 Planning policies and decisions should also aim to achieve appropriate densities and support development that makes efficient use of land.

Planning Policy Guidance (2014)

- 2.2.9 In 2014 the Government published new Planning Practice Guidance (PPG) on 'Housing and Economic Development Needs Assessments' and 'Housing and Economic Land Availability Assessments' amongst others⁴. This guidance replaces the Office of the Deputy Prime Minister (ODPM) Employment Land Reviews: Guidance Note (2004)⁵.
- 2.2.10 In economic development terms 'need' relates to the amount of economic development floorspace required based on a quantitative assessment and an understanding of the qualitative requirements of market segments. The PPG requires that the assessment of need is based on an objective assessment and unbiased evidence, and should not be constrained by the supply of land for new development, historic under performance, viability, infrastructure or environmental constraints.
- 2.2.11 To provide an understanding of the underlying requirements for office, general business and warehousing sites the PPG emphasises the importance of considering projections (based on past trends) and forecasts (based on future scenarios). The PPG requires plan makers to consider sectoral and employment forecasts and projections, demographically derived assessments of future employment needs, past take-up of employment land and property and/or future property market requirements, consultation and studies of business trends and statistics.
- 2.2.12 The guidance emphasises the following points for employment land reviews:
- A need to take account of the wider 'functional economic market area' (the FEMA) in which the local authority operates
 - A greater emphasis on business engagement to help understand current and future requirements for employment land
 - Consideration of the opportunities for providing employment space as part of mixed-use developments
 - Increased integration of employment land studies and housing land assessments (SHLAA and SHMA scopes of work) to ensure that sites are allocated for the most appropriate use
 - A more in-depth assessment of the 'achievability' and deliverability/viability of

⁴ DCLG, (2014); Planning Policy Guidance.

⁵ Office of the Deputy Prime Minister (ODPM), (2004); Employment Land Reviews: Guidance Note.

development of available or pipeline sites

- A supply side appraisal of all employment sites over an updated (lower) size threshold of 0.25ha; and
- Greater consideration of the legal or ownership problems that may affect the availability of sites, and the ways to overcome them.

2.2.13 The PPG states the requirement for a call for sites exercise to be undertaken, whereby landowners and developers are asked to submit sites with prospective employment and non-employment use for consideration. This ELR follows the methodology set out in the PPG.

Planning Practice Guidance – Housing and Economic Land Availability Assessments (2018)

2.2.14 In September 2018 the Government published updated Planning Practice Guidance (PPG) on 'Housing and Economic Land Availability Assessments'. It provides guidance on the need for the preparation of Local Plans to identify a future supply of land which is suitable, available and achievable for housing and economic development uses over the plan period.

2.2.15 The guidance indicates that such an assessment should: identify sites and broad locations with potential for development; assess their development potential; and assess their suitability for development and the likelihood of development coming forward (the availability and achievability). In itself such an assessment does not determine whether a site should be allocated, due to some sites considered being inappropriate for this bearing in mind constraints in policy or viability.

2.3 Regional Policy and Policy Evidence Base

The London Plan: Spatial Development Strategy for London (2016)

2.3.1 The London Plan was adopted in March 2016 by the Greater London Authority (GLA)⁶. The London Plan sets out an integrated social, economic and environmental framework for the development of London up to 2036.

Employment and the Economy

2.3.2 The London Plan outlines the Mayor's Vision and Objectives for sustainable development in London within six detailed objectives, outlining aspirations to 2036. Policies particularly relevant to employment, the economy and local development are:

- Objective 1: "A city that meets the challenges of economic and population growth in ways that ensure a sustainable, good and improving quality of life, emphasising the need for high quality homes and a reduction in inequality", and
- Objective 2: "An internationally competitive and successful city with a strong and diverse economy and an entrepreneurial spirit that benefit all Londoners and all parts of London".
- Policy 2.6: 'Outer London Vision and Strategy' outlines that the Mayor with other stakeholders such as Boroughs will work to realise the potential housed in Outer London. Local Development Frameworks (LDFs) and other development frameworks

⁶ Greater London Authority (GLA), (2016); The London Plan: Spatial Development Strategy for London.

are expected to build upon the diversity and strengths of Outer London "to enhance and promote its distinct existing and emerging strategic and local economic opportunities, and transport requirements".

- Policy 2.7: 'Outer London Economy' sets out the Mayor and relevant stakeholders should address the constraints and utilise the opportunities so that economic growth in Outer London can rise above long-term economic trends. The Plan seeks to do this through:
 - *"Enabling existing sources of growth to perform more effectively;*
 - *Identifying, developing and enhancing capacity to support both viable local activities and those with a wider than sub-regional offer, including strategic outer London development centres*
 - *Improving accessibility to competitive business locations (especially town centres and strategic industrial locations)*
 - *Providing strategic and local coordination within development corridors, including across the London boundary, to enhance competitive advantage and synergies for clusters of related activities and business locations*
 - *Consolidating and developing the strengths of outer London's office market through mixed-use redevelopment and encouraging provision in competitive locations, including through the use of land use 'swaps'; and*
 - *Managing and improving the stock of industrial capacity to meet both strategic and local needs, including those of small and medium firms (SMEs), start-ups and businesses requiring more affordable workspace including flexible, hybrid and office/industrial locations".*

Opportunity Areas and Areas for Intensification

- Policy 2.13: 'Opportunity Areas and Intensification Areas' are the major reservoirs of brownfield land in Greater London and are primed for further development. The Mayor within Opportunity Areas (OA) and Areas for Intensification (AFI) aims to provide encouragement, support and leadership to prepare and implement planning the growth potential of these areas. Development proposals within these areas should *"contribute towards meeting (or where appropriate, exceeding) the minimum guidelines for housing and/or estimates for employment capacity"*. LB Enfield is partly located within the Upper Lee Valley Opportunity Area (OA) which is estimated to have capacity for 20,100 net additional dwellings and 15,000 net additional jobs up to 2036.
- Policy 2.16: 'Strategic Outer London Development Centres' outlines that the Mayor with Boroughs and relevant stakeholders will *"develop and promote strategic development centres in outer London or adjacent parts of inner London with one or more strategic economic functions of greater than sub-regional importance"*. All stakeholders will develop and activate *"planning frameworks and/or other appropriate spatial planning and investment tools that can effect positive change to realise the potential of strategic outer London development centres"*.

Town Centres

- Policy 2.15: 'Town Centres' states that centres should be *"the main foci beyond the Central Activities Zone for commercial development and intensification"*. The London Plan defines Enfield Town as a 'Major Centre' with medium growth potential, while Angel Edmonton, Edmonton Green, Palmers Green and Southgate as 'District Centres' with medium growth potential.
- Policy 4.7: 'Retail And Town Centre Development' indicates that Boroughs should:

- *"Identify future levels of retail and other commercial floorspace need (or where appropriate consolidation of surplus floorspace) in light of integrated strategic and local assessments*
- *Take a proactive partnership approach to identify capacity and bring forward development within or, where appropriate, on the edge of town centres; and*
- *Manage existing out of centre retail and leisure development in line with the sequential approach, seeking to reduce car dependency, improve public transport, cycling and walking access and promote more sustainable forms of development".*

Offices

- Policy 4.2: 'Offices' outlines that *"the Mayor and boroughs and other stakeholders should:*
 - *Support the management and mixed use development and redevelopment of office provision to improve London's competitiveness*
 - *Recognise and address strategic as well as local differences*
 - *Encourage renewal and modernisation of the existing office stock in viable locations to improve its quality and flexibility*
 - *Seek increases in the current stock where there is authoritative, strategic and local evidence of sustained demand for office based activities; and*
 - *Monitor the impacts of government liberalisation of Permitted development rights for changes of use from offices to residential".*

Industrial Land

- Policy 4.4: 'Managing Industrial land and Premises' states that the Mayor will work with Boroughs and other partners to *"adopt a rigorous approach to industrial land management to ensure a sufficient stock of land and premises to meet the future needs of different types of industrial and related uses in different parts of London".* Monitoring and managed release of surplus industrial land can also contribute to strategic and local planning objectives such as new housing provision.

Housing

- Policy 3.3: 'Increasing Housing Supply' recognises that there is a *"pressing need for more homes in London in order to promote opportunity and provide a real choice for all Londoners in ways that meet their needs at a price they can afford".* The London Plan aims for an additional 42,000 homes to be built annually in London to meet high demand. The minimum ten year (2015-25) housing target for the LB Enfield is 7,976.

Draft New London Plan (2017) and Minor Suggested Changes to the Draft New London Plan (2018)

- 2.3.3 In December 2017 the Mayor of London published 'The London Plan: Draft for Public Consultation' (Ref. 6-4), which in due course will replace The London Plan 2016. The Draft Plan is intended to serve as *"...a blueprint for the future development and sustainable, inclusive growth of our city" and provide an "integrated economic, environmental, transport and social framework for the development of London over the next 20-25 years".* Though the Draft New London Plan is a material consideration in planning decisions generally, and will gain more weight as it moves through the process to adoption. In

August 2018, the Mayor published a version of the Draft New London Plan which includes suggested minor changes.

2.3.4 The following points relating to economy and employment are of note:

2.3.5 Offices

- Policy E1: 'Offices' outlines "*the Mayor and boroughs and other stakeholders should:*
 - *Improve the quality, flexibility and adaptability of office space of different sizes*
 - *Increases in the current stock of offices should be supported in the locations in CAZ, NIOD and other nationally-significant office locations (e.g. Tech city and Kensington & Chelsea)*
 - *Realise the unique agglomeration and dynamic clusters of world city businesses and other specialist functions of the central London office market*
 - *Recognise the diverse office markets in outer and inner London (outside the areas identified above) should be consolidated and - where viable - extended, focusing new development in town centres and other existing office clusters*
 - *Support the existing viable office floorspace capacity in locations outside the areas identified above*
 - *Consult upon and introduce Article 4 Directions to ensure that the CAZ, NIOD, Tech City, Kensington & Chelsea and geographically-defined parts of other existing and viable strategic and local office clusters"*

Industrial Land

- Enfield is classified in the 'Provide Capacity' category, where "strategic demand for industrial, logistics and related uses is anticipated to be the strongest" and they 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 transport of goods by rail and/or water.*" The provide capacity means that Enfield will need to use its current industrial land stock more effectively and efficiently, and/or make new employment land designations.
- Policy E4: 'Land for industry, logistics and services to support London's economic function' states:
 - *"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 maintained, taking into account strategic and local employment land reviews, industrial land audits and the potential for intensification, co-location and substitution (see Policy E7).*
 - *The retention, enhancement and provision of additional industrial capacity across the three categories of industrial land (SIL, LSIS and non-designated industrial sites) should ensure that in overall terms across London there is no net loss of industrial floorspace capacity (and operational yard space capacity) within designated SIL and LSIS. Any release of industrial land in order to manage issues of long-term vacancy and to achieve wider planning objectives, including the delivery of strategic infrastructure, should be facilitated through the processes of industrial intensification, co-location and substitution set out in Policy E7.*
 - *Any release of industrial capacity in line with the above should be focused in locations that are (or are planned to be) well-connected by public transport, walking and cycling and contribute to other planning priorities including*

housing (and particularly affordable housing), schools and other infrastructure”.

- Policy E5: ‘Strategic Industrial Locations (SIL)’ outlines *“Strategic Industrial Locations should be managed proactively through a plan-led process to sustain them as London’s largest concentrations of industrial, logistics and related capacity for uses that support the functioning of London’s economy.”*
- A key policy in supporting the delivery of new industrial capacity is Policy E7: *‘Industrial intensification, co-location and substitution’*. The policy seeks to provide guidance on how the process of intensification, co-location and consolidation should be applied to facilitate any release of industrial land.
 - *“Development Plans and development proposals should be proactive and encourage the intensification of business uses in Use Classes B1c, B2 and B8 occupying all categories of industrial land through:*
 1. *introduction of small units*
 2. *development of multi-storey schemes*
 3. *addition of basements*
 4. *more efficient use of land through higher plot ratios having regard to operational yard space requirements (including servicing) and mitigating impacts on the transport network where necessary.*
 - *Development Plans and planning frameworks should be proactive and consider, in collaboration with the Mayor, whether certain logistics, industrial and related functions in selected parts of SILs could be intensified to provide additional industrial capacity. Intensification can also be used to facilitate the consolidation of the identified SIL to support the delivery of residential and other uses, such as social infrastructure, or to contribute to town centre renewal. This process must meet the criteria set out in part E below and ensure that it does not undermine or compromise the integrity or effectiveness of the SIL in accommodating the industrial-type activities*
 - *Development Plans and planning frameworks should be proactive and consider whether certain logistics, industrial and related functions in selected parts of LSIS could be intensified to provide additional industrial capacity and/or co-located with residential and other uses, such as social infrastructure, or to contribute to town centre renewal”.*
 - Policy E7 Part E states that any intensification within SIL or LSIS should deliver an increase (or at least no overall net loss) of capacity in terms of industrial, storage and warehousing floorspace with appropriate provision of yard space for servicing.

Housing

- Policy H1: ‘Increasing housing supply’ – B2 states *“boroughs should optimise the potential for housing delivery on all suitable and available brownfield sites through their Development Plans and planning decisions”* especially *“industrial sites that have been identified through the processes set out in Policy E4 Land for industry, logistics and services to support London’s economic function, Policy E5 Strategic Industrial Locations (SIL), Policy E6 Locally Significant Industrial Sites and Policy E7 Industrial intensification, co-location and substitution.”*
- Paragraph 4.1.1 suggests *“the SHMA has identified need for 66,000 additional homes per year”*. Notably, the target for the number of homes provided in the London Borough of Enfield increases compared with the London Plan 2016 from 791 net additional homes annually to 1,876 net additional homes per year between 2019/20

and 2028/29.

London Industrial Land Demand Study (2017)

- 2.3.6 The GLA published the London Industrial Land Demand in 2017. The study forecasts the demand for industrial land (land used by businesses operating from use classes B1c/B2 and B8) in London arising over the period of 2016-41.
- 2.3.7 Across London the demand for general and light industrial is projected to decline by 166.5ha. However, the demand of land for warehousing is projected to grow by 280ha over the same period, indicating an overall net gain requirement in industrial land requirement.
- 2.3.8 At a borough level LB Enfield is categorised as 'Provide Capacity' with a baseline net gain requirement of 52ha over the period of 2016-41. For this category the LILDS explains that "*Boroughs are experiencing positive net demand for industrial land and should seek some way to accommodate that demand*". This does not necessarily mean the LB Enfield needs to provide more land to support provision, as other forms of provision mechanisms such as intensification, co-location (with non-industrial) and geographical substitution (between London and the wider South East) can be applied to accommodate growth in industrial activity.

Draft Industrial Intensification Primer (2017)

- 2.3.9 The GLA published the draft Industrial Intensification Primer in 2017. It summaries the main forms that intensification and co-location could take:
1. Operational intensification
Improve the efficient use of both existing and new units by, for example, subdividing existing spaces and adding mezzanine level where needed.
 2. Site and built intensification
Improve the efficient use of land and avoid wasted place by, for example, building units to be as close as to the boundaries and pavements and building small units alongside larger ones.
 3. Smaller industrial units stacked on small units
Consider multi-storey options when build new, small industrial units.
 4. Smaller industrial units above larger units
- 2.3.10 Consider multi-story options when build new, large industrial units, for example, by having ramped access for vehicles to upper levels where small businesses operate.
- 2.3.11 There are three forms of industrial co-location with residential:
1. Industrial space alongside residential
Residential could be located on the edge of SIL for a more efficient transition. Industrial spaces can be located close to residential as long as an adequate consideration is given to servicing environments and environmental impacts.
 2. Smaller industrial units below residential
Residential could be located on the edge of SIL for a more efficient transition. Industrial spaces can be located close to residential as long as an adequate consideration is given to servicing environments and environmental impacts.

3. Larger industrial unit integrated into residential

- 2.3.12 The report indicates that co-location should only be considered where social infrastructure is sufficient.

Land for Industry and Transport Supplementary Planning Guidance (2012)

- 2.3.13 The GLA published the Land for Industry and Transport Supplementary Planning Guidance (SPG) in 2012⁷. The aim of the SPG is to ensure there is sufficient land for the development of industry and the expansion of transport systems in the future.
- 2.3.14 The SPG emphasises that there is increasing demand for industrial land from a range of other industries, and a balance must be found between "*retaining sufficient industrial land in appropriate locations and releasing land to other uses*". The SPG notes that "*Strategic Industrial Locations and Locally Significant Industrial Sites should in general be protected, and release of industrial land through development management should generally be focussed on smaller sites outside of the SIL framework*". Outer London Boroughs are expected to manage and improve industrial capacity stock to meet local and strategic needs, especially those of SMEs, start-ups and firms that require affordable workspaces.
- 2.3.15 The SPG identifies six key principal property markets which include the Lee Valley. The Lee Valley property market consists of areas of the Lower Lee, Enfield and Haringey. Enfield among other Boroughs in the northern section of the Lee Valley are encouraged "*to work with the GLA and other stakeholders to develop and implement policies, planning frameworks and other investment tools to realise the full potential of industrial locations*".
- 2.3.16 In Annex of the SPG industrial land release benchmarks are provided for all London Boroughs. All Boroughs are expected to release industrial land, except the City of London. LB Enfield is expected to release 33ha of industrial land between 2011 and 2031, equivalent to 1.7ha per annum. However,
- 2.3.17 Since the publication of the SPG, the London Industrial Land Supply and Economy (LILSE) study (2015, see below) has identified that from 2010-2015, 21.2ha of industrial land was released in LB Enfield, equivalent to a ratio of 4.24ha per annum, a rate of release significantly higher than the SPG benchmark.
- 2.3.18 A re-assessment of industrial land release benchmarks is presently being undertaken by the GLA and its consultants. Once complete, the assessment together with the (LILSE) will likely inform the preparation of a new/updated SPG that may specify different benchmark rates of release for LB Enfield, potentially for different boroughs. This assessment is set to be published in summer 2017.

Greater London Industrial Land Supply and Economy Study (2015)

- 2.3.19 The London Industrial Land Supply and Economy Study was produced by AECOM and Cushman and Wakefield for the GLA to provide comprehensive analysis of London's supply of land in industrial and related uses such as warehousing for logistics, waste management, utilities, wholesale markets and vacant land (including time-series data for the 2001-2006-2010-2015 period)⁸. Backed by desk research, field surveys and Geographic Information System (GIS) mapping, the Study's purpose is to provide valuable

⁷ GLA, (2012); Land for Industry and Transport Supplementary Planning Guidance.

⁸ GLA, (2015); Greater London Industrial Land Supply and Economy Study.

input into the evidence base for the review of the London Plan, and other reports relating to industrial land. The Study assists the GLA, Transport for London (TfL), the London Boroughs, and other partners to implement a rigorous strategy for industrial land management and investment, and to plan, monitor and manage release of surplus land to contribute to strategic and local planning objectives.

2.3.20 The study found that there was 462.7 hectares (ha) of industrial land in LB Enfield in 2015. Out of the industrial land in LB Enfield:

- 146.5ha was occupied by industry and 169.4ha was occupied by warehouses, totalling 315.9ha of land in 'core' industrial use
- 122.4ha was occupied by wider industrial land uses (such as utilities and waste management facilities), and
- 24.3ha was vacant industrial land.

London Office Policy Review 2017

2.3.21 The GLA published the London Office Policy Review (LOPR) in June 2017. The LOPR provides information on the supply and demand for offices in London, and analysis of the operation of the office market and its relationship with planning policy⁹. The report supersedes the 2014 LOPR and emphasises that the London office market has since changed significantly as a result of: evolving workstyles, firm restructuring, new forms of occupation, spatial restructuring, loss of office stock to housing, market dynamics, employment sector changes and Brexit.

2.3.22 The main findings of the 2017 report are that against the context of Brexit uncertainty, the general outlook for the city's future as a global financial centre remains optimistic. From 2016 to 2041, the office employment projections suggest an increase of 619,300 jobs in London, which translates into a large net demand for office floorspace provision.

2.3.23 Across LB Enfield office-based jobs are forecast to grow by c.3,600 over the 25yrs forecast. Floorspace demand is forecast using different techniques. Based on an average employment density ratio and with an allowance for vacant space the growth in jobs equates to a net requirement for 43,658sqm of office space. Alternatively, the trend floorspace stock projection for the borough is -16,700sqm. Bringing these two projections together a third 'composite' projection, based on an average of the trend based and employment based office floorspace projections, estimates the potential demand to be 13,500sqm for the period 2016-2041.

The Mayor's Economic Development Strategy for London (2010)

2.3.24 The GLA in 2010 published a new Economic Development Strategy for Greater London¹⁰. The purpose of the strategy is to provide relevant stakeholders, public authorities and interested parties, with a vision for London's future, an analysis of the economy and policy directions for achieving its ambitions; and to clarify roles and responsibilities with other partners who make a major contribution to developing London's economy.

2.3.25 The strategy is framed around economic objectives which focus on: the promotion of London as a competitive business environment; attracting investment in infrastructure

⁹ GLA, (2017); London Office Policy Review.

¹⁰ GLA, (2010); The Mayor's Economic Development Strategy for London.

and regeneration; and retaining London's position as a leading international centre of learning, creativity, and innovation. London's strengths are highlighted in industries such as financial and business services, consulting, engineering, architecture, legal services, research and design and product development.

Upper Lee Valley Opportunity Area Planning Framework (2013)

2.3.26 The Upper Lee Valley Opportunity Area Planning Framework (OAPF) was adopted by the GLA in July 2013¹¹. The eight objectives of the OAPF are as follows:

- *"Growth at Tottenham Hale, Blackhorse Lane, Meridian Water in Central Leaside¹² and Ponders End*
- *Optimised development and redevelopment opportunities along the A10/A1010 Corridor*
- *Over 15,000 new jobs by 2031 across a range of industries and a green industrial hub creating greater learning and employment opportunities*
- *Over 20,100 new well designed homes by 2031*
- *Full integration between existing communities and the new jobs, homes and services provided as part of the new developments*
- *A Lee Valley Heat Network linked to Edmonton Eco Park*
- *Significant investment and improvements to transport infrastructure, including four trains per hour on the West Anglia Mainline and improvements to help people walk and cycle more easily through the area; and*
- *A fully accessible network of green and blue spaces which open up the Lee Valley Regional Park. The networks between them will be improved benefitting both people and wildlife".*

2.3.27 In LB Enfield Meridian Water and Ponders End are outlined by the OAPF as two of the key development areas in the Upper Lee Valley. Meridian Water is estimated to have capacity for up to 5,000 new homes and 3,000 additional jobs, while Ponders End as of publishing the OAPF was seeing the redevelopment of a vacant Middlesex University Campus into 400 new homes. Additionally, the LB Enfield in 2012 gave permission for the demolition and redevelopment of the Alma Housing Estate to replace the existing 717 dwellings with 750-1,000 new homes.

London-Stansted-Cambridge Consortium Prospectus (2014)

2.3.28 The London-Stansted-Cambridge Consortium (LSCC) is a partnership of local authorities and business interests in the corridor from London to Cambridge and Peterborough¹³. It also includes the South East LEP, Hertfordshire LEP, London Enterprise Panel and Greater Cambridgeshire and Greater Peterborough LEP.

2.3.29 In 2014 the LSCC published the Agenda for Jobs, Growth and Improved Liveability prospectus which outlines how the economy could be further developed. The prospectus highlights the potential of the area for strong economic growth due to the existing transport infrastructure and clusters of innovative business sectors such as life sciences in some locations along the Corridor.

¹¹ GLA, (2013); Upper Lee Valley Opportunity Area Planning Framework.

¹² Now named 'Edmonton Leaside'.

¹³ London-Stansted-Cambridge Consortium (LSCC), (2014); An Agenda for Jobs, Growth and Improved Living.

- 2.3.30 Over the next 20 years the area is forecasted to generate 176,000 new jobs. It is estimated that 5,600,000sqm of new commercial space could be delivered, of which 315,000sqm could be in the North London sub-area where LB Enfield is located. Within the Borough Enfield Town Centre, Innova Park, Brimsdown and Ponders End and Meridian Water are designated as some of the key opportunity projects within the North London sub-area.

Transport for a World City (2016)

- 2.3.31 The National Infrastructure Commission in March 2016 published a report titled Transport for a World City¹⁴. In the report the Commission found the strategic case for Crossrail 2 is well founded and recommended that the project is taken forward to the next stage of developing it. The Commission also recommended that Crossrail 2 should be given priority over other transport schemes that are planned for Greater London, and that a hybrid bill for the scheme should be submitted to Parliament by 2019 for MPs to vote on.
- 2.3.32 The proposed route for Crossrail 2 at the moment runs north from Tottenham Hale along the WAML through LB Enfield into Hertfordshire. On the LB Enfield stretch of the line trains are planned to stop at Angel Road, Ponders End, Brimsdown and Enfield Lock stations. If the scheme is complete, commuters and general rail users travelling to and from the four stations will benefit from increased capacity and faster journey times into Central London.
- 2.3.33 In addition to improving public transport and rail services in LB Enfield, Crossrail 2 is expected to facilitate the development of 200,000 new homes, of which a proportion will likely be built within the Borough. This will likely stimulate the local construction industry, providing more jobs for local residents. However, it could also put pressure on other land uses near to stations such as strategic industrial land around Brimsdown.

2.4 Local Policy

Enfield Core Strategy (2010)

- 2.4.1 LB Enfield adopted the Core Strategy in 2010¹⁵. The Core Strategy is the overarching planning document in the Borough's Local Development Framework, supported by others such as the Development Management Document¹⁶ and North East Enfield Area Action Plan (AAP)¹⁷. It sets out the Council's vision for the Borough up to 2026 and beyond, providing "*the broad strategy for the scale and distribution of development and the provision of supporting infrastructure*".
- 2.4.2 The Core Strategy outlines the Council's spatial vision for 2026 is that "Enfield will be a prosperous and sustainable Borough with a strong sense of place and identity. It will be a place that people are proud to call home and want to invest in. Both the resident and working populations will grow, due to Enfield's strategic position relative to two of the Government's growth areas and the UK's main economic driver, Central London". The vision is structured around ten objectives, of which the following are relevant to employment land:
- Strategic Objective 1: 'Enabling and focusing change' aims to meet the future needs of LB Enfield's current and potential forthcoming population "*by focusing*

¹⁴ National Infrastructure Commission, (2016); Transport for a World City.

¹⁵ London Borough of Enfield (LB Enfield), (2010); Core Strategy.

¹⁶ LB Enfield, (2014); Development Management Document.

¹⁷ LB Enfield, (2016); North East Enfield Area Action Plan.

transformational change and growth in the Upper Lee Valley, in existing town centres and new neighbourhoods".

- Strategic Objective 4: 'New homes' seeks to "meet the housing needs identified in LB Enfield's Housing Mark Assessment, improving existing housing stock, developing new housing, including mixed tenure".
- Strategic Objective 6: 'Maximising economic potential' aims to "develop a spatial framework for a diverse and competitive economy in LB Enfield, maximising the economic potential of the Upper Lee Valley and town centres, enhancing appropriate employment locations and ensuring a more efficient use of land".
- Strategic Objective 7: 'Employment and Skills' seeks to "support job creation and address the levels of unemployment and economic inactivity in the south and east of the Borough, including amongst young people and disadvantaged sections of the community".

2.4.3 Policies from the Core Strategy relevant to employment land and the wider pressures upon it include the following:

- Core Policy 1: 'Strategic Growth Areas' outlines that the Council plans to focus development and growth in four specific areas of the Borough: Central Leaside¹³; North East Enfield; Enfield Town; and "the area around the North Circular Road at New Southgate".
- Core Policy 13: 'Promoting Economic Prosperity' points that the Borough will protect and enhance Enfield's employment offer to enable the generation of 6,000 or more net additional jobs between 2010-2026. In all, 4,000 or more jobs are to come from within the Upper Lee Valley and 2,000 or more in Enfield's town centres.
- Core Policy 14: 'Safeguarding Strategic Industrial Locations', through this policy the Council will safeguard Strategic Industrial Locations (SIL) including: Freezywater; Innova Park; Brimsdown; Redburn Trading Estate; Meridian Business Park; Aztec 406; Edmonton Eco Park; Montagu Industrial Area; Eley's Estate; Harbet road Industrial Area; and Great Cambridge Road and Martinbridge Trading Estate.
- Core Policy 15: 'Locally Significant Industrial Sites' outlines that the Council will safeguard Locally Significant Industrial Sites (LSISs) for a range of industrial uses if the sites continue to meet demand and meet the requirements of modern businesses. The LSISs include: Alma Industrial Estate; Claverings Industrial Estate; Montagu Industrial Area; Commercial Road and North Middlesex Estate; Lanhedge Lane Industrial Estate; Queensway Area; New Southgate Industrial Area; Regent's Avenue Area; and Oakthorpe Dairy.
- Core Policy 17: 'Town Centres' aims to "strengthen the role of Enfield's town centres by focusing new commercial, retail, leisure, office, residential and other appropriate social infrastructure related uses". Enfield Town which is designated as a 'Major Centre' by the London Plan will continue to be "supported as the main destination for comparison goods shopping, and also the main centre for leisure, entertainment and cultural activities, as well as office uses".
- Core Policy 19: 'Offices' outlines that the Council will "protect and enhance Enfield Town as the main location in the Borough for new office development with particular emphasis on accommodating office floorspace around Enfield station, as well as the renewal and modernisation of existing offices".
- Core Policy 37: 'Central Leaside'¹³ points 'the majority of the Central Leaside area will retain its industrial and employment character". SILs and LSISs will be retained and intensified. "Where opportunities arise, the commercial stock will be renewed and modernised and transport accessibility improved".

- Core Policy 38: 'Meridian Water' outlines the Council's objective of developing 5,000 new homes, 1,500 new jobs and the accompanying infrastructure within the Meridian Water boundary by 2026. Where there the opportunity present adjacent employment areas including Harbet Road Industrial Estate will be upgraded "*to complete transformation in the Meridian Water Area*".
- Core Policy 39: 'Edmonton' sets out that "*further housing, shops and employment will be needed to reinforce and enhance the identity of the area, its role as a District Centre and to help implement socio-economic change through the provision of training facilities, employment opportunities and to create a better mix of tenures*".
- Core Policy 40: 'North East Enfield' outlines the Council aims to enhance the reputation of North East Enfield as a competitive business location, with important SILs such as Brimsdown and Freezywater retained, "*with the latter expanded to include Innova Park*". Ponders End is identified as having the potential to have up to 1,000 new dwellings developed within the area by 2026.
- Core Policy 42: 'Enfield Town' sets out the town centre has the potential to accommodate 500 additional dwellings as well as a proportion of the retail growth that the Borough is projected to experience.
- Core Policy 44: 'North Circular Area' outlines that the Council believes there is capacity within the North Circular Area for 2,000 new homes. The focus of development around in the Area will be around New Southgate, incorporating the Ladderswood Estate and New Southgate Industrial Estate. Improvements to local centres in the area will see an expansion of commercial space in them.

2.4.4 LB Enfield is currently developing a new Local Plan which once adopted will replace the current Core Strategy and other Development Plan Documents. A public consultation was held between December 2015 and February 2016 on options for the Local Plan. The Council is now developing more detailed options for planning policy choices. A Call for Sites has also been carried out and the suggested sites are now being assessed as part of developing options of the Plan.

Enfield Development Management Document (2014)

2.4.5 The Development Management Document was adopted by LB Enfield in November 2014¹⁸. It forms part of the Local Development Framework, providing detailed criteria for which planning applications will be determined on, building upon the vision contained within the Core Strategy. The following policies from the development Management Document are relevant to employment land and this ELR:

- DMD 19: 'Strategic Industrial Locations' sets out that "*only proposals involving general industrial, light industrial, storage and distribution, waste management, recycling, some transport related functions, utilities and other industrial related activities, including green industries and management of waste, will be permitted within Preferred Industrial Locations (PIL). Proposals involving a loss of capacity will be refused*".
- DMD 20: 'Locally Significant Industrial Sites' outlines "*proposals involving the loss of industrial uses within LSIS will be refused, unless it can be demonstrated that the development site is no longer suitable and viable for its existing or alternative industrial use in the short, medium and long term*". If this can be demonstrated then a change of use from industrial may be accepted if the proposed use does not compromise the primary function of the LSIS and a significant amount of business/industrial uses are contained within the development.

¹⁸ LB Enfield, (2014); Development Management Document.

- DMD 21: 'Complementary and Supporting Uses within SIL and LSIS', through the policy the Council allow small scale walk-to services in SIL and LSIS. This includes services such as crèches and cafes to serve the needs of the industrial occupiers. Retail services will be accepted if it is not the primary function of the space.
- DMD 22: 'Loss of Employment Outside of Designated Areas' outlines that proposals that lead to a loss of employment land outside of SIL and LSIS will be denied, unless the developer can demonstrate "*that the site is no longer suitable and viable for continued employment use*".
- DMD 23: 'New Employment Development' sets out that new industrial development within SIL and LSIS will be permitted if the accommodation is flexible to meet future business needs, environmental impacts are limited and environmental effects such as noise and disturbance on the area is limited. Proposals for new industrial/warehousing outside of SIL and LSIS will be permitted only if the development will have no adverse effects on the surrounding area and demand for industrial floorspace is expected to continue.
- DMD 24: 'Small Businesses' proposals including "*the loss of units less than 50sqm suitable for start-ups and small businesses will be refused. The provision of small business units will be sought as part of proposals for the redevelopment of an existing employment-generating site and as part of mixed use schemes, in appropriate locations*".
- DMD 25: 'Locations for New Retail, Leisure and Office Development' sets out that the main bulk of comparison goods shopping, food and drink uses and large scale office and leisure development will be permitted in Enfield's four district centres (Angel Edmonton, Edmonton Green, Southgate and Palmers Green) and Enfield Town.

Enfield Employment Land Review (2012)

- 2.4.6 The previous Enfield ELR was published in 2012¹⁹. The ELR assessed the future demand and supply of employment floorspace in LB Enfield, "*whilst assessing the suitability of existing and proposed employment floorspace in terms of its ability to meet future demand*". The study was designed to inform the Council's Local Plan and provide planning guidance for future planning policy development.
- 2.4.7 The ELR found that there had been growth in demand for distribution and logistics space and reduction in demand. Businesses from Central and Inner London were relocating to LB Enfield and other Outer London Boroughs due to the significant decrease in the amount of industrial land available there, while land release up to the publication of the ELR had been at a lower rate. Overall, the ELR recommends that the Council "*could ideally*" allocate new development sites for development of employment space, identify new land and consider any windfall sites for new employment space within constraints. The employment space would likely be warehousing for distribution and logistics. However, the ELR does note that the Council is concerned about the potential for more warehousing to overburden the Borough's infrastructure.
- 2.4.8 In regard to offices, the ELR found that demand for new offices in the market was low at the time of the ELR's publication and that the market was not likely in the future to significantly pick-up. Any future development was expected to happen through small office developments in LB Enfield's town centres or in the local centres included as part of large mixed-use regeneration schemes such as Meridian Water.

¹⁹ LB Enfield, (2012); Enfield Employment Land Review.

Enfield Industrial Estates Strategy (2014)

2.4.9 The final version of the Enfield Industrial Estates Strategy was published in 2014²⁰. The strategy acts as the framework to enable the Council's vision for the Upper Lee Valley. The main goal of the strategy is *"to ensure that the industrial estates assets of the Borough are used to their full potential to achieve economic growth and prosperity for businesses in Enfield and to provide stable and well-paid employment opportunities for Enfield's residents"*. To deliver the goal the strategy includes four strategic objectives:

- SO1: Maximise operational effectiveness of existing estates;
- SO2: Create the conditions for growth;
- SO3: Build the Enfield offer; and
- SO4: Ensure Enfield residents share in the growth.

2.4.10 An action plan is included as part of the strategy to deliver the four objectives. The measures in the action plan include: enhancing the strategic highway network through a new link to M25 junction 26; *"develop a targeted approach to support and promote the development of key growth sectors; and develop the growth in the number of new enterprises to allow for increased flexibility in developing new products and entering new markets"*.

Enfield Retail and Town Centre Study (2014)

2.4.11 The aim of LB Enfield's Retail and Town Centre Study (2014) is to act as part of the evidence base for the Council's emerging planning policy²¹. It provides review of current retail and leisure floorspace supply, and a quantitative and qualitative review of demand for additional retail, leisure and other town centre uses in the Borough.

2.4.12 The study found that up to 2024 there is likely a surplus of convenience good expenditure which could support an additional gross 9,206sqm of convenience goods floorspace, and by 2029 14,414sqm gross of convenience goods floorspace. By 2029 across the Borough additional comparison goods spending is forecast to have the potential to support 38,194sqm of comparison goods floorspace across the Borough. An additional 13,259sqm of food and beverage (A3-5) is also estimated to be required by 2029.

North East Enfield Area Action Plan (2016)

2.4.13 The North East Enfield AAP was adopted in June 2016 by the Borough²². The purpose of the AAP *"is to guide future investment and development, culminating in the wholesale regeneration of the area"*. The objectives of the AAP are:

- *"Long term coordinated planning for growth;*
- *Employment growth and the local economy;*
- *Sustainable neighbourhoods;*
- *Maximising value of natural assets; and*
- *Infrastructure investment"*.

²⁰ LB Enfield, (2014); Enfield Industrial Estates Strategy.

²¹ LB Enfield, (2014); Retail and Town Centre Study.

²² LB Enfield, (2016); North East Enfield Area Action Plan.

- 2.4.14 The AAP includes a number of policies relevant to employment land and the industrial estates located with North East Enfield. These include:
- Policy 6.1: 'Improving Existing Industrial Areas' outlines that *"a coordinated approach is required to ensure that existing industrial areas are kept at pace with the demands of businesses and take s advantage of the area' position within the London-Standed-Cambridge Corridor"*. Development of new or redevelopment of old industrial space within SILs and LSISs will be permitted.
 - Policy 6.2: 'Improving the Great Cambridge Road and Martinbridge trading Estate' sets out that *"the Cambridge Road and Martinbridge Trading Estate is the only industrial business park in North East Enfield"*. Development of other uses within it will not be permitted unless they are complementary to the overall operation of the business park.

North Circular Area Action Plan (2014)

- 2.4.15 The North Circular AAP (2014) "sets out the planning framework for the future of the North Circular corridor between the A109 at Bounds Green and A10 Great Cambridge Road"²³. The AAP is designed to enable *"a step change for the area, supporting and guiding regeneration that will lift decades of uncertainty"*. An objective of the AAP is to provide new employment opportunities. These opportunities will be delivered through new employment development in Arnos Grove/New Southgate. In addition, there will be improvements in streetscape and opportunities at a number of sites for housing led regeneration.

Edmonton Leaside Area Action Plan (2017)

- 2.4.16 Edmonton Leaside is in the south eastern corner of Enfield and includes the Meridian Water regeneration area, established employment estates, Lee Valley Regional Park, Picketts Lock and major infrastructure facilities such as the Edmonton Eco Park and Deephams Sewage Treatment Works. The Edmonton Leaside AAP, previously known as the Central Leaside AAP, was renamed to better reflect its location.
- 2.4.17 In January 2017 Council approved the Proposed Submission Edmonton Leaside AAP for public consultation and submission to the government for examination. A renewed AAP was then prepared due to changing circumstances surrounding Meridian Water, which included the award of Housing Zone funding, a need for more homes and jobs, and the purchase of significant land and potential future proposals for Crossrail 2.
- 2.4.18 The AAP states, '[t]o achieve a balance of transformation change and support ongoing industrial capacity in Edmonton Leaside, SIL will continue to be protected in Edmonton Leaside beyond the Meridian Water boundary. Furthermore, additional SIL locations have been identified to ensure the most effective functioning and protection of land for industrial uses in Edmonton Leaside' and that in recognition that demand for space is expected to grow, '[t]he SIL areas designated can potentially provide locations for businesses displaced from within Meridian Water. The intensification of Edmonton Leaside's industrial estates ...will also assist in meeting any need, along with industrial estates in other parts of Enfield' (page 87).
- 2.4.19 The Edmonton Leaside Area Action Plan (AAP) was submitted to the Secretary of State for independent examination in April 2018. The hearing will be held in October 2018.

²³ LB Enfield, (2014); North Circular Area Action Plan.

2.5 Employment Land Policy of Surrounding Local Authorities

- 2.5.1 The growth ambitions and employment land forecast needs of the local authorities in proximity to LB Enfield are presented in **Table 2-1**.
- 2.5.2 **Table 2-1** shows that the local authorities, like LB Enfield, have aspirations for economic growth in the future. Across the local authorities the general trend is that they have ambitions to increase the number of office jobs within their boundaries. The employment forecasts in their ELR's generally support that they will experience expansions in office job numbers, and therefore require more office floorspace. The ELR's for most authorities demand in the future will increase for land and floorspace dedicated to B8 use businesses.

Table 2-1 Neighbouring Local Authority Economic Objectives and Employment Land Positions (as of 2016)

Local Authority	Documents	Objectives	Employment Land Position
Barnet	Core Strategy 2012; Employment land Review (2009)	The Borough wishes to deliver 21,000 new jobs in its major regeneration areas by 2025/26. These include the Colindale/ Burnt Oak and Cricklewood/ Brent Cross London Plan OAs.	Barnet's Employment Land Review forecasts the Borough will need from 1.5-13.5ha of new employment land between 2009 and 2026. Most future employment land demand is expected to come from growth in B1 jobs, with demand decreasing for B2 premises. LB Barnet are preparing a new ELR for publication later in 2017.
Haringey	Local Plan: Strategic Policies (2013); Employment land Study (2015)	LB Haringey's Local Plan outlines that the Borough expects new jobs to come forward in growth areas such as 1,500 jobs in the Wood Green/ Haringey Heartlands AFI and a substantial number in Tottenham Hale. Current B use floorspace will be protected to help meet forecast demand for an additional 137,000sqm B use floorspace by the end of the Plan period.	The Employment Land Study forecast that LB Haringey will require from 48,800sqm to 102,600sqm of B1a/b floorspace between 2011 and 2031, equating to a minimum of 8ha of land. B1c/B2 employment is expected to decline and B8 to increase. However, given the lack of sites in the Borough, further growth in B8 floorspace is considered to be unlikely.
Redbridge	Local Plan: Pre-Submission Draft (2015); Employment Land Review (2016)	The Borough's draft Local Plan includes jobs targets for a number of large sites such as Ilford Town Centre (2,000), Crossrail Corridor (2,000), Gants Hill (500) and Barkingside (200). The Council hopes in Ilford that the 2,000 new jobs can be delivered through an additional 20,000sqm of office floorspace in the town centre.	Redbridge's 2026 Employment Land Review forecasts that based upon the most recent GLA employment projections for the Borough at time of publishing was going to need to 20.32ha of new employment land by 2031 and 23.55ha by 2036. The majority of the land will be for B8 uses. However, if historic development rates continue from 7.54ha to 18.1ha of employment land could be lost by 2036.

Local Authority	Documents	Objectives	Employment Land Position
Waltham Forest	Core Strategy (2013); Employment Land Study (2009)	No overall jobs target is set in the Core Strategy. However, it does outline that Blackhorse Lane has additional capacity for 1,000 new jobs. The Core Strategy also notes that the Council wants to move the Borough's economy from being reliant on the manufacturing and public service sectors, and towards well-paid, higher-skilled jobs which through up-skilling can be taken by current residents.	LB Waltham Forest's Employment Land Study forecasts that between 2009 and 2026 and Borough will need from 3.1 to 3.7ha of B1 land and -24.5 to -11.1ha of B2/B8 use land.
Broxbourne	Draft Local Plan (2016); Employment Land Study (2016)	The Draft Local Plan outlines the Council has concluded that there is the need to plan for at least 7,500 new jobs. The TwentyFive25 and Brookfield sites are expected to deliver the majority of these jobs (4,500 jobs and 3,000 jobs respectively). The Council would like the majority of these jobs to be in knowledge-based, high-value sectors.	The latest Employment Land Study forecasts that Broxbourne will experience net demand for 17,500sqm of B1a/b use floorspace, 160,700sqm of B8 use floorspace (35.7ha of land) and 41,500sqm of B1c/B2 use floorspace (9.2ha of land).
Epping Forest	Issues and Options for the Local Plan Consultation Document (2012); Employment Land Review (2010)	Epping Forest Council is currently consulting on a new Local Plan. The most recent Issues and Options document sets the option of bringing forward 3,960 new jobs up to 2033, based upon the now defunct East of England Plan (2011).	The 2010 Employment Land Review forecasts that the District will need 66,000 sqm (up to 8.7ha) of employment floorspace to meet future demand up until 2031. The majority of this floorspace is expected to be B1a, but there is also potential for B1c and B2 floorspace demand to increase based upon the business survey that was done as part of the Employment Land Review.
Haringey	Local Plan: Strategic Policies (2013); Employment land Study (2015)	LB Haringey's Local Plan outlines that the Borough expects new jobs to come forward in growth areas such as 1,500 jobs in the Wood Green/ Haringey Heartlands AFI and a substantial number in Tottenham Hale. Current B use floorspace will be protected to help meet forecast demand for an additional 137,000sqm B use floorspace by the end of the Plan period.	The Employment Land Study forecast that LB Haringey will require from 48,800sqm to 102,600sqm of B1a/b floorspace between 2011 and 2031, equating to a minimum of 8ha of land. B1c/B2 employment is expected to decline and B8 to increase. However, given the lack of sites in the Borough, further growth in B8 floorspace is considered to be unlikely.

Local Authority	Documents	Objectives	Employment Land Position
Hertsmere	Local Plan Core Strategy DPD (2013); Hertfordshire London Arc Jobs Growth and Employment Land (2009)	Hertsmere's Core Strategy through Policy CS8 will provide at least 110ha of land designated for the development of B-use class floorspace within the Borough.	Hertfordshire County Council's London Arc Jobs and Employment Land (2009) study forecasts that Hertsmere will require 36,677sqm of net additional office floorspace to support 2,038 new office jobs between 2006 and 2026. Industrial and warehouse jobs are forecasts to decrease over the same time period by -1,572.
Welwyn and Hatfield	Draft Local Plan Proposed Submission (2016); Economy Study Update (2016)	The Council's draft Local Plan's creating 16,900 new jobs over the course of the plan period up to 2032. This includes developing at least 116,400sqm of new floorspace for new office, industrial and warehouse jobs.	Between 2013 and 2032 the Economy Study Update forecasts that Welwyn and Hatfield will need the following areas of land to meet demand for employment land: 8ha for B1a/b uses; 2ha for B1c uses; and 16ha for B8 uses. Demand for B2 uses is forecast to decrease.

Source:

Barnet, (2009); Employment Land Review; Barnet, (2012); Barnet's Local Plan (Core Strategy): Development Plan Document Broxbourne, (2016); Employment Land Study; Broxbourne, (2016); Draft Local Plan Epping Forest and Brentwood, (2010); Employment Land Review; Epping Forest, (2012); Issues and Options for the Local Plan: Consultation Document Haringey, (2015); Employment Land Study; Haringey, (2013); Local Plan: Strategic Policies Hertfordshire County Council, (2009); Hertfordshire London Arc Jobs Growth and Employment Land Hertsmere, (2013); Core Strategy: Development Plan Document; Waltham Forest, (2009); Employment Land Study Waltham Forest, (2013); Core Strategy; Welwyn and Hatfield, (2016); Economy Study Update; Welwyn and Hatfield, (2016); Draft Local Plan Proposed Submission.

2.6 Summary

- 2.6.1 The planning system plays an important role in promoting economic growth and building a strong, competitive economy, recognised in the National Planning Policy Framework (NPPF). The National Planning Policy Guidance supports the translation of planning aspirations into policy development.
- 2.6.2 At a regional level policy on employment land-use is set out in the London Plan (2016) with further details regarding benchmark release / provision at a borough level being set out in the GLA Land for Industry and Transport SPG (2012). The Draft New London Plan was published in 2017 and was updated with Minor Suggested Changes in August 2018. It sets a different tone in terms of employment land provision, building on key evidence base findings on supply and demand for industrial land. The draft policies place an emphasis on capacity provision through intensification, co-location and recognises the importance of substitution effects which support the move to a more efficient spatial provision of capacity. The Examination in Public of the Draft New London Plan will be held at the start of 2019.
- 2.6.3 The London Plan sets out its vision for the North London sub-region, of which LB Enfield is a part. The centre of the vision is on optimising the development of its Opportunity Areas; tackling barriers to work and social exclusion; managing the release of surplus industrial land; and planning effectively for sustainable economic growth, including in sectors of new and emerging technologies. The Borough's location in the centre of the LSCC means that it has the potential to take advantage of these sectors in the future.
- 2.6.4 At the local level LB Enfield adopted the Core Strategy in 2010. The Strategy is the overarching planning policy document in the Council's LDF and sets out the Council's vision for the Borough up until 2026. A number of other documents in the LDF support in the Core Strategy. These include the Development Management Document, North East Enfield AAP and North Circular AAP. In addition to the current LDF, the Council is preparing a new Local Plan and Edmonton Leaside AAP. All documents present the Council's vision for the Borough as one that has potential for growth, taking advantage of the Borough's largest opportunities and strengths such as Meridian Water, its large stock of industrial land and strategic location in the Upper Lee Valley OA.
- 2.6.5 Overall, the literature and planning policy review has emphasised the need for LB Enfield to plan ahead to unlock the Borough's key regeneration opportunities, maximise its locational advantage and efficiently utilise its current employment land stock to break from previous growth trends.

3. The Local Economy

3.1 Introduction

3.1.1 This section profiles the economy of LB Enfield using a number of key socio-economic indicators and drawing on the primary data from the Enfield Business Survey 2017. The analysis informs an understanding of the Borough's economic strengths and weaknesses that may impact upon demand for employment land and premises. Key indicators profiled include:

- Population, including the working population, and skill and occupational profile of residents
- Commuting patterns
- The workplace economy, by business stock and size, and
- Workplace employment by industry sector.

3.1.2 To provide a comparative assessment LB Enfield is benchmarked against Functional Economic Market Area (FEMA) and London averages when relevant.

3.1.3 The analysis was undertaken prior to submission of the February 2017 draft report and therefore datasets used date to 2016 and 2015. The reason for not updating this section with the latest data available is set out in Section 1.4.

3.2 LB Enfield's Functional Economic Market Area

3.2.1 A key upfront task is to determine the functional economic market area (FEMA) as this area provides a suitable geography to assess commercial market conditions and consider future demand arising.

3.2.2 The UK Planning Practice guidance outlines that 'need' should be assessed within the context of a Functional Economic Market Area (FEMA). The guidance does not offer a standardised method of how to define a FEMA. However, it does provide a list of indicators that can be used to help define FEMAs. These include

- *"The extent of any Local Enterprise Partnerships (LEP) with the area*
- *Travel to work areas*
- *Housing market area*
- *Flow of goods, services and information within the local economy*
- *Service market for consumers*
- *Administrative area*
- *Catchment areas of facilities providing cultural and social well-being; and*
- *Transport network".*

3.2.3 Census 2011 origin and destination data shows LB Enfield as having strong connections with the Central Activities Zone (CAZ), central London and neighbouring local authorities. Residents commute to the CAZ and central London, while the Borough's own workforce commutes in from the surrounding local authorities such as Broxbourne and Waltham Forest.

- 3.2.4 The residents likely use the Borough's strong rail connections to reach stations such as King's Cross and Liverpool Street in the heart of London. In the meantime, workers commuting to LB Enfield from neighbouring local authorities and goods being transferred to Enfield's high number of distribution and logistics hubs will likely utilise the Borough's access to strategic roads such as the A10 and North Circular.
- 3.2.5 LB Enfield's travel to work flows and transport network access suggest that the Borough has a two part economic relationship: one part with Central London and the other with the area which surrounds the borough. Commercial property agents supported the view that surrounding boroughs typically make up an area of search by businesses seeking accommodation, and the geography of LB Enfield's housing market also supports the view that there are strong links between neighbouring local authorities and the borough.
- 3.2.6 On this basis the Borough's FEMA is judged to comprise the following local authorities:
- Barnet
 - Broxbourne
 - Epping Forest
 - Haringey
 - Hertsmere
 - Waltham Forest; and
 - Welwyn and Hatfield.
- 3.2.7 Further analysis on LB Enfield's FEMA can be found in **Appendix A**.

3.3 Population

- 3.3.1 Demand for employment sites and premises will be driven in part by trends in the size of the resident population.
- 3.3.2 The latest published population estimates show that LB Enfield has grown from 302,000 residents in 2009 to 328,400 in 2015 – an 8.7% increase over the six years. This is in line with the FEMA average increase (also 8.7%), but slightly lower than the Greater London rate of 9.2% over the period. In particular, Census data reveals that there has been a rapid growth in young residents in the Borough. In 2015, there were 1.8 times more residents aged 0-15 years old than those 65 years and over; and the young population growth over 2000-2015 had been 16.4 percentage points higher than that of the age 65+ population.
- 3.3.3 GLA population projections for LB Enfield suggest that by 2037 the Borough's population will grow by approximately 67,800 to 396,176²⁴. The population forecast could be higher still were major development schemes to come forward, for example the development of Meridian Water, and transformative infrastructure projects such as Crossrail 2. In addition, the vote for 'Brexit' – for the UK to leave the European Union – could, depending on the new trading terms established, and the impact on the economy significantly alter the flow of economic migrants between the EU and the UK, which could have demographic outcomes
- 3.3.4 The implication of population growth, is increased demand for housing, infrastructure,

²⁴ GLA, (2016); 2015 Rounded Trend-based Population Projections.

consumption of goods and services, and local employment opportunities, which is likely to lead to an increased demand for additional employment space.

3.4 Workforce and Employment

- 3.4.1 Statistics from the Office for National Statistics (ONS) show that in 2015 LB Enfield had approximately 210,300 working age residents (men and women aged 16 to 64), which represent approximately 64.0% of the resident population.²⁵ This proportion is slightly lower than the London-wide and FEMA averages (68.1% and 65.6% respectively).
- 3.4.2 ONS record that 160,900 (76.5%) of LB Enfield's working age residents are economically active, with 152,900 in employment. The proportion of working age residents is lower than Greater London as a whole (77.7%) but is in line with the FEMA (76.2%). The slightly lower rate of economic activity in LB Enfield compared to Greater London could be explained by the high rate of students over 16 years old, which represent 31.3% of the working-age population being economically inactive.
- 3.4.3 Self-employment in Enfield represents 22.5% of all residents in employment in 2015, compared to 17.8% for Outer London. This high self-employment level could imply a large amount of lower-value forms of working such as zero-hours contracts, agency contracting, Uber-type on-demand jobs, or other similar forms of work. The growth in these forms of employment which has been seen recently is likely to have various impacts on the labour profile, including high rates of part-time working and potentially lower salaries.
- 3.4.4 Additionally, 26% of all jobs undertaken by Enfield residents are in the public sector, compared to a rate of 19% for outer London. These figures allude to high exposure to certain types of employment, and go some way to explaining the low GVA per capita seen in Enfield of around £2000 per annum below the Outer London average.

3.5 Earnings

- 3.5.1 The Annual Survey of Hours and Earnings (ASHE) (2016) records that in 2015 the median gross weekly earnings of LB Enfield residents as £564, which is respectively £34 and £57 lower than the average earnings by FEMA and Greater London residents. ASHE records the median gross weekly earnings of people working in LB Enfield as £527. The earnings differential in favour of jobs located outside of the Borough reflect the out commuting of residents to better paid jobs. Further details are shown in **Table 3-1**.

Table 3-1 LB Enfield Resident and Workplace Earnings 2015

Median Gross Weekly Earnings Type	LB Enfield (£)	Greater London (£)	FEMA (£)
Resident	564	621	598
Workplace	527	660	556

Source: ONS, (2016) Annual Survey of Hours and Earnings – Resident and Workplace Analysis.

²⁵ ONS, (2016); Mid-year Population Estimates 2015.

3.6 Skills and Training

- 3.6.1 LB Enfield residents generally hold lower qualification levels in comparison to the rest of Greater London, but have similar qualification levels to the FEMA. In the Borough 80.9% of working age residents hold GCSEs and 41.0% are educated to a degree level or higher (National Vocational Qualification (NVQ) 4+). This is in line with the FEMA (39.8%) but significantly lower than London as a whole (49.8%). However, the proportion of residents with no qualifications in LB Enfield is similar Greater London (7.7% and 7.4% respectively). Further information is presented in **Table 3-2**.

Table 3-2 Population Qualifications Profile

Qualification Level	LB Enfield (%)	Greater London (%)	FEMA (%)
NVQ4+	41.0	49.8	39.8
NVQ3+	13.5	14.7	16.2
NVQ2+	12.0	11.6	14.5
NVQ1+	14.4	8.0	11.0
Other Qualifications	11.7	8.5	10.7
No Qualifications	7.7	7.4	7.7

Source: ONS, (2016); Annual Population Survey (January 2015 to December 2015). Note: figures may not sum due to rounding.

3.7 Occupational Classifications

- 3.7.1 **Table 3-3** sets out the occupations of LB Enfield residents compared with London and FEMA averages. The following points are observed:
- Standard Classification of Occupation (SOC) 2010 major group 1-3: This group has the strongest skills base and accounts for the largest number of residents by occupation in LB Enfield. The proportion of the resident workforce who holds such positions (42.8%) is however under the London (52.8%) and FEMA (49.0%) averages. In particular, the associate professional and technical occupations are under-represented in the Borough, accounting for 12.1% of the working population compared to 17.2% in Greater London and 15.4% in the FEMA.
 - SOC 2010 major group 4-5: The proportions of LB Enfield's residents (18.6%) in employment who hold these levels of occupations are slightly above the London average (17.7%), but lower than the FEMA (21.9%).
 - SOC 2010 major group 6-9: Combined 38.5% of LB Enfield's workforce is employed in these occupation groups, significantly higher than in Greater London (29%) and FEMA (29.0%). All four categories are over-represented in the Borough. The largest difference is in caring, leisure and other service occupations, with 12.4% of LB Enfield's workforce employed in it versus 8.1% in Greater London and 7.9% in the FEMA.
- 3.7.2 Indeed, there are 39,600 of these SOC 1-3 jobs based in Enfield itself, but 67,000 residents of Enfield were employed in these jobs. As seen in the 'Travel to Work' section below, the difference between these figures implies that many high-skilled residents commute out of the Borough for work.

Table 3-3 Resident Employment by Occupation Category, 2015 ²⁶

SOC Group	Occupation	LB Enfield		Greater London	FEMA
		Actual	%	%	%
1	1 Managers, directors and senior officials	13,600	8.7	11.6	11.6
	2 Professional occupations	34,200	22.0	24.0	22.0
	3 Associate professional & technical	18,900	12.1	17.2	15.4
2	4 Administrative & secretarial	13,900	8.9	10.0	11.9
	5 Skilled trades occupations	15,100	9.7	7.7	10.
3	6 Caring, leisure and Other Service occupations	19,300	12.4	8.1	7.9
	7 Sales and customer service occupations	13,900	8.9	6.8	7.3
4	8 Process plant & machine operatives	10,000	6.4	4.4	5.0
	9 Elementary occupations	16,800	10.8	9.7	8.8
	Total	155,700	-	-	-

Source: ONS, (2016); Annual Population Survey (Jan 2015 - Dec 2015).

3.8 Travel to Work

- 3.8.1 The most recent data on travel to work patterns is provided through origin-destination statistics collated from the Census in 2011²⁷. While the statistics may be over five years old, the figures provide a good indication of the commuting patterns of residents and workers into and out of LB Enfield.
- 3.8.2 Of LB Enfield's residents currently in employment, 33.7% live and work in the Borough. The most popular workplace destination outside the Borough for residents are the City of Westminster and City of London (12.4%), followed by the neighbouring boroughs of Haringey (9.2%) and Barnet (6.0%), and the inner London boroughs of Camden (5.7%) and Islington (5.0%). Furthermore, approximately 9.1% of the Borough's residents mainly

²⁶ SOC designate the 2010 "Standard Classification of Occupation"

²⁷ ONS, (2011); Census.

worked at or from home, while 10.9% had no fixed location of employment.

- 3.8.3 **Table 3-4** presents data on the top ten employment destinations of LB Enfield's residents, which represent where 82.9% of the Enfield's residents work. The other 17.1% of residents who are employed work elsewhere in other parts of London and the UK.

Table 3-4 Top 10 Employment Destinations for LB Enfield Residents

Local Authority	Proportion of Residents (%)
Enfield	33.7
City of Westminster (inc. City of London)	12.4
Haringey	9.2
Barnet	6.0
Camden	5.7
Islington	5.0
Hackney	2.7
Tower Hamlets	2.5
Broxbourne	2.0
Waltham Forest	2.0
Southwark	1.7
Total	82.9
Other destinations not listed above	17.1

Source: ONS, (2011); Census.

- 3.8.4 Analysis of the Borough's workforce in terms of the origin of commuting provides an indication of Enfield's labour market catchment. The local authorities with the four largest borders with Enfield (Barnet, Broxbourne, Haringey and Waltham Forest) provide the four highest proportions of workers (6.4%, 6.3%, 5.7% and 4.4% respectively). Further details are presented in the table below.

Table 3-5 Workers of Enfield Commuting from Elsewhere

Workplace	Number of Commuters	% Total Residents Commuting
Broxbourne	5,002	6.4
Haringey	4,954	6.3
Barnet	4,457	5.7
Waltham Forest	3,422	4.4
Epping Forest	1,806	2.3

Source: ONS, (2011); Census.

- 3.8.5 The patterns of commuting to and from Enfield suggest that the Borough's economy is interlinked with the Central Activities Zone (CAZ), central London and the local authorities

which neighbour it. However, given that the Borough's businesses are quite reliant on labour from neighbouring local authorities, the patterns do suggest that Enfield's own economy is more reliant upon knowledge and information from neighbouring local authorities and not central London.

- 3.8.6 The job density rate for both LB Enfield and the FEMA is estimated at 0.61 jobs per resident compared to 0.96 for Greater London and 0.83 for England²⁸. The difference in job density suggests that LB Enfield and the FEMA local authorities on average are more residentially significant than economically.

3.9 Businesses

Stock and Scale

- 3.9.1 ONS business registration statistics shows there were 11,445 enterprises in LB Enfield during 2015. Micro-businesses (defined as companies employing up to nine employees) represent 93.0% of all enterprises in LB Enfield, which is in line with the FEMA average (92.9%) and slightly under than in Greater London (90.1%). There are a total of 125 medium scale businesses (employing 50 to 249 employees) and 25 large businesses (employing more than 250 employees). Further information is shown in **Table 3-6**.

Table 3-6 Businesses by Size Band

Enterprise Size	LB Enfield	Greater London		FEMA
	Number of Enterprises	Proportion of Total (%)	Proportion of Total (%)	Proportion of Total (%)
1 to 9 (Micro)	10,530	92.0	90.1	92.9
10 to 49 (Small)	765	6.7	8.0	6.0
50 to 249 (Medium)	125	1.1	1.5	0.9
250 + (Large)	25	0.2	0.4	0.1
Total	11,445	-	-	

Source: ONS, (2015); Business Counts

Business Birth and Death

- 3.9.2 Enterprise births and deaths rates for LB Enfield provide an indication of the entrepreneurial characteristics and dynamics of the Borough.
- 3.9.3 In 2014, 2,305 enterprises were created in Enfield, which represented a business birth rate of 19.1%, in line with the Outer London average of 19.0%. In comparison, the business death rate for the same year amounted to 12.5% in LB Enfield, above the Greater London average (11.4%). The 4-year survival rate for firms born in Enfield during 2010 was 46.9%, slightly above Greater London (45.8%)²⁹.

²⁸ ONS, (2014); Job Density.

²⁹ ONS, (2015); Business Demography.

3.10 Employment Sectors

3.10.1 Analysis of LB Enfield's economic structure in comparison to Greater London and the FEMA is shown in **Table 3-7**. This is based upon the ONS' Business Register and Employment Survey (BRES) (2015) using Broad Industrial Groups. The data covers how the workforce of the Borough is divided between the different industrial groups.

3.10.2 At this high level the industrial groups which align most closely with B1a/b, B1c/B2 and B8 employment uses are: financial and insurance, business administration and support services and professional, scientific and technical (which align most closely with B1a and B1b uses); manufacturing, construction and motor trades (which align to industry uses i.e. B1c/B2); and transport and storage (which aligns with B8). The professional, scientific and technical industry group could be considered as broadly aligning to research and development or office use.

3.10.3 From the above it can be seen that:

- Manufacturing employment in LB Enfield accounts totals 5,400 jobs, equivalent to 5.3% of Borough's workforce. This is higher proportionally than the London and FEMA averages (2.3% and 4.1% respectively). The construction (5.0%) and motor trades (1.9%) industry groups account for a substantially higher proportion of workers in LB Enfield than across Greater London, but are in line with the FEMA averages.
- In LB Enfield transport and storage firms employ 5,900 people, 5.8% of the Borough's workforce. In comparison the London and FEMA averages are lower (4.5% and 4.2% respectively). Wholesale industry group employment accounts for 6.0% of jobs in Enfield, which is significantly above the London average (2.9%); and slightly above the FEMA average (5.0%).
- Employment in key office-related service sectors is below the London average. The information and communication, financial and insurance, property, professional, scientific and technical, and business administration and support services industry groups employ 21,700 people in LB Enfield, or 21.5% of the Borough's total workforce. Higher proportions of the Greater London and FEMA workforces are employed in office-related industry groups (42.7% and 26.6% respectively) than in the Borough.
- There is a significantly higher level of employment in the health industry group (16.3% compared with 10.1% across Greater London and 12.8% across the FEMA); and a moderately higher level of employment in the education industry group in LB Enfield (11.9%) and the FEMA (11.5%) compared to Greater London (7.7%).
- These findings are in relative contrast with the resident-based SOC analysis in **Table 3-3**, suggesting that there may be a disparity between the occupations of LB Enfield's residents and the employment available within the Borough. For example, the SOC analysis indicates that 42.8% of all residents work in managerial or professional occupations (defined as SOC major groups 1-3), whereas the BRES data shows that office-related industrial groups such as finance and insurance and information and communication are under-represented within the Borough, and only account for 21.5% of employment. This helps explain the mismatch between resident- and workplace-based earnings and the strong flow of out-commuting from the Borough, as shown **Table 3-1** and **Table 3-4**.

Table 3-7 Employment by Broad Industrial Group in 2015³⁰

Broad Industry Group	LB Enfield		Greater London	FEMA
	Employment	% of Total	% of Total	% of Total
Agriculture, forestry and fishing (excluding farm agriculture)	100	0.1	0.0	0.1
Mining, quarrying & utilities	900	0.8	0.1	0.9
Manufacturing	5,400	5.3	2.3	4.1
Construction	5,000	5.0	0.2	6.1
Motor trades	1,900	1.9	0.3	1.7
Wholesale	6,100	6.0	2.9	5.0
Retail	12,800	12.7	12.5	12.3
Transport & storage (including postal)	5,900	5.8	4.5	4.2
Accommodation and food services	5,700	5.6	7.5	6.0
Information & communication	3,300	3.3	7.7	4.0
Financial & insurance	1,600	1.6	7.2	1.6
Property	2,300	2.2	2.8	2.8
Professional, scientific & technical	4,600	4.5	14.1	7.8
Business administration & support services	10,000	9.9	10.9	10.4
Public administration & defence	3,600	3.5	4.3	3.4
Education	12,000	11.9	7.7	11.5
Health	16,500	16.3	10.1	12.8
Arts, entertainment, recreation & other services	3,600	3.6	5.0	5.2
Total	101,300	-	-	-

Source: ONS, (2015); Business Register and Employment Survey.

³⁰ Employment is expressed as number of people employed, being aged 16 or over and paid directly from an organisation's payroll. It does not include voluntary workers, self-employed and working owners not paid via PAYE.

3.10.4 Further analysis of the composition and recent change in key office-related industry groups based on the ONS Business Register and Employment Survey (2015)³¹ shows that:

- In absolute terms the largest growth has been observed in the: retail trade (except for motor vehicles); warehousing and support activities for transportation; food and beverage services; buildings and landscape services; and social work activities without accommodation. Together these sectors added around 7,500 jobs from 2009-2015.
- The fastest average growth rates between 2009 and 2015 (though for most of them smaller in absolute terms) have been observed in the warehousing and support activities for transportation (167.6%); manufacture of wearing apparel (101.7%); computer programming and related activities (54.3%); architectural and engineering activities (52.5%); and real estate activities (50.5%).
- The greatest contractions in both absolute and proportional terms have been seen in employment activities and postal and courier activities (a combined loss of approximately 1,800 jobs; and an average growth rate of -49.2% and -29.3% respectively).

Key non B-use class Employers

3.10.5 As identified in **Table 3-7** above, the health and education industry groups comprise a significant proportion of the employment market within the LB Enfield (16.3% and 11.9% respectively). As premises accommodating these sectors do not constitute B-use class floorspace, it is not a requirement of this ELR to consider the floorspace and land needs of either. It should be recognised however that there are several key employers from these industries in the Borough, including Chase Farm Hospital and North Middlesex University Hospital. It should be noted that though still prominent, the education sector in Enfield has been declining since 2009, mostly due to the closure of the Middlesex University campus at Trent Park in 2012.

Location Quotient

3.10.6 Location quotients provide a comparison measure of the relative size of an industry group. A location quotient greater than 1.0 means that the concentration of employment in the industry group is above the Greater London average, whereas a location quotient below 1.0 means it is below the Greater London average. The higher the location quotient the greater the industry specialisation. Industry groups with high location quotients often pinpoint those sectors in which the local economy has a comparative advantage.

3.10.7 **Table 3-8** presents the location quotient by broad industry group in the LB Enfield relative to Greater London. The table also includes data on the percentage change in employment over the period from 2010 to 2015 and the relative share of total employment each industrial group has. This helps to identify those sectors in which the Borough is relatively well represented, growing and of importance to the local economy.

3.10.8 The table shows three industry groups are well-represented (location quotient above 1.2, i.e. the sector has 20%+ more employment than expected when compared against the Greater London average) and have experienced growth rates of over 15% between 2010 and 2015: retail; property; and health.

3.10.9 It is notable that several industry groups have a location quotient which is below 1.0 (and

³¹ Analysis carried out at a SIC 2-digit level, for sectors employing at least 500 people in Enfield in 2015.

are therefore less represented within the Borough compared with the average for Greater London), but have experienced a positive percentage change and have a reasonable share of the employment market, such as accommodation and food services; information and communication; and property. All of these sectors have grown at a rate between 18% and 52%, and represent from 3% to 6% of borough-wide employment in 2015 (combined total of 11.1% of employment). Though they are underrepresented within LB Enfield at present, they represent an emerging opportunity for the Borough to exploit in the future.

3.10.10 Several industries are similar to the Greater London average, but have experienced notable drops in employment between 2010 and 2015. In particular lower value industries such as construction (-11.7%) and office-related sectors including business administration and support services (-15.7%) have been affected. Both of these industries make up a relatively high proportion of employment in the Borough (14.5% combined), indicating a steady decline and that the market may be oversaturated within the Borough.

3.10.11 From further analysis at the SIC 2-digit level, there is a number of subsectors that are of particular interest and are expected to contribute towards strong future economic growth within the Borough, providing LB Enfield with opportunities to grow its higher value-added employment base including:

- Security and investigation;
- Civil engineering; and
- Services to buildings and landscape.

3.10.12 Following a 2011 paper from the Department for Business Innovation and Skills, the 2017 LB Enfield Socio Economic Assessment (SEA) defined a list of “innovative” subsectors based on a SIC 4-digit analysis³². The results show that LB Enfield has a comparative advantage in seven of the UK highest innovative propensity sectors, in the sense that the Borough is specialised in these sectors as well as they are growing in terms of employment. Among those seven sectors, three are also particularly large employers in LB Enfield (more than 3,000 employees in 2015): industrial cleaning; building, construction and real estate; and specialist retail. However, three innovative sectors had been declining since 2009 in terms of sectoral employment: financial activities; employment activities; and logistics and transportation.

³² It is important to note that the following “innovative” sectors only comprises the specific SIC 4-digit subsectors that have been identified as “innovative” by the 2011 DBIS paper. As such, a local authority can have growing employment and specialisation in one SIC 2-digit broader sector, but decline in the specific SIC 4-digit subsectors that have been identified as having a high innovative propensity.

Table 3-8 Location Quotients within the LB Enfield (Greater London = 1.0) (2015) ^{33 34}

Broad Industry Group	Location Quotient	% Change in Employment 2010-2015	Employment (Actual)	% Employment Share
Agriculture, forestry and fishing	0.1	N/A	100	0.1
Mining, quarrying & utilities	1.3	-7.2	900	0.8
Manufacturing	2.3	32.0	5,400	5.3
Construction	1.8	-11.7	5,000	5.0
Motor trades	2.4	30.4	1,900	1.9
Wholesale	1.9	9.1	6,100	6.0
Retail	1.5	20.9	12,800	12.7
Transport & storage (including postal)	1.3	2.1	5,900	5.8
Accommodation and food services	0.7	18.4	5,700	5.6
Information & communication	0.4	25.2	3,300	3.3
Financial & insurance	0.2	-26.2	1,600	1.6
Property	0.8	52.2	2,300	2.2
Professional, scientific & technical	0.3	14.5	4,600	4.5
Business admin & support services	0.9	-15.7	10,000	9.9
Public admin & defence	0.8	-22.4	3,600	3.5
Education	1.5	12.0	12,000	11.9
Health	1.6	20.8	16,500	16.3
Arts, entertainment, recreation & services	0.7	4.4	3,600	3.6

Source: ONS, (2015); Business Register and Employment Survey. Shaded cells represent those sectors which:

- Have an LQ greater than 1.2
- Have seen employment growth greater than 15% between 2010 and 2015
- Currently support more than 10% of LB Enfield's total employees count.

³³ Because of the small size of the sample, employment change the 'agriculture, forestry and fishing' industry has not been computed.

³⁴ Employment is expressed as number of people employed, being aged 16 or over and paid directly from an organisation's payroll. It does not include voluntary workers, self-employed and working owners not paid via PAYE.

3.11 Enfield Business Survey

3.11.1 In 2017 AECOM were commissioned by the London Borough of Enfield to undertake a business survey on behalf of the Council. The objective of this business survey is to provide the Council with bespoke and statistically robust primary data to help build their local evidence base, support future public consultation, and further develop engagement with businesses. The sampling method was designed to obtain robust and representative evidence about the local business profile within the study area.

3.11.2 Based on a survey of 250 businesses the key findings from the Enfield Business Survey were:

- Businesses are relatively young: of those surveyed, a majority (51%) were established from 2005 onwards;
- Businesses are relatively small: across the Borough, the estimated mean number of employees at each site is 10, while the average number of employees across the business is 11;
- Businesses tend to be wholly located within Enfield: 82% of those surveyed were single-site organisations, while 87% identified their site as the head office location;
- Businesses tend to be family-owned: of those surveyed, a majority (69%) were family-owned, while 16% were social enterprises; and
- Businesses tend to be domestically focussed: the majority of respondents (76%) only operate within the UK, while an additional 15% also export to the EU.

3.11.3 Key findings of skills and labour force:

- Businesses tend to employ local staff: 66% of the businesses surveyed indicate that a majority of their employees are from Enfield;
- Employment churn is approximately 8% of all jobs: although the majority of businesses (56%) do not typically recruit new starters each year, the estimated labour demand equates to 11,900 jobs per annum;
- Few businesses employ apprentices: a minority of respondents (8%) currently have staff employed as part of an apprenticeship scheme;
- Businesses tend to consider that the skills profile of Enfield residents are adequate: of those surveyed, a large majority (92%) indicate that their skills requirements are met by residents in Enfield; and
- A range of constraints to recruitment have been identified: common constraints include a lack of applicants, high staff turnover, a lack of skills in applicants and staff retention problems.

3.11.4 Key findings of business expectations:

- Business performance has been strong the past 12 months: 37% of respondents identified their business as growing, while 42% considered their business to be static; Firms have a generally positive economic outlook over the next 1-2 years: of those who responded, 79% anticipate an increase in staff and 76% anticipate an increase in turnover; and
- Businesses' existing sites tend to be able to support employment growth: the majority of respondents (69%) have physical capacity in their existing premises to accommodate more jobs.

3.12 Summary

- 3.12.1 This section has introduced the socio-economic profile of LB Enfield, benchmarked against London for comparative purposes.
- 3.12.2 In summary, LB Enfield has a growing population which is expected to keep expanding in the future. The population is relatively well skilled in comparison to the Borough's FEMA, but is not as well paid and holds lower proportions of jobs in higher skilled occupations. Residents who do not work in the Borough are most likely to commute to central London. The local workforce commutes in from the surrounding FEMA and is less well paid than residents. This suggests that jobs in LB Enfield are lower value in comparison to the ones residents out commute to elsewhere in London.
- 3.12.3 The Borough's economy is based upon public services, industrial and warehouse associated activities, and lower value services such as retail. Recent growth in employment has mainly been in these sectors. However, there has also been employment expansion in sectors more typically associated with higher value jobs such as 'Information and Communications' and businesses falling under the industrial classification of 'Professional, Scientific and Technical' sectors. Innovative sub-sectors such as civil engineering and industrial cleaning are also growing. These sectors could provide a base from which the Borough's economy can use as a foundation to develop more high value jobs.
- 3.12.4 Findings from the survey found that of those surveyed many businesses are in their early years of formation and as such they tend to be single site (operating only out of Enfield), family-owned, and tend to employ local staff. A large proportion of smaller younger businesses is expected and a typical finding when profiling the business composition by size and age. The finding masks that 5% are multi-site with Enfield being the location for their operation head-quarters. Business performance was said to have been strong through 2016 which has supported employment growth. On employment few businesses employ apprentices and though the skills profile of Enfield residents were considered adequate, however there were issues noted regarding suitable skills and staff retention problems.

4. Supply

4.1 Introduction

4.1.1 This section provides a summary of the key findings of the site and desk based survey and identifies the prominent characteristics of LB Enfield's employment land. Our analysis considers which employment clusters are currently successfully supporting various types of occupiers. It also identifies the clusters that are both unsuitable for different use types and those which could potentially be redeveloped or intensified to improve the Borough's employment land offer.

4.1.2 The assessment of LB Enfield's employment land quantity and quality was undertaken in autumn 2016. In discussion with the Council there is said to have been little change since autumn 2016 when this report has been finalised, and therefore the supply assessment is considered to still be representative of conditions.

4.2 Employment Land Surveyed

4.2.1 Employment clusters were identified by utilising the Borough's Core Strategy (2010) and previous ELR (2012), the Industrial Land Supply and Economy Study (2015) produced by AECOM for the GLA, the Council planning team's knowledge of the Borough and a desk-top survey. In total, 35 employment clusters were identified for survey.

4.2.2 **Table 4-1** and **Figure 4-1** present all of the employment clusters that were surveyed during November 2016. The sites were appraised against a set of criteria authored by AECOM, which was drawn primarily from the Land for Industry and Transport SPG (2012) and subsequently agreed with the Council. The appraisal criterion was partly tailored based upon the surveying team's employment land experience and the unique context of the Borough.

4.2.3 The 35 clusters total 415.3ha in area. The clusters by typology accounted for the following amounts of land out of the total 415.3ha surveyed: SIL 332.1ha, LSIS 34.6ha; Town Centres 33.6ha; and non-designated 15.0ha. Though land within clusters may be used by non B-class employment uses such as retail these other uses are integral to each cluster and add to its identity and role, so clusters are assessed as a whole rather than at a site specific level.

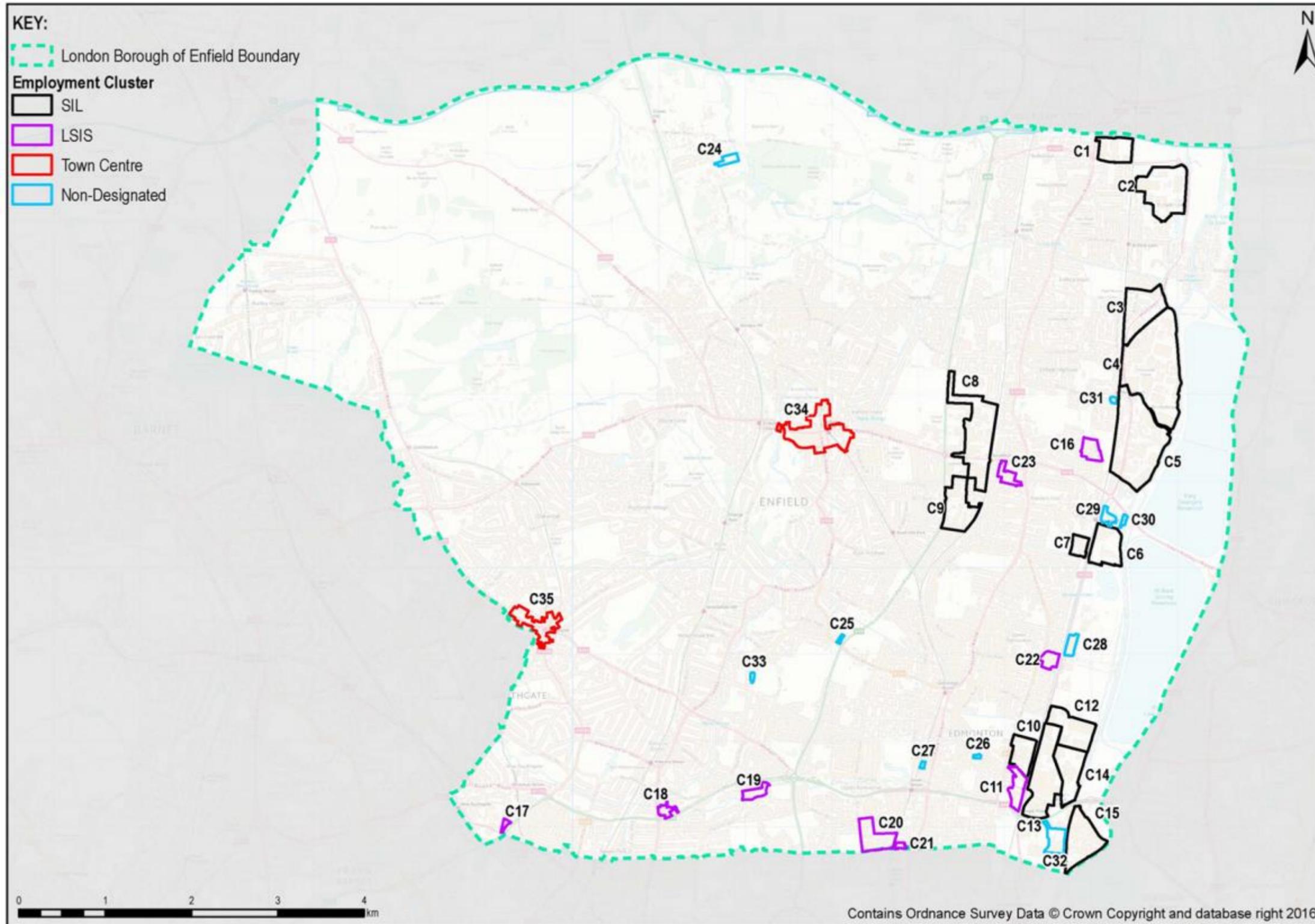
4.2.4 Spatially, four broad strategic corridors can be identified within the Borough defined by the strategic road network:

- an eastern corridor along the A110 and the parallel A10;
- the A406 (North Circular) road running east-west in the south;
- the M25 corridor running along much of the north of Enfield; and
- the Hertford North railway line corridor.

4.2.5 Whilst all areas contain employment land to some extent, supply is mostly focused on the eastern, the A406 and M25 corridors. For this reason, analysis of the clusters in Section 4.4 has been done by sub-area. The sub-areas are based upon either defined areas in the

Council's LDF (e.g. Edmonton Leaside), the strategic routes which clusters sit on or are close to and whether there are any geographical factors which separate clusters (e.g. distance, railway lines). The sub-areas are: Freezy Water and Innova Park; Brimsdown; Edmonton Leaside; A10 and Southbury Road Junction; North Circular Corridor; Town Centres; and Other clusters.

Figure 4-1 LB Enfield Employment Land Clusters: Context Map



Source: AECOM 2016.

Industrial Employment Land Supply

- 4.2.6 A portion of the land located within the Borough's employment clusters is referred to as 'industrial employment land'. This is defined as land falling within the industrial uses identified in the 2015 Industrial Land Supply and Economy Study. The Study identifies industrial uses as being either 'core' (e.g. general industry and warehousing), 'wider' (e.g. land for transport functions, utilities, waste management and recycling) and 'vacant'.
- 4.2.7 Building on the GLA 2015 Industrial Land Supply and Economy Study with use of data collected in this study the survey work established that LB Enfield contains 451.5ha of industrial land broken down as follows:
- core³⁵: 326.2ha
 - wider³⁶: 122.4ha; and
 - vacant developable land including land with derelict buildings, 2.9ha.
- 4.2.8 During the survey it was observed that since the GLA 2015 supply assessment approximately 10.2ha of vacant industrial land had been re-developed for industrial uses; 0.4ha had been redeveloped for non -industrial uses (retail), and 2.9ha remained vacant.
- 4.2.9 The majority of industrial employment land in the Borough lies within clusters designated as SIL and LSIS. Some is located outside in non-designated clusters such as C26 and C32 that are over 0.25ha. These clusters were not surveyed as they did not match the PPG minimum threshold of >0.25ha.
- 4.2.10 In summary, the supply of industrial employment land in LB Enfield is that presented in the 2015 GLA study, amended to take into account significant changes of use to non-industrial uses and vacant land. The supply of land comprises land both within the clusters surveyed and on-sites smaller than 0.25 ha which is in industrial use, as defined by the 2015 GLA study. The total supply of industrial land comprising core, wider uses and vacant land including land with derelict buildings in the borough is 451.5ha. Core uses total 326.2ha.

Office Employment Land Supply

- 4.2.11 A portion of the land found within the employment clusters surveyed is in office use. The 2015 GLA study identifies land currently in office use within designated industrial land i.e. SIL, LSIS. However, a comprehensive database identifying sites outside these areas which contain floorspace for office uses is not available. Where greater than 0.25 ha efforts have been made to include these sites as clusters for survey, in addition to the two town centre areas surveyed. However it is recognised that there is a supply of floorspace in office use which lies dispersed outside of the employment clusters/town centres identified, including in district centres. Individually these sites are less than 0.25ha in size.
- 4.2.12 This section of the report therefore provides commentary on the scale, distribution and quality of supply of office premises and floorspace both at a cluster level where office uses exist, and separately at a more general level for the floorspace that is smaller in scale

³⁵ Light and general industry, warehouses and storage

³⁶ Wholesale markets, waste management and recycling, utilities, land for transport

and lies outside of the clusters.

- 4.2.13 For the purpose of the forecasting demand for office premises and floorspace set out in Section 6, an estimate of stock has been taken from CoStar (2016). CoStar which estimates that total stock of office premises in LB Enfield is 217,500sqm , which is similar to that estimated by commercial property market specialists Cushman and Wakefield and used in the 2017 LOPR update (estimated at 223,000sqm). The estimate includes office floorspace both within clusters surveyed and those which are dispersed outside of these clusters.

Surveyed Employment Clusters

Table 4-1 Surveyed Employment Clusters – November 2016

Cluster No.	Cluster Name	Designation	Area (hectares)
C1	Freezy Water	SIL (PIL)	10.8
C2	Innova Park	SIL (PIL)	26.8
C3	Brimsdown Part A	SIL (PIL)	20.5
C4	Brimsdown Part B	SIL (PIL)	64.1
C5	Brimsdown Part C	SIL (PIL)	50.5
C6	Meridian Business Park	SIL (PIL)	14.2
C7	Redburn Trading Estate	SIL (PIL)	4.1
C8	Great Cambridge Road and Martinbridge Trading Estate Part A	SIL (IBP)	33.4
C9	Great Cambridge Road and Martinbridge Trading Estate Part B	SIL (IBP)	17.2
C10	Montagu Industrial Area North	SIL (PIL)	9.6
C11	Montagu Industrial Area South	LSIS	6.2
C12	Aztec 406	SIL (PIL)	16.6
C13	Eley's Estate	SIL (PIL)	29.0
C14	Edmonton Eco Park	SIL (PIL)	16.1
C15	Harbet Road industrial Estate	SIL (PIL)	19.2
C16	Alma Road	LSIS	4.8
C17	New Southgate Industrial Estate	LSIS	0.7
C18	Regent's Avenue	LSIS	2.0
C19	Oakthorpe Dairy	LSIS	3.2
C20	Commercial Road and North Middlesex Estate	LSIS	10.1
C21	Langhedge Lane Industrial Estate	LSIS	0.7
C22	Claverings Industrial Estate	LSIS	3.3

Cluster No.	Cluster Name	Designation	Area (hectares)
C23	Queensway Industrial Estate	LSIS	3.5
C24	Kingswood Industrial Estate	Not Designated	2.0
C25	Dairy Crest Depot	Not Designated	0.4
C26	Brettenham Road Warehouse	Not Designated	0.3
C27	Park Avenue Garage	Not Designated	0.4
C28	Picketts Lock Wholesale	Not Designated	2.5
C29	GR Wright and Sons	Not Designated	2.1
C30	Wharf Road Industrial Estate	Not Designated	0.6
C31	Ripmax	Not Designated	0.5
C32	Argon Road Industrial Estate	Not Designated	5.9
C33	Barrow Well Green Recycling Centre	Not Designated	0.4
C34	Enfield Town Centre	Town Centre	23.3
C35	Southgate Town Centre	Town Centre	10.4
Total			415.3

Source: AECOM 2016.

4.3 Sub-Area Analysis

- 4.3.1 The 35 clusters are grouped and analysed at sub-areas levels: Freezy Water and Innova Park; Brimsdown; Edmonton Leaside; A10 and Southbury Road Junction; North Circular Corridor; town centres; and additional clusters. The sub-areas have been identified by a combination of geography, whether there are unique characteristics that an area has and/or there is specific policy context (e.g. Edmonton Leaside AAP area).

Freezy Water and Innova Park

- 4.3.2 The Freezy Water sub-area located north of Brimsdown is composed of Freezy Water (C1) and Innova Park (C2). The sub-area is situated in close proximity to M25 Junction 25 and two WAML stations (Enfield Lock and Waltham Cross). The clusters are presented in **Table 4-2** and **Figure 4-2**.

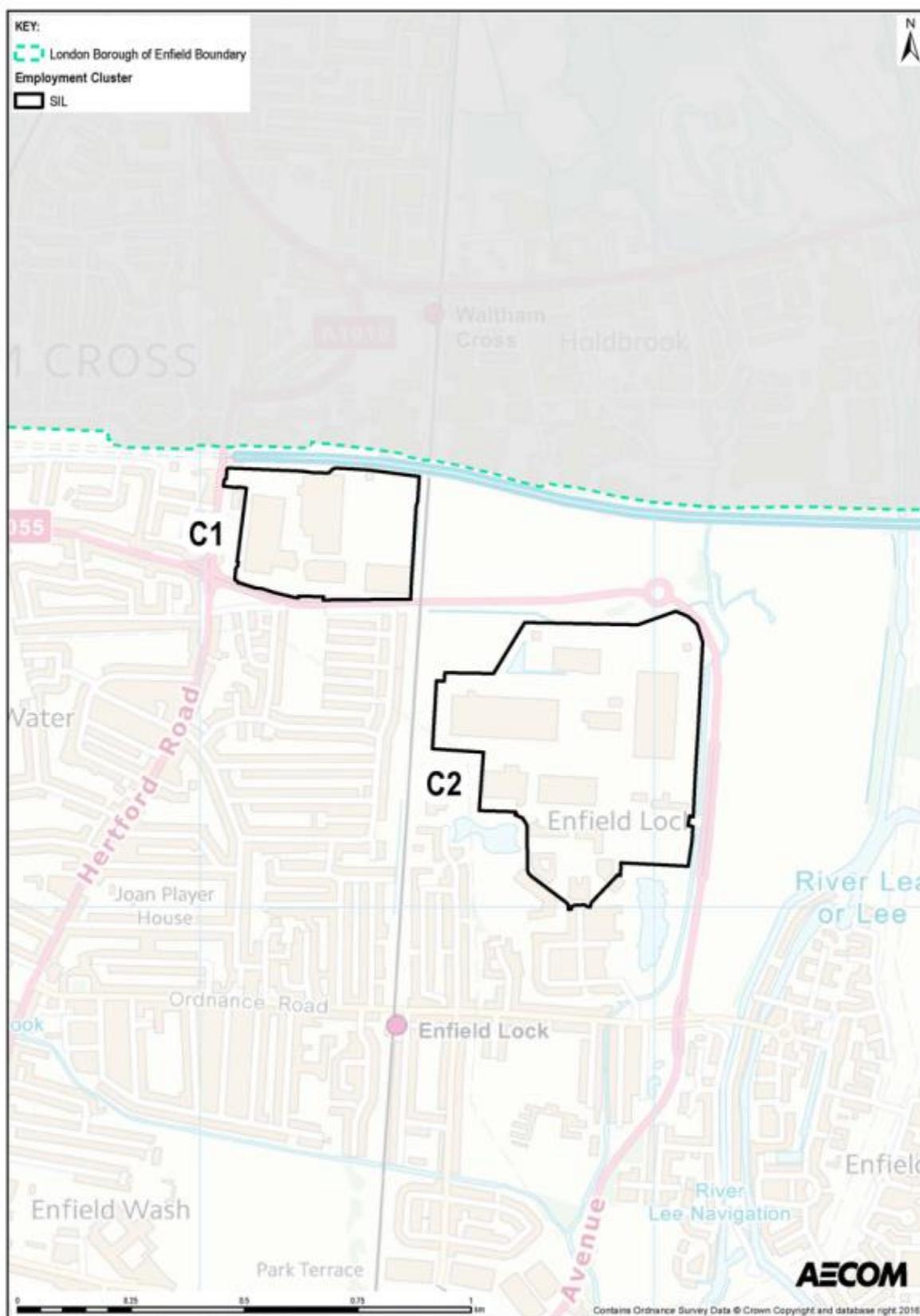
Table 4-2 Freezy Water and Innova Park Sub-area Clusters

Cluster Number	Cluster Name	Designation	B-Class and Other Employment Uses	Area (ha)
C1	Freezy Water	SIL (PIL)	B2, B8	10.8
C2	Innova Park	SIL (PIL)	B1a, B8, C1	26.8
Total				37.6

Source: AECOM 2016.

- 4.3.3 Freezy Water (C1) is the northern most employment cluster in LB Enfield. The cluster was constructed recently and contains B2 and B8 class uses. Occupiers include Tesco, Yodel and Kevin Hughes. The former two have large distribution centres, while the latter manufactures high technology radar systems. The cluster has a high quality internal environment, and benefits from good strategic road access due to being located close to the M25 and A10. Parking is ample and the cluster does not induce any bad neighbour effects on nearby land uses.
- 4.3.4 The second cluster in the sub-area is Innova Park (C2). The cluster was developed recently and contains a mix of large warehousing, small to medium size offices and a hotel. Major tenants in the warehousing include John Lewis, Iceland and XPO Logistics. The offices are occupied by a variety of organisations such as Eurotech Monitoring Services and Airswift. The buildings and environment in the cluster are very good quality, with an ample supply of dedicated parking for employees. There is no impact on surrounding residential

Figure 4-2 Freezy Water and Innova Park Sub-area



Source: AECOM 2016

Brimsdown

- 4.3.5 The Brimsdown sub-area is located south of Freezy Water and Innova Park and covers a large area of the Lee Valley in LB Enfield. The A1055 and WAML run through the centre of the sub-area, providing access to a strategic road and three train stations at its heart (Brimsdown, Enfield Lock and Ponders End). **Table 4-3** lists the employment clusters in the sub-area.

Table 4-3 Brimsdown Sub-area Clusters

Cluster Number	Cluster Name	Designation	B-Class and Other Employment Uses	Area (ha)
C3	Brimsdown Part A	SIL (PIL)	B2, B8, Sui-generis	20.5
C4	Brimsdown Part B	SIL (PIL)	B8, Sui generis	64.1
C5	Brimsdown Part C	SIL (PIL)	B2, B8, A1 and Sui-generis	50.5
C6	Meridian Business Park	SIL (PIL)	B2, B8	14.2
C7	Redburn Trading Estate	SIL (PIL)	B2, B8, A1	4.1
C16	Alma Road	LSIS	B2, Sui-generis	4.8
C29	GR Wright and Sons	Not Designated	B2	2.1
C30	Wharf Road Industrial Estate	Not Designated	B2	0.6
C31	Ripmax	Not Designated	B8	0.5
Total				161.2

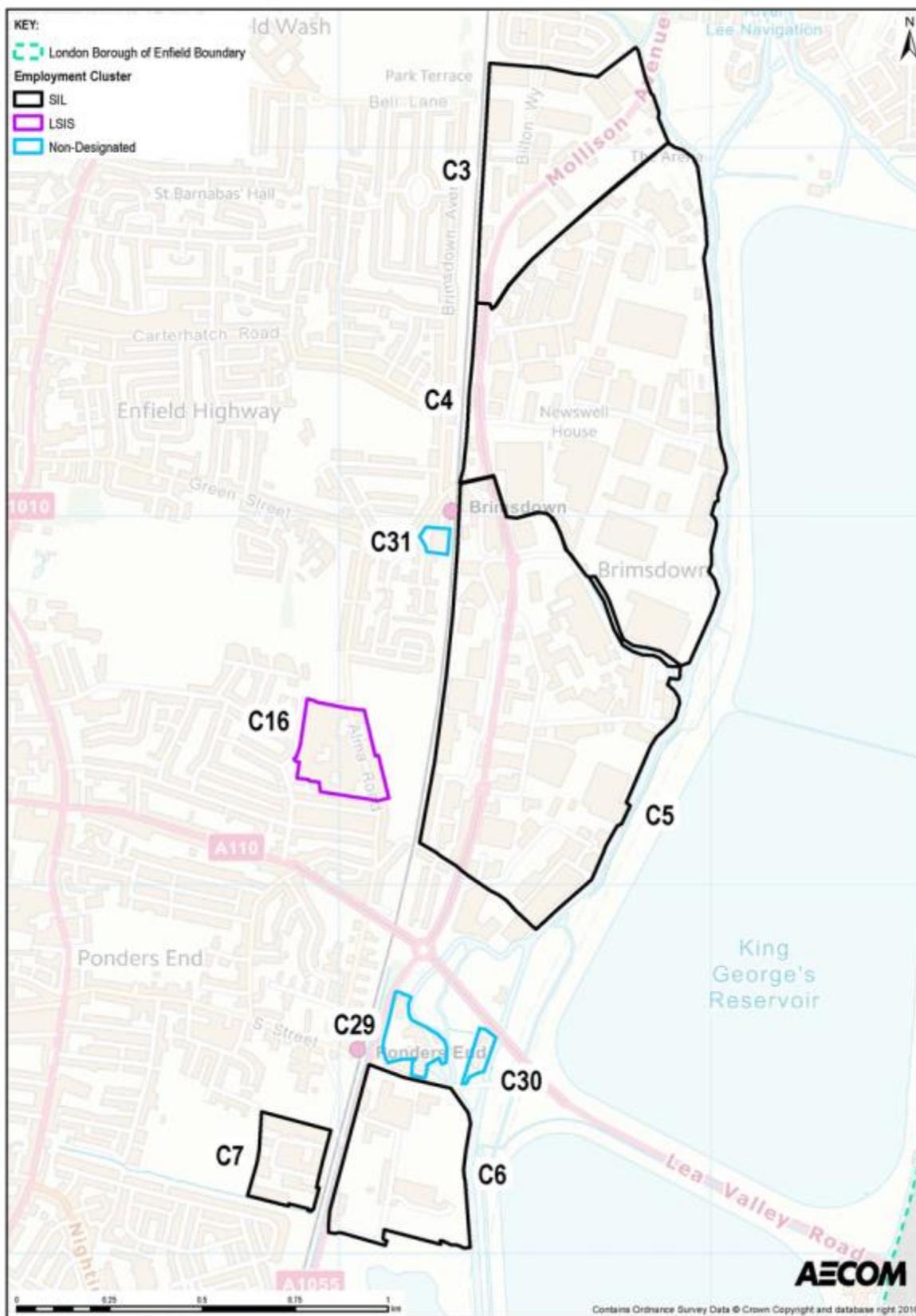
Source: AECOM 2016.

- 4.3.6 The main Brimsdown SIL is composed of three clusters (C3, C4 and C5). C3 forms the northern most part of the overall SIL. The cluster contains a variety of B2, B8 and sui-generis uses, with premises including medium to large warehousing and some small manufacturing space. Notable occupiers include Anovo, Hermes and Magazine Printing Co. Mostly in good condition, poorer quality areas are found on the eastern side of Bilton Way. There is no impact on sensitive uses to the north.
- 4.3.7 C4 is the largest of the three Brimsdown SIL clusters (64.1ha), equating for 47.4% of total land when the three are combined. The cluster is occupied by a variety of businesses, with larger occupiers including Greggs, Makro, NLL and Warburtons. A substantial area in the north of the cluster is taken up by Brimsdown Power Station. Overall, the condition of premises and environment is good. Some poorer quality areas exist, but these are in the minority. There is little vacancy within current premises, but some areas do have potential for redevelopment and intensification.
- 4.3.8 C5 is the most southern of the three Brimsdown SIL clusters. Premises in the cluster include the UOP petrochemical plant, small to medium warehouse space, small manufacturing space and a presence of non-B uses such as retail. The premises and

environment of the cluster are generally good quality with some poorer quality stock around Jeffrey Road. High quality floorspace is being built-out at Enfield Distribution Park.

- 4.3.9 Overall the Brimsdown SIL functions well, with direct strategic road access, though some opportunities for change and intensification may exist under the right market conditions. The SIL is notable as it has a high industrial employment density and a low proportion of non-B use employment floorspace, as outlined in **Figure B-1** and **Figure B-3** of **Appendix B**.
- 4.3.10 Meridian Business Park is the most southern cluster in the Brimsdown sub-area. It is bordered by Wharf Road to the north, River Lee Navigation to the east, A1055 to the west, and Picketts Lock golf course to the south. The large warehousing found in the Navigation Park sub-division of the cluster is recently developed and some of the units are available to let (4,500 – 10,900sqm). Both building quality and environment are in very good condition. Key occupiers include DPD, Interlink, Euromix and LB Enfield Council. One 1.8 hectare site is currently being marketed.
- 4.3.11 The Redburn Trading Estate (C7) is located east of Meridian Business Park (C6) over the A1055. The cluster is accessed via residential roads, limiting the potential for 24hr working. Premises in the cluster are composed of workshop and medium warehouse space, in mostly good condition. There is currently some vacancy in the cluster, with units available ranging in size from 1,700sqm to 23,000sqm.
- 4.3.12 C16 is located west of C5 over the WAML and is situated on Alma Road. Premises include small manufacturing and workshop space which is occupied by various businesses including motor trades and small manufacturing firms. The buildings and internal environment are in poor condition. Parking is on-street and considered inadequate given little available space and poor layout. There is limited or no potential for intensification of the site as floorspace is surrounded by sensitive uses.
- 4.3.13 GR Wright and Sons (C29) are located just north of Meridian Business Park (C6). It is bounded by the A1055, River Lee Navigation and Wharf Road. The sole occupier of the cluster is GR Wright and Sons who run a flour mill which seemed well functioning.
- 4.3.14 Wharf Road Industrial Estate (C30) is located just east of C29 on Wharf Road. The cluster is solely occupied by a business that specialises in construction related light processing. The buildings on site are in poor condition, while the internal environment is in an average state. There is no vacancy in the cluster currently and no obvious potential for redevelopment.
- 4.3.15 C31 is solely occupied by Ripmax, a distributor of radio control models. The cluster fronts onto Enstone Road and is bordered by the WAML to the east, and is solely occupied by two poor quality medium size warehouses. The cluster functions well enough for its current purpose.

Figure 4-3 Brimsdown Sub-area



Source: AECOM 2016

Edmonton Leaside

- 4.3.16 The Edmonton Leaside sub-area is located south of the Brimsdown and contains clusters within the Edmonton Leaside AAP boundary - a key location identified by the Council for transformational housing-led mixed use regeneration. The main body of clusters are focused around the A1055 and North Circular Junction. Angel Road station is located near to the junction. Details of the clusters contained in the sub-area are shown in **Table 4-4** and **Figure 4-4**.

Table 4-4 Edmonton Leaside Sub-area Clusters

Cluster Number	Cluster Name	Designation	B-Class and Other Employment Uses	Area (ha)
C10	Montagu Industrial Area North	SIL (PIL)	B2, B8, Sui-generis	9.6
C11	Montagu Industrial Area South	LSIS	Sui-generis	6.2
C12	Aztec 406	SIL (PIL)	B2, B8	16.6
C13	Eley's Estate	SIL (PIL)	B2, B8	29.0
C14	Edmonton Eco Park	SIL (PIL)	B2, Sui-generis	16.1
C15	Harbet Road industrial Estate	SIL (PIL)	B2, B8, Sui-generis	19.2
C22	Claverings Industrial Estate	LSIS	B1a, B8, D uses	3.3
C28	Picketts Lock Wholesale	Not Designated	B8	2.5
C32	Argon Road Industrial Estate	Not Designated	B8	5.9
Total				108.6

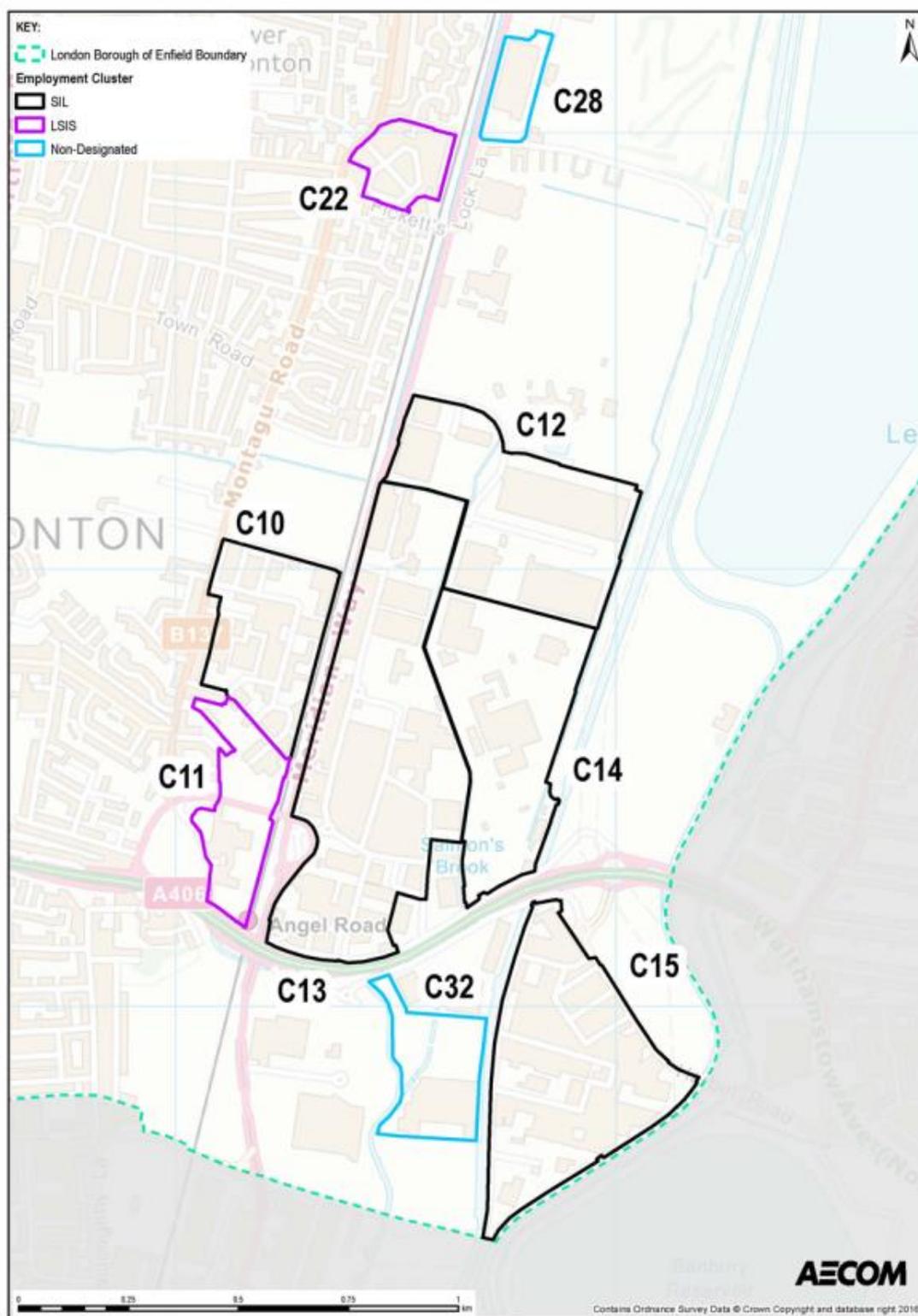
Source: AECOM 2016.

- 4.3.17 C10 is located north of C11 and east of C12 over the WAML and A1055. It contains medium warehousing, workshop space, open storage areas and a banqueting and wedding centre. Land uses in the cluster are B2, B8 and sui-generis. Some occupancy by faith groups was noted. The internal environment and premises overall are in poor condition. Servicing is inadequate due to the tight and congested internal road network. Some sites along Stacy Avenue are either in poor condition and/or under-utilised and could be redeveloped.
- 4.3.18 Montagu Industrial Area South (C11) is formed of two segments. The first connects with C10 and the other is located south over Conduit Lane. The premises in the cluster include small warehousing, workshops, yard / open storage areas and a metal recycling plant. The premises are used for small scale distribution, motor trades, scrap works and metal recycling. The environment and buildings are poor quality, except for the metal recycling plant in the southern part. The cluster has no negative impacts on the neighbouring Kenninghall Open Space. The southern half functions well, while the northern part could be redeveloped.

- 4.3.19 C12 is located north of Eley's Estate (C13) and is bordered by the WAML to the west. The cluster is occupied by a number of large warehouses and a recycling depot run by Biffa. The key warehouse occupiers include Lidl, Heal's and Premier Workplace Solutions. The buildings and internal environment are of good quality. There is some potential to develop an un-touched area of land west of Pymmes Brook. Overall, the cluster functions well currently.
- 4.3.20 Eley's Estate (C13) is bounded by Aztec 406 (C12) to the north, Edmonton Ecopark (C14) to the east and North Circular ring-road to the south. Premises on the Estate include large scale manufacturing space, medium warehousing and storage yards. The largest occupier is Coca Cola Enterprises, other occupiers businesses are generally of a smaller scale. The quality of premises and environment is variable, some parts being considered very good (e.g. Advent Business Park) and others being poorer such as along Nobel Road. Servicing is not adequate due to the congested internal road network, caused partly by significant amounts of on-street parking. There is currently some vacancy (e.g. 1,200sqm unit in Advent Business Park).
- 4.3.21 Edmonton Ecopark (C14) is bounded by Eley's Estate (C13) to the west, the North Circular ring-road to the south, River Lee Navigation to the east and Aztec 406 (C12) to the north. It is occupied by a waste to energy plant with capacity to power 72,000 dwellings³⁷. The buildings and internal environment are in good condition. Activities at the plant do not appear to negatively impact upon surrounding land uses. The cluster functions well.
- 4.3.22 Harbet Road Industrial Estate (C15) is situated within the Meridian Water regeneration area and bordered by the River Lee Navigation and River Lea. A large proportion of the cluster is owned by the Council and has been cleared in preparation for the potential redevelopment of the cluster for mixed use which in line with the draft AAP would include residential, retail and industrial workspaces. It is noted that the previous Lea Valley Business Centre site has been vacant for a number of years. Those premises which remain include small warehouse and manufacturing space, workshops, yard storage and a bus depot. The environment and premises are poor quality, except from the Hastingwood Trading Estate sub-area which is in good condition.
- 4.3.23 C22 is located to the west of Deephams Sewage Treatment Works across the WAML and A1055. The cluster contains small to medium warehousing and small to medium offices. Occupiers include SAS International, LB Enfield Council Services, Art Start Studio and some faith groups. The cluster is derelict, under-used, in poor condition and could be redeveloped in the future.
- 4.3.24 C28 is situated parallel to the A1055 and west of the Lee Valley Athletics Centre. The cluster contains one large warehouse accommodating three occupiers. The warehouse and environment around it are in good condition. There is no potential for 24hr working due to the dwellings adjacent to the main entrance on Pickett's Lock Lane.
- 4.3.25 Argon Road Industrial Estate (C32) is located south of the North Circular and is bounded by the River Lee Navigation to the east. The cluster is dominated by a large warehouse previously occupied by BOC, with much of the estate is occupied by storage and removals businesses in good quality premises. A significant amount of land is used for storing motor vehicles and containers and could be used more intensive

³⁷ <http://www.londonwaste.co.uk/community/ecopark-energy/>, accessed November 2016.

Figure 4-4 Edmonton Leaside Sub-area



Source: AECOM 2016.

A10 and Southbury Road Junction

- 4.3.26 Great Cambridge Road and Martinbridge Trading Estate Parts A and B (C8 and C9) and Queensway Industrial Estate (C23) form an employment sub-area in the vicinity of where the A10 meets Southbury Road. Southbury station sits in the middle of the sub-area. Details about the sub-area clusters are presented in **Table 4-5** and **Figure 4-5**.

Figure 4-5

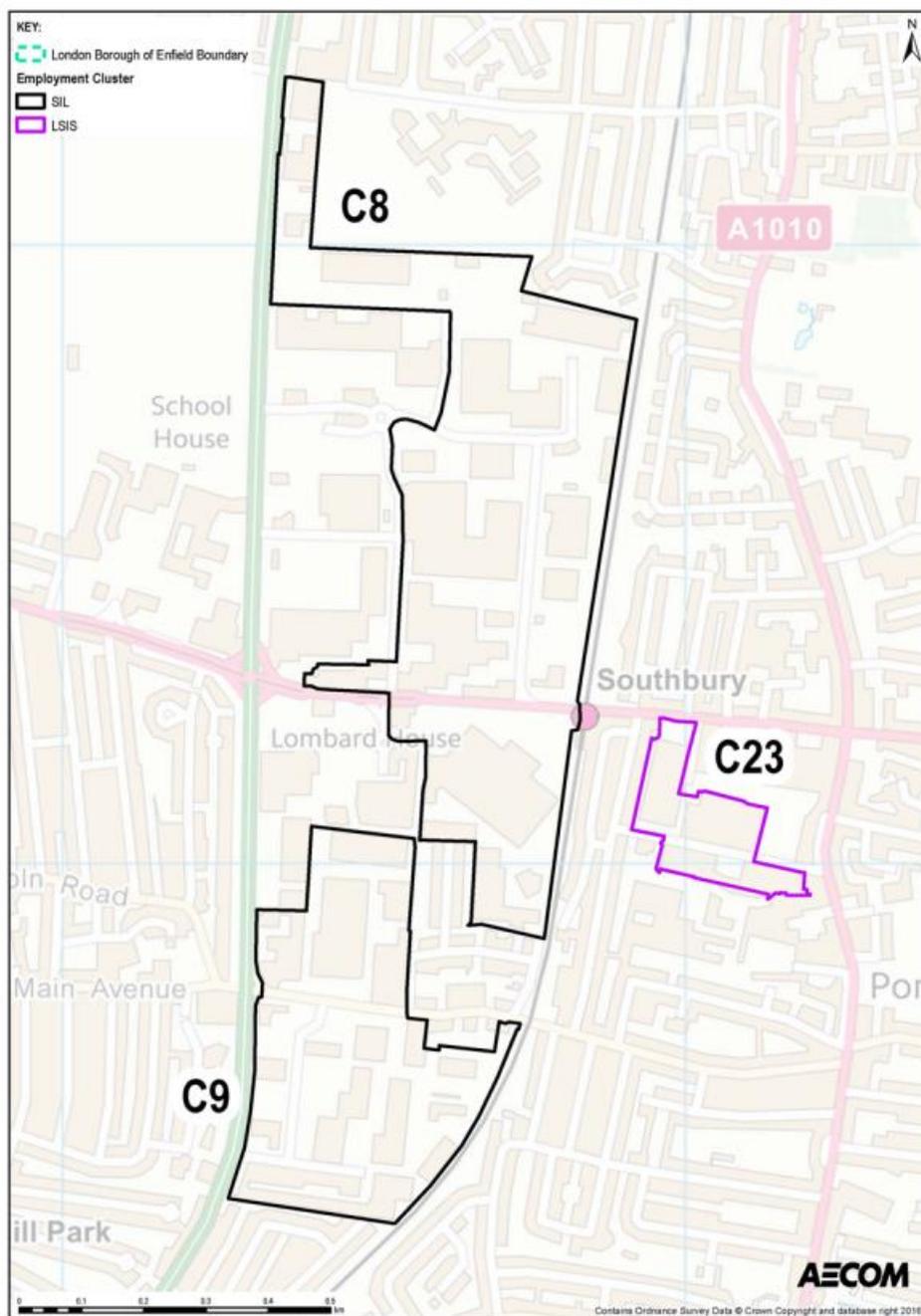
Table 4-5 A10 and Southbury Junction Sub-area Clusters

Cluster Number	Cluster Name	Designation	B-Class and Other Employment Uses	Area (ha)
C8	Great Cambridge Road and Martinbridge Trading Estate Part A	SIL (IBP)	B1a, B2, B8, A1	33.4
C9	Great Cambridge Road and Martinbridge Trading Estate Part B	SIL (IBP)	B2, B8, Sui-generis	17.2
C23	Queensway Industrial Estate	LSIS	B2, B8, A1, Sui-generis	3.5
Total				54.1

Source: AECOM 2016.

- 4.3.27 Great Cambridge Road and Martinbridge Trading Estate Part A is a SIL and an Industrial Business Park within that designation framework. It is located principally north and south of Southbury Road. Premises in the cluster include medium offices, medium to large warehouses, large manufacturing space and car dealerships. Notable occupiers include BM Polyco and Asda. There are also a high proportion of non-B use occupiers. Premises are in good or very good condition except for a few examples. There is potential for some redevelopment in the northern part of the cluster (e.g. vacant/derelict Carcraft site, car auctions area) to provide new industrial floorspace. Overall, the cluster functions well, however the presence of non-B use occupiers, particularly at the fringes, and the general character of the area currently detracts somewhat from its IBP designation.
- 4.3.28 Part B of the Great Cambridge Road and Martinbridge Trading Estate (C9) is located south of Part A (C8). The cluster is composed of SIL north and south of Lincoln Road and includes the recently developed Lumina Park. The building typologies include medium warehousing, medium manufacturing space and car showrooms. Occupiers include Medlock Electrical Distributors and ADI Global Distribution. The buildings and environment are in good condition. Currently some new warehouses in Lumina Park are available for occupancy. There are a number of non-B use tenants in the units already let in Lumina Park and the cluster generally contains a notable proportion of non-B uses, particularly at its fringes in comparison to other employment clusters in the Borough as shown in **Figure B-2 of Appendix B**. C23 is located east of C8 and C9 over a branch line of the WAML. It is bordered to the south by a now vacant Middlesex University campus and a Tesco Extra superstore to the north. The cluster contains a number of premises such as medium manufacturing space, workshops and a bus depot which are mostly in poor condition. Occupiers include Arriva, Furnatic and a significant number of faith groups. A new Royal Mail Delivery Office is currently being constructed in the cluster.

Figure 4-5 A10 and Southbury Junction Sub-area



Source: AECOM 2016

North Circular Corridor

- 4.3.29 The North Circular Corridor sub-area runs along the southern border of LB Enfield with Haringey. The clusters are all either in the North Circular AAP (NCAAP) area or within a short travel distance from the road – an area which includes plans for housing led regeneration and improved public realm and streetscape. Clusters in the Edmonton Leaside AAP area are excluded. The clusters that are located in the Corridor are shown in **Table 4-6** and **Figure 4-6**.

Table 4-6 North Circular Sub-area Clusters

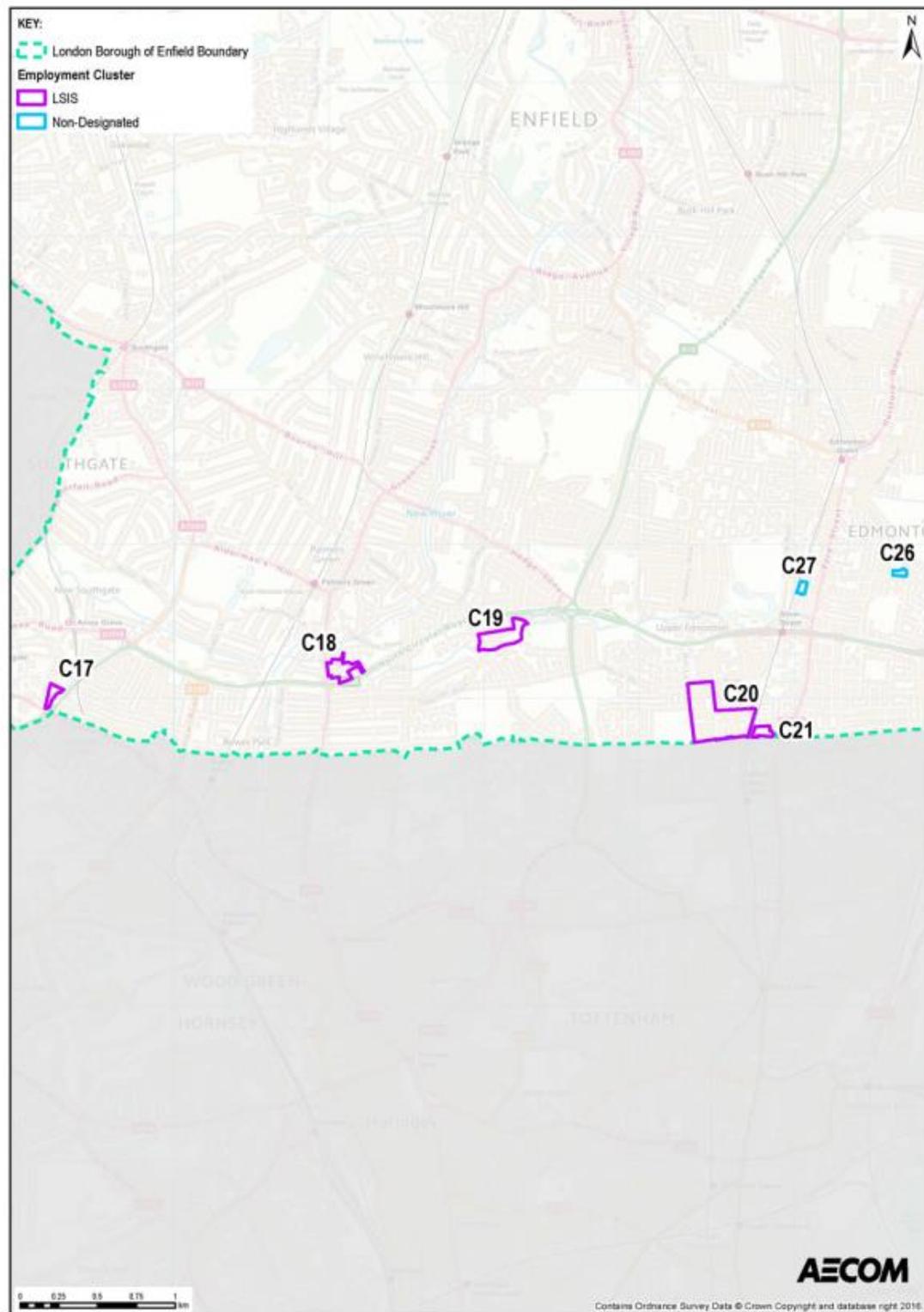
Cluster Number	Cluster Name	Designation	B-Class and Other Employment Uses	Area (ha)
C17	New Southgate Industrial Estate	LSIS	B1a, B8	0.7
C18	Regent's Avenue	LSIS	B2, B8, Sui-generis	2.0
C19	Oakthorpe Dairy	LSIS	B1a, B2	3.2
C20	Commercial Road and North Middlesex Estate	LSIS	B2, B8, Sui-generis	10.1
C21	Langhedge Lane Industrial Estate	LSIS	B2, B8	0.7
C26	Brettenham Road Warehouse	Not Designated	B1c	0.3
C27	Park Avenue Garage	Not Designated	B2, Sui-generis	0.4
Total				17.5

Source: AECOM 2016.

- 4.3.30 New Southgate Industrial Estate (C17) is located in the south west corner of LB Enfield near to Barnet and Haringey. Much of the Estate has been demolished and is being developed for residential purposes. Good quality small offices and medium warehouse space remain. Occupiers include Mulalley, a funeral directors and tile depot.
- 4.3.31 Regent's Avenue (C18) is located where Green Lane meets the North Circular ring-road. The main occupiers are an Arriva Bus Depot (including dial a ride services), MOT Centre and Enterprise Car rental lot. The occupiers are housed in poor quality medium manufacturing and warehouse spaces, the internal environment is also in a poor state. A small proportion of the cluster has been recently turned into dwellings.
- 4.3.32 C19 is occupied solely by a large dairy run by Arla. The dairy buildings and environment around them are in very good condition. The dairy is situated in a residential area and generates HGV traffic, but layout arrangements for access and egress minimise any impacts. The cluster functions well overall.

- 4.3.33 Commercial Road and North Middlesex Estate (C20) is located on LB Enfield's boundary with Haringey and links into more industrial land in the other Borough. Occupiers such as Mosaic and Tile Co and Torrent Trackside are housed in poor quality small to medium warehouses, and medium manufacturing space. The environment is average quality. The cluster generates a significant amount of car traffic and some odours which could negatively impact upon surrounding land uses (residential properties and North Middlesex Hospital). There are some vacant buildings with redevelopment potential such as an 8,800sqm warehouse/factory.
- 4.3.34 Langhedge Industrial Estate (C21) is an LSIS situated adjacent to Commercial Road and North Middlesex Estate (C20) over a branch of the WAML. The cluster is based upon a single access road with small warehouse and workshop spaces on either side. The premises are mostly good quality, though the internal environment is poor.
- 4.3.35 C26 is situated 0.2km west of Montagu Industrial Area North (C10) and 0.1km south of Federation Cemetery. The cluster is solely occupied by Sinclairs Laundry in a small warehouse with some ancillary office attached. The premises and internal environment are poor quality. The cluster functions adequately for the current occupier.
- 4.3.36 Park Avenue Garage (C27) is located 0.3km north of Silver Street railway station. The cluster contains mixed quality small manufacturing space and workshops. Occupiers include an interior design and manufacturing firm and a number motor trades businesses. Public transport access is excellent (PTAL 5)

Figure 4-6 North Circular Corridor Sub-area



Source: AECOM 2016.

Town Centres

- 4.3.37 The two town centres surveyed in LB Enfield were Enfield Town (C34) and Southgate (C35). Both contain significant quantities of non-retail employment uses unlike other centres in the Borough such as Edmonton Green and Angel Edmonton. The boundaries of both town centres have been extended beyond the Core Strategy defined areas in places to include some B-use employment premises situated adjacent, including in Enfield Chase in C34 and Chase Road in C35. Further details are presented in **Table 4-7** and **Figure 4-7**.

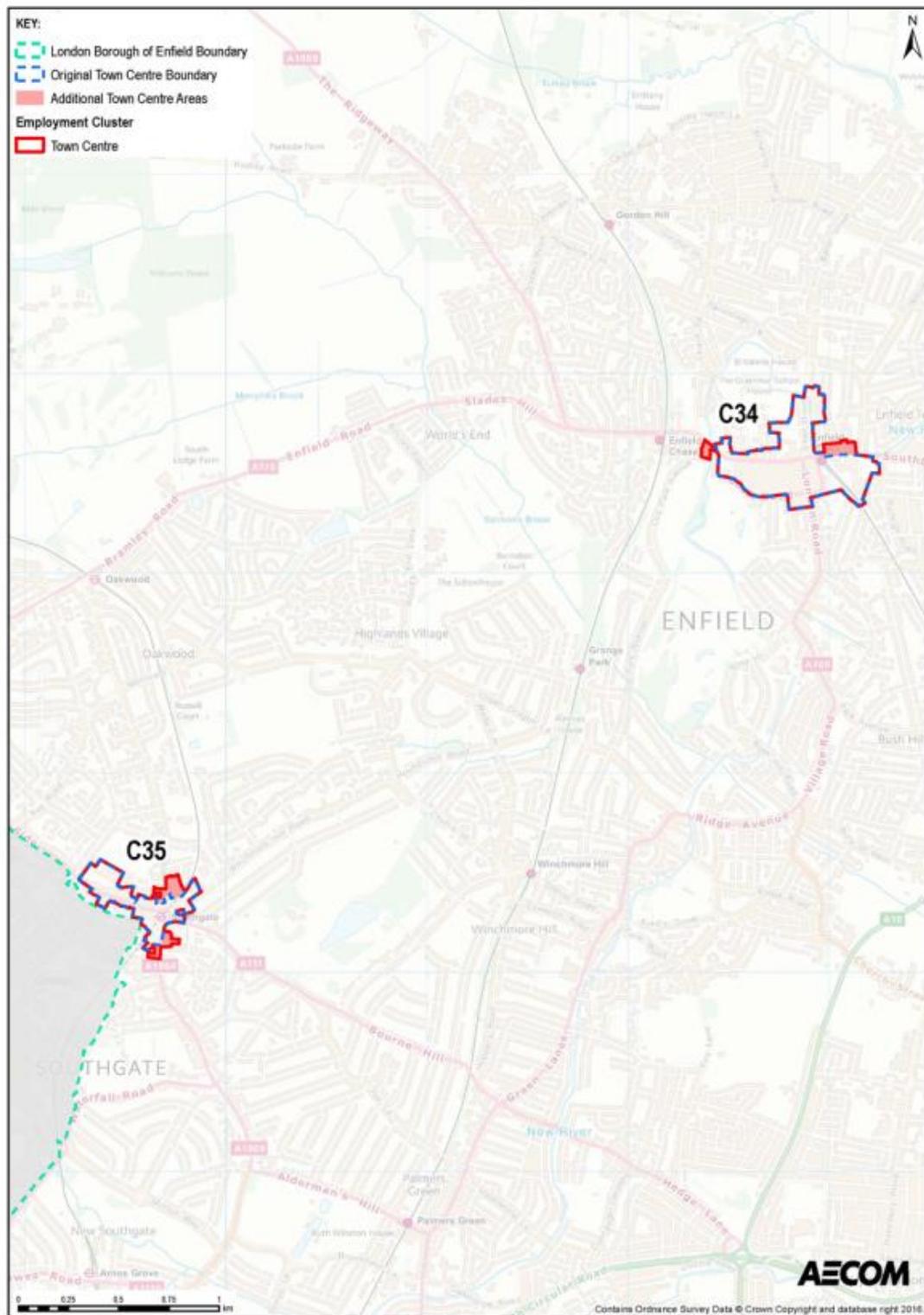
Table 4-7 Town Centre Sub-area Clusters

Cluster Number	Cluster Name	Designation	B-Class and Other Employment Uses	Area (ha)
C34	Enfield Town Centre	Town Centre	B1a, B8	23.3
C35	Southgate Town Centre	Town Centre	B1a	10.4
Total				33.6

Source: AECOM 2016.

- 4.3.38 Enfield Town Centre (C34) is the largest retail area in the Borough. It contains some B use non-retail employment space in the form of medium offices and yard /open storage space. Offices are either located above retail units or in dedicated blocks in the east and west parts of cluster. The buildings and environment are in good condition. The Centre has good public transport access through Enfield Chase station, Enfield Town station and numerous bus stops (PTAL 5). There is currently some office floorspace vacancy in Refuge House (100 –500sqm) which is located in the eastern part of the centre. Attempts to attract further businesses are being progressed via the Enfield Town Master Plan.
- 4.3.39 Southgate Town Centre has a number of very good quality small to medium scale offices in dedicated blocks (e.g. the Grange and Southgate Office Village) and above retail units. The environment is in very good condition. Public transport access is good due to Southgate Underground station providing a direct link to central London and Heathrow Airport the Piccadilly Line and the bus routes passing through it (PTAL 4). Some vacant units were available in Southgate Office Village.

Figure 4-7 Town Centres Sub-area



Source: AECOM 2016

Additional Clusters

- 4.3.40 There are three additional clusters located outside of the sub-areas. The additional clusters are shown in **Table 4-8** and **Figure 4-8**.

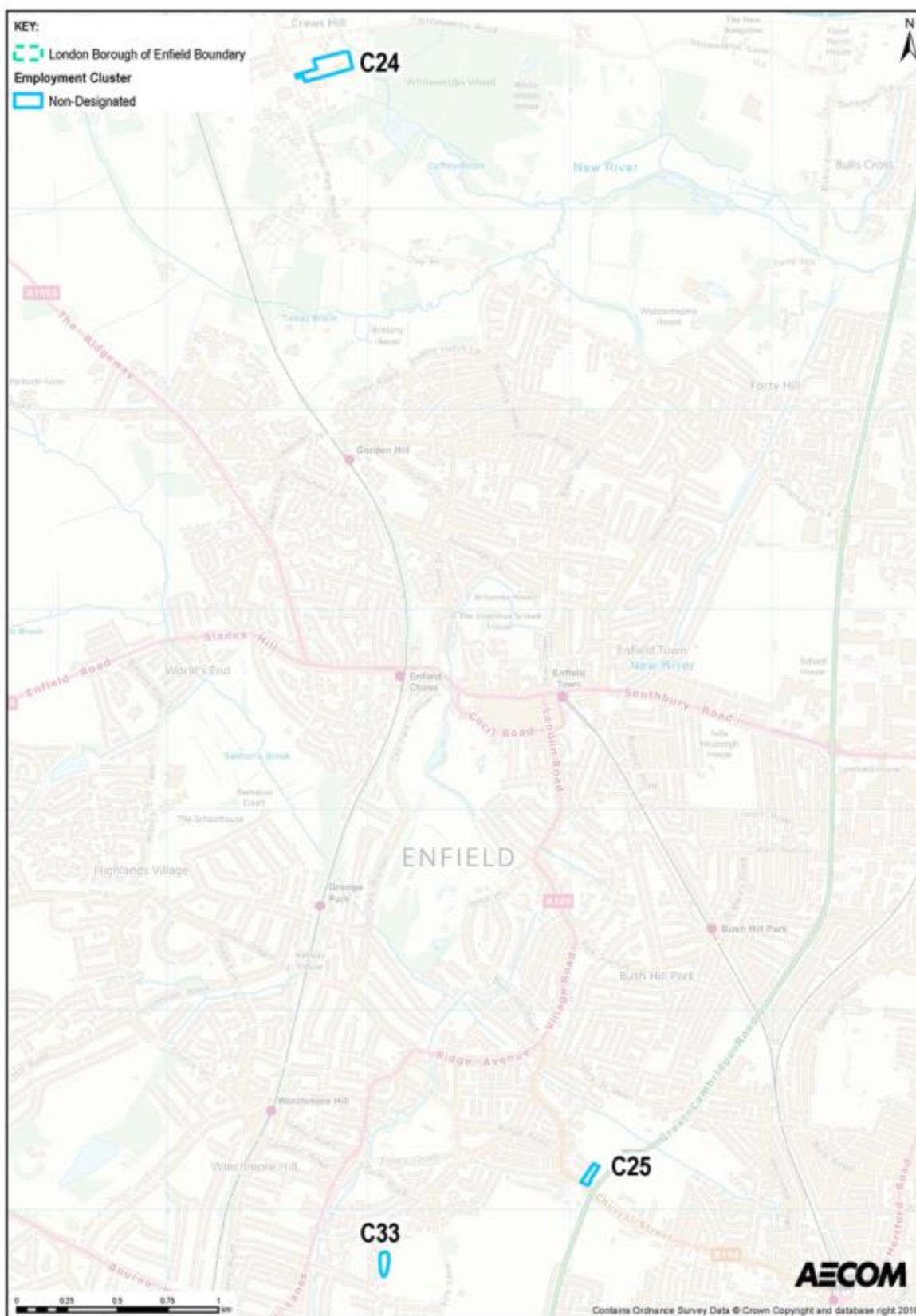
Table 4-8 Other Non-Sub-area Clusters

Cluster Number	Cluster Name	Designation	B-Class and Other Employment Uses	Area (ha)
C24	Kingswood Industrial Estate	Not Designated	B2, B8, Sui-generis	2.0
C25	Dairy Crest Depot	Not Designated	B8	0.4
C33	Barrow Well Green Recycling Centre	Not Designated	B2	0.4
Total				2.8

Source: AECOM 2016.

- 4.3.41 Kingswood Industrial Estate (C24) is located in Crews Hill. The surrounding land and much of Crews Hill contains a high number of plant nurseries and garden centres. Most of the cluster land area is taken up by yard/open storage space that is in poor condition. However, the Estate functions adequately for its current purposes. Evidence suggests that agricultural businesses are leasing space to industrial type occupiers in Crews Hill though no formal occupancy was identified in the field survey.
- 4.3.42 C25 is singularly occupied by Dairy Crest who utilise the cluster as a milk float depot. The medium scale warehouse that occupies the cluster is dated but in good condition, the environment being of average quality. The cluster functions well for its current purpose.
- 4.3.43 Barrow Well Green Recycling Centre (C33) is situated adjacent to Clowes Sports Ground and accessed via Barrowell Green. The cluster comprises a recycling plant and depot where households can dispose of non-commercial waste. The premises and internal environment are good quality. Neighbouring dwellings are well shielded by high quality landscaping. Overall, the cluster appeared to be functioning well.

Figure 4-8 Other Clusters



Source: AECOM 2016.

4.4 Quality of Existing Employment Clusters

- 4.4.1 **Table 4-9** below provides an overview of the performance and characteristics of the employment clusters surveyed against some of the criterion assessed in the ELR. This is in order to consider what clusters are performing well or those that based upon PPG/SPG guidance have the potential for intensification, redevelopment, or change of employment use where appropriate³⁸.
- 4.4.2 The table suggests that the majority of employment land in LB Enfield is good or average quality and is fit for the purposes that occupy it. There are a few clusters in poor condition and have issues such as C10, C22 and C23. These clusters present opportunities for redevelopment to provide new space for other employment uses as they could function more effectively than at present. See section 4.6 for further consideration of prospects for intensification.
- 4.4.3 **Figure 4-9** supports the assessment of strategic road access and PTAL by illustrating the layout of the road network and rail and tube stations.

³⁸ Strategic Road access is based upon whether a cluster is located on a road that is part of the national Strategic Road Network, the Transport for London Road Network or Principal Road as defined in LB Enfield's most recent Highway Infrastructure Asset Management Plan (2015). If a cluster is not directly located on one of these roads then it is considered as having either indirect or no access to a strategic road.

Table 4-9 Existing Employment Clusters

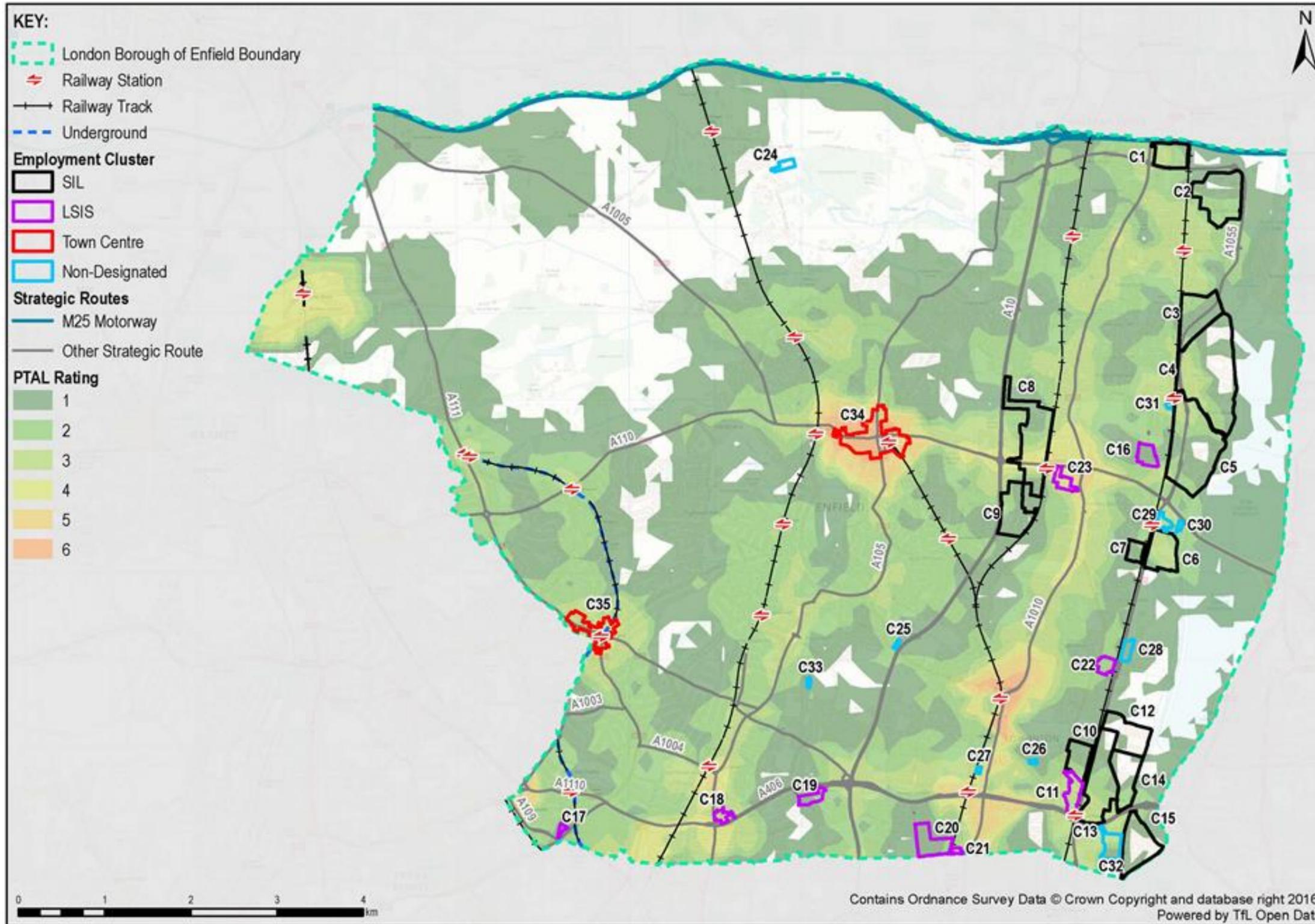
Cluster Number	Cluster Name	Designation	Overall Quality of Environment (Good / Ave/ Poor)	Overall Condition of Buildings (Good / Ave / Poor)	Parking (Adequate / Inadequate)	Servicing (Adequate / Inadequate)	Public Transport Access (Good / Poor)	Strategic Road Access (Direct / Indirect / No Access)	Vacant / Derelict Land Suitable for Development (Yes / No)
C1	Freezy Water	SIL (PIL)	Good	Good	Adequate	Adequate	Poor	Direct	No
C2	Innova Park	SIL (PIL)	Good	Good	Adequate	Adequate	Poor	Direct	No
C3	Brimsdown Part A	SIL (PIL)	Good	Good	Adequate	Adequate	Poor	Direct	No
C4	Brimsdown Part B	SIL (PIL)	Good	Good	Adequate	Adequate	Poor	Direct	Yes
C5	Brimsdown Part C	SIL (PIL)	Average	Good	Adequate	Adequate	Poor	Direct	Yes
C6	Meridian Business Park	SIL (PIL)	Good	Good	Adequate	Adequate	Poor	Direct	Yes
C7	Redburn Trading Estate	SIL (PIL)	Average	Good	Adequate	Adequate	Poor	Indirect	No
C8	Great Cambridge Road and Martinbridge Trading Estate Part A	SIL (IBP)	Good	Good	Adequate	Adequate	Poor	Direct	Yes
C9	Great Cambridge Road and Martinbridge Trading Estate Part B	SIL (IBP)	Good	Good	Adequate	Adequate	Poor	Direct	Yes
C10	Montagu Industrial Area Nth	SIL (PIL)	Poor	Poor	Adequate	Inadequate	Poor	Indirect	No
C11	Montagu Industrial Area Sth	LSIS	Poor	Poor	Inadequate	Adequate	Poor	Indirect	No
C12	Aztec 406	SIL (PIL)	Good	Good	Adequate	Adequate	Poor	Direct	Yes
C13	Eley's Estate	SIL (PIL)	Average	Poor	Inadequate	Inadequate	Poor	Direct	No
C14	Edmonton Eco Park	SIL (PIL)	Good	Good	Adequate	Adequate	Poor	Direct	No

Cluster Number	Cluster Name	Designation	Overall Quality of Environment (Good / Average / Poor)	Overall Condition of Buildings (Good / Average / Poor)	Parking (Adequate / Inadequate)	Servicing (Adequate / Inadequate)	Public Transport Access (Good / Poor)	Strategic Road Access (Direct / Indirect / No Access)	Vacant / Derelict Land Suitable for Development (Yes / No)
C15	Harbet Road industrial Est.	SIL (PIL)	Poor	Poor	Inadequate	Adequate	Poor	Direct	Yes
C16	Alma Road	LSIS	Poor	Poor	Inadequate	Adequate	Poor	Indirect	No
C17	New Southgate Industrial Estate	LSIS	Good	Good	Adequate	Adequate	Poor	Direct	No
C18	Regent's Avenue	LSIS	Poor	Poor	Adequate	Adequate	Good	Direct	No
C19	Oakthorpe Dairy	LSIS	Good	Good	Adequate	Inadequate	Poor	Direct	No
C20	Commercial Road and North Middlesex Estate	LSIS	Average	Poor	Adequate	Adequate	Poor	Indirect	Yes
C21	Langhedge Lane Industrial Estate	LSIS	Poor	Good	Inadequate	Adequate	Good	Direct	No
C22	Claverings Industrial Estate	LSIS	Poor	Poor	Adequate	Adequate	Poor	Direct	Yes
C23	Queensway Industrial Est.	LSIS	Poor	Poor	Adequate	Adequate	Poor	Direct	Yes
C24	Kingswood Industrial Estate	Not Designated	Average	Poor	Adequate	Adequate	Poor	No Access	No
C25	Dairy Crest Depot	Not Designated	Average	Good	Adequate	Adequate	Poor	Direct	No
C26	Brettenham Road Warehouse	Not Designated	Good	Poor	Adequate	Adequate	Poor	Indirect	No
C27	Park Avenue Garage	Not Designated	Average	Poor	Inadequate	Adequate	Good	Direct	No
C28	Picketts Lock Wholesale	Not Designated	Good	Good	Adequate	Adequate	Poor	Direct	No
C29	GR Wright and Sons	Not Designated	Good	Good	Adequate	Adequate	Poor	Direct	No

Cluster Number	Cluster Name	Designation	Overall Quality of Environment (Good / Average / Poor)	Overall Condition of Buildings (Good / Average / Poor)	Parking (Adequate / Inadequate)	Servicing (Adequate / Inadequate)	Public Transport Access (Good / Poor)	Strategic Road Access (Direct / Indirect / No Access)	Vacant / Derelict Land Suitable for Development (Yes / No)
C30	Wharf Road Industrial Estate	Not Designated	Average	Poor	Adequate	Adequate	Poor	Direct	No
C31	Ripmax	Not Designated	Average	Poor	Adequate	Adequate	Poor	Direct	No
C32	Argon Road Industrial Estate	Not Designated	Average	Good	Adequate	Adequate	Poor	Direct	No
C33	Barrow Well Green Recycling Centre	Not Designated	Good	Good	Adequate	Adequate	Poor	Indirect	No
C34	Enfield Town Centre	Town Centre	Good	Good	Adequate	Adequate	Good	Direct	No
C35	Southgate Town Centre	Town Centre	Good	Good	Adequate	Adequate	Good	Direct	No

Source: AECOM 2016

Figure 4-9 Strategic Transport Routes and Public Transport Accessibility



Source: AECOM 2016.

4.5 Vacant Industrial Land and Vacant Floorspace

Vacant Industrial Land

- 4.5.1 The GLA's 2010 Industrial Land Supply Baseline study estimated that LB Enfield in the same year had 38.9ha of vacant industrial land and land with vacant buildings, the subsequent 2015 update found that this area had decreased by 37.5% to 24.3ha. Over the same time period 21.2ha of industrial land was redeveloped for other uses in LB Enfield (4.4% of all stock as of 2010). This rate of 'release' is over 2.5 times as high as benchmarked in the Land for Industrial and Transport SPG (2012). The rate of decrease in the area of vacant land in LB Enfield and rate of release suggests that the previously vacant land is either being redeveloped for commercial uses or has been released for uses such as residential.
- 4.5.2 During the field survey, some vacant sites were identified in clusters designated as either SIL or LSIS. These were identified in clusters C11, C15 and C20. The sites are all completely vacant and clear of structures with no plans for future redevelopment yet outlined. Further details are shown in **Table 4-10**.

Table 4-10 Clusters with Vacant Industrial Land

Cluster Number	Cluster Name	Vacant Area (ha)	Vacant Land
C11	Montagu Industrial Area South	0.9	An area of land in the cluster is situated between the northern part of the cluster that is occupied by businesses, Conduit Lane to the south and a recently developed playground to the west.
C15	Harbet Road Industrial Estate	1.7	The site where the Lee Valley Business Centre used to sit in the north was clear of structures vacant and marketed.
C20	Commercial Road and North Middlesex Estate	0.3	The site previously occupied by Innovation Schoolwear was vacant and clear of structures.
Total		2.9	

Source: AECOM 2016.

- 4.5.3 Other vacant sites within employment clusters were observed during the survey. However, these were either already undergoing redevelopment (e.g. Enfield Distribution Park) or there are plans to redevelopment in the near future. For example, the Stonehill Business Park site in C15 is currently void of structures, but the site had been cleared to replace the original estate with new premises. Overall very few of LB Enfield's employment clusters contain vacant sites, and what sites are vacant represent a small proportion of LB Enfield's total employment land stock.

Vacant Industrial Floorspace

- 4.5.4 The amount of vacant floorspace was observed across clusters was limited. This suggests demand for commercial (office and industrial space).
- 4.5.5 Commercial units available for rent or for sale were observed on 14 clusters during the site

survey (C1, C2, C4, C5, C6, C7, C8, C9, C13, C20, C21, C22, C23, C32, C34 and C35). The advertised units that are not under construction are located in Freezy Water (C1) and the Navigation Park development in Meridian Business Park (C6). The large premises were recently developed and have the potential to provide the Borough's already successful logistics and distribution sector with more space to grow and thrive. Examples of clusters with smaller commercial premises advertised include C7 (for example, 1,700 – 2,300sqm warehouses) and C20 (a 1,200sqm, warehouse).

- 4.5.6 Office floorspace is currently available in both of the town centres (C35). In Enfield Town office floorspace is available in Refuge House (100 – 500sqm); likely poor quality floorspace in Southgate is available above retail units along the high street, with some medium quality space available in Southgate Office Village. Offices of low quality and small floorplate were being marketed in C22.

4.6 Prospects for Intensification and Co-location

Introduction

- 4.6.1 This section provides a high level view on the potential for intensification and / or co-location of industrial land in LB Enfield. This section was written in to the 2018 work following a request for a high level assessment of the potential for clusters to accommodate additional capacity.
- 4.6.2 As set out in Section 2 of this report (Policy Review) the Draft New London Plan (August 2018) seeks to maintain the supply of land to meet demands for industrial and related functions while indicating that, in certain circumstances, intensification of industrial uses may allow the release of SIL land on the basis of no net loss of industrial floorspace. In addition, policy indicates that Development Plans and planning frameworks should consider whether certain logistics, industrial and related functions in selected parts of LSIS could be intensified and/or co-located with residential and other uses, such as social infrastructure, or to contribute to town centre renewal.
- 4.6.3 Intensification, for this study, is defined as the process of increasing the physical capacity of employment land required to generate growth. Intensification of industrial land can occur in several ways, such as making use of vacant land, increasing building footprints within sites and plots, building upwards (multi-level or multi-storey) and changing the form or typology of buildings to provide more space dedicated to generating economic output (i.e. workspace). Co-location is the location of residential or other non-industrial uses adjacent to industrial uses on employment land, for example above industrial uses in a multi-storey building. On a given site, housing could cross-subsidise industrial uses and therefore enable intensification of industrial land and / or an improvement in its quality.
- 4.6.4 The potential for intensification and co-location is relevant for Enfield given that the London Plan: Draft for Public Consultation places Enfield in the 'Provide Capacity' category, where "*strategic demand for industrial, logistics and related uses is anticipated to be the strongest*" (Draft New London Plan, para. 6.4.6). This section focuses on mainly on the potential for intensification, with some consideration of co-location.

Approach

- 4.6.5 A high level appraisal was undertaken to assess which clusters have comparatively more

potential for intensification and co-location. In line with Policy E7 of the London Plan: Draft for Public Consultation (2017), the appraisal assesses clusters designated as SIL and LSIS for intensification potential and clusters designated as LSIS for co-location potential.³⁹ Non-designated clusters of employment land are not considered, as while the London Plan: Draft for Public Consultation encourages intensification on non-designated sites it does not require Development Plans and planning frameworks to consider it.

4.6.6 The criteria used to consider the potential for intensification, along with information sources, are set out below. The scoring using 'low', 'medium' and 'high' is made in the positive with respect to intensification potential; that is a low score means that the characteristics of the cluster, with respect to the measure assessed, are less well suited to intensification. Comparatively a high score means that the cluster's characteristic is such that it could be better placed to support / promote intensification.

1. Utilisation potential. Any vacant, under-utilised or derelict land suitable for development was identified during site surveys (see Table 4-10). In addition, for each cluster the AECOM analysis undertaken in 2017 identifies floorspace ratio⁴⁰, floorspace vacancy (%) and employment density⁴¹ (employees per ha). These factors are considered in tandem to derive a rating for each cluster, with 'low' potential for intensification implying that the land is already used relatively intensively while 'high' potential denotes that there is potential to increase site utilisation.
2. Quality of premises, or rather how the quality of premises affects the potential for intensification. This was recorded during site surveys (see **Table 4-9**); in addition, further analysis undertaken by AECOM (Industry in Enfield, Study, Type and Form and Activity; Nov 2017) recorded the age of industrial building stock within each cluster. In **Table 4-11**, a 'low' potential for intensification and / or co-location indicates that premises are good quality and unlikely to be appropriate for redevelopment in the short or medium term (though this would depend on local market conditions, see below); 'medium' indicates that quality is average or variable in different parts of the cluster; and 'high' indicates poor quality premises and so potentially appropriate for redevelopment.
3. Quality of environment. This refers to internal areas, parking and servicing and was recorded during site surveys. If quality is poor then potential for intensification is noted as 'high'; if quality is high then potential for intensification is noted as 'low'; and if quality is average or variable then potential for intensification is noted as 'medium'.
4. Proximity to strategic roads. This was recorded in the site surveys. Accessible sites are considered to be more marketable, given the importance of highway accessibility to businesses involved in distribution and to those which have a supply chain and a customer base. Site surveys recorded strategic road access as either 'direct' or

³⁹ Policy E7 states that: "Development Plans and planning frameworks should be proactive and consider, in collaboration with the Mayor, whether certain logistics, industrial and related functions in selected parts of SILs could be intensified." Policy E7 goes on to state that: "Development Plans and planning frameworks should be proactive and consider whether certain logistics, industrial and related functions in selected parts of LSIS could be intensified and/or co-located with residential and other uses, such as social infrastructure, or to contribute to town centre renewal".

⁴⁰ Floorspace ratio is total floorspace (expressed as Gross External Area) divided by cluster area. While site utilisation (building footprint divided by cluster area) would be a more useful indicator here, most existing industrial buildings are single storey so floorspace ratio and site utilisation will be the same. Based on policy guidance, a floorspace ratio of <0.4 is considered to offer high potential for intensification; 0.4 to 0.65 medium potential; and >0.65 low potential.

⁴¹ AECOM analysis of Enfield's employment land clusters (2017) found that the average employment density across all clusters was 90 employees per hectare.

'indirect'. Therefore in the appraisal 'low' potential indicates that access to strategic roads was recorded as direct in the site surveys, and 'high' potential indicates that access to strategic roads was recorded as indirect.

4.6.7 For assessing potential for co-location, the following additional criteria are considered:

5. Adjacent land uses. Land uses which might complement residential or other non-industrial development include housing, open space and social infrastructure. These uses would be suitable neighbouring uses for residential uses and as such have a 'high' potential for co-location while 'low' indicates that adjacent uses would not complement residential or other non-industrial uses and 'medium' indicates that neighbouring uses are somewhat suitable. Information from the site surveys is drawn upon, together with Google Earth imagery (2018).
6. Access to public transport. 'Low' potential for co-location is recorded where access to public transport is poor (see **Table 4-9** and **Figure 4-9**) and 'high' potential is recorded where access to public transport is good. There is no 'medium' score as public transport access was assessed in the site survey to be either 'good' or 'poor'.

4.6.8 The measures set out above are drawn from information collected as part of the ELR cluster survey, together with additional analysis of the Enfield's Type, Form and Activity Study⁴² and Google Earth imagery (2018). Being limited to this information means that the assessment does not capture any views regarding financial viability, market demand, developer and land owner willingness, fragmentation of land ownership and how existing surrounding conditions could impact on development potential. The appraisal is therefore limited and of a high level and qualitative nature but offers a starting point for more substantial analysis.

4.6.9 Using the information set out above **Table 4-11** presents, for a number of key criteria and overall, whether the cluster displays low, medium or high potential for intensification and co-location.

⁴² LB Enfield Type, Form and Activity Study (AECOM 2017)

Table 4-11 Clusters with Intensification and Co-Location Potential

Cluster		Cluster Designation	Area (hectares)	Intensification Potential based on...					Co-location Potential		
Cluster Name	Quality of premises			Intensity of utilisation	Quality of wider environment / functioning	Proximity to strategic roads	Overall Potential for intensification	Adjacent land uses	Proximity to public transport (PTAL)	Overall potential for co-location	
C1	Freezy Water	SIL	10.8	Low	Low	Low	High	Low	NA	NA	NA
C2	Innova Park	SIL	26.8	Low	Low	Low	High	Low	NA	NA	NA
C3	Brimsdown Part A	SIL	20.5	Low	Medium	Low	High	Medium	NA	NA	NA
C4	Brimsdown Part B	SIL	64.1	Medium	Medium	Low	High	Medium	NA	NA	NA
C5	Brimsdown Part C	SIL	20.5	Low	Medium	Medium	High	Medium	NA	NA	NA
C6	Meridian Business Park	SIL	14.2	Low	Medium	Low	High	Medium	NA	NA	NA
7	Redburn Trading Estate	SIL	4.1	Low	Medium	Low	Low	Low	NA	NA	NA
C8	Great Cambridge Road & Martinbridge Trading Estate Part A	SIL	33.4	Low	Medium	Low	High	Medium	NA	NA	NA
C9	Great Cambridge Road & Martinbridge Trading Estate Part B	SIL	17.2	Low	Medium	Low	High	Medium	NA	NA	NA
C10	Montagu Industrial Area North	SIL	9.6	High	Medium	High	Medium	High	NA	NA	NA
C11	Montagu Industrial Area South	LSIS	6.2	Medium	Medium	High	Medium	High	Medium	Low	Low

Cluster		Cluster Designation	Area (hectares)	Intensification Potential based on...					Co-location Potential		
Cluster Name	Quality of premises (where low = good)			Intensity of utilisation	Quality of wider environment / functioning	Proximity to strategic roads	Overall Potential for intensification	Adjacent land uses	Proximity to public transport (PTAL)	Overall potential for co-location	
C12	Aztec 406	SIL	16.6	Low	High	Low	High	Medium	NA	NA	NA
C13	Eley's Estate	SIL	29	Medium	Medium	High	High	High	NA	NA	NA
C14	Edmonton Eco Park	SIL	16.1	Low	Medium	Low	High	Medium	NA	NA	NA
C15	Harbet Road industrial Estate	SIL	19.2	High	Medium	High	High	High	NA	NA	NA
C16	Alma Road	LSIS	4.8	High	Low	High	Low	Medium	High	Medium	High
C17	New Southgate Industrial Estate	LSIS	0.7	Low	Low	Low	High	Low	High	Low	Medium
C18	Regent's Avenue	LSIS	2	High	Medium	High	High	High	High	High	High
C19	Oakthorpe Dairy	LSIS	3.2	Low	Low	Low	Low	Low	High	Low	Medium
C20	Commercial Road and North Middlesex Estate	LSIS	10.1	High	Medium	Medium	Low	Medium	High	Low	Medium
C21	Langhedge Lane Industrial Estate	LSIS	0.3	Medium	Low	High	High	Medium	Medium	High	High
C22	Claverings Industrial Estate	LSIS	3.3	High	Medium	Medium	High	Medium	High	Low	Medium
C23	Queensway Industrial Estate	LSIS	3.5	Medium	Medium	Medium	High	Medium	High	High	High

4.6.10 Clusters showing high or medium potential for intensification and / or co-location are listed below (greatest potential first):

- Harbet Road Industrial Estate (C15, SIL, 19.2 ha): Much of the cluster has been cleared ready for redevelopment (the aspiration being for development in line with the Edmonton Leaside AAP vision). Broadly the existing environment and remaining premises are poor quality, apart from the Hastingwood Trading Estate sub-area which is in good condition. Parking relating to those actively used sites was considered to be inadequate. Employment density is relatively low (60 employees per ha).
- Regent's Avenue (C18, LSIS, 2ha): This estate is characterised by poor quality medium-sized manufacturing and warehouse space, and the wider environment is poor as well. Floorspace ratio is 0.37 and employment density is 16 employees per ha, though vacancy is 0%. A small proportion of the cluster was previously redeveloped for housing and public transport accessibility is good, indicating potential for co-location. The cluster has, more broadly, potential for intensification.
- Eley's Estate (C13, SIL, 29ha): Many of the premises are of poor quality (82% of the industrial stock dates from pre-1995 of which 19% is pre-1945) and the environment is also poor in places with a congested internal road network and on-street parking. The vacancy rate is 5-10%, employment density is 86 and footprint ratio is 0.63.
- Queensway Industrial Estate (C23, LSIS, 3.5 ha): the premises are mostly in poor condition (though a new Royal Mail delivery office is currently being constructed), and the wider environment is of poor quality. The survey found a small proportion (5%) of land was vacant or derelict. Over the Great Cambridge Estate as whole⁴³, employment density is 94, footprint ratio is 0.34 and vacancy is 4%. As well as intensification, the cluster has some potential for co-location: it is bordered by a now vacant Middlesex University campus (south), a Tesco Extra superstore and residential uses (on the north side of Southbury Road) to the north, residential to the east and Tesco and a main road (A1010) with some retail frontage to the west. Public transport accessibility is good.
- Langhedge Lane Industrial Estate (C21, LSIS, 0.3 ha): premises are of a fairly good quality and the site is used relatively intensively at present (floorspace ratio is 0.64 and employment density is 294 employees per ha); however there are some older units (built 1945 – 95) to the south of the cluster and the internal environment is poor with inadequate parking and servicing. There are residential uses in close proximity including Brook House Primary School, and public transport accessibility is good, implying some potential for co-location.
- Montagu Industrial Area North (C10, SIL, 9.6 ha): Many premises are in a poor condition, as is the environment more generally. The northern parts of the cluster are used relatively intensively. However, areas in the south near the border with C11 (Montagu Industrial Area South) could be intensified significantly. There are a number of plots that contain plant hire, storage and motor trade businesses that under-utilise the land they are located upon. Road access to the cluster would need to be improved to handle intensifying uses.
- Montagu Industrial Area South (C11, LSIS, 6.2 ha): The environment and buildings are poor quality, except for the metal recycling plant in the southern part which is in fair condition. In the area north of Conduit Lane there are a number of sites occupied by plant hire, waste and motor trade businesses that are under-utilised. The floorspace ratio over the cluster as a whole is 0.25 and the employment density is 45 employees per ha. Road access would need to be improved to handle intensification of uses. Adjacent uses include the railway to the east, residential to the north-west and south,

⁴³ The Type, Form and Activity Study included Queensway Industrial Estate within the Greater Cambridge Road cluster.

open land to the south and industry to the north. This implies some potential for co-location; however public transport accessibility is poor.

- Brimsdown: At Brimsdown Part B (C4, SIL, 64.1), while the overall quality of the buildings and environment is good, the premises between the western border of the A1055 and WAML mainly consist of poor quality warehousing and manufacturing space which could be redeveloped and intensified. The width of the corridor could constrain development to smaller premises such as medium manufacturing, warehousing or office floorspace. Across the Brimsdown Estate as a whole, employment density is 84, floorspace vacancy is 10% and the floorspace ratio is 0.4, indicating some potential for intensification at Brimsdown Part A (SIL, 20.5 ha) and Brimsdown Part C (SIL, 20.5 ha) as well as at Part B.
 - Aztec 406 (C12, SIL, 16.6 ha): the cluster currently functions well, with premises and environment of high quality and a high floorspace ratio (0.94). However there is an untouched area of land west of Pymmes Brook which could have potential for redevelopment.
 - Alma Road (C16, LSIS, 4.8 ha): while there is no vacant or derelict land and employment density is relatively high (149 employees per hectare), the buildings and internal environment are in a poor condition, parking is on-street and the layout is poor, indicating some potential for intensification. Adjacent uses include housing to the south and west and a park to the north, indicating some potential for co-location, although public transport accessibility is poor.
 - Commercial Road and North Middlesex Estate (C20, LSIS, 10.1 ha): Much of the Estate is in poor condition, partly vacant and not well laid out. Particular sites with potential for intensification or change include the Dominion Tiles plot and vacant Hall's Floorings factory. Floorspace ratio is 0.62. Adjacent uses include the North Middlesex Hospital and residential properties and so there could be potential for co-location; however public transport accessibility is poor.
 - Great Cambridge Road and Martinbridge Trading Estate Part A (C8, SIL, 33.4 ha): Most of the premises are in good condition, the general environment is good and the cluster is well built out. However there are some small units on the southern part of Crown Road which could be refurbished or redeveloped to intensify B class uses. Additionally, the Enfield Car Compound and Travis Perkins also on Crown Road underutilise the plots of land they are located upon. Over the Great Cambridge Estate as a whole, footprint ratio is 0.34 and employment density is 94.
 - Great Cambridge Road and Martinbridge Trading Estate Part B (C9, SIL, 17.2 ha): though the buildings and environment are generally in good condition and the cluster is well built out, the survey records some areas of vacant land. Over the Great Cambridge Estate as a whole, footprint ratio is 0.34.
- 4.6.11 Claverings Industrial Estate (LSIS, 3.3 ha): scores medium for both intensification and co-location. The cluster has many buildings which are poor quality or derelict, especially the office surrounding the central courtyard, with 7% of the land area taken up older by industrial stock (pre-1995). The wider environment is also of poor quality. However, given its surrounding residential context and the relatively poor public transport links it is considered less suitable for intensification and co-location.

- 4.6.12 The appraisal finds that there are four clusters which overall have high potential for intensification, 13 which have potential for intensification and/or co-location.

Limitations

- 4.6.13 The assessment presented above provides a starting point to identify those sites and

clusters which have the potential for intensification. In reality, and for the larger clusters in particular, there will be some sub-areas within clusters which are suitable for intensification and co-location and others which are not. Even under the scenario that some sub-areas or sites within a cluster are high quality, wholesale redevelopment could be worthwhile if the associated costs are outweighed by the benefits of releasing more capacity. Ultimately, a wide range of factors will interact to determine how clusters and sub-areas within them develop in the future: factors not considered here include development viability and market demand, which will have a particular spatial emphasis; sunk capital costs (such as recency and scale of investment by a landowner); land ownership and fragmentation of ownership; the operational needs of existing businesses; and existing site types, lay-out and building characteristics.

- 4.6.14 In addition there are a number of financial risks which landowners would need to consider in their assessment of whether intensification would yield financial return, such as the cost of demolition and construction and the loss of rental value and the certainty of achieving a long term commercial return. On this basis it is those sites / clusters which have the most beneficial characteristics and the greatest capacity for uplift that will show the most potential and likelihood for intensification in the short to medium term. More broadly change will only come if the balance of demand across the functional economic market area and the supply for appropriate sites across Enfield is sufficiently out of balance so that market needs drive redevelopment towards higher density.

4.7 Recent Development

- 4.7.1 Recent development of employment floorspace can provide an expression of what types of premises and locations are in demand. The analysis below was undertaken for the February 2017 draft report.
- 4.7.2 During the cluster survey it was observed that there are or have been a number of recent developments within Enfield's employment clusters, including new B-use and non B- use premises. In the north the Borough in the Lee Valley, Freezy Water (C1) and Innova Park (C2) both contain large new distribution centres occupied by nationally significant companies (e.g. Iceland and John Lewis), exemplifying that demand for land and premises for B8 use is strong here.
- 4.7.3 Further south down the Lee Valley, large warehouses have recently been constructed as part of the Navigation Park development within Cluster 6). At the time of survey, the warehouses were not all occupied, with active marketing observed. Occupiers already in place include DPD and Camden Town Brewery. In Brimsdown Part C (C5). The Enfield Distribution Park development (under construction) is offering warehouse space from 1,900– 2,300sqm⁴⁴⁴⁵. Based upon occupier trends in C1, C5 and C6 and the known specification of floorspace it is likely that incoming occupiers will be logistics/distribution focused.
- 4.7.4 In the A10 and Southbury Road Junction sub-area some development has recently occurred in C8 and C9. In C8 a large distribution and technology centre occupied BM Polyco has been developed⁴⁶. The development was the largest non-warehousing development observed during the survey. In C9 small to medium scale warehouses have

⁴⁴ Figures rounded to the nearest hundred.

⁴⁵ <http://www.endp.co.uk/>, accessed September 2018.

⁴⁶ It is understood that BM Polyco may be moving from their current premises on the Great Cambridge Estate.

been built as part of the Lumina Park development, and are mainly occupied by non-B use occupiers (e.g. Toyota, City Electrical Factors and Jump in Trampoline Arenas). New warehouses of the same scale as in C9 have also been constructed in C13. The premises are also similarly occupied mostly by non-B use tenants such as N&C Tiles and Bathrooms, Hilti and DMARK.

- 4.7.5 Based upon consulting with property market agents, non-B use businesses are attracted to locate around the A10 and Southbury Road Junction (including within clusters C8 and C9), due to the retail focus of the sub-area. With the retail developments already present in the sub area (e.g. Enfield retail park) generating high footfall and the high number of cars passing along the A10, the sub-area is more attractive for non-B use businesses to locate than other sub-areas such as Brimsdown. The attractiveness of the sub-area as a location for non-B uses corresponds with **Figure B-2** which shows that clusters along the A10 and Southbury Road Junction sub-area have high proportions of non-B use floorspace in comparison to other clusters in the Borough. For clusters C8 and C9 this is at odds with their IBP designation whereby light industrial and /or higher value/intensity industrial uses would be expected to be able to function in good surroundings and, generally, in isolation from non-B uses.
- 4.7.6 A limited number of dwellings have been built in LB Enfield's employment clusters. The smallest residential developments have been in C8 and C18. A block of flats on a small plot of land has been constructed in C8 on the north western corner of the A10 and Southbury Road junction. In northern part of C18 two small sets of houses have been constructed these are separated from the remainder of the cluster by landscaping. C17 IS the remaining portion of a larger area of land which has recently undergone redevelopment for residential uses providing 517 new dwellings in total⁴⁷.
- 4.7.7 Overall, the survey showed that the majority of commercial space recently and currently being developed consists of warehouse space for B8 uses or premises for sui generis uses. A limited amount of non-warehouse commercial development was observed during site survey, of which none included dedicated office floorspace. There has been some residential development within cluster boundaries, but the scale is limited except in C17.

4.8 Key Sectors

- 4.8.1 The survey supplemented with desktop analysis identified what the key sectors in LB Enfield's employment clusters are and what sectors could have potential for growth in the future. These are namely: logistics and distribution; food preparation and manufacturing; and high technology manufacturing.

Logistics / Distribution

- 4.8.2 As evidenced above in the sub-area reviews and recent development section, logistics and distribution is currently and likely to become more important to the LB Enfield's economy in the future. LB Enfield already has a strong distribution sector and businesses including Asda, DPD, John Lewis, Lidl and Tesco all have large centres in the Borough. Logistics and distribution are concentrated in the larger industrial estates of the Borough such as the three Brimsdown clusters (C3, C4, and C5), Great Cambridge and Martinbridge Trading Estate Part A and Part B (C8 and C9) and Aztec 406 (C12).

⁴⁷ <http://www.ladderswoodregen.co.uk/index.html>, accessed September 2018..

- 4.8.3 Based on recent development trends, observations and views from the commercial market, the sector looks set to continue to grow in the future. There are examples of new developments Enfield Distribution Park (ENDP)⁴⁸ in C5 and Navigation Park⁴⁹ in C6. Both do and will contain large premises dedicated to businesses in the sector.
- 4.8.4 ENDP is promoted as a prime London location for distribution activities. The scale of the site allows it is able to accommodate a single building of up to 120,000sqft (c.11,150sqm). Units can be tailored in line with individual occupier requirements. At Navigation Park in 2017 there were 8.8 acres of design and build opportunity for warehouse / industrial units from 41,890sqft (c.3,900sqm) up to 197,820sqft (c.18,400sqm). Navigation Park was marketed as having 'immediate' access to the M25/A406 and of high quality specification. The units are grade A which are 'the first carbon neutral industrial buildings in London' (BREEAM rating Excellent) and EPC rating A+).
- 4.8.5 The scale and quality of these developments suggest there is strong demand for high specification industrial and warehousing space in LB Enfield. Demand is likely to come from established companies which have a strong financial base seeking locations near inner London markets and which are willing to pay well for quality builds.
- 4.8.6 New business rates that applied from April 2017 were expected to increase, on average, by 14% for retail high street shops, while rates for online retailers operating from warehouse distribution units out of town were to rise by 2%. The cost of rents and rates paid by online retailers are therefore much lower than highlight street locations. This cost differential, when passed in part to the consumer, is a key driver of demand for distribution / warehousing space (and the contraction of shop space on high-streets).⁵⁰

Food and Drink Processing

- 4.8.7 There are a high number of businesses specialising in food preparation, manufacturing and distribution in LB Enfield. Most of the clusters observed during the survey had some form of business in the sector. These businesses vary in scale. Principal examples are Greggs and Warburtons bakeries located in Brimsdown Part B (C4), the Coca Cola production facility in Eley's Estate (C13) and Arla's Oakthorpe dairy in their own dedicated premises next to the North Circular (C18). All four manufacture their products on site for onward distribution.
- 4.8.8 There are a high number of smaller food businesses who focus on specific market niches (e.g. food distributors servicing the local eastern Mediterranean communities). These businesses can be found in a high number of the employment clusters which have considerably different characteristics, occupying, primarily, poorer quality premises. In terms of manufacturing of drinks, the Borough has recently received investment from two craft brewers': Camden Town Brewery and Enfield Brewery.
- 4.8.9 It was notable that small newly developed units were being occupied by businesses involved in the food industry, suggesting that the sector is growing and new premises may be needed to house its growth in the future unless current premises are used more intensely.

⁴⁸ <http://www.endp.co.uk/>

⁴⁹ See <http://www.segro.com/property-search/estates/united-kingdom/greater-london/navigationpark?lang=en>

⁵⁰ Financial Times, (7th February 2017); Rise in business rates favour online retailers over high street

Knowledge and High Technology Industries

- 4.8.10 A number of knowledge and high technology firms were observed during the site survey. The businesses are not all in one specific sector and there are no obvious clusters of high technology businesses in the same sector. However, they do give the Borough a foundation to build upon to make knowledge and high technology sectors a more significant part of LB Enfield's economy in the future. The businesses include BM Polyco (C8), Kevin Hughes (C1) and Metaswitch Networks (C36). BM Polyco and Kevin Hughes are both focused upon advanced manufacturing (laboratory equipment and radar respectively), while Metaswitch Networks develops network software.
- 4.8.11 The three businesses are all located in different clusters and occupy very good quality space will have been purpose built for the businesses. The premises that BM Polyco and Kevin Hughes occupy were both recently developed, while Metaswitch Networks' offices were likely developed during the late 1980s or early 1990s. The locations of the businesses differ in that BM Polyco and Kevin Hughes are located on industrial estates, while Metaswitch Networks is located on the edge of Enfield Town centre.
- 4.8.12 Looking forward, there are aspirations to grow hi-tech and digital manufacturing sectors, including 3D prototyping and printing and robotics, with collaborations occurring between research institutes and centres of excellence, for example universities Middlesex, Brunel, Imperial and Cambridge. Such collaborations could result in commercial opportunities or opportunities for local businesses to benefit.
- 4.8.13 In addition, the large scale of regeneration project of Meridian Water could act as a catalyst to attract higher value office occupiers seeking a lower cost location within proximity of Inner London. Supporting this vision are plans for a low carbon heat network providing clean and lower cost heat and energy for businesses, which would potentially appeal to businesses involved in low carbon and smart city technologies.

4.9 Activities Supporting the Functioning of Inner London

- 4.9.1 LB Enfield's employment clusters contain a number of businesses in sectors that support the CAZ and the rest of Inner London. There is evidence of strong market demand from food and drink manufacturing and distribution. The Borough's comparative advantage lies in its position as a gateway to the centre of London and north to many other destinations in the UK.
- 4.9.2 One of the largest examples is Lidl's distribution centre in Aztec 406 (C12). The distribution centre acts as the company's regional headquarters and as the main distribution centre for its 100 stores in Greater London⁵¹. The other large supermarket distribution centres run by Tesco and Asda likely perform similar roles, though Tesco's location near to the M25 also positions it as a centre that may service the wider region and not have an Inner and Greater London wide focus. Similar examples on the periphery of Greater London include the large Sainsbury's depot in Epping Forest near to the border that the local authority shares with LB Enfield.
- 4.9.3 The UK is continuing to buy more goods online and less on the high-street, with this brings

⁵¹ <http://www.csj-planning.co.uk/projects/retail/lidl-regional-distribution-centre.php> , accessed September 2018.

changes to the way logistics and distribution networks operate⁵². Rather than simply delivering goods to a store as the end point, goods can require delivery to anywhere on the UK's accessible road network. Businesses that are likely to form part of the distribution network for online retailers include DPD in C6, Fedex in C3 and C6 and Yodel in C1. Some goods will likely flow out from Greater London to the wider region through the facilities that these businesses occupy in the Borough, but goods will also flow in the opposite direction and moved into Inner London and the CAZ.

- 4.9.4 The other main support industry to Inner London observed during the site survey was food. Food as discussed above is one of LB Enfield's key sectors showing robust growth if not as strong as that of logistics/distribution. Based upon consultations with property market agents, the large food manufacturers who have manufacturing and distribution facilities in the Borough (Arla, Coca Cola, Greggs and Warburtons) export their products to Inner London to be sold. They also service the wider London region and likely export some goods outside of the capital. However, the main focus of the businesses is to service Greater London. This is partly due to the Borough's good strategic road connections. The A10 is a good thoroughfare for transporting goods down into the CAZ and the North Circular offers fast access to other roads which travel to Inner London such as the A12 and Hendon Road.
- 4.9.5 Some smaller food businesses in LB Enfield also likely ship goods to Inner London and the CAZ. London Bread and Cake Company in Eley's Estate bake goods and distribute them across London (including Inner London and the CAZ) and into neighbouring counties (e.g. Essex, Hertfordshire and Kent)⁵³. Sova Foods, also located in Eley's Estate specialise in the import of Jewish/Kosher foods.

4.10 Summary

- 4.10.1 AECOM's qualitative survey of employment clusters within LB Enfield compromised site visits to 35 separate clusters. This was combined with some elements of desktop research. The clusters include: 14 SIL; nine LSIS, ten non-designated employment areas; and two town centres.
- 4.10.2 The assessment was conducted based on a set of site appraisal criteria (which were agreed with the Council in advance) from which detailed analysis was carried out to identify the typologies of employment land within the Borough. Our survey identified that employment land within LB Enfield consists of a number of larger, established business locations (Brimsdown and Edmonton Leaside), contrasted by a number of smaller business centres (Redburn Trading Estate and Kingswood Industrial Estate) and town centres with some B-use premises (Enfield Town and Southgate). Clustering of employment uses was typically seen in larger employment areas which contain a high number of logistics and distribution warehouses, which hold businesses not typically associated with agglomeration economies.
- 4.10.3 Our assessment concludes that the majority of clusters surveyed are functioning well for the uses contained within them, have high occupancy rates and support a diverse range of business types. The Borough's SIL areas comprise a significantly large amount of strategic quality land in Greater London and are generally in good or very good condition

⁵² <http://internetretailing.net/2016/01/uk-online-spending-11pc-up-at-114bn-in-2015-and-12pc-up-at-24bn-over-christmas/>, accessed December 2016.

⁵³ <http://www.londonbread.com/his.html>, accessed December 2016.

accommodating many medium and large firms with a focus on supermarket logistics, food processing and increasingly e-commerce fulfilment centres, with some retail/trade counter uses also observed. The Borough's LSIS are more mixed in character with some good quality examples (e.g. Oakthorpe Dairy C19), and several poorer ones, with a prevalence of sui-generis and non-B uses in several instances. Non-designated clusters vary in character from underused/derelict land to sites of reasonable quality. Office uses are concentrated mostly in or adjacent to Enfield (C34) and Southgate (C35) town centres, with some additional fairly new examples in the south of Innova Park (C2) SIL, and occasional examples within LSIS. Stock is mostly characterised by medium sized buildings of fair quality, some in multiple-occupancy others singly used. Smaller units are uncommon with some examples at Chase Road, Southgate (C35).

- 4.10.4 The quantum of industrial employment land redeveloped for residential or residential led mixed-use in recent years is not substantial. New industrial development in clusters is focused upon either large warehousing or small to medium warehousing and manufacturing units. The large warehousing is being occupied by logistics and distribution businesses, while medium to small units are being occupied by a high number of non-B use businesses. No office development within any employment clusters was observed during the site survey.
- 4.10.5 The survey found that there are a number of large, medium and small scale opportunities for redevelopment and intensification within clusters. There are major opportunities in clusters such as Harbet Road Industrial Estate, Claverings Industrial Estate and both parts of the Montagu Industrial Area, smaller opportunities are present in clusters including Brimsdown Part B. Many of the sites surveyed within the Borough serve a strategic role, and our conclusions in Chapter 6 serve to clarify planning options for the future role of the 35 employment clusters surveyed.

5. Commercial Property Market

5.1 Introduction and Approach

5.1.1 This section provides an assessment of the trends in industrial and office property markets. The analysis was drawn from CoStar property market database and was undertaken for the February 2017 draft report. It examines Enfield's commercial property market within the context of the wider FEMA and covers the following key indicators:

- Stock and distribution by size of units
- Premises and occupiers
- Rental values; and
- Vacancy, availability and net absorption.

5.2 Industrial Markets

Supply and Distribution of Stock

5.2.1 The Borough has a large supply of industrial floorspace. There are a number of large SILs and medium scale LSIS in the Borough. The largest concentrations are located along the Upper Lee Valley around Brimsdown, Edmonton Leaside and the A10 and Southbury Road Junction. The main Brimsdown SIL is the second largest in London behind Old Oak and Park Royal. Other smaller clusters of stock are scattered throughout the remainder of the Borough. The most notable characteristic of the Borough's industrial stock is the high number of logistics and distribution warehouses, which are a prominent feature in many of the larger clusters (e.g. Aztec 406 and Innova Park).

5.2.2 A breakdown of industrial floorspace by across local authorities in the FEMA is presented in **Table 5-1**.

Table 5-1 Stock of Industrial Floorspace (2016)

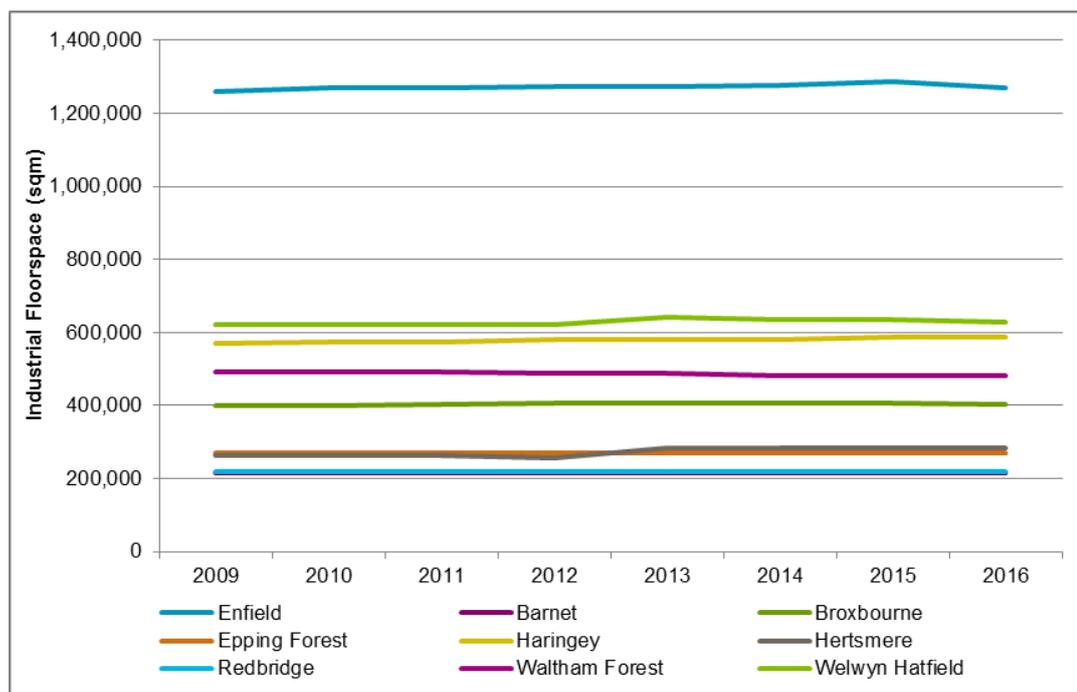
	Industrial Floorspace (sqm)	% of Overall Stock
Enfield	1,271,800	29.2%
Barnet	214,400	4.9%
Broxbourne	404,900	9.3%
Epping Forest	271,700	6.2%
Haringey	587,500	13.5%
Hertsmere	284,300	6.5%
Redbridge	218,900	5.0%
Waltham Forest	481,700	11.0%
Welwyn Hatfield	627,400	14.4%
FEMA	4,362,500	-

Source: CoStar 2016; AECOM 2016.

5.2.3 **Table 5-1** shows that LB Enfield supports the largest quantum of industrial floorspace (1,271,800sqm), representing almost a third (29.2%) of the FEMA total. LB Enfield has over double the quantum of floorspace than the next highest local authority, Haringey (584,500sqm), and represents nearly half (45.8%) of all industrial stock within the boroughs in London.

5.2.4 **Figure 5-1** presents the changing stock of industrial floorspace across the nine local authority areas in the FEMA from 2007, covering the period of data availability.

Figure 5-1 Stock of Industrial Floorspace (2009 to 2016)



Source: CoStar 2016.

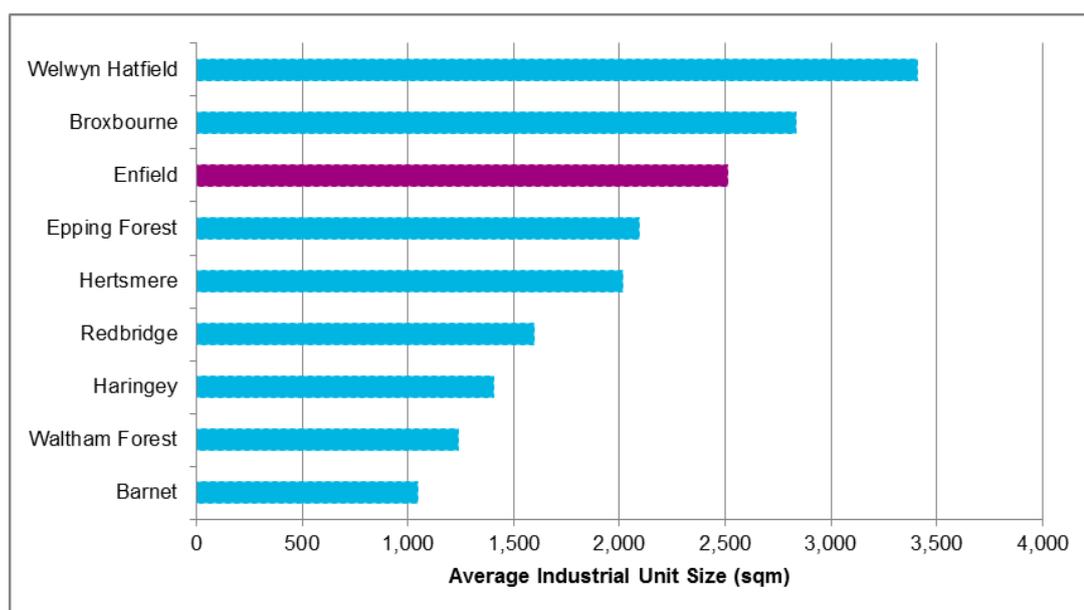
5.2.5 It shows that trends across the FEMA have been relatively stable over this period. Overall, the stock of industrial floorspace in LB Enfield grew by 0.9% (11,200sqm), a rate slightly lower than across the FEMA (1.2%), where stock increased by 53,700sqm. Only Hertsmere (21,400sqm) and Haringey (18,100sqm) saw a greater increase in stock over this period.

5.2.6 Within this trend however are divergent rates of change: manufacturing space is falling but this is being offset by the growth in logistics space. E-commerce firms for example are one sector which is driving the demand for shed space and there is evidence from developers such as Segro that there is pent up demand in this sector.

5.2.7 In the context of industrial supply contraction and demand for land from certain B use classes and other uses such as residential etc., stakeholders highlighted the need for a more efficient use of industrial land. This could include multi-tier commercial units and/or mixed use development. Concepts such as multi-storey warehousing are relatively untested, with few examples in the UK, due to viability thresholds rather than construction or technological constraints.

5.2.8 Comparison between the quantum of floorspace and number of units provides an indication of the average (mean) unit size of industrial units. **Figure 5-2** presents these results for the nine local authorities in the FEMA.

Figure 5-2 Average Size of Industrial Units (2016)



Source: CoStar 2016.

5.2.9 **Figure 5-2** shows that the average industrial unit in LB Enfield (2,500sqm) is the third largest in the FEMA and the largest of the London local authorities, with only Welwyn Hatfield (3,400sqm) and Broxbourne (2,800sqm) having a larger average size. Given the propensity for storage/distribution (B8) activities to generally occupy larger units, relative to light industry/general industrial (B1c/B2) uses, the large average unit size implies that Enfield supports a relatively large share of storage/distribution activity.

Premises and Occupiers

5.2.10 **Table 5-2** presents a breakdown of the office stock in LB Enfield by unit size.

Table 5-2 Industrial Stock by Unit Size (2016)

Unit Size (sqm)	Units	Floorspace (sqm)	% of Floorspace Stock	Vacancy (%)	FEMA Vacancy (%)
Under 250	86	11,400	0.9%	0.0%	1.0%
250 to 500	60	21,900	1.7%	0.0%	0.9%
500 to 1,000	80	59,000	4.6%	0.9%	0.6%
1,000 to 2,000	98	144,400	11.3%	1.2%	2.7%
2,000 to 10,000	163	700,100	54.9%	4.6%	3.9%
Over 10,000	20	337,500	26.5%	5.4%	3.6%
Total	507	1,274,300	-	4.7%	2.5%

Source: CoStar 2016; AECOM 2016.

5.2.11 **Table 5-2** shows that the 183 units in LB Enfield over 2,000sqm in size represent 36.1% of units and over four-fifths (81.4%) of LB Enfield's total floorspace stock. In terms of

vacancy, a clear relationship is observed with unit size; each step up in unit size band is associated with a higher vacancy rate. No vacancy is identified in the data for units 500sqm or lower, while comparison with **Table 5-2** indicates that nearly half (45.5%) of all vacant industrial floorspace across the FEMA is in units in LB Enfield over 2,000sqm in size. This suggests tighter market conditions for smaller units compared with larger ones.

Rental Values

5.2.12 **Table 5-3** presents average industrial rents for each of the local authorities in the FEMA.

Table 5-3 Industrial Rental Values (2016)

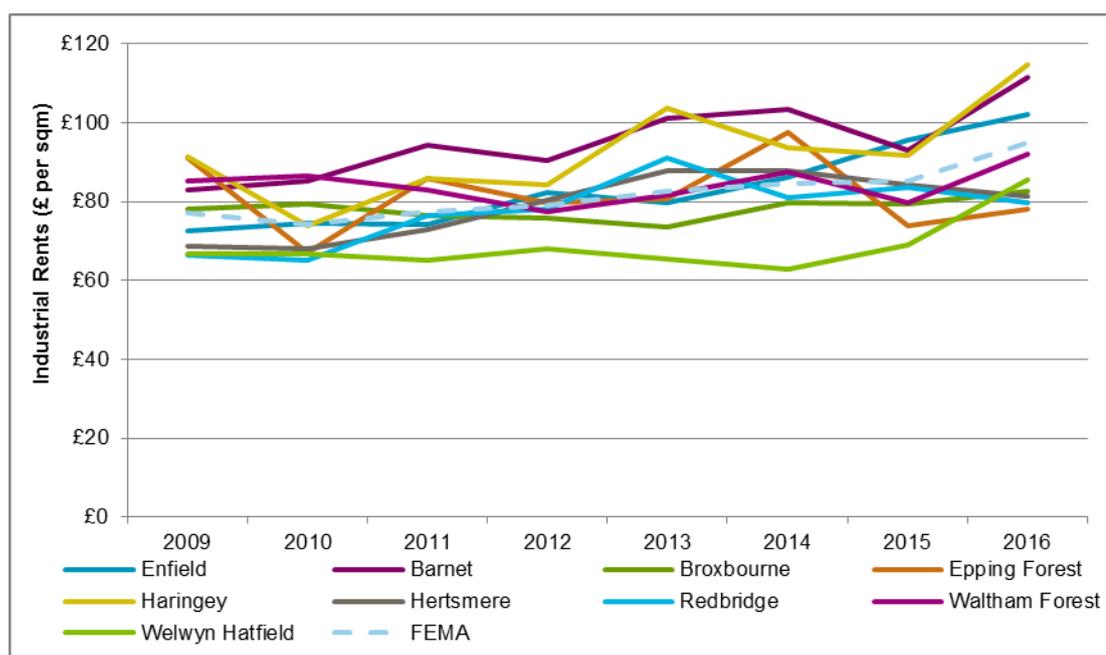
	Rental Values (£ per sqm)	Total Rent (£m)	Total Rent as % of FEMA Total
Enfield	£102	£124	30.7%
Barnet	£111	£23	5.8%
Broxbourne	£83	£33	8.1%
Epping Forest	£78	£21	5.1%
Haringey	£115	£67	16.6%
Hertsmere	£81	£23	5.6%
Redbridge	£80	£17	4.3%
Waltham Forest	£92	£44	10.9%
Welwyn Hatfield	£86	£53	13.0%
FEMA	£95	£404	-

Source: CoStar 2016; AECOM 2016.

5.2.13 **Table 5-3** shows that industrial floorspace in LB Enfield commands the third highest rental value across the FEMA (£102 per sqm), behind Haringey (£115 per sqm) and Barnet (£111 per sqm). Rents in LB Enfield are on average £7 per sqm higher than the FEMA average. The average rental values across London boroughs in the FEMA (£102 per sqm) are £20 (or 24%) greater than the non-London equivalent (£83 per sqm), reflecting the locational benefits for industrial businesses of being located closer to central London.

5.2.14 **Figure 5-3** presents the changing rental values across the FEMA between 2009 and 2016.

Figure 5-3 Industrial Rental Values by Local Authority and the FEMA (2009 to 2016)



Source: CoStar 2016.

5.2.15 **Figure 5-3** shows that industrial rents have increased across the FEMA. Rents grew in LB Enfield by £30 (40.8%) over this period, representing the largest absolute and proportional increase of all local authorities in the FEMA. Of the additional £96.8m achieved in total rent across the FEMA over period, LB Enfield has captured 40.6% (£39.3m). Of all local authorities in the FEMA only Epping Forest (-£13 per sqm) saw a decline in rental values, equivalent to 14.4% over this period.

Vacancy, Availability and Net Absorption

5.2.16 CoStar records floorspace being actively marketed in terms of vacancy and availability. Availability represents the floorspace that is either vacant or occupied and available for re-let. Available space gives an indication of future vacancy. A positive gap between the vacancy rate and availability rate indicates that there may be a future risk of increased vacancy.

5.2.17 **Table 5-4** presents the current vacancy and availability rates of industrial premises.

Table 5-4 Vacancy and Availability of Industrial Premises (2016)

	Vacancy (sqm)	Vacancy (%)	Availability (sqm)	Availability (%)
Enfield	59,900	4.7%	71,800	5.6%
Barnet	4,500	2.1%	6,900	3.2%
Broxbourne	10,200	2.5%	13,900	3.4%
Epping Forest	6,500	2.4%	7,300	2.7%
Haringey	4,800	0.8%	8,500	1.4%
Hertsmere	4,400	1.5%	8,600	3.0%

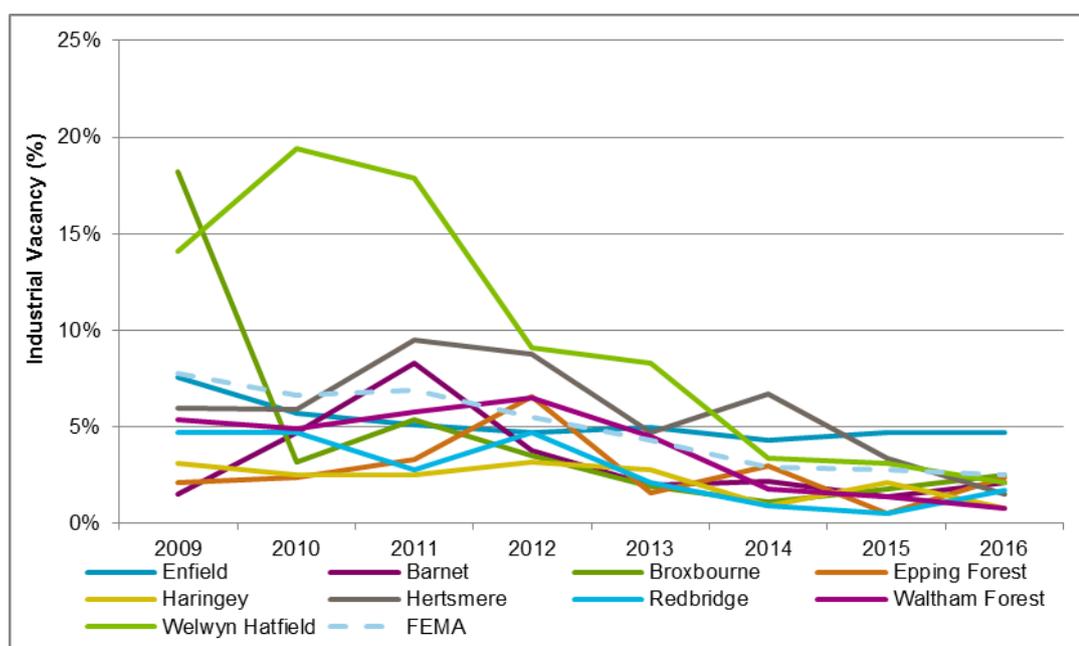
Redbridge	3,700	1.7%	7,300	3.3%
Waltham Forest	3,700	0.8%	4,200	0.9%
Welwyn Hatfield	13,400	2.1%	22,100	3.4%
FEMA	110,900	2.5%	150,600	3.4%

Source: CoStar 2016; AECOM 2016.

5.2.18 **Table 5-4** shows that LB Enfield has the highest rate of vacancy (4.7%) across the local authorities in the FEMA, 2.2 percentage points higher than across the FEMA. The vacancy rate is nearly double that of Broxbourne (2.5%), the second highest. The 59,900sqm of vacant industrial floorspace in LB Enfield represents 54% of all vacant floorspace across the FEMA, and 78.2% in the London boroughs in the FEMA. LB Enfield’s availability rate (5.6%) is also the highest across each local authority, 2.2 percentage points higher than the FEMA as a whole, while representing 47.9% of all available floorspace.

5.2.19 **Figure 5-4** presents the vacancy rates across the FEMA since 2007.

Figure 5-4 Vacancy Rates by Local Authority Area and the Overall FEMA (2007 to 2016)



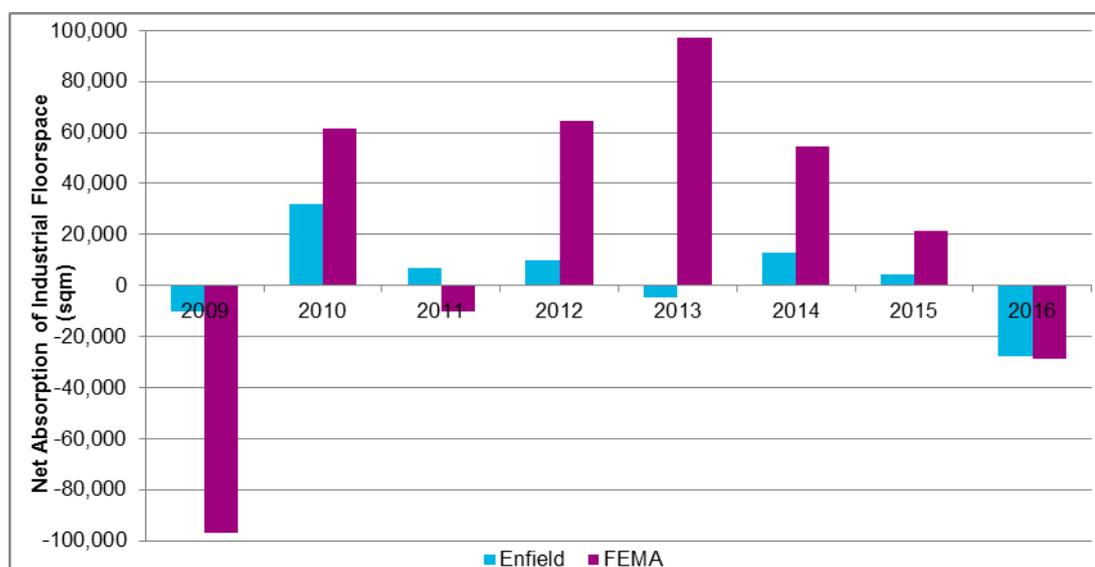
Source: CoStar 2016.

5.2.20 **Figure 5-4** shows a general fall in vacancy rates across the FEMA since 2009. Across the FEMA vacancy fell steadily from 7.8% in 2009 to 2.5% in 2016. In LB Enfield, while vacancy fell from 7.6% in 2009 to 4.7% in 2012, reflecting the broader pattern across the FEMA. However, from 2012 onwards, LB Enfield is the only local authority that has not seen vacancy rates fall across the FEMA.

5.2.21 **Figure 5-5** presents net absorption values 2009 to 2016. Net absorption provides another angle on demand. The measure expresses the change in the overall quantum of occupied floorspace, typically recorded year on year. Positive annual net absorption means that a greater amount of space has been occupied from a given year to the next. Net absorption is not the reverse of vacancy as vacancy is an expression of the level of non-occupancy against total stock. Negative absorption in 2016 is likely to be due to land and premises

being cleared for redevelopment, which has yet to come forward.

Figure 5-5 Net Absorption of Industrial Floorspace in Enfield and the FEMA (2007 to 2016)



Source: CoStar 2016.

5.2.22 **Figure 5-5** shows that net absorption has been generally positive across this period, indicating positive demand for industrial occupation. Overall net absorption was positive in LB Enfield (23,200sqm). However, while **Table 5-4** shows that LB Enfield represents 29.2% of all industrial floorspace, the Borough accounted for only 14.1% of positive net absorption across the FEMA (164,300). Only in 2009 and 2016 was net absorption negative across both LB Enfield and the FEMA, with negative net absorption in LB Enfield contributing 95.6% of the FEMA total in the latest year.

5.2.23 Consultations with industrial property market agents and other businesses stakeholders suggested that the industrial land and premises market in the borough is tightening. The loss of industrial land to other uses is one driver. Loss has pushed out some businesses and driven some rental values up where demand is constrained by supply. Locations which can offer well located, suitable premises at relatively low cost are therefore in demand.

5.3 Office Markets

Supply and Distribution of Stock

5.3.1 By comparison to LB Enfield’s industrial stock the office market is small. Supply is mainly focused two of the Borough’s town centres, Enfield Town and Southgate, which have a number of dedicated office blocks within and close to their boundaries as well as offices located above shops. Notable examples include Range House close to Enfield Town and the Grange in Southgate. Outside of the town centres, some office floorspace can be found in SIL, for example at Innova Park (C2), and at LSIS such as at Claverings Industrial Estate (C22) and Queensway (C23), though not of significant quantum. Further ancillary offices can be found attached to other premises such as warehouses and manufacturing plants in the SIL and LSIS areas.

5.3.2 According to CoStar data, the FEMA currently supports 1,841,400sqm of office

floorspace⁵⁴. **Table 5-5** provides a breakdown of the distribution of floorspace across each local authority area.

Table 5-5 Stock of Office Floorspace (2016)

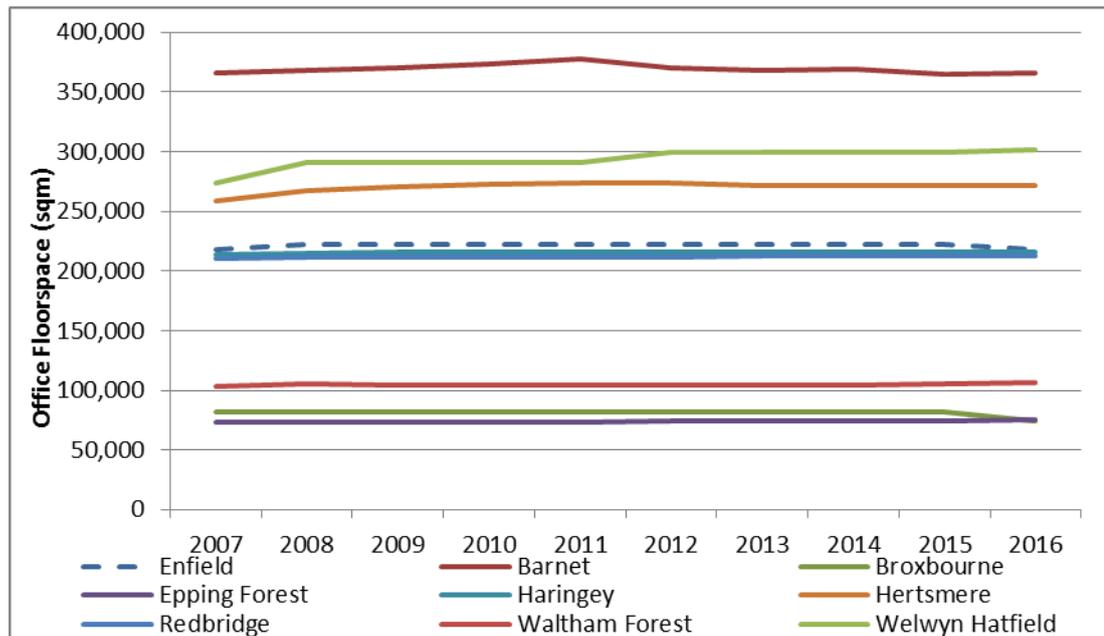
Cluster Number	Office Floorspace (sqm)	Share of FEMA Floorspace (%)
Enfield	217,500	11.8%
Barnet	365,800	19.9%
Broxbourne	74,100	4.0%
Epping Forest	75,200	4.1%
Haringey	215,700	11.7%
Hertsmere	271,700	14.8%
Redbridge	213,100	11.6%
Waltham Forest	106,500	5.8%
Welwyn Hatfield	301,900	16.4%
FEMA	1,841,400	-

Source: CoStar 2016; AECOM 2016.

- 5.3.3 **Table 5-5** shows that LB Enfield supports 217,500sqm of office floorspace, the fourth largest local authority in the FEMA, representing 11.8% of all office floorspace. Across the FEMA approximately 1,118,600sqm (60.7%) of office floorspace is in London, of which Enfield represents under a fifth (19.4%).
- 5.3.4 The quality of the Borough's office stock has already been considered in the supply section of this study (Section 4). When the supply analysis is combined with the analysis on stock it shows that the options for office occupiers are currently limited in Enfield. There are only a limited number of larger dedicated office blocks, of which the majority are in the town centres. Small offices are available above retail units and some offices are scattered in around certain employment clusters, but the number is limited. No new speculative office developments were observed during the site survey.
- 5.3.5 **Figure 5-6** presents the changing stock of office floorspace across the nine local authority areas in the FEMA from 2007, covering the period of data availability.

⁵⁴ <http://www.costar.co.uk>, accessed November 2016.

Figure 5-6 Stock of Office Floorspace (2007 to 2016)

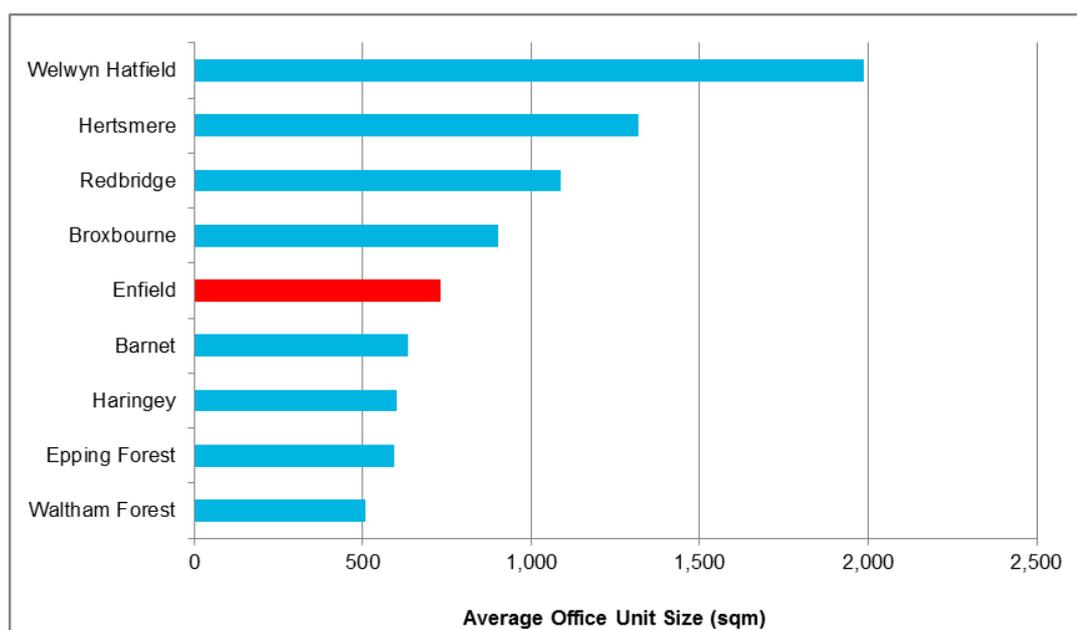


Source: CoStar 2016.

5.3.6 **Figure 5-6** shows that trends in office floorspace stock have been relatively static across this period. LB Enfield has seen a slight contraction in its stock over this period of 900sqm, equivalent to 0.4% of current stock, with only Broxbourne (-7,700sqm) showing a greater contraction over this period. Overall the quantum of stock across the FEMA increased by 41,200sqm (2.3%) across this period. While both **Figure 5-6** and **Table 5-5** indicate the greater relative stock is in the London boroughs, there is some evidence of the local authorities outside of London strengthening. Of the net change in floorspace across the FEMA, 85.2% (35,100sqm) is observed outside of London.

5.3.7 Comparison between the quantum of floorspace and number of units provides an indication of the average (mean) unit size of offices. **Figure 5-7** presents these results for the nine local authorities in the FEMA.

Figure 5-7 Average Size of Office Units (2016)



Source: CoStar 2016.

5.3.8 **Figure 5-7** shows that the average unit size in LB Enfield is 729.9sqm. This is 104.4sqm (12.5%) lower than the FEMA average (834.3sqm). Of the five London boroughs, only Redbridge (1,087sqm) has a larger average size. Excluding Epping Forest, the other local authorities (Broxbourne, Hertsmere and Welwyn and Hatfield) located outside of London have larger average units (1,986sqm, 1,319sqm and 903sqm respectively).

Premises and Occupiers

5.3.9 **Table 5-6** presents a breakdown of the office stock in Enfield by unit size.

Table 5-6 Office Stock by Unit Size (2016)

Unit Size (sqm)	Units	Floorspace (sqm)	% of Floorspace Stock	Vacancy (%)	FEMA Vacancy (%)
Under 250	175	21,900	10.1%	2.9%	1.1%
250 to 500	36	12,700	5.8%	0.0%	1.3%
500 to 1,000	30	21,400	9.8%	4.4%	1.6%
1,000 to 2,000	35	49,700	22.8%	0.5%	3.0%
2,000 to 10,000	21	84,100	38.6%	1.0%	3.9%
Over 10,000	2	28,000	12.9%	0.0%	4.4%
Total	299	217,800	-	1.1%	3.5%

Source: CoStar 2016; AECOM 2016.

5.3.10 **Table 5-6** shows that over half (58.5%) of office units in LB Enfield are under 250sqm in size, equating to 10.1% of total stock. The majority of floorspace (51.5%) is provided by

the 23 units sized over 2,000sqm. In terms of vacancy, the greatest rate is in units sized between 500 to 1,000sqm (4.4%), while vacancy is also high in the under 250sqm sized units. By contrast, across the FEMA vacancy is second lowest (1.6%) and lowest (1.1%) within these categories. Within LB Enfield, decreasing rates of vacancy with increasing unit sizes, together with the increasing stock associated with each size band, suggests that the availability of grow-on space may potentially constrain the growth of businesses. It follows that demand for medium to large offices in the Borough may be unmet. However, consultations with property market did reveal that demand for offices in LB Enfield is likely from public bodies and non-businesses organisations such as charities. Demand created by businesses in the Borough was said to be small. The Borough is not seen by business as a major office location. However there are aspirations to change this view as reflected in major regeneration projects and ambitions to see mixed use development along growth corridors, particularly in the eastern corridor.

Rental Values

5.3.11 **Table 5-7** presents average office rents for each of the local authorities in the FEMA.

Table 5-7 Office Rental Values (2016)

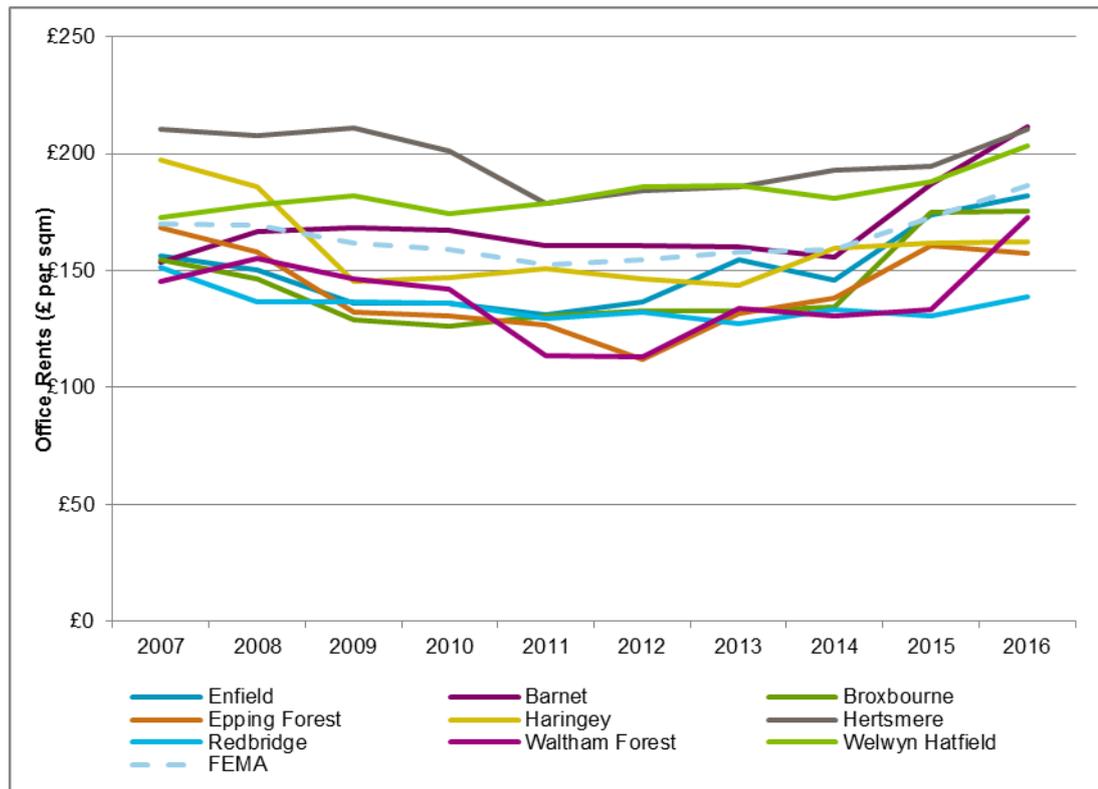
	Rental Values (£ per sqm)	Total Rent (£m)	Total Rent as % of FEMA Total
Enfield	£182	£39	11.8%
Barnet	£212	£73	22.0%
Broxbourne	£175	£13	3.8%
Epping Forest	£158	£12	3.6%
Haringey	£163	£35	10.5%
Hertsmere	£210	£55	16.5%
Redbridge	£139	£29	8.7%
Waltham Forest	£173	£18	5.3%
Welwyn Hatfield	£203	£58	17.6%
FEMA	£182	£331	-

Source: CoStar 2016; AECOM 2016.

5.3.12 **Table 5-7** shows that LB Enfield has the fourth highest rental values of office floorspace (£182 per sqm) in the FEMA, and the second largest in London to Barnet (£212 per sqm). Office floorspace across the FEMA generates £331m in rental value, of which Enfield represents 11.8%, broadly in line with its share of stock. £194m (or 58.4%) of the total rent accrued in the FEMA is in London, which is 2.3% lower than its share of floorspace (60.7%), indicating that office floorspace is relatively more valuable in the local authorities outside of London excluding Broxbourne.

5.3.13 **Figure 5-8** presents the changing rental values across the FEMA between 2007 and 2016.

Figure 5-8 Office Rental Values by Local Authority and the FEMA (2007 to 2016)



Source: CoStar 2016.

- 5.3.14 **Figure 5-8** shows that the rental values across the FEMA showed a slight decline over the period 2007-2014, although the most recent two years indicate some increase. Across this period rents have increased by £25 per sqm in LB Enfield, increasing at a rate (16%) greater than across the FEMA as a whole (10%), which saw a £16 increase. All of the growth in rental values across both LB Enfield and the FEMA has been since 2014, equivalent to £36 per sqm and £28 per sqm respectively.
- 5.3.15 Increasing rental values in LB Enfield and the Borough’s non-growing supply of office floorspace point to increasing demand for offices, with a lack of additional supply to meet demand driving up rents for current office stock. The Borough with the likely highest visible amount of demand is Welwyn and Hatfield which contributed the majority of new office floorspace in the FEMA between 2007 and 2016 (56.1%). Rents in Welwyn and Hatfield have increased at a higher rate (17.8%) over the time period than Enfield (16.2%) and FEMA (9.6%). Pointing to a combination of additional supply coming forward which is not enough to meet current demand, meaning that rents are continuing to increase.

Vacancy, Availability and Net Absorption

- 5.3.16 CoStar records floorspace being actively marketed in terms of vacancy and availability. Availability represents the floorspace that is either vacant or occupied and available for re-let. Available space gives an indication of future vacancy. A positive gap between the vacancy rate and availability rate indicates that there may be a future risk of increased vacancy. **Table 5-8** presents these results.

Table 5-8 Vacancy and Availability of Office Premises

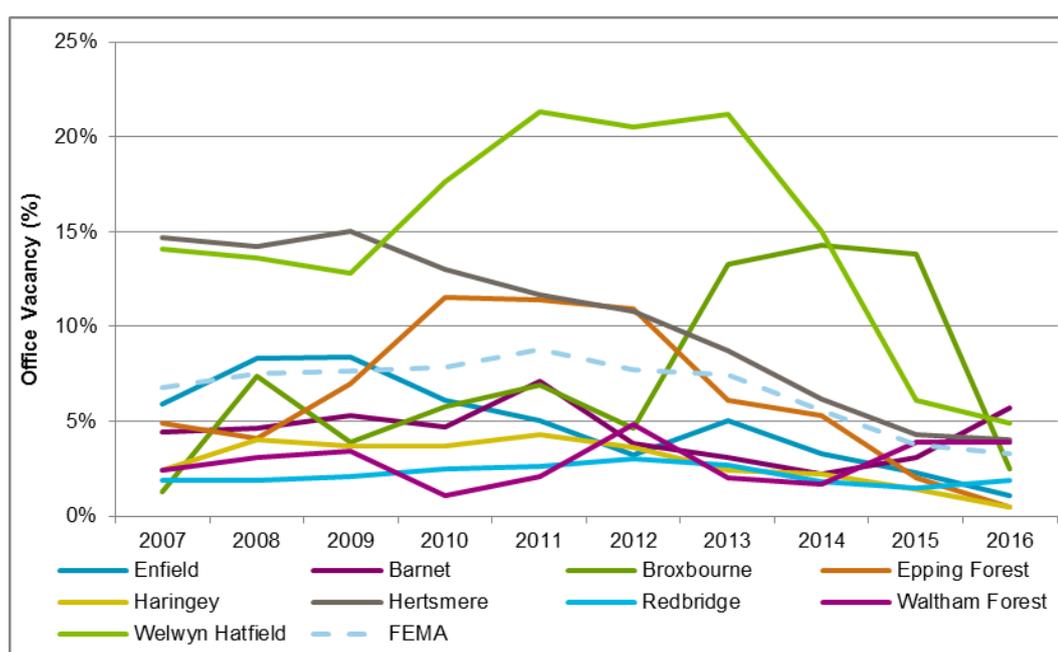
	Vacancy (sqm)	Vacancy (%)	Availability (sqm)	Availability (%)
LB Enfield	2,500	1.1%	3,300	1.5%
Barnet	20,900	5.7%	33,200	9.1%
Broxbourne	1,900	2.5%	2,100	2.8%
Epping Forest	400	0.5%	1,100	1.5%
Haringey	1,200	0.5%	1,300	0.6%
Hertsmere	10,900	4.0%	18,200	6.7%
Redbridge	4,100	1.9%	5,900	2.7%
Waltham Forest	4,100	3.9%	4,300	4.0%
Welwyn Hatfield	14,800	4.9%	23,100	7.7%
FEMA	60,800	3.3%	92,500	5.0%

Source: CoStar 2016; AECOM 2016.

5.3.17 **Table 5-8** shows that Enfield has only 2,500sqm of vacant floorspace, equivalent to 1.1% of total stock. This rate is 2.2 percentage points lower than the FEMA average (3.3%). Only Epping Forest and Haringey (both 0.5%) have lower vacancy rates across the FEMA. While LB Enfield represents 11.8% of all floorspace, it contributes only 4% of vacant floorspace across the FEMA. LB Enfield’s availability rate (1.5%) is joint second-lowest across the FEMA, with only Haringey (0.6%) showing a lower rate. It is 3.5 percentage points lower than the FEMA average (5%).

5.3.18 **Figure 5-9** presents the vacancy rates across the FEMA since 2007.

Figure 5-9 Vacancy Rates by Local Authority Area and the Overall FEMA (2007 to 2016)

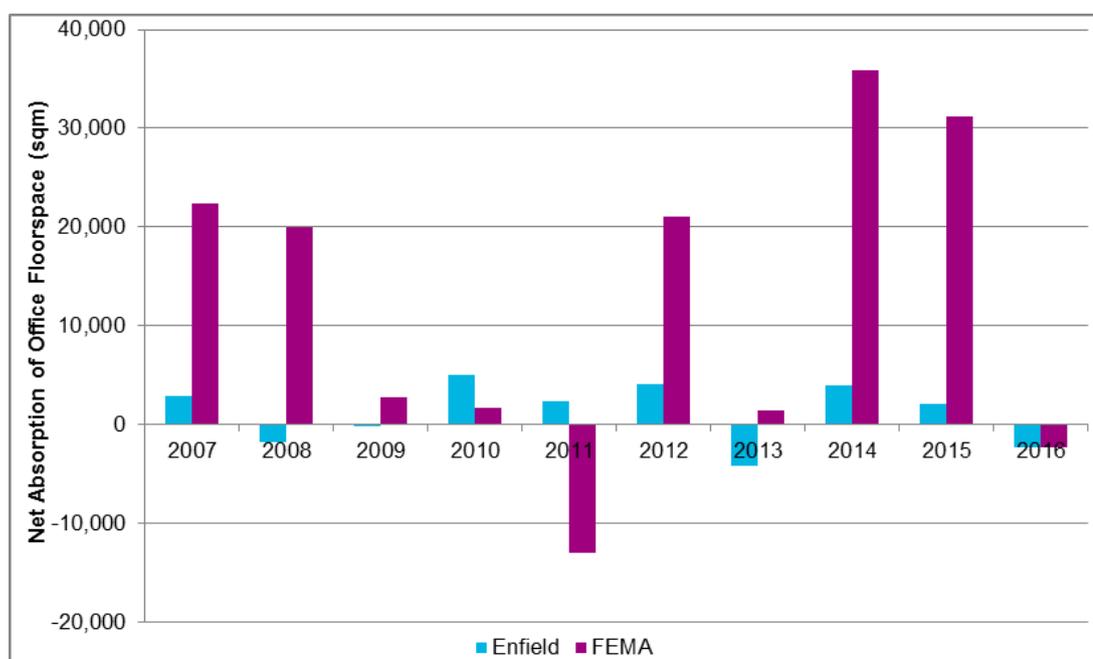


Source: CoStar 2016.

5.3.19 **Figure 5-9** shows a general decline in vacancy rates across the FEMA, indicating an increase in occupancy. Overall the level of vacancy across the FEMA peaked in 2011 (8.8%) and has since fallen year-on-year to its current rate of 3.3%. Vacancy rates in LB Enfield show a similar profile to the FEMA, peaking in 2009 (8.4%) before gradually declining. Relative to other local authorities in the FEMA LB Enfield’s performance has also improved over this period, moving from having the third highest vacancy rates in 2007 (lower than only Welwyn Hatfield and Hertsmere) to the third lowest currently.

5.3.20 Net absorption values are shown in the following figure. The measure expresses the change in the overall quantum of occupied floorspace, typically recorded year on year. **Figure 5-10** shows that net absorption has been broadly positive across the Borough and the FEMA across this period. Over this period net absorption in LB Enfield equated to 11,800sqm, or 5.4% of current floorspace stock, while across the FEMA this rate was equal to 6.6%. Net absorption LB in Enfield since 2012 has been overall negative in the Borough (-600sqm), which may in part reflect the introduction of Permitted Development Rights (PDR) in May 2013.

Figure 5-10 Net Absorption of Office Floorspace in Enfield and the FEMA (2007 to 2016)



Source: CoStar 2016.

5.4 Enfield Business Survey

5.4.1 Key findings from the Enfield Business Survey 2017 relating to land and property:

- 58% of respondents identified their tenure as being a leasehold
- A large majority of businesses feel that their tenure as being secure
- 63% of businesses surveyed indicate that, in the near mid-term, business rate revaluation will not influence their location.

5.4.2 Key findings relating to locational preference:

- Over half of the businesses did not identify any barriers presented by locating in Enfield; and
- 74% of respondents do not anticipate moving premises; if moving premises, Enfield is considered as the most popular destination for re-location.

5.5 Summary

5.5.1 A summary of the information presented in this chapter on LB Enfield's industrial market is as follows:

- LB Enfield has the largest industrial market within the FEMA, representing almost a third of all stock.
- Industrial units in LB Enfield are large, implying a significant presence of storage/distribution uses, as also observed during the site survey.
- Rental values in LB Enfield are slightly higher than average for the FEMA.
- The highest rates of both vacancy and availability across the FEMA are observed in LB Enfield.
- Vacancy increases with the size of units, suggesting that there may be limited availability of smaller units to accommodate SMEs.
- Positive net absorption across LB Enfield and the FEMA suggests positive trends in the demand for industrial occupation.
- Manufacturing (B1c/B2) floorspace has overall seen a net increase in the period since 2000, although no overall pattern is observed. Growth in floorspace is concentrated in the Enfield Highway and Enfield Lock wards, offsetting a contraction observed elsewhere.

5.5.2 A summary of the information presented in this chapter on LB Enfield's office market is as follows:

- LB Enfield has a relatively small office market, dominated by smaller units.
- Both vacancy and availability rates are low relative to the wider FEMA, implying a tighter market environment.
- Lower levels of vacancy for larger units suggests that the limited availability of growth space may constrain the growth of businesses as they move up the accommodation ladder.
- Average unit sizes and rental values are broadly in line with the FEMA averages.
- Net absorption is observed to be positive across both LB Enfield and the FEMA, suggesting positive future demand for office space. A key question is whether this indication of demand is part of a longer term demand and whether demand is from higher value office based activities, which the Borough would like to attract.

5.5.3 Findings from the survey in relation to borough's *Land and Property*, a slight majority of businesses surveyed tend to have a leasehold, with businesses mainly tending to consider their tenure as secure and do not feel influenced by business rates in choosing their location, looking ahead. Looking at *Locational Preference*, businesses tend to indicate there is no obstacle to locating in Enfield and mostly do not currently consider moving premises.

6. Demand Forecast

6.1 Introduction and Approach

- 6.1.1 This section forecasts the demand for office floorspace and manufacturing/warehousing land. The forecast is largely driven by quantitative analysis, though it is informed by qualitative findings from other sections of this review. The section concludes with a value of the net additional demand required to accommodate growth in businesses associated with B-use class premises and land over the Local Plan period.
- 6.1.2 It is important to note that this forecast was undertaken in 2016 and produced for the February 2017 draft report and has not been updated for the 2018 report, as explained under Section 1.4.
- 6.1.3 Forecasting methodologies vary. The PPG states that '*Plan makers should consider:*
- *sectoral and employment forecasts and projections (labour demand);*
 - *demographically derived assessments of future employment needs (labour supply techniques);*
 - *analyses based on the past take-up of employment land and property and/or future property market requirements;*
 - *consultation with relevant organisations, studies of business trends, and monitoring of business, economic and employment statistics.*⁵⁵
- 6.1.4 No one approach is better than the other, however there may be more certainly given by one method over another due to information sources applied, how up to date information is and the logical application of information.
- 6.1.5 In addition, forecasts can be top down or bottom. One approach to forecasting employment floorspace / land requirements is to use projections based on macro-economic growth forecasts, which model the projected structural changes in the economy at large. These demand led forecasts consider how the local economy could grow based on a combination of variables including past growth levels. Based on long term sector change they capture drivers and processes such as economic restructuring, agglomeration/fragmentation, specialisation and globalisation, etc. Macro-economic forecasts provide a top down logic to forecasting based on nation or regional economic growth, which is apportioned at lower geographies. Typically these forecasts place less emphasis on local economic circumstances.
- 6.1.6 One approach is to project forward the historic rate of change. This approach captures local circumstances and characteristics of place. However, the long term future growth prospects of a place may differ from past growth as the structure and focus of the economy changes over time or as a consequence of large scale projects such as infrastructure investment.
- 6.1.7 Consideration has been given to the different approaches to forecasting demand as expressed in the PPG (explained in para 6.1.3). Of these approaches our preferred approach is to bring together the macro-economic forecast and historic trend based forecast as a basis for forecasting future land and floorspace needs. Our approach involves the following steps:

⁵⁵ Paragraph: 032 Reference ID: 2a-032-20140306)

- A review historic trends in floorspace and employment and the relationship between these two variables, drawn from ONS data
- A review projections in office and manufacturing/warehousing employment using GLA Economics data⁵⁶ and consider how these compare against historic trends; and
- Based on historic trends and future projections, or a combination of the two, forecast employment floorspace and land requirements for office, manufacturing and warehousing space.

6.1.8 At each step, the analysis considers trends for office and industry across Enfield and the wider FEMA so that local and wider economic and property markets can be compared. As per the PPG guidance our demand forecast presents an unconstrained assessment of future need (though implicit within past trends data are constraining factors such as the nature of the commercial property market, market failure, etc). The assessment is undertaken independently of any assessment of whether there is a sufficient supply of land available to meet future need, or constraints from other policy requirements such as the need to provide new housing. Similarly, the results do not constrain demand by the potential viability or deliverability of specific existing/potential employment sites.

6.2 Historic Trends and Future Projections

Trends in Historic Floorspace

- 6.2.1 The Valuation Office Agency (VOA) records the amount of floorspace in an area for tax purposes (the assessment of business rates), by building type. The VOA provides information on the stock of commercial floorspace by office (B1a/b) and industrial (B1c/B2/B8) use classes. While this data is available up to 2016, we will consider the period 2001 to 2015 to align with availability of employment data provided by the ONS.
- 6.2.2 **Table 6-1** presents the change in floorspace across Enfield and the FEMA, considering the change across this period in terms of the difference, compound annual growth rate (CAGR)⁵⁷ and an average annual net change trend line.

Table 6-1 Historic Floorspace by B Use Class, 2001 to 2015

	Use Class	2001	2015	Difference	Change (%)	CAGR (%)	Average Net Change (pa)
LB Enfield	Office (B1a/b)	175,000	166,000	-9,000	-5.1%	-0.4%	-607
	Industrial (B1c/B2/B8)	1,388,000	1,212,000	-176,000	-12.7%	-1.0%	-11,711
FEMA	Office (B1a/b)	1,283,000	1,372,000	89,000	6.9%	0.5%	4,204
	Industrial (B1c/B2/B8)	5,397,000	4,900,000	-497,000	-9.2%	-0.7%	-35,032

Source: VOA, 2016.

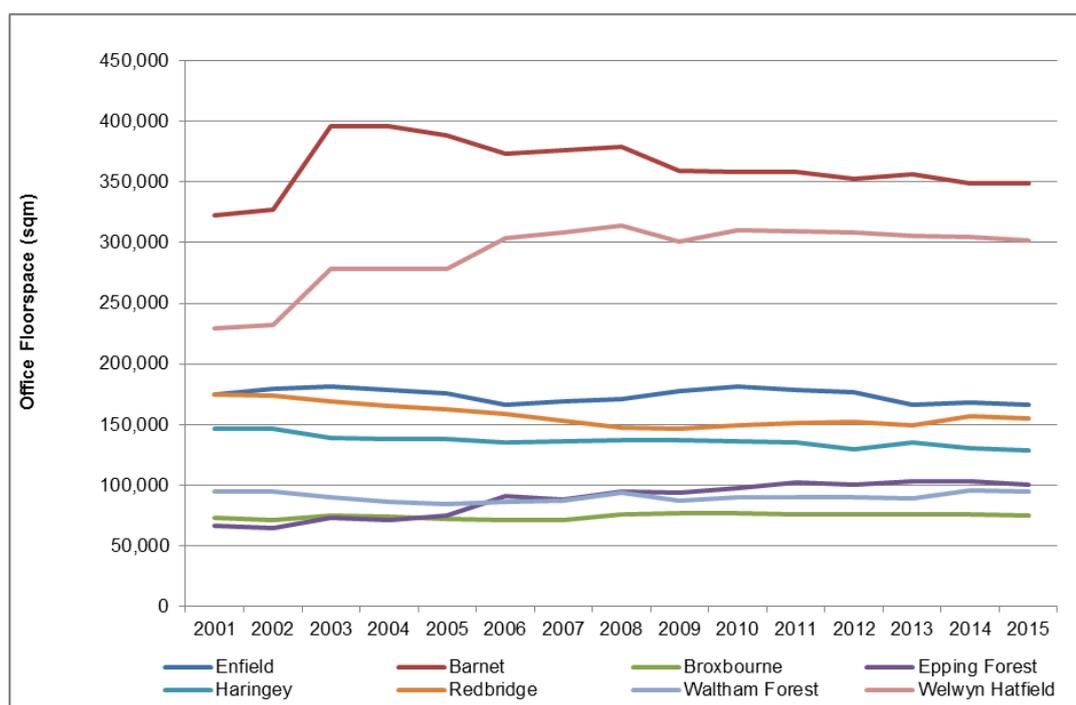
⁵⁶ Autumn 2015

⁵⁷ A CAGR estimates the growth of a variable over time assuming a constant rate of return. It provides a useful tool for comparing changes across different variables and data sets as the magnitude of growth is considered relative to the initial level, and thus is not contingent on the absolute estimate of stock at any given point.

6.2.3 Between 2001 and 2015 the stock of office floorspace in Enfield contracted by approximately 9,000sqm (5.1%). This is equivalent to a CAGR of -0.4% per annum. This direction of change is not reflected across the FEMA, which saw an increase of 89,000sqm (6.9%) across the same period. Over this period, Enfield and the lost on average 607sqm of floorspace annually, while the FEMA gained on average 4,204sqm pa. Should this trend continue over the plan period up to 2036, Enfield would lose 12,143sqm of floorspace, equivalent to 7.3% of 2015 stock, while the FEMA would gain over 6.1% of stock (84,071sqm).

6.2.4 **Figure 6-1** presents the trend in office floorspace across the FEMA over the period 2001 to 2015.

Figure 6-1 Office Floorspace in the FEMA, 2001 to 2015



Source: VOA, 2016.

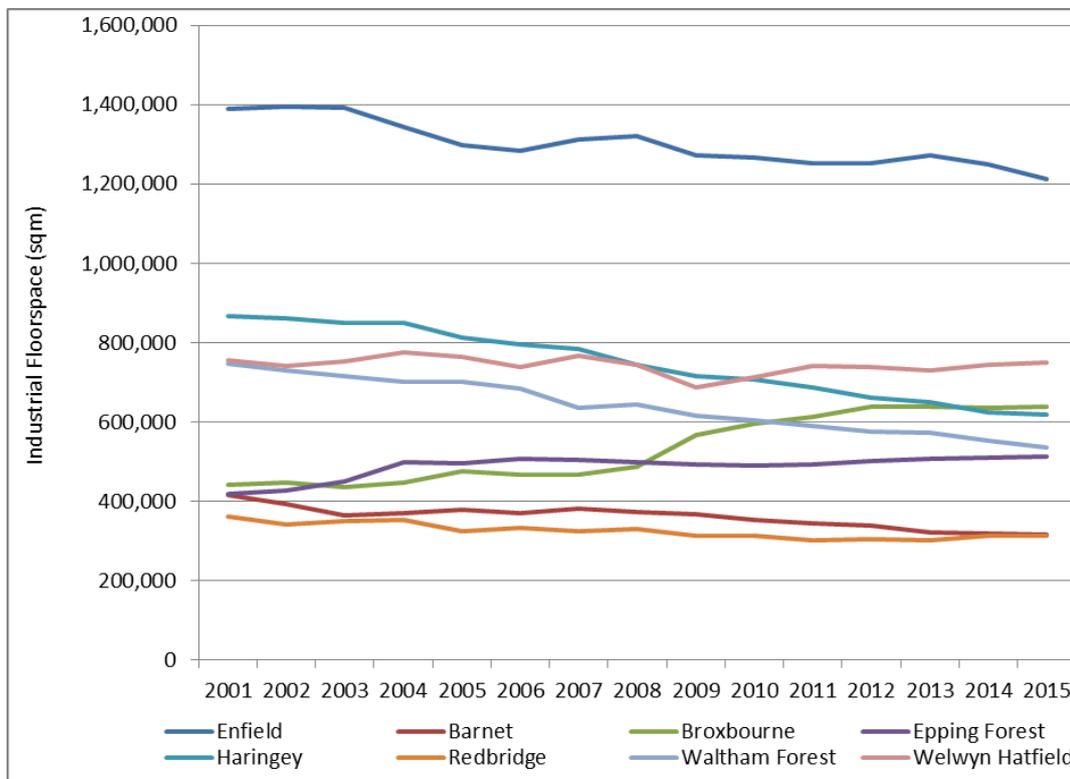
6.2.5 The net growth in office floorspace across the FEMA has been largely concentrated at Welwyn Hatfield, which saw an increase of 73,000sqm over this period, equivalent to 82% of the total net increase across the FEMA (partly a reflection of the relatively established market it has but also its location within the LSCC and connections with key growth areas such as Cambridge). For the remaining seven local authorities, the overall pattern is relatively stable. Alongside Enfield, Redbridge (-20,000sqm) and Haringey (-18,000sqm) also saw a net loss of floorspace stock across this period. In Enfield, there has been no net change in office floorspace since 2006.

6.2.6 As set out in **Figure 6-2** Industrial floorspace also contracted over this period (by approximately 176,000m, equivalent to 12.7% of current stock).⁵⁸ The rate of contraction of industrial floorspace is broadly in line with the wider FEMA which lost 9.2% (497,000sqm) of floorspace over this period, although Enfield contributes over a third (35.4%) of total net loss. The average net change in industrial floorspace equates to -

⁵⁸ VOA data does not record the stock of manufacturing and warehousing floorspace separately, and so this floorspace is reported together.

11,711sqm and -35,052sqm across Enfield and the FEMA respectively. Should this trend continue over the plan period we would anticipate total stock to contract by 234,214sqm (19.3%) in Enfield and -700,643sqm (14.3%) across the FEMA.

Figure 6-2 Industrial Floorspace in the FEMA, 2001 to 2016



Source: VOA, 2016.

6.2.7 **Figure 6-2** confirms that over the period covered industrial floorspace has slowly contracted across Enfield. Performance across the rest of the FEMA suggests a similar trend, with a net increase in floorspace observed in only two local authorities, Broxbourne (196,000sqm) and Epping Forest (95,000sqm) (potentially as a consequence of key development such as News International print and distribution works and Sainsbury’s Distribution Centre, respectively).

Trends in Historic Employment

6.2.8 Historic employment data is drawn from the Annual Business Inquiry (ABI) between 1998 and 2008 and the Business Register and Employment Survey (BRES) from 2008 to 2015. Both datasets are compiled by the Office for National Statistics (ONS). Employment is expressed at a Standard Industrial Classification (SIC) level, not by use class.

6.2.9 Our analysis converts Standard Industrial Classification (SIC) level data into B use classes B1a/b, B1c/B2 and B8. To estimate employment by these use classes we identify the SIC levels which typically operate from offices (B1a/b), manufacturing premises (B1c/B2) and warehousing premises (B8). The linking of SIC levels to use class draws upon extensive prior work on employment land studies that AECOM have undertaken.

6.2.10 The next table summarises the historic growth in employees⁵⁹ in each use class across

⁵⁹ Note that we report on employees (in paid work, supported by a business) not employment (the number of people in work). Employment consists of employees, self-employed people, unpaid family workers and people

Enfield and the FEMA.

Table 6-2 Employees by B Use Class 2001 to 2015

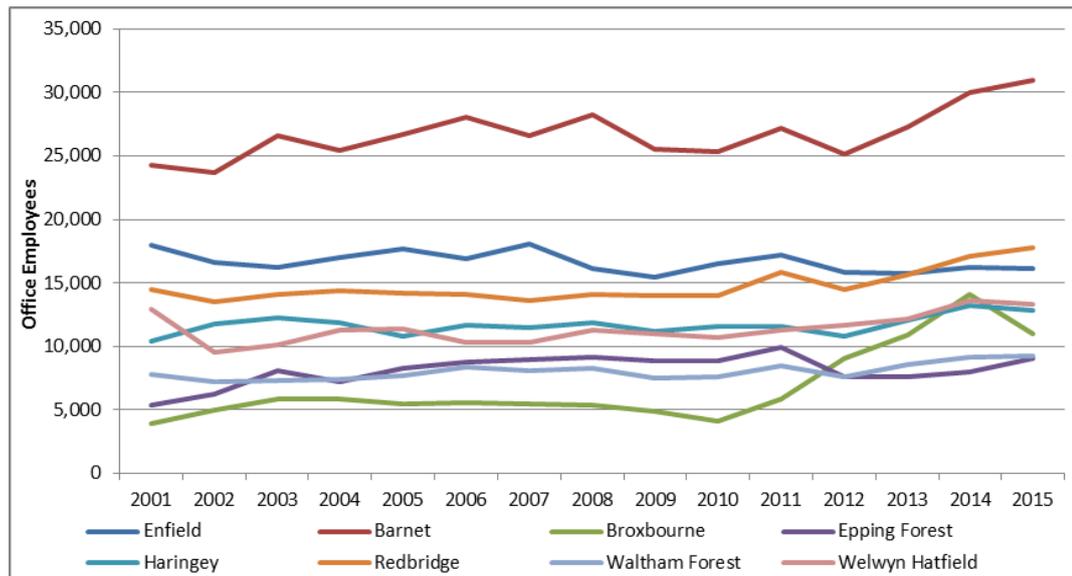
	Use Class	2001	2015	Difference	Change (%)	CAGR (%)	Average Net Change (pa)
LB Enfield	Office (B1a/b)	18,000	16,100	-1,900	-10.4%	-0.8%	-101
	Manufacturing (B1c/B2)	14,000	9,700	-4,300	-31.0%	-2.6%	-295
	Warehousing (B8)	10,100	10,300	200	2.2%	0.2%	6
FEMA	Office (B1a/b)	97,300	120,300	23,000	23.7%	1.5%	1,373
	Manufacturing (B1c/B2)	61,600	47,600	-14,000	-22.6%	-1.8%	-1,151
	Warehousing (B8)	40,000	44,600	4,600	11.7%	0.8%	248

Source: ONS, (2016); AECOM calculations.

- 6.2.11 The above table shows that Enfield has seen a net loss of approximately 1,900 office employees across this period, equivalent to a 10.4% loss relative to 2001 and at a CAGR of -0.8%. By contrast, office employment across the FEMA has grown by 23,000 (23.7%) over this period. This equates to a CAGR of 1.5% across the two time points (2001 and 2015).
- 6.2.12 Based on a linear regression of each data series, we estimate that Enfield experiences an overall average net loss of employees in Enfield of 101, while the number of employees grows across the FEMA by 1,373 per annum. Should this trend continue over the plan period up to 2036, Enfield would lose an additional 2,018 office jobs (equivalent to 12.5% of current jobs) while the overall FEMA would gain 27,462 office jobs (a 22.8% increase on current levels).
- 6.2.13 **Figure 6-3** illustrates the changing number of office employees in Enfield's office market compared to other local authorities in the FEMA.

on government supported training and employment programmes. For this analysis it is more suitable to consider trend in employee numbers as an expression of economic growth.

Figure 6-3 Office Employees (2001 to 2015)

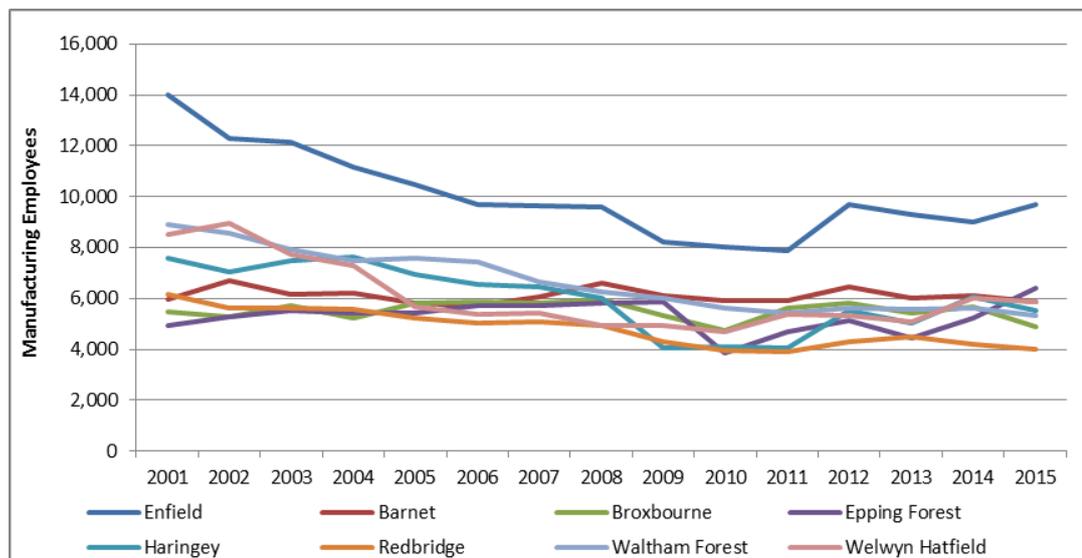


Source: ONS, (2016); AECOM calculations.

6.2.14 The figure above shows that across the FEMA there is generally little volatility in office employment. Across the FEMA, 95% of the overall net growth across this period (22,000 jobs) has occurred from 2009 onwards. Enfield has the third largest number of office employees across the FEMA, with only Barnet (31,000) and Redbridge (17,800) supporting more office workers.

6.2.15 **Figure 6-4** presents the trend in manufacturing employees over the period 2001 to 2015.

Figure 6-4 Manufacturing Employees (2001 to 2015)



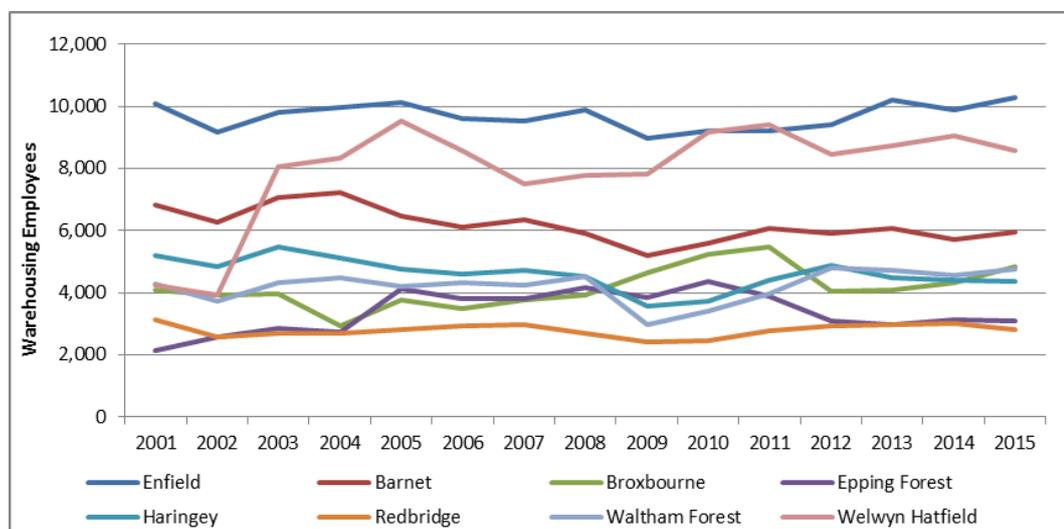
Source: ONS, (2016); AECOM calculations.

6.2.16 The figure shows that all local authorities in the FEMA experienced a net loss of manufacturing jobs over the period. The FEMA overall lost 13,900 manufacturing jobs, of which Enfield represents the largest share (4,300, or 31.1%). However, from 2011 onwards, the number of manufacturing jobs across the FEMA rose (by 4,800 jobs), of which Enfield contributed 1,800 jobs (37.3%). This upward trend is picked up in the forecast data in

Section 6.3 below. This highlights the importance of manufacturing to Enfield’s economy.

6.2.17 **Figure 6-5** presents the trend in warehousing employees over the period 2001 to 2015.

Figure 6-5 Warehousing Employees (2001 to 2015)



Source: ONS, (2016); AECOM calculations.

6.2.18 The figure above shows a stronger performance in warehousing employment across the FEMA. In Enfield, warehousing employment grew by approximately 200 (2.2%) over this period, while across the FEMA an additional 4,700 jobs (11.7%) were generated over this period. The strongest net performance across the FEMA is observed at Welwyn Hatfield, which contributed 4,300 net additional jobs (92.6% of all net additional jobs) across this period.

Relationship of Historic Trends in Employees and Floorspace Change

6.2.19 **Table 6-3** compares the historic data on floorspace and employees by use class.

Table 6-3 Summary of Historic Trends

	Use Class	Employees CAGR (%) (A)	Floorspace CAGR (%) (B)	Ratio (A : B)
LB Enfield	Office (B1a/b)	-0.8%	-0.4%	1 : 0.5
	Industrial (B1c/B2/B8)	-1.3%	-1.0%	1 : 0.8
FEMA	Office (B1a/b)	1.5%	0.5%	1 : 0.3
	Industrial (B1c/B2/B8)	-0.7%	-0.7%	1 : 1.0

Source: ONS, (2016); VOA, (2016); AECOM calculations.

6.2.20 The ratios presented in **Table 6-3** provide an indication of, on average across the period 2001 and 2015, the relationship between the change in floorspace and the change in employment. A ratio less than 1.0 indicates that employment densities (the average floorspace per worker) have fallen, while a ratio of above 1.0 indicates the opposite.

6.2.21 The summary table shows that across the FEMA the rate at which the number of office employees grows is three times larger than the equivalent growth in floorspace. This

relationship may be a result of increasing employment densities as a consequence of more efficient use of space such as flexible hours and working practices, increasing the ratio of employees to space. While both measures are contracting across Enfield a similar pattern is observed with the rate of contraction of employees double that of floorspace.

- 6.2.22 For industrial uses, **Table 6-3** indicates that the relationship between employees and floorspace is more closely aligned. A 1% increase in the number of employees is associated with a 0.8% increase in floorspace within Enfield, while across the FEMA the floorspace impact proportionately equal. Given a decline in both measures, this ratio may be lower in Enfield due to the relative increase in warehousing which have lower employment densities compared with other B-use class businesses.

6.3 Employment Forecasts

- 6.3.1 Workplace employment projections are one of the inputs used to forecast demand for employment land across the plan period. Two sources of employment forecasts are included in this analysis.
- 6.3.2 Employment forecasts for local authorities outside of London in Enfield's FEMA are taken from the East of England Forecasting Model (EEFM), which is produced by Cambridge Econometrics in autumn 2016.⁶⁰ For local authorities in Enfield's FEMA within London, forecasts are based on GLA Economics projections, published in autumn 2015. These projections provide separate indications of the growth in employment by borough and by sector across the next London plan period. In order to identify the share of B use class employment within each borough, we triangulate these two projections with a third series that considers the historic sectoral change across boroughs. The employment forecast is therefore driven to a large extent by historic trends.
- 6.3.3 While the two employment forecasting sources apply differing methods to projecting future workplace employment, from a review of their approach, and based on our professional experience, we believe that they are robust and suitable for projecting change over the longer term in Enfield to inform strategic planning.⁶¹
- 6.3.4 **Table 6-4** presents the projected employment growth by use class across Enfield and the FEMA over the plan period.

⁶⁰ The data was published a few months after Brexit and therefore reflects their best view on what the impact of Brexit could be, which is likely to be broadly in line with business as usual as the conditions of Brexit are still unknown.

⁶¹ Given the complexity of market forces it is less suitable to use quantitative forecasting for periods in excess of 20 years.

Table 6-4 Employment Projections 2016 to 2036

	Use Class	2016	2036	Difference	Change (%)	CAGR (%)
LB Enfield	Office (B1a/b)	17,300	22,200	4,900	28.2%	1.3%
	Industrial (B1c/B2/B8)	17,500	20,900	3,400	19.2%	0.9%
FEMA	Office (B1a/b)	131,900	180,700	48,800	37.0%	1.6%
	Industrial (B1c/B2/B8)	88,600	103,000	14,400	16.3%	0.8%

Source: EEFM, (2016); ONS, (2016); GLA Economics (2015); AECOM calculations.

- 6.3.5 **Table 6-4** indicates that, across both geographies, the net employment change is anticipated to be positive for both use classes. For office uses, employment is anticipated to be stronger across the FEMA (1.6% CAGR) than Enfield (1.3% CAGR), while for industrial uses the relationship is reversed, with Enfield (0.9% CAGR) due to grow at a faster rate than the FEMA (0.8% CAGR). This would mean a reversal to the past trends in industrial employment change.

6.4 Alternative Methods to Forecasting Demand

- 6.4.1 As stated at the start of this chapter, the PPG refers to other methods to forecasting demand including:

- Demographically derived assessments of future employment needs (labour supply techniques); and
- Analyses based on the past take-up of employment land and/or future property market requirements.

- 6.4.2 In addition to this an employment space to jobs calculation can be made based on the projected growth in employment set out under **Table 6-4**.

- 6.4.3 We outline below the scale of growth resulting from these alternatives and the suitability of these approaches in estimating future B use class floorspace requirements.

Labour Supply Approach

- 6.4.4 This approach assumes that future growth in the resident population will influence the demand for jobs and consequently employment space. It assumes an inherent equilibrium in the labour market where employment opportunities are created to satisfy the employment needs of the local population. The ONS Sub-National Population Projections (2016) provide an indication of the future demographic profile across local authorities in England.
- 6.4.5 **Table 6-5** presents the labour supply-driven growth rates for Enfield and the FEMA across the plan period. It suggests a 1.1% and 1.0% CAGR increase in employment across the Borough and FEMA respectively.

Table 6-5 Labour Supply Projections

	Use Class	2016	2036	Additional Population	CAGR (%)
LB Enfield	Office (B1a/b)	334,300	412,100	77,800	1.1%
	Industrial (B1c/B2/B8)	334,300	412,100	77,800	1.1%
FEMA	Office (B1a/b)	1,926,000	2,357,300	431,300	1.0%
	Industrial (B1c/B2/B8)	1,926,000	2,357,300	431,300	1.0%

Source: ONS, (2016); AECOM calculations.

- 6.4.6 However, while providing a broad estimate of employment need across all sectors in the economy, the labour supply approach does not make any distinction between which sectors in the economy are expected to grow and hence does not account for structural economic changes. A simple review of population growth does not capture the potential for residents to travel elsewhere to work (whether in or out of the Borough) and how this is expected to change over time. Analysis based on the Census 2011 indicates that only 33.7% of Enfield's employed residents are retained in the Borough as employees (see Section 3). At a local level over the long term, it is unlikely that a steady proportional relationship will exist between new resident population and workforce jobs.⁶²

Property Trends Approach

- 6.4.7 This approach assumes that historic trends in the take-up of commercial floorspace are a suitable guide to long term demand. Over the long term take up can be considered tantamount to stock less vacancy. **Table 6-1** presents the growth rate implied by historic occupancy from 2001 to 2015 across both the Borough and the FEMA, which shows that growth in office floorspace ranges from -0.4% to 0.5% CAGR for the Borough and the FEMA respectively, and for industry floorspace between -1.0% and -0.7% CAGR for the Borough and the FEMA respectively.
- 6.4.8 The suitability of this approach is contingent on the extent to which we may reasonably expect past trends to continue. This approach is also sensitive to the effects of short term fluctuations in data, which do not provide an accurate representation of long term growth trends. This therefore may not provide the most accurate indication of future expectations. For instance, based on past trends in occupancy rates in Enfield alone, this approach assumes that the office market would contract by approximately -7.3% and the industrial market would contract by -17.6% over the period 2016 to 2036. This magnitude of change is not supported by the evidence gathered through analysing future economic data, which suggests a more positive outlook for both the office and industrial markets. As a result, historic take-up rates alone are not considered a suitable method of estimating future floorspace demand.

⁶² Were the supply of labour used to estimate the actual change in jobs various calculations would have to be applied to determine:

- o The proportion of residents of working age
- o The proportion of residents who are economically active
- o The proportion of people who would be working area (typically more commute out – we can calculate)
- o The proportion expected to work in jobs which are industrial or office based, of which some will work in sectors typically using industrial or office space but will work from home ; and not all of these jobs will be full time equivalent.

Floorspace to Employment Ratio

- 6.4.9 Another method to estimate the potential demand for office or industrial space is to apply the average ratio of employment floorspace per job by use class to the projected growth in employment by use class.
- 6.4.10 The following table sets out this calculation drawing on **Table 6-4**. Under this estimate the floorspace is anticipated to grow across all use classes: 73,500sqm for office; 104,000sqm for manufacturing and 53,900sqm for warehousing. This floorspace translates as a land requirement of 3.7ha of office space (assuming an average plot ratio of 2.0 - four storeys over 50% of the site) and 36.8ha of industrial space (assuming an average a plot ratio of 45%). This growth rate is the equivalent to 1.8% CAGR for office space, 0.8% CAGR for manufacturing and 0.4% CAGR for warehousing.

Table 6-5 Net Employment Floorspace / Land Requirement 2016 to 2036 based on Employment to Floorspace Ratios (Enfield)

Use Class	Projected Additional Jobs	Assumed Average Floorspace (GEA) to Job Ratio	Estimated Net Additional Floorspace	Assumed Plot Ratio	Estimated Net Land	CAGR Equivalent (Floorspace)
Office (B1a/b)	4,900	15	73,500	2.0	3.7 ha	1.8%
Manufacturing (B1c/B2)	2,600	40	104,000	0.4	26.0 ha	0.8%
Warehousing (B8)	700	77	53,900	0.5	10.8 ha	0.4%

Source: EEFM, (2016); ONS, (2016); GLA Economics (2015); ODPM Employment Land Review Guidance Notes (Dec 2004- withdrawn but still considered a useful guide); AECOM assumptions and calculations.

- 6.4.11 The drawback of this approach is that average floorspace to job densities are applied, and the changing nature of how businesses use space is not captured, for example the changing patterns of work, or the growth of certain sectors over others which may have quite a different employment density ratios.

6.5 Summary of Forecast Growth Rates

- 6.5.1 As discussed above the forecasting approaches set out under Section 6.4 are not considered to be robust for estimating long term net additional demand, mainly because their approaches are too simplistic and fail to account for the logic of how the relationship between employment and floorspace changes overtime. Our view is that a better approach would be to synthesise past rates of change with the projected demand in employment as set out in Section 6.1.
- 6.5.2 **Table 6-6** presents the future floorspace growth rates should the historic relationship between floorspace and employment by applied to future employment projections.

Table 6-6 Calculated Future Floorspace Growth Rates

	Use Class	Future Employment CAGR (%)	Historic Ratio	Future Floorspace CAGR (%)
LB Enfield	Office (B1a/b)	1.3%	0.5	0.6%
	Industrial (B1c/B2/B8)	0.9%	0.8	0.7%
FEMA	Office (B1a/b)	1.6%	0.3	0.5%
	Industrial (B1c/B2/B8)	0.8%	1.0	0.8%

Source: VOA, (2016); EEFM, (2016); ONS, (2016); GLA Economics (2015); AECOM calculations.

6.5.3 **Table 6-6** indicates that on this basis positive growth is anticipated across both use classes. The FEMA is considered a more suitable level of geography to forecast at. On that basis the calculation indicates that Enfield's office stock will grow at an average rate of 0.5% pa and industrial stock will grow by 0.8% pa. These rates suggest Enfield has good potential to grow as an office location and will continue to be a focus of industrial activity, with potential to enhance its industrial employment base.

6.5.4 These estimated growth rates are used to calculate office floorspace and industrial land demand in the next section.

6.6 Factors Driving a Step Change in Demand

6.6.1 Our demand forecast assumes that the relationship between floorspace provision and employment change, as seen in the past, continues, and the growth in employment aligns with that projected by GLA Economics.

6.6.2 The GLA Economics' employment forecast is based on past sector trends and therefore does not capture any significant impact on the economy which could result in a step change impact on the local economy and lead to a re-apportionment (and possibly absolute change – though typically only for the largest and most infrastructure projects) in growth. Factors which could promote a change in demand for businesses to locate in Enfield include:

Large scale transport improvements

- Investment in the West Anglia Main Line (WAML): Public transport access will be greatly improved with an approved £122m of rail investment to provide 4 trains per hour (tph) service at Angel Road from 2018 alongside improvements to the station. There is significant planned investment in track and stations along the Main Line to achieve a regular 4 tph with the rail industry developing a phased programme of enhancements. Initially, enhancements will be made to introduce a 4 tph service between Stratford, Tottenham Hale and Angel Road (the STAR scheme). This will strengthen the link between the ULV and Stratford, the Lower Lee Valley and the Isle of Dogs.
- Crossrail 2: The proposed route of Crossrail 2, which is in its early stages of assessment and planning, follows the existing WAML corridor. Existing plans include new services at four stations in Enfield: Enfield Lock, Brimsdown, Ponders End and Angel Road. This investment includes the 'four tracking' of the WAML north of Angel Road, further increasing rail capacity and reducing journey times along this route.

Crossrail 2 could have a significant impact on the accessibility, acting as a catalyst for regeneration along the existing rail corridor. Given the close proximity of these stations to a large quantity of Enfield's industrial land stock, this investment could have implications for the changing use of employment land along this corridor.

- In addition to the above, the proposed A406 tunnelling project at New Southgate and new M25 Junction 24a are two other transport projects which could enhance the accessibility of the road network, open up new sites for development and generate additional demand for employment space.

Regeneration and place making

- The aspiration to see regeneration at Meridian Water and more widely across the ULV is set out in planning policy and reflected in the Council's economic development objectives. The London Plan (2016)⁶³ and Upper Lee Valley Opportunity Area Planning Framework (OAPF) (2013)⁶⁴ support substantial development of new dwellings and jobs. The aim is to deliver 20,100 new dwellings and 15,000 new jobs in the ULV by 2031. The OAPF identifies that Meridian Water is one of the key schemes that will help deliver a substantial proportion of this growth. Additionally, Meridian Water is identified as one of the developments which will play a key role in delivering the growth aspirations of 117,000 new dwellings and 170,000 new jobs within the LSCC by 2034⁶⁵. The Council's aspiration is to deliver 10,000 new dwellings and 6,700 net additional permanent jobs on the site over the next 20 years, beginning in 2017⁶⁶.
- The Edmonton Leaside AAP sets the vision for the area in 2032. The area will take advantage of its location within the Upper Lee Valley and the London-Stansted-Cambridge corridor. In addition, with the expected major infrastructure projects including WAML 4-tracking and Crossrail 2, the area could benefit from better connectivity. As a result, there is a possible change in public perception, which increases the attractiveness of the area as a place to live, work and visit. A new road, named Causeway, will provide further connectivity to Meridian Water and Lee Valley Regional Park.
- There are a number of other projects planned which could have a positive impact on place and beneficial knock-on effects in terms of perceptions of place. One of the projects is the undergrounding of power cables in the Upper Lee Valley Corridor to create a new linear park for London.

Commercial property market drivers

- A relatively low cost location for offices: As the central London office market has strengthened over time, with occupier confidence rising and office supply level decreasing, rental values commanded have increased. Rents in King's Cross for example have increased from £40 per sqft (£430 per sqm) to £70 per sqft (£753 per sqm) in space of five to seven years prior to May 2015. Rents at Silicon Roundabout are approaching levels similar to core rents in the City of London.⁶⁷ Research by Savills identifies affordable accommodation as a key driver in the movement of office based businesses from more central London locations and observe that *'tenants are increasingly prepared to move from traditional locations in search of more affordable locations'*.⁶⁸ The potential to attract large occupiers to cost competitive locations

⁶³ GLA, (2016); London Plan.

⁶⁴ GLA, (2013); Upper Lee Valley Opportunity Area Planning Framework.

⁶⁵ LSCCC, (2014); An Agenda for Jobs, Growth and Improved Liveability.

⁶⁶ The jobs figure excludes those provided through the public sector. See <http://meridianwater.co.uk/employment/>

⁶⁷ ARUP commissioned by LBE, (2015); Meridian Water Enfield: Business Park Development at Meridian Water.

⁶⁸ Savills, (May 2015); Meridian Water Development: Evidence report to support the development of Meridian Water (p.12)

which are well served by public transport networks is evidenced by the recent announcement of HM Revenue and Customs taking 184,000 sqft (17,000sqm) office block on a 25-year lease at One Ruskin Square next to East Croydon station, which will see more than 2,500 civil servants set to be employed in the nine-storey building.⁶⁹ The eastern corridor could potentially be one area where office space could be intensified with businesses attracted to the area by relatively low rents.

- Contracting supply of industrial land: Occupiers of industrial land provide goods and services to support the effective functioning of the city as well as exports to national and world markets. Accordingly industrial land has been protected and within Enfield there are 11 SILs and 14 LSIS' providing a relatively large of land designated for industrial activities and associated uses. Generally, industrial land has relatively low land values compared to other uses, such as residential (but also office or retail). This is particularly true in recent times where high demand exists for residential uses.⁷⁰ This dynamic creates significant market pressure for the release of industrial land to alternative higher value uses. This pressure has been particularly strong in inner London boroughs and has led to some businesses being relocated from sites to outer borough locations. Businesses are adopting a substitution approach to cost saving by moving space to lower cost locations. We expect this trend to continue and strengthen, particularly in areas which are well connected by the strategic road network, as parts of Enfield are.
- The GLA's London Industrial Land Supply and Economy Study (2015) identified that 528ha of industrial land was lost between 2010 and 2015 - a reduction of 7% in stock and a loss well in excess of that planned and set out in the GLA's Land for Industry and Transport SPG (2012)⁷¹. Furthermore, this rate of loss is estimated to be faster than seen historically. As the release of industrial land has outpaced the contraction in industrial employment, land and rental values have increased. Coupled with this, the increase in demand for land by competing uses and consequent increase in land values has also seen non-designated industrial land lost to higher value uses such as residential. Evidence suggests that there has been an outward movement of industrial businesses seeking lower cost locations in outer London boroughs. This demand is likely to strengthen if the loss of industrial land continues above rates advised.
- There is evidence from the market that the lack of land / premises of suitable of suitable size and locations could constrain growth of certain sectors. Segro, the UK's largest industrial property developer, has highlighted concern over the depletion of warehouse sites in London arguing that this is leading to a shortage of land for fast growing e-commerce hubs, online retailers, data centres and caterers. Segro is one developer at the forefront of thinking how multi-storey warehousing can be delivered.⁷²

Technological application and new market opportunities

- As with any projection, there is uncertainty over how the economy different the future could look to the past, particularly with the rapid advancement of technology application in business which is changing the way in which business is conducted, opening up new markets and revitalising old ones. The 'Smart City's' concept, at the heart of improving the urban environment through harnessing technology to improve lives and tackle issues around energy production / consumption and waste will drive new market opportunities. Through efficiencies, technology can also drive

⁶⁹ <http://developcroydon.com/> (accessed 26th August 2016)

⁷⁰ The London Plan (2016) states that the capital could grow by 91,000 – 106,000 pa in the decade to 2021, and over the term of the Plan to 2036 by 64,000 - 88,000 pa.

⁷¹ The SPG suggested that between 2011 and 2031 only 733ha of industrial land should be released across London.

⁷² Financial Times (2nd February 2017); Alarm Raised on Dearth of London Warehouse Space

contractions land and premises requirements and alter the geography of locational need. The Government's recent Green Paper, Building Our Industry Strategy highlights this issue: '...many of the most important companies in the world today did not even exist 25 years ago. Unlike in the past, industrial strategy must be about creating the right conditions for new and growing enterprise to thrive, not protecting the position of incumbents.' (HM Government, Jan 2017, Green Paper; Building Our Industrial Strategy).

Provision of new employment sites

- In light of the positive demand projection as set out in **Table 6-6** there is a need to increase the effectiveness of existing employment land through intensification / co-location, and/or find new sites to accommodate employment land growth. Some sites currently being used for industry could also be more 'productively' used, e.g. to meet wider regeneration agenda which could bring about significant positive socio-economic gain, and could include B-use class activities but also. Any re-evaluation of land use / land provision would require careful consideration and a full understanding of the competing pressures on land, their locational and spatial requirements, buy in from stakeholders and consensus to act.

Brexit

- The vote for 'Brexit' – for the UK to leave the European Union – has brought about economic uncertainty. In the short term, with political and financial uncertainty and the knock-on effect this has on business confidence and investor demand, markets will move towards a new equilibrium. This has already translated as a fall in sterling. A fall in sterling has made the UK a more competitive area to manufacture which could drive demand, but ahead of new trade deals being negotiated companies will be cautious of investing in the UK, and businesses may not look to expand. The time taken to negotiate new forms of access to EU will impact on the nations export industries, which in London primarily includes services exports sectors such as finance, law and media, which have underpinned much of the London's economic growth. However, the long term impact on economic growth and on the demand for office and industrial space – whether negative or positive - will be unclear for some time.

- 6.6.3 Enfield must therefore be responsive and flexible in its approach to supporting industrial uses and monitor regularly how the economy changes, how business needs change and signals from the commercial market and developer community.

6.7 Summary

- 6.7.1 This section has analysed past and projected data on employment and floorspace to inform a view on the indicative direction and strength of demand for office and industrial uses could be over the longer term to 2036. The projected rate of growth is unconstrained in that it is not limited by supply (availability and suitability of sites and premises), though implicit within the trend analysis data are constraints on demand (access to finance and suitably skilled labour, appropriately accommodation, rental and leasing arrangements etc.).
- 6.7.2 **Table 6-6** presents the potential future floorspace growth rates assuming that the historic relationship between floorspace provision and employment change holds true for future employment projections. There are however a number of driving factors which could affect demand for businesses space in Enfield in ways which is different to past trends. Examples of factors driving a step change include: strategic transport improvements;

large scale regeneration; an accelerated loss of industrial land in North / East / West London, driven by demand and financial gain from redevelopment for other uses, primarily residential; and potentially local and regional government policies. In addition, 'Brexit' will bring about economic uncertainty in the short to medium term and, over the longer term, new trading terms which could affect economic growth. Whether this impact is positive or negative remains to be seen but variation away from past trends could be expected. In light of these uncertainties the calculated projected rate of growth should be used as an indicator of the potential direction and strength of requirement to inform policy setting, but not as a definitive requirement, which must be met.

7. Comparison between Supply and Demand

7.1 Introduction

7.1.1 This section quantifies the demand for industrial land and office floorspace over the period 2016-2036 and compares this projected future demand with existing supply conditions across the Borough, taking into account vacant floorspace and land which is vacant and developable or has derelict buildings.

7.2 Calculating the Future Demand

7.2.1 This section completes the numerical exercise of calculating demand for office and industrial uses based on **Table 6-6**.

7.2.2 It is worth re-emphasising that the demand projection is based on data representative of economic growth across the Borough and FEMA level. As the FEMA is an approximation of the geography of property markets, our projection is also an approximation of the likely scale of change which could occur in the office and industrial markets. The forecast is unconstrained by supply or constraints from policy. The calculated projected demand should be used as an indicator of the potential direction and strength of requirement to inform policy setting, but not as a definitive requirement, which must be met.

7.2.3 It is important to note that no one forecast is right and the projected demand is starting point from which the Council reflect on and make its own judgements about how demand could grow over the long term, taking into account their knowledge of a wide range of stakeholder views, market activity, enquiries and drivers of change which they have insight of and can actively influence.

Industrial and Warehousing Land

7.2.4 Industrial land comprise:

- **Core uses** such as general industry, light industry, warehouses, open storage and self-storage
- **Wider industrial uses** comprise wholesale markets, waste management and recycling facilities, utilities, land for rail, land for buses, airport related land and other industrial land. Such uses are industrial in nature and support the functioning of London for instance by way of providing space for infrastructure; and
- **Vacant industrial land** comprises sites which are vacant and cleared, land with derelict buildings and / or land with vacant buildings capable of occupation.

7.2.5 This calculation of demand is made for core industrial uses based upon the rate of change set out in **Table 6-6** taking into account the requirement for other uses of industrial land and the provision of vacant developable land.

Wider Industrial Uses

7.2.6 Land requirements for waste depend on a number of factors including, the number, type, scale and location of waste treatment and recycling facilities selected to manage the apportionment in collaboration with neighbouring boroughs where appropriate. At present, the GLA are reviewing the waste apportionment methodology which was contained in the Land for Industry and Transport SPG (2012), and it is therefore not

appropriate to state what the apportionment for Enfield in a Greater London context is.

- 7.2.7 However, the North London boroughs of Barnet, Camden, Enfield, Hackney, Haringey, Islington have, through the North London Waste Plan, an agreement to share waste apportionment from the London Plan. The Plan allocates sites for waste management on an area-wide basis.
- 7.2.8 Of indicative contextual relevance, in LB Enfield's case, waste sites and their contribution towards meeting waste management requirements going forward were identified in its Site Specific Allocations Document (2016), which translated into a requirement for 3.9 ha of land based on a need to manage 80,000 tonnes per hectare. It is assumed however that appropriate amounts of land for waste management purposes will be identified through the North London Waste Plan and it is therefore not the role of a borough-specific ELR to advise on what Enfield's specific requirement is or how it should be planned for. The Borough's waste requirement has thus been assessed as zero in light of this consideration and that the apportionment methodology is under review.
- 7.2.9 Utilities and Land for Public Transport: The draft GLA London Industrial Land Baseline (2015) measured 122.4ha of land for these uses, the largest single use being land for utilities (81.6ha) and land for waste management and recycling (32.2ha). No additional demand for land for these uses has been identified through planning policy.

Vacant Floorspace: Land Equivalent

- 7.2.10 The calculation of net additional demand is expressed as land and as such vacant floorspace, which is netted off the occupied stock figure and used as a forecasting base, needs to be calculated. CoStar measures vacant Industrial floorspace to be 4.7%, which is applied to total land stock of land supporting core industrial uses.

Net Additional Demand for Industrial and Warehousing Land

- 7.2.11 **Table 7-1** presents the net requirement for industrial land across the plan period. The forecasted net additional land demand for industrial uses is 48.6 ha.
- 7.2.12 This estimate aligns well with the GLA's recent Industrial Land Demand Study which estimates a net demand for industrial land in LB Enfield of 52.0ha over 25 years.

Table 7-1 Net Additional Requirement for Industrial Land up to 2036

Demand for Industrial Land	Industrial Land (Ha)
A. Total stock of core industrial land (2016) plus vacant land [B+C]	329.1
B. Current vacant industrial land equivalent (4.7%) ...of which is actively marketed vacant land	15.5 ...2.9
C. Supply of occupied core industrial land (2016) [A-B]	313.6
D. Land demand to 2036	46.1
E. Optimum frictional vacancy at 2036 [5% of C+D]	18.0
F. Additional Demand for Utilities, Transport and Waste Management 2016-2036	0
G. Surplus/deficit of vacant land in 2036 [E-B]	2.5
H. Gross requirement for industrial land 2016-2036 [A+D+F+G]	377.7
I. Net requirement for industrial land 2016-2036 [H-A]	48.6

Source: AECOM.

Note:

Point A: Industrial land stock derived from the London Industrial Land Supply and Economy Study 2016 (GLA) and the site survey 2016. Note that this only includes core industrial uses not wider uses.

Point B: 4.7% vacancy rate as estimated by CoStar Data (November 2016). Total vacant industrial land was measured at 2.9ha.

Point C: Core uses include light and general industry, warehouses and storage. This figure does not include wider uses such as wholesale markets, waste management and recycling, utilities, land for transport, nor does it include vacant land or buildings with vacant floorspace, as this land and space is not occupied.

Point D: Derived from the FEMA CAGR % pa in Table 6-6

Point I: Assumes that the marketed vacant floorspace and land could accommodate demand.

Net Additional Demand for Office Floorspace

7.2.13 **Table 7-2** presents the net requirement for office floorspace across the plan period. The central demand forecast is based upon the rate of change set out in **Table 6-6**.

Table 7-2 Net Additional Requirement for Office Floorspace up to 2036

Demand for Office Floorspace	Office Floorspace (sqm)
A. Supply of occupied office floorspace (2016)	215,100
B. Current vacant office floorspace (1.1%)	2,400
C. Total stock of office floorspace (2016) [A+B]	217,500
D. Floorspace demand to 2036	22,700
E. Optimum frictional vacancy at 2036 [5% of A+D]	11,900
F. Surplus/deficit of vacant floorspace in 2036 [E-B]	9,500
G. Gross requirement for office floorspace 2016-2036 [C+D+F]	249,700
H. Net requirement for office floorspace 2016-2036 [G-C]	32,200

Source: AECOM.

Note:

Point A: Using CoStar stock data (November 2016) rather than VOA data (December 2016) as this is closer to that estimated by Cushman and Wakefield for the London Office Policy Review 2017 (GLA), which estimated office stock to be 223,000sqm (para 6.2.39).

Point B: % vacancy rate as estimated by CoStar Data (November 2016).

Point D: Derived from the FEMA CAGR % pa in Table 6-6 The PPG advises that where possible employment floorspace should be converted to employment land using plot ratios. However, due to the wide range of densities of offices it is less meaningful to translate the floorspace demand figures into land. The demand for office space is therefore presented in terms of floorspace (sqm).

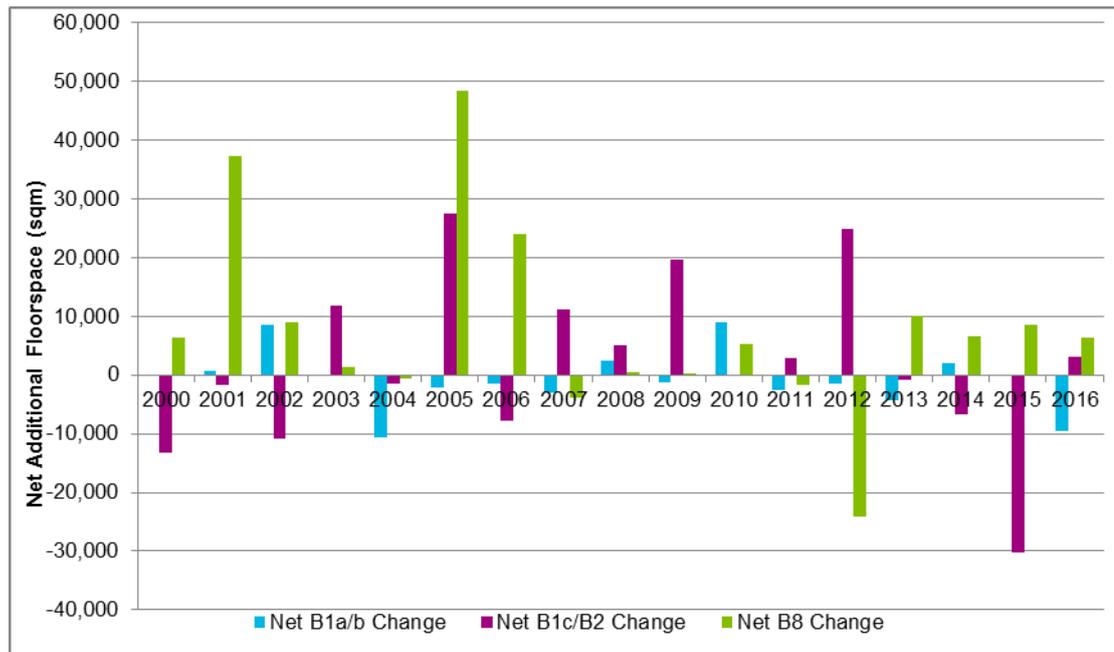
- 7.2.14 This forecast is in line with the 2017 London Office Policy Review employment based office floorspace projection of 43,658sqm between 2016-41 (pro-rata the GLA's forecast is c.34,900sqm for a 20 year period).
- 7.2.15 The scale of change suggests that under similar conditions the local office market is likely to be the dominant driver and change incremental. The direction of growth could of course be markedly different were there to be transformational changes in infrastructure provision and place making projects.

7.3 Development Pipeline and Permitted Development Rights

Development Pipeline

- 7.3.1 Planning applications with consent yet to be implemented or under construction could meet the net additional demand arising over the Local Plan period. However, there is a possibility that some developments may not come forward at all, or be developed in different quantities by use class than has been consented, for example if amendments to the planning applications are made.
- 7.3.2 This section presents data provided by the Council in 2016.
- 7.3.3 **Figure 7-1** presents the additional floorspace by use class in LB Enfield since 2000.

Figure 7-1 Completions by Use Class (2000 to 2016)



7.3.4

Source: LB Enfield (2016).

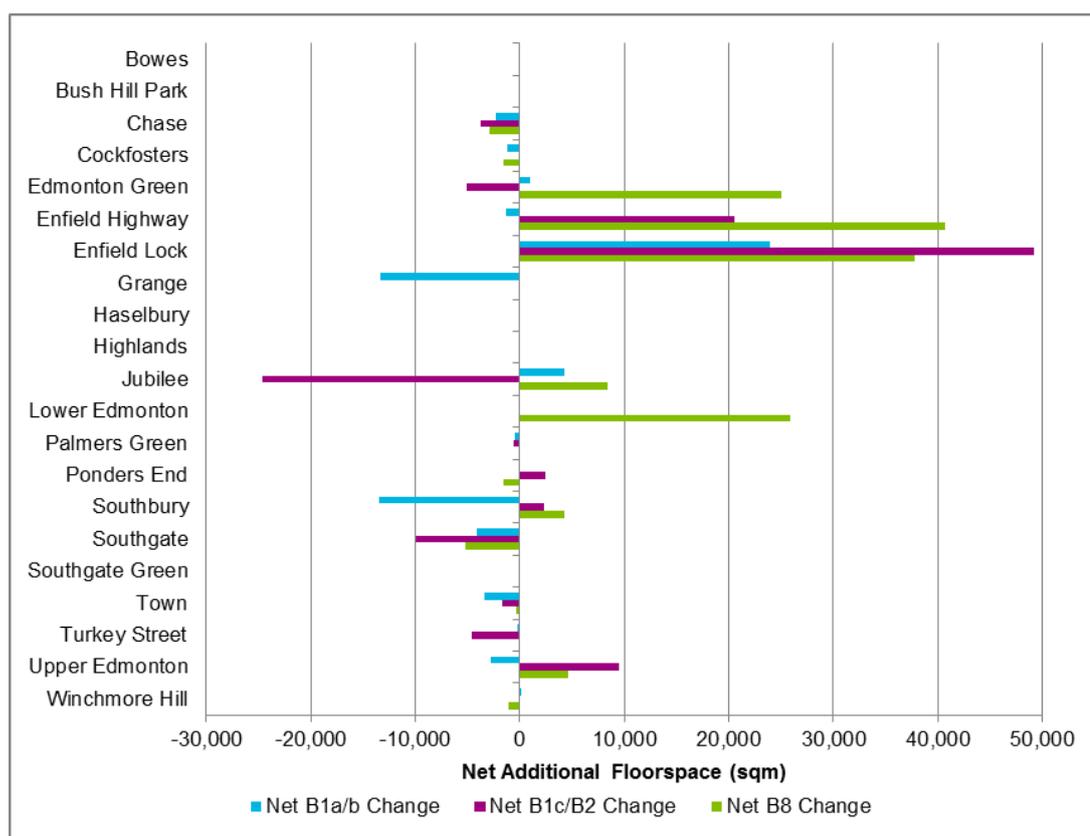
7.3.5 The figure shows that overall there has been a net loss of office floorspace across LB Enfield over this period, equal to 13,700sqm. Overall stock grew in five of the 17 years considered, most notably in 2002 and 2010 (by 8,500 and 9,100sqm respectively).

7.3.6 In terms of B1c/B2 floorspace, while the overall trend is positive (with stock increasing by 33,100sqm over this period), the overall pattern is generally mixed. Growth is most notable in 2005 (27,500sqm), 2009 (19,600sqm) and 2010 (25,000sqm), where the growth in floorspace was equal to 83.2%, 59.1% and 75.6% of overall change respectively. The greatest loss of B1c/B2 floorspace was observed in 2015, where stock fell by 30,100sqm, leading to a loss of 47.7% of the overall net additional floorspace. This is likely due to demolition of older premises within some of the larger SILs for redevelopment in B-class uses and construction of residential on part of New Southgate Industrial Estate.

7.3.7 The performance of B8 floorspace is more positive over this period, showing an overall increase of 133,800sqm. Growth was observed across 13 of the 17 periods covered, most notably in 2005, where 48,400sqm of net additional floorspace was delivered, equivalent to 36.2% of the overall change. The only notable contraction of B8 floorspace was in 2012, equivalent to 24,100sqm.

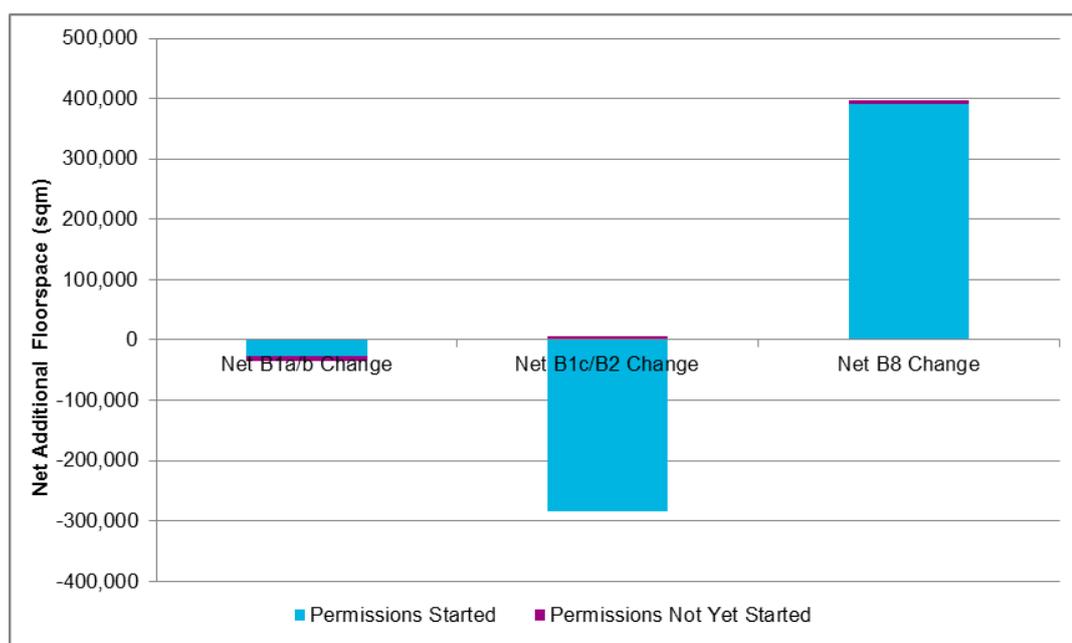
7.3.8 **Figure 7-2** presents the distribution of completions by ward.

Figure 7-2 Completions by Ward (2000 to 2016)



Source: LB Enfield (2016).

- 7.3.9 The figure shows that a positive net change in office floorspace was observed at only four of the 21 wards in LB Enfield over this period (Edmonton Green, Enfield Lock, Jubilee and Winchmore Hill). The largest positive contribution to the office stock is at Enfield Lock, where a net additional 23,100sqm of additional floorspace is provided. This is over five times larger than the next largest ward, Jubilee (4,300sqm), and without which the net loss across LB Enfield would be almost three times larger.
- 7.3.10 In terms of B1c/B2 floorspace, growth is focused across Enfield Lock and Enfield Highway, where an additional 49,200sqm and 20,500sqm has been provided respectively. This equates to over double (210.8%) the net change across the Borough, meaning that the rest of LB Enfield has seen a contraction of -36,600sqm of B1c/B2 floorspace. The largest contraction was at Jubilee where 24,600sqm of floorspace was lost.
- 7.3.11 The largest net increases in B8 floorspace is also observed at Enfield Highway and Enfield Lock, where the stock of floorspace has grown by 40,700sqm and 37,700sqm respectively over this period. These two wards collectively represent the majority (58.6%) of all net additional B8 floorspace across the Borough. A further additional 50,900sqm of B8 floorspace has been supported by Edmonton Green and Lower Edmonton (25,000sqm and 25,900sqm respectively), equating to a further 38.1% of the overall net change.
- 7.3.12 In addition to the completions presented above, there are a number of permissions that have either not been started or are not yet completed. **Figure 7-3** presents the quantum of floorspace that is due to come forward from uncompleted permissions, and the floorspace that would be realised if outstanding planning permissions are commenced.

Figure 7-3 Uncompleted and Unimplemented Permissions

Source: LB Enfield (2016).

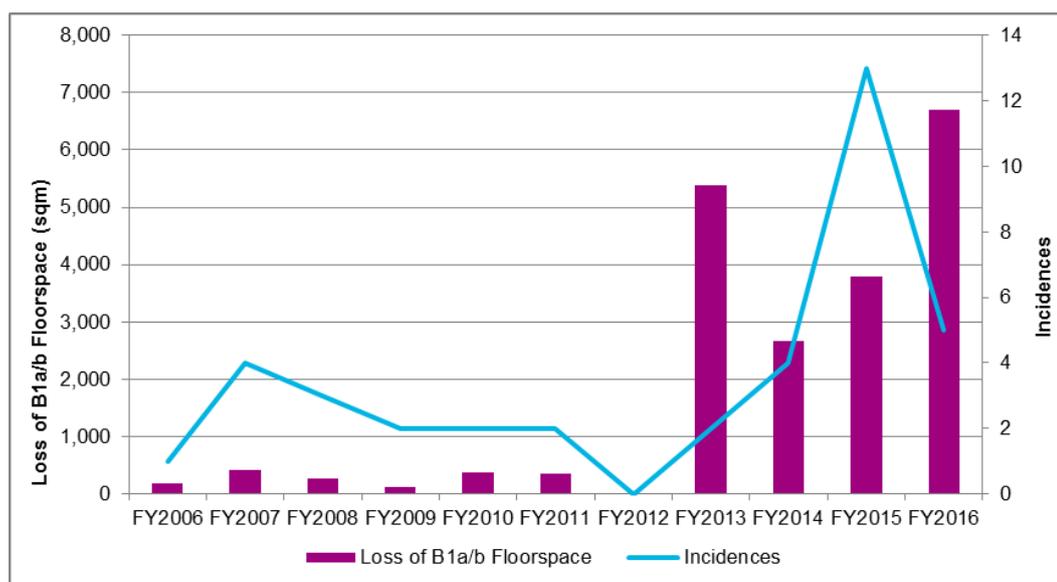
- 7.3.13 **Figure 7-3** shows that a large proportion of the total capacity change arising from permissions not yet completed have been started, and so further capacity change is likely to come about in the near future. The net impact of permissions already commenced is equal to a net loss of 27,400sqm of office floorspace, while an additional 7,200sqm may be lost if the unimplemented permissions are realised. A total of 34,600sqm could therefore be lost due to development in the pipeline.
- 7.3.14 For the B1c/B2 use class, the uncompleted developments would result in a net loss of 283,800sqm. This magnitude of loss is over eight times larger than the increase observed historically since 2000. However, the outstanding permissions relating to B8 uses would result in a net additional 367,700sqm of floorspace, almost three times the growth achieved over the period since 2000 (133,900sqm). Of this, the large majority (390,200sqm or 98.1%) has already been started. Based on these numbers the potential net change in B1c/B2 and B8 use class floorspace could therefore be +106,400sqm (approximately 23.6ha assuming a plot ratio of 0.45).
- 7.3.15 Completions data also provides an indication of the form of office unit that the market requires. This analysis focuses on the form of the buildings constructed and as such only considers the gross size of new units (excluding any lost existing provision).
- 7.3.16 Of the 16 developments that came forward over this time period that contained some form of office space, the average (mean) unit size was 3,800sqm, which is over four times (420.6%) larger than the average stock size (730sqm). For the B1a and B1b use classes individually, the average size was 1,500sqm and 4,600sqm respectively. This indicates that there is more demand currently for larger scale units, which is reflected that the Borough's lowest vacancy rates are for office units from 1,000 – 2,000 (0.5%), 2,000 – 10,000sqm (1.0%) and over 10,000sqm (0.0%) in size.
- 7.3.17 The completions data also provides evidence of new industrial units being relatively large in size. Of the 42 and 51 developments that provided some form of B1c/B2 and B8

floorspace, the average unit sizes were 3,700sqm and 4,500sqm respectively, equating to 1,200sqm (49.1%) and 2,000 (81.4%) larger than the average industrial unit size.

Permitted Development Rights

7.3.18 One of the drivers of the observed loss of B1a/b floorspace is through Permitted Development Rights (PDR). **Figure 7-4** presents the incidences of office conversions to residential uses in LB Enfield, and resulting loss of B1a/b floorspace in LB Enfield by financial year (FY).

Figure 7-4 Office to Residential Conversions (2000 to 2016)



Source: LB Enfield (2016).

7.3.19 Across the period shown, LB Enfield overall lost 20,300sqm of office floorspace to residential use as a result of PDR. This equates to 9.3% of the total current stock (as presented in **Table 5-5**). These conversions resulted in an additional 564 residential units. **Figure 7-4** shows a significant increase in office conversion activity from FY2013 onwards, reflecting the introduction of PDR in May 2013. Over this period, 14 of the 24 incidences of PDR (63.2%) were observed, and 18,500sqm (91.6%) of total floorspace across this period was lost. The loss of floorspace in FY2013 alone (5,400sqm) was three times larger than measured across the preceding seven years (1,700sqm).

7.3.20 In addition, there are 14 outstanding PDR permissions that have been commenced, that will result in the additional loss of 24,300sqm of office floorspace. This equates to over double (122.2%) the quantum loss observed up to FY2016. In addition, a further 18 applications have been submitted which, if realised, would result in a further loss of 7,700sqm.

7.4 Summary

7.4.1 This section has quantified the net additional demand for industrial land and office floorspace and assessed the potential for the development pipeline and PDR to contribute / impact on this demand. The forecast for industrial land and office space show a positive requirement. The focus of the next section is how to set policy to accommodate this demand.

- 7.4.2 The calculation of net demand presented above was undertaken in 2016 and presented in the draft report 2017. Since then VOA floorspace data has been updated (2017 data available) and ONS has released updated employment data (BRES 2017 data available). As such an updated forecast could be made based on this updated data. However, using a comparison of the scale of net demand for industrial land in LB Enfield calculated by the GLA in the London Industrial Land Demand (2017) aligns well with that estimated here, as does the net additional requirement for office space.
- 7.4.3 It is important to note that the estimated scale and net additional demand should be used as a guide for policy making rather than an exact figure of provision to be met.

8. Conclusions and Employment Land Provision Options

8.1 Introduction

- 8.1.1 This section sets out conclusions and recommendations for the employment land study building upon findings from previous sections of the report.

8.2 Conclusions

- 8.2.1 Conclusions are set out for industrial (B1c/B2/B8) land uses and office B1 (B1 a/b).

Industry and Warehousing (B1c/B2/B8)

Supply

- 8.2.2 There are a total of 451.5ha of land currently in industrial use in Enfield, of which 326.2ha of land is occupied by core industrial and warehousing uses or is vacant, with the remainder being occupied by wider industrial use such as utilities, waste management and land for transport functions.
- 8.2.3 The current provision of industrial floorspace is estimated to be in the region of 1,271,800sqm. Industrial uses lie within areas designated as SIL and LSIS or are on non-designated employment land. This level of floorspace stock is significantly higher than that of any of the other local authorities comprising the FEMA, and its scale emphasises the role that Enfield plays in the provision of industrial space within the North London sub-region and wider property market areas. Geographically, supply is focused along two axes; the Upper Lea Valley in the east, running north to south, and the A406 corridor in the south, running west to east.
- 8.2.4 The profile of industrial businesses operating within the Borough is mixed, with a reasonable contingent of larger businesses present engaged in logistics and warehousing operations (e.g. John Lewis, Tradeteam, Tesco and Asda), concentrated in the Upper Lea Valley, and SMEs with a local/sub-regional market reach dispersed throughout the Borough though principally in the south and east. Food and drink processing and onward distribution is important on both small (ethnic cuisine) and large scale (Gregg's, Warburton's). This spread of occupiers means that businesses requirements, in terms of access and quality of land, premises and environs, vary greatly – again, symptomatic of the scale of the industrial market in Enfield and breadth and depth of its business base.
- 8.2.5 The majority of employment land within existing SIL and several of the LSIS areas remain the most suitable locations in Enfield for accommodating industrial and warehousing demand based on their characteristics and assessed quality. These characteristics are, principally: the excellent strategic road access to markets and supply chains, access to an appropriately skilled workforce, the size of industrial clusters, and the clear demarcation and separation from sensitive uses (allowing 24-hour working required by the strong presence of B8 operators). Their functionality in these respects and others align with the principles and criteria set out in London Plan Policy 2.17. Some less well functioning clusters of industrial land, based on quality, were observed during the survey, comprising several LSIS areas and other non-designated areas, with these conforming less well against both London Plan policy and NPPF principles.
- 8.2.6 From a property perspective, vacancy among industrial premises is low (lower than levels

judged suitable to facilitate optimal operation of the market), vacant land churn is generally strong (illustrating regular demand across a range of premises types and locations) and rental values are relatively buoyant – all of which point towards supply (and/or demand) being in a generally healthy state. This is further reinforced by the pipeline development of high specification premises on a large scale at Enfield Distribution Park (C3), Innova Park (C2) and Navigation Park (C6). The scale of investment at these clusters is illustrative of an optimistic commercial property market willing to make long term investments in Enfield's industrial future underpinned by demand.

- 8.2.7 However, take-up of premises within designated industrial areas by non-B use class occupiers is notable, particularly by trade counter and retail uses. This is a challenge. The survey observed that this non-B use stock is often new, of good specification and hold locations with prominence (e.g. gateway / highly visible plots within clusters) with examples within SIL at Lumina Park (C9) and the View 406 (Eley's Estate, C13). Within LSIS, occupancy by sui generis uses (car-related, e.g. showrooms) is more established and detracts less from the offer of these clusters, though congestion can impact on internal circulation and access within clusters. Amongst some LSIS' there is however a presence of faith groups, e.g. within Queensway Industrial Estate (C23) and Claverings Industrial Estate (C22), albeit of mostly low quality units. Take-up may mean that real industrial vacancy/availability is artificially low or that industrial occupiers push potential B1c/B2/B8 to look in neighbouring boroughs.
- 8.2.8 Enfield, as is the case with several other large outer London boroughs, contains a supply of land occupied by wider industrial uses which serve strategically important city-functioning roles. Notable examples include the Enfield Energy Centre (power station) and Edmonton Eco Park. No specific needs have been identified in this review in terms of supporting their ongoing operation.

Demand

- 8.2.9 Key property market indicators and observations from surveys illustrate a market which is large and diverse but despite its size has low levels of vacancy across a range of unit sizes and locations. Five of the past eight years show a positive net absorption levels, indicating increased take up and rental levels have risen over time but remain competitive, given the relative proximity and accessibility to central London.
- 8.2.10 The market is active too with a focus on the provision of new high quality specifications particularly around logistics and distribution space, rather than general industrial space for manufacturing. Demand for logistics space is driven by a growing population, changing consumer patterns and habits such as online retailing, click and collect, and changes to the way businesses operate in terms of optimising supply chains, stock holding, last mile delivery and just in time provision. The geography of resident and employment growth, which has been particularly strong in inner London boroughs, has added to the demand for distribution and businesses involved in these sectors are seeking locations on the periphery of Inner London. Evidence from recently completed developments and the pipeline suggest that the market is optimistic about Enfield as a location for logistics provision, perhaps in part due to the scale of industrial land and other key factors such as advantageous strategic road links and land / rental values. It is too early to say whether existing land availability conditions could limit growth but the quantum of B8 use development in the pipeline with planning permissions granted relative but yet to start is small. Contributing to this limitation could be the erosion of industrial land by non B use classes especially trade counter, such as that seen at Lumina Park. Trends suggest that

old industrial stock will be recycled over time and will provide new development opportunities.

- 8.2.11 On the ground a growing demand for warehouses for logistic and distribution uses has, in Enfield, to date, offset any contraction in demand from the manufacturing sector. This is not to say that there is no demand for manufacturing space in the borough, and there are examples of businesses involved in the manufacturing of high technology products.
- 8.2.12 Whereas historically, since 2001, the provision of industrial floorspace has contracted sharply, falling by 12.7% or c.176,000sqm, and employment has contracted for both industrial and warehousing uses, the projected industrial employment suggests a different growth trajectory – one of positive growth (+19.2% for the period 2016 to 2036). It is suitable to assume that the demand for industrial floorspace will grow. The calculated forecast (unconstrained by supply and other policy requirements) shows that demand for industrial land is projected to be relatively strong between 2016 and 2036, 50.4ha. This represents c.11% of existing stock. The positive forecast reflects the importance of the borough in supporting industrial activities across North London.
- 8.2.13 There are a number of drivers of change, which could further affect the strength and direction of demand. These include: strategic transport improvements; large scale regeneration; and an accelerated loss of industrial land in North / East / West London, driven by demand and financial gain from redevelopment for other uses, primarily residential, and technology. New models of consumption, production and delivery and land use economics will also shape demand for different locations and forms of accommodation. Brexit is also likely to have a differential effect on certain sectors of the economy. Many of these factors cannot be easily influenced by local government policy but there are some drivers which can be such as supply, through for instance the release of new development opportunities, and the creation of progressive policies and clear regeneration objectives which can send positive signals to the development community that the borough is pro-development.
- 8.2.14 The paragraph above highlights a key caveat to the demand forecast: that there are a range of known factors and unknown actions and influences which will impact on Enfield's long term demand for land. Some of these have already been mentioned above. Other interventions such as Crossrail 2, the impact of which has not been considered in this scope, could radically alter the projection by way of a step change in commuting rail capacity and accessibility, alter the local land use economic context and place a greater focus, for example, on opportunities to realise office provision and residential development.

Comparison of Supply and Demand

- 8.2.15 A comparison of supply and demand (in absence of any step change demand driver/s) highlights an imbalance, with demand in excess of supply.
- 8.2.16 To illustrate this we can provide a theoretical estimate of the potential supply – demand imbalance (note this calculation is not suitable for plan policy making): if we assume that vacant industrial floorspace of 4.7% translates proportionately as 15.5ha of land and that the net change in the pipeline measures 106,400sqm, equivalent to c.23.6ha, then the total available supply position could be +41.8ha. This calculation assumes that all vacant space is suitable for ongoing industrial use, that all the pipeline comes forward and that the pipeline caters for demand arising over the Plan period (not prior to 2016. With

demand is projected to be 48.6ha, including frictional vacant floorspace requirement, the supply and demand balance would be +6.8ha, i.e. a requirement to find additional industrial land to accommodate projected growth. Even under this optimistic position, where all known supply options come forward, the additional unconstrained land requirement is not met.

8.2.17 The implications of this supply – demand imbalance suggests a need to find a better use of existing space through:

- Intensification, i.e. where possible and suitable (i.e. not limited by accessibility and market forces, etc.) encouraging provision of more efficient use of existing land, such as site layouts, land intensity (multi-storey / multi-level units), or new workspace formats, allowing higher densities of working across sites and within premises.
- Promoting mixed use development including co-location, where suitable to renew existing B use stock and enhance provision. The mixing of uses on site could allow for redevelopment of B use class floorspace and potentially densification by cross subsidising with other uses. Promoting sites for mixed use development with the aim of renewal and reprovision of B uses space or additional B use space requires careful consideration in terms of the types of uses which could be compatibility with industrial uses and their format / layout. An understanding of how business typologies could fit alongside non-industrial uses in mixed use environments is critical to ensuring that long term business operations are perceived positively within a neighbourhood and that the employment space is considered attractive from a market perspective. **Appendix C, Table C-1** provides a high level analytical framework for considering the compatibility of different business typologies at various spatial scales within mixed use residential developments, and could be a starting point to inform a mixed use industrial policy.
- Identification of new industrial land sites within the borough (e.g. as part of a call for sites, Housing and Employment Land Availability Assessment or Green Belt review) or with partner boroughs districts as part of duty to cooperate discussions.
- De-designation to allow redevelopment of some sites. Though there is a positive net demand requirement, consideration should be given to de-designation where it would allow redevelopment of some sites for other uses and promote co-location (B-use plus residential for instance), especially where these sites lie in close proximity to non-industrial uses and lack access to the strategic road network that industrial and warehousing businesses typically seek.

8.2.18 As stated, the forecast is unconstrained by supply and policy. The decision of how far to plan to accommodate the net additional industrial land requirement needs to be set against wider policy aspirations. Against the backdrop of regeneration policy, population growth and the consequential demand for land to accommodate new housing, social infrastructure and retail space as well as B use employment, the Council, when policy setting, will need to reflect carefully on its priorities.

8.2.19 It may be suitable for policies to be set which look to support long term industrial growth requirements but also provide flexibility to react and respond in the short to medium term, where advantageous to do so. The Council should monitor change in industrial land demand and respond, keeping in mind the long term strategic goals of its Local Plan.

Office (B1a/b)

Supply

- 8.2.20 There is approximately 217,500sqm of office floorspace in LB Enfield, accommodating local level provision servicing local market, with some limited sub-regional reach. This stock is primarily located within or close to the town centre areas of Enfield (C34) and New Southgate (C35) with a further limited presence within the SIL and LSIS areas, including at Innova Park (C2). The stock represents a small proportion of stock in outer London, but reflects the fact that office uses require excellent public transport to flourish.
- 8.2.21 As discussed in Chapter 6 office floorspace in the Borough is almost entirely engaged in meeting demands of small to medium sized companies with floorspace of fair specification. The market is dominated by a supply of small units, such as at Southgate Office Village (C35), albeit with several larger multi-tenanted premises close to the town centres, with vacancy levels being low both absolutely and relative to the surrounding FEMA. Rents are broadly comparable to the surrounding area, though lower than in neighbouring Barnet.
- 8.2.22 Stock within industrial areas is mostly low-grade, with exceptions at Innova Park (C2), and often not occupied by office-type users, whereas that in and around town centres is of mostly better or refurbished quality such as Grange House (C35) and Refuge House (C34). Companies located in the Borough tend to be local in their orientation, such as accountants and solicitors, voluntary sector and education linked companies, albeit with occasional exceptions, such as the Metaswitch HQ in Enfield town centre.
- 8.2.23 When considering the characteristics of Enfield as an office location, PTAL ratings are mostly below that required to attract large-scale development, and attracting occupiers from beyond the local market is and will continue to be a challenge. The stock is therefore characterised as being mostly small and of average quality in terms of offer, though relatively low rental values will continue to attract interest from small businesses with local market reach. Current supply does not cater well in terms of providing grow-on space.
- 8.2.24 There is potential for provision of higher density floorspace in locations where accessibility is good or is set to improve, though any such efforts to promote this should be cautious given the existing supply of such premises in other parts of the FEMA and, if taken forward, mixed-use provision typologies should be investigated. Locations for this demand are likely to be along the eastern corridor (following the A1055), in particular in the southern Upper Lee Valley around Meridian Water given committed transport improvements (Four Tracking the West Anglia Main Line) and, to a lesser degree, along the Hertford North line corridor (given the rail and station improvements plans).

Demand

- 8.2.25 Our forecasting exercise estimated that there is additional demand for approximately 32,200sqm of office floorspace in the planning period to 2036. This represents 15% of existing stock. The relatively modest projected growth in office floorspace is mainly attributed to trends within the wider PMA and the market's current view on Enfield as a location an office location.
- 8.2.26 This is not say that demand could be stronger than that stated, particularly if planning policy supported significant office space growth through, for example, masterplanning of growth areas such as Edmonton Leaside. The industrial land forecast conclusions stated

above also point to how there is potential for step change in demand, and infrastructure such as Crossrail2, were it to come about, would act as a significant driver for office space demand as well.

Comparison of Supply and Demand

- 8.2.27 There is limited vacancy in the office market (1.1%) at present and there is limited vacant land providing opportunities for office development. PDR threatens loss of office space, which would add to the net space requirement. The absolute projected scale of demand is relatively small which could be accommodated through redevelopment of existing employment land or other sites.
- 8.2.28 Where demand exists and uses are compatible new office space should be provided as part of a site's intensification and mixed use development, including co-location with industrial uses. New office space could be easily incorporated into large schemes alongside other uses such as residential, retail and leisure. Mixed use provision needs to be carefully planned however. Design for instance – layout, form and look – is an important to successful utilisation of space and should be at the heart of plans made, Appendix C, **Table C-1** provides an analytical framework for considering the compatibility of office space with industrial and residential uses, which could inform policy thinking.

8.3 Recommendations

Industry and Warehousing (B1c/B2/B8)

Retention

- 8.3.1 LB Enfield through its Local Plan designates industrial employment areas as Strategic Industrial Locations and Locally Significant Industrial Sites; designations which are consistent with London Plan policy 2.17 regarding the protection of industrial land. Such designations ostensibly protect these sites from redevelopment for non-B uses.
- 8.3.2 This review has concluded that the majority of SIL areas in the Borough are suitable and recommended for retention as such going forward, on the basis of their characteristics and suitability against London Plan and NPPF/PPG criteria. These areas, accounting for 93% of SIL land and 65% of the Borough's total industrial land stock⁷³, are:
- Freezywater (Cluster 1)
 - Innova Park (C2)
 - Brimsdown (C3, 4 and 5)
 - Meridian Business Park (C6)
 - Redburn Trading Estate (C7)
 - Great Cambridge Road and Martinbridge Trading Estate Part A (C8)
 - Great Cambridge Road and Martinbridge Trading Estate Part B (C9)
 - Montagu Industrial Area North (C10)
 - Aztec 406 (C12)
 - Eley's Estate (C13)

⁷³ Total industrial land stock includes 'core' and 'wider' uses, vacant land, and also land in uses other than B1c/B2/B8 which lies within designated industrial land, i.e. SIL and LSIS (e.g. office).

- Edmonton Eco Park (C14); and
- Harbet Road (C15).

8.3.3 Enfield's LSIS portfolio comprise mostly well performing smaller estates and single-occupier sites, and/or serve an important function in providing both local jobs and products that cater to the needs of the local economy. Those LSIS which this review recommends should be retained over the Local Plan period to 2036 account for 71% of the total area designated as LSIS and 5% of Enfield's industrial land stock. These are:

- New Southgate Industrial Estate (C17)
- Oakthorpe Dairy (C19)
- Commercial Road and North Middlesex Estate (C20)
- Langhedge Lane Industrial Estate (C21), and
- Queensway Industrial Estate (C23).

8.3.4 A number of these SIL and LSIS clusters listed above also have the potential to see their capacity intensified – see recommendation 'Intensification' below for the following:

- Great Cambridge Road and Martinbridge Trading Estate Part A (C8)
- Great Cambridge Road and Martinbridge Trading Estate Part B (C9)
- Montagu Industrial Area North (C10)
- Aztec 406 (C12)
- Harbet Road Industrial Estate (C15) plus potential for co-location; and
- Commercial Road and North Middlesex Estate (C20)
- Langhedge Lane Industrial Estate (C21), and
- Queensway Industrial Estate (C23) plus potential for co-location.

Change

8.3.5 In order to meet the needs of businesses for land and premises and to facilitate their continued contribution to the local and regional economy over the Local Plan period, it is important that the Council takes a proactive approach to planning to support growth, facilitating positive change which goes beyond maintaining the status quo.

8.3.6 Whilst the great majority of designated industrial land in Enfield is recommended for retention for the Local Plan period to 2036, this review has identified opportunities for intervention that the Council should consider which would act to change the supply of industrial land or characteristics of industrial areas and plan proactively to support growth. These can be classified and defined as locations which could support:

- Intensification
- Mixed-use development (where regeneration opportunities exist and demand/appetite), or
- See the release of poor quality designated employment land for more productive means.

Intensification

8.3.7 Intensification of industrial land could occur in several ways, such as; increasing the proportion of land build on and increasing the plot ratio of buildings (through multi-storey /

level development); use of vacant land, and; changing the form or typology of buildings to provide more workspace.

- 8.3.8 There are several reasons why intensification of industrial land and premises is considered appropriate in Enfield, both local and wider. As assessed in section 7, there is a net requirement for additional land to accommodate industrial activities (primarily B8) over the Local Plan period and a lack of opportunity to designate additional land to meet this. In addition the stock of industrial land is contracting due to pressure from higher-value uses. This has taken the form of retail occupancy on sites on designated industrial land, and residential development of non-designated industrial sites generally of poorer quality.
- 8.3.9 There is therefore a need to do more with land designated for industrial use, both in Enfield and across Greater London. This is acknowledged by various publications and a key thrust of the Draft New London Plan. Intensifying well-performing areas may in-turn provide justification for allowing redevelopment of some poor quality sites to meet regeneration objectives where appropriate (see Release below).
- 8.3.10 Regarding increasing the size of building footprints, whilst some potential examples were identified during the survey of employment land, there is very limited opportunity to achieve this given densities are already high/sites well-used, reflective of Enfield's maturity as an employment location. Whilst some vacant land has been identified (see Section 4), this represents a very small proportion of Enfield's industrial land stock and the churn of vacant sites is noted to be very strong.
- 8.3.11 It is therefore considered that the primary method through which intensification can come about will be through more comprehensive site redevelopment plans and building typologies including co-location of B-uses (office with industrial workspace for example). The overwhelming majority of industrial premises in Enfield are single-storey. Whilst this is not untypical of industrial areas the GLA, developers and other actors are exploring the potential to introduce stacking or dual-storey industrial units to serve demand from manufacturing and distribution / logistics businesses. Other innovative typologies may also serve to intensify the use of industrial land, including examples from the retail sector which itself has a presence on industrial land in Enfield.
- 8.3.12 It is not within the remit of an ELR to identify/specify the means by which new typologies can be introduced (including advising of relevant consenting considerations), and intensification of sites alone may not be in itself sufficient to address the net requirement for additional land identified over the Local Plan period.
- 8.3.13 Section 4.6 found that the following SIL and LSIS clusters have potential for intensification (but given that analysis was high level intensification should not be limited the following clusters):
- Brimsdown Part B (C4)
 - Montagu Industrial Area North (C10)
 - Montagu Industrial Area South (C11)
 - Great Cambridge Road and Martinbridge Trading Estate Part A (C8)
 - Great Cambridge Road and Martinbridge Trading Estate Part B (C9)
 - Aztec 406 (C12)
 - Eley's Estate (C13)

- Harbet Road Industrial Estate (C15)
- Commercial Road and North Middlesex Estate (C20); and
- Langhedge Lane Industrial Estate (C21).

Mixed-use development

- 8.3.14 A means by which new employment space of specification appropriate to the needs of modern occupiers can be delivered would be via mixed-use redevelopment of sites where transport accessibility and access to facilities and amenities is strong enough to support non-B uses and B1a/b/c uses (which are those most likely to be compatible with each other). Development of floorspace could occur whereby new industrial premises are built within the same site footprint as residential/retail uses but are segregated. It could also occur through provision within the same building, albeit the range of industrial uses permitted maybe lessened.
- 8.3.15 Much of the justification for intensification of industrial land is also applicable to the argument for promoting mixed-use development. Additional justification is that incorporating higher with relatively lower value add development may serve to make the latter (industrial uses in this instance) more viable and financially sustainable over time. Further justification is that policy pertaining to Permitted Development Rights is such that residential development can already occur within designated industrial areas where offices are found, and so the integrity of industrial areas may be challenged, if left unchecked – by proactively planning the incorporation of industrial uses with non-B uses, the impact of any such development may be lessened, or even managed to an advantage.
- 8.3.16 The majority of Enfield’s industrial land lies within the south-east and north-east of the borough. Presently, these areas have generally low transport accessibility and access to facilities and amenities that higher density, mixed-use development would require and, for the moment, such development may therefore not be viable, if deemed appropriate (were CR2 to come about this position would radically change). Equally, most of these areas are considered to be well-functioning and thus the impetus for mixed-use development may not exist. Opportunities may however exist in the eastern corridor over time through planned regeneration at sites already close to stations, such as the non-designated Argon Road (C32) industrial estates which lie close to Angel Road station or Queensway Industrial Estate (C23).
- 8.3.17 Harbet Road (C15) is identified in the ELAAP 2017 as a key area which could support transformational regeneration at Meridian Water. Plans involve large scale mixed use redevelopment including the provision of a significant amount of B-use class capacity. Harbet Road is identified under the ‘Retention’ recommendation (above) but part of the cluster – areas south away from direct access to the strategic road network (and the adverse effects that the A406 generates) - may be suitable for mixed use redevelopment if that were to support B-use class employment. In the context of a supply constrained position, any loss of SIL land would have to be carefully evidenced and balanced against B-use class capacity gains made through redevelopment / intensification elsewhere and illustrate how Meridian Water could bring about wider economic growth and societal benefits.

Release of designated industrial land

- 8.3.18 In keeping with the principles of the NPPF, when local planning authorities are assessing the appropriateness of their employment land stock for ongoing use, taking into account

wider regeneration objectives and demand for other use, particular consideration should be given to sites which are in poor quality or are underused. Where such sites are identified, local planning authorities could permit a change of use away from industrial use. In Enfield's case this applies both to sites which are designated as LSIS and non-designated sites, though change of use may already be permitted at the latter, if criteria are met.

- 8.3.19 Release of designated sites does not automatically mean the loss of the industrial uses and employment on-site, but opens the possibility for the market to intervene to provide sustainable redevelopment under the right conditions. It remains noted also that there is a projected net demand for industrial land in the borough over the Local Plan period and such de-designation should be similarly limited.
- 8.3.20 Amongst the borough's designated LSIS areas, Alma Road (C16), Regent's Avenue (C18) (though bus depot site unlikely to be redeveloped) and Claverings Industrial Estate (C22), which although may meet local demand for affordable premises, are considered to be of poor quality when considered against NPPF/PPG and GLA criteria and contain a presence of non-employment uses. They lie in close proximity to other uses and, with the exception of C18, lack good access to the strategic road network. Consideration should therefore be given to de-designation/release of these sites from the LSIS classification to permit redevelopment for other uses if market conditions dictate.

Office Uses (B1a/b)

- 8.3.21 As outlined above, the market for office floorspace in Enfield is relatively limited in size and mostly serves demand from local businesses for traditional office activities such as business support services, accountancy and third sector organisations. The quality of stock varies between good and functional in the town centres to mostly poorer quality units in LSISs where stock is present. Affordable units / floorspace are mostly in demand and the existing stock serves these needs well.
- 8.3.22 The forecasting exercise suggests that there is a relatively modest positive net additional demand for office floorspace over the Local Plan period to 2036. Based on the evidence base the most suitable locations for accommodating this additional demand will be Enfield and New Southgate town centres. The Council's LSIS designation deems that industrial uses are preferred within these areas and therefore evidence for supporting provision within these areas is weak and is not recommended.
- 8.3.23 However where mixed-use development opportunities as discussed above present themselves, it may be appropriate to accommodate a quantum of B1 a/b space within redeveloped sites, such as at Edmonton Leaside. As noted above, mixed-use development of reasonable density should occur only where PTAL ratings and access to facilities and amenities allow.

8.4 Monitoring

- 8.4.1 This study has identified that there is a positive net demand for land and floorspace both for industrial and office uses. Whilst monitoring of both take-up of vacant land/floorspace/units and of change to non-employment uses is important to ensure effective spatial planning, it is particularly important here in Enfield where demand for land/floorspace may exceed supply, and thus unmanaged changes/contractions in stock may harm economic growth.

- 8.4.2 Courses of action that the Council could take to effectively monitor the uptake and change of use of land and floorspace, and justification for them, are outlined below.

Industry and Warehousing uses (B1c/B2/B8)

Non-designated industrial land

- 8.4.3 The Council's SIL and LSIS designation provide protection for the majority of industrial land in the borough and will continue to do so if the above recommendations are implemented. There is a supply of non-designated industrial land that lies outside these areas and are thus for the most part unprotected from redevelopment for other uses, amounting to around 27.6 hectares of land in core industrial use (industry and warehousing) and a further 2.2 hectares in use for waste management.
- 8.4.4 To help ensure that not too much industrial land changes use over the Local Plan period to 2036 the Council could introduce a policy in the that states that such non-designated industrial land, much of which what was surveyed was assessed as of decent quality, will ideally only change to alternative uses if all of the following criteria are met:
- There is no evidence of current or future market demand for the site as evidenced through a period of at least 24 months of active marketing for industrial employment uses at realistic market rates
 - poor access from the strategic road network i.e. they can be accessed only via local roads; and
 - a lack of on-site servicing such as loading/unloading bays and/or inadequate parking provision.

Take-up of premises within designated land by retail, trade counter and sui-generis occupiers, and faith groups

- 8.4.5 The survey of employment land and consultations agents identified take up of land and premises within designated areas by retail and trade counter uses was a notable and increasing trend. Where such take-up occurs it is often of new and good quality premises which can have the unwanted effect of reducing the supply of such premises available to industrial firms, both those already based in Enfield and those looking to relocate there (potentially due to land value pressures in inner London). This likely reduction in industrial floorspace stock may be at the cost of economic growth given the positive net demand for land and floorspace identified in this ELR. Conversely, vacancy/availability levels of industrial premises may be artificially lower than expected due to such occupancy which may mean that planning to meet demand could take a wrong course.
- 8.4.6 To address this it is recommended that a more effective monitoring of take-up by these occupiers is implemented, potentially through policy or through development control actors. It is understood that the Council is preparing an updated retail use study, the outcomes of which could point to means in which demand for uses is met which does not impact on the supply of industrial land, especially within SIL areas, such as Great Cambridge Road and Martinbridge Trading Estate (C8 and C9).

Occupancy by Faith Groups and Sui-generis occupiers

- 8.4.7 Faith groups and sui-generis occupiers were observed to have a notable presence within parts of the Borough's industrial land supply particularly within the LSIS clusters surveyed. The former are likely attracted by lack of suitable premises and the low cost of the often poor quality units that they occupy, with the latter being, in some cases, a more

established user of industrial floorspace. The presence of faith groups may deter occupancy of neighbouring units/premises due to a degree of real or perceived use incompatibility, and potentially impact upon parking availability within such clusters. Whilst some sui-generis uses are broadly analogous to industrial uses in their characteristics and site requirements, others such as car showrooms and auction centres are considered comparable to retail uses and are also mostly low intensity uses, from an employment perspective making them not consistent with industrial land use designation policies.

- 8.4.8 Again within the context of there being a positive net demand for industrial land and floorspace over the Local Plan period, it is recommended that the Council employ more effective means to monitor the uptake of industrial premises. If unauthorised occupancy is identified, then proactive measures of enforcement should be undertaken. This will help ensure that land and floorspace designated for industrial use, such as within LSIS at Queensway Industrial Estate (C23), remains available for purpose.

Office (B1a/b)

- 8.4.9 Given the positive forecast for office floorspace demand to 2036, there is some need for the Council to promote the development of new space of appropriate specification in the locations noted above, i.e. principally the town centres. However, it should also act to ensure that existing fit for purpose space is retained and redevelopment of such space resisted unless where replacement provision is proposed, in order that demand and supply are kept in balance.
- 8.4.10 As noted above, PDR for office to residential development has resulted in a significant contraction of office floorspace since its introduction in 2013, with some 11% of B1a/b floorspace being converted to residential units if compared against current stock. It is possible that as such opportunities become scarcer, smaller office workspace may become subject to prior approvals being sought, where deemed viable. To ensure sufficient supply is retained to meet forecast demand, the council should seek to scrutinise these proposals, through whatever means available, to avoid harming local economic growth.
- 8.4.11 Means by which proposals could be scrutinised is through an article 4 direction whereby the scope of PDR can be restricted with respect to certain sites or areas, or for particular types of development such that these require planning permission to be sought rather than prior approval. Areas typically subject to article 4 directions are particular town centres, key development sites, or designated industrial areas. In the latter, this study considers it particularly important that redevelopment of offices in SIL and LSISs via PDR be resisted given the potential for the introduction of residential given rise to conflict between established businesses and new residents, resulting in the loss of integrity of these key reservoirs of land as employment areas.

Appendix A : LB Enfield's Functional Economic Market Area

The UK Planning Practice guidance outlines that 'need' should be assessed within the context of a Functional Economic Market Area (FEMA). The guidance does not offer a standardised approach to defining a FEMA but it does provide a list of indicators that could potentially be used to. The indicators include:

- *"The extent of any Local Enterprise Partnerships (LEP) with the area;*
- *Travel to work areas;*
- *Housing market area;*
- *Flow of goods, services and information within the local economy;*
- *Service market for consumers;*
- *Administrative area;*
- *Catchment areas of facilities providing cultural and social well-being; and*
- *Transport network".*

Considering the focus of this study on employment land. Enfield's travel to work area, transport network, flow of goods, services and information and housing market are reviewed below to help define Enfield's FEMA. In addition, it reviews the similarity of surrounding authorities to Enfield and how these areas may be competitors to Enfield in the economic context of London and the wider South East.

Travel to Work Area

Where a local authority's resident population travels to work and where its own workforce comes from, can give an indication of where knowledge and information flow to and from the local authority. The 2011 Census includes origin and destination statistics, which give an indication of workforce flows between local authorities within England and Wales⁷⁴.

Based upon the origin and destination statistics, LB Enfield has two common travel to work patterns. The first is that residents in employment are more likely to work outside of the Borough and that the most common local authorities that they commute to are in central London. **Table 3-4** shows that the five local authorities which Enfield residents work in are City of London and City of Westminster, Haringey, Barnet, Camden and Islington.

The second pattern is that the Borough's workforce, excluding residents, comes from the local authorities which border it. The local authorities with the four largest borders with Enfield (Barnet, Broxbourne, Haringey and Waltham Forest) provide the four highest proportions of workers (6.4%, 6.3%, 5.7% and 4.4% respectively). Further details are presented in **Table 3-5**.

The patterns of commuting to and from Enfield suggest that the Borough's economy is interlinked with the Central Activities Zone (CAZ), central London and the local authorities which neighbour it. However, given that the Borough's businesses are quite reliant on labour from neighbouring local authorities, the patterns do suggest that Enfield's own economy is more reliant upon knowledge and information from neighbouring local authorities and not central London.

⁷⁴ Office of National Statistics (ONS), (2011); Census:.

Transport Network

Enfield has good road connections as the North Circular inner ring-road goes right through the heart of the Borough, linking in with Barnet, Waltham Forest and Redbridge. In addition, the A10 dual carriageway goes north to south through the Borough connecting Enfield to Broxbourne and Haringey via a major road connection. When the A10 reaches the Borough's border with Broxbourne it crosses Junction 25 of the M25. This provides Enfield with direct motorway connections to Hertsmere (Junction 23), Welwyn and Hatfield (Junction 24) and Epping Forest (Junction 26), and removes the need to use local roads that go across Enfield's borders into the neighbouring local authorities

The WAML, East Coast Mainline and Hertford Loop Line all go through the Borough, providing it with direct rail access to Liverpool Street, Kings Cross, Moorgate, Cambridge and Stansted. Additionally, the Borough is the terminus for the Piccadilly line, ending in Cockfosters ward. In total, Enfield has five stations connected to the Piccadilly line.

The rail connections are likely used by residents commuting to work in central London or to Stansted to catch business flights from the airport, while the Borough's access is likely more important to the Borough's businesses and the people commuting into Enfield. The Borough has a high number of logistics, distribution and manufacturing businesses located in industrial estates such as Brimsdown that likely rely upon the road network to deliver goods. Additionally, public transport connections are not as good with the surrounding non-London local authorities, so many workers coming to Enfield will likely commute by car.

Flow of Goods, Services and Information

Based upon Enfield's travel to work patterns and the Borough's transport network, flows of goods, services and information follow two patterns. The first is that goods, services, information and knowledge flows into the CAZ and central London by residents commuting there through public transport such as the Piccadilly line and goods being delivered via the Borough's road connections.

The second is the flow of labour from neighbouring local authorities to work in Enfield and goods being brought on the wider strategic road network to be distributed in London via Enfield's distribution and logistics hubs. Additionally, components will be delivered to Enfield's manufacturing businesses on the network given how supply chains in today's economy span regions rather than being localised except in certain unique circumstances.

Housing Market

The Council's latest Strategic Housing Market Assessment (SHMA) reviews what Enfield's local housing market is⁷⁵. The SHMA concludes that Enfield can be considered as a local housing market in its own right, but that there are also limited links with neighbouring Broxbourne and Welwyn and Hatfield. It should also be noted that Enfield has connections with Barnet, Haringey and Waltham Forest through people moving between the local authorities.

Similarities to other Local Authorities

In 2015 the Office of National Statistics (ONS), based upon the most recent Census

⁷⁵ LB Enfield, (2015); Strategic Housing Market Assessment Update – Final Report.

provided a measure to review the similarities of different local authorities in England⁷⁶. Using the measure Enfield is identified as being most similar to these local authorities in the following order: Croydon; Barnet; Waltham Forest; Redbridge; and Barking and Dagenham. In addition, Enfield is named in the following local authority top fives: Barnet (1st); Croydon (1st); Barking and Dagenham (2nd); Redbridge (3rd); Waltham Forest (3rd); and Hillingdon (5th).

Enfield's FEMA

Based upon the above analysis of Enfield's travel to work patterns, transport network, flow of goods, services and information, housing and statistical similarities, Enfield's FEMA is defined as being formed of the following local authorities:

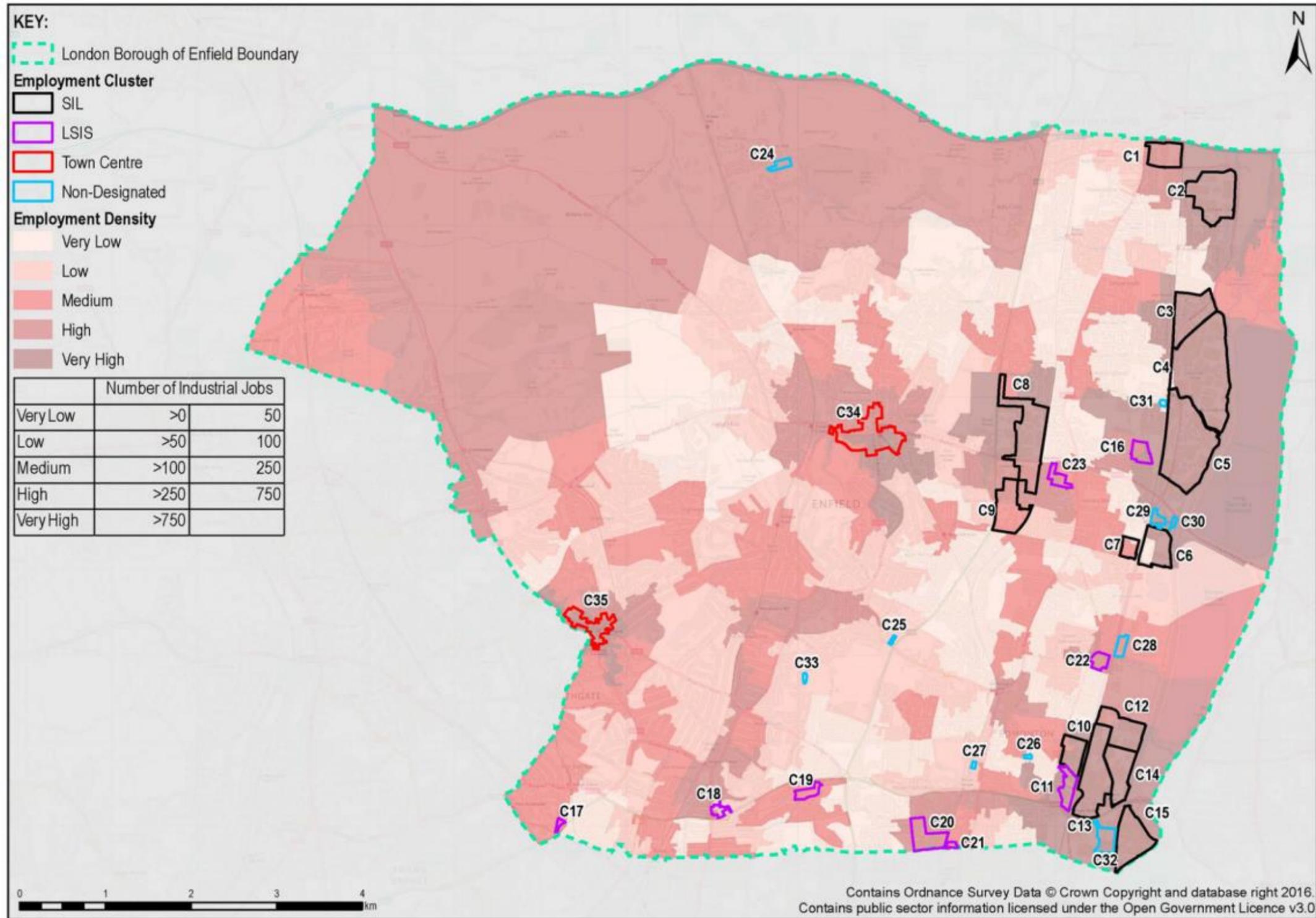
- Barnet;
- Broxbourne;
- Haringey;
- Hertsmere;
- Redbridge;
- Waltham Forest; and
- Welwyn and Hatfield.

Enfield is economically connected with the CAZ and central London, but the relationship is not two way. Enfield's stronger economic linkages are with neighbouring local authorities rather than central London. The Borough's FEMA could change in the future were there to be large scale interventions such as the regeneration of Meridian Water and Crossrail 2, which would both widen the opportunities for attracting businesses but also increase economic competition with other locations.

⁷⁶ ONS, (2015); Area Classifications for Output Areas: 2011.

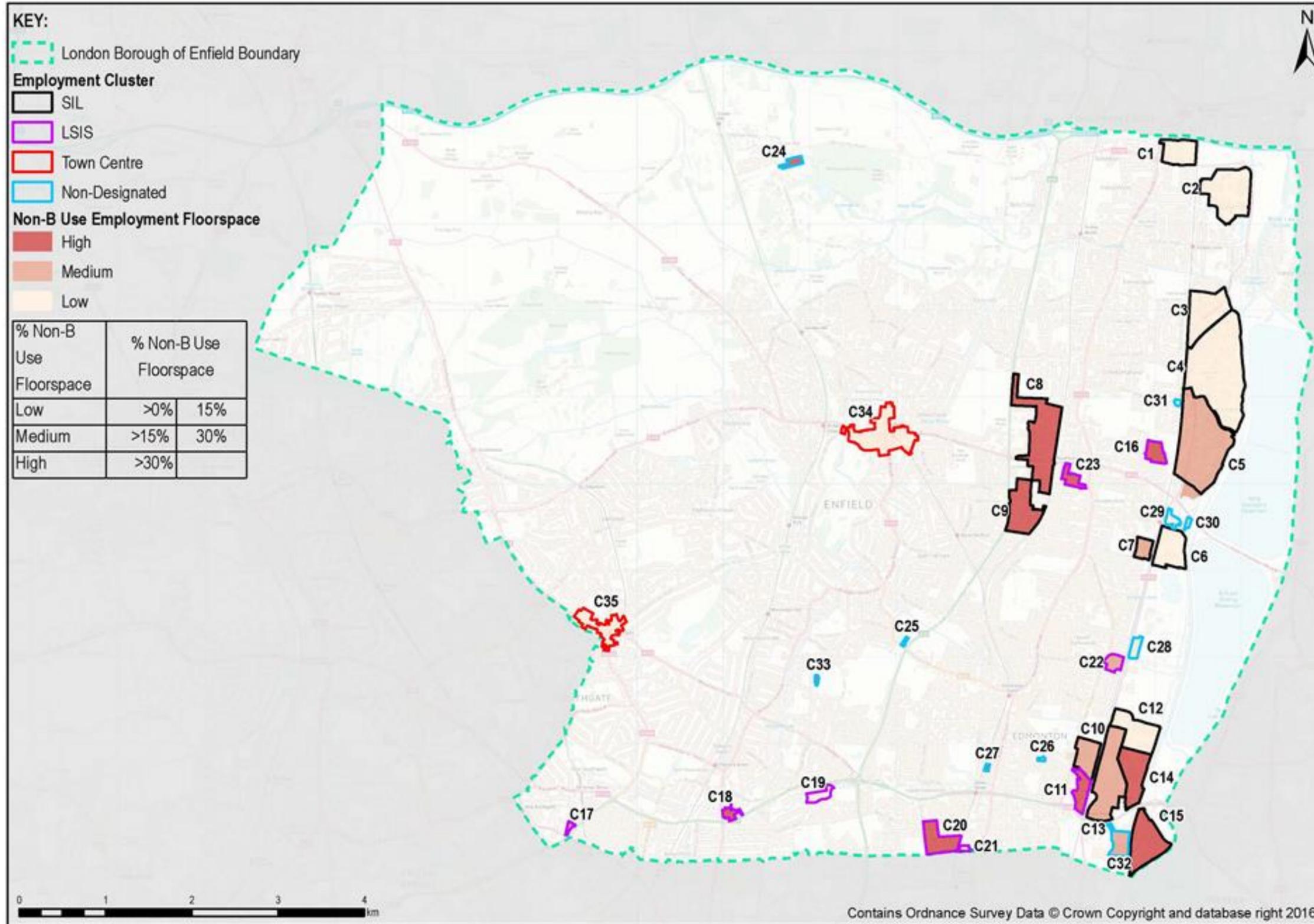
Appendix B : Mapping of Supporting Information

Figure B-1 Industrial Employment Density



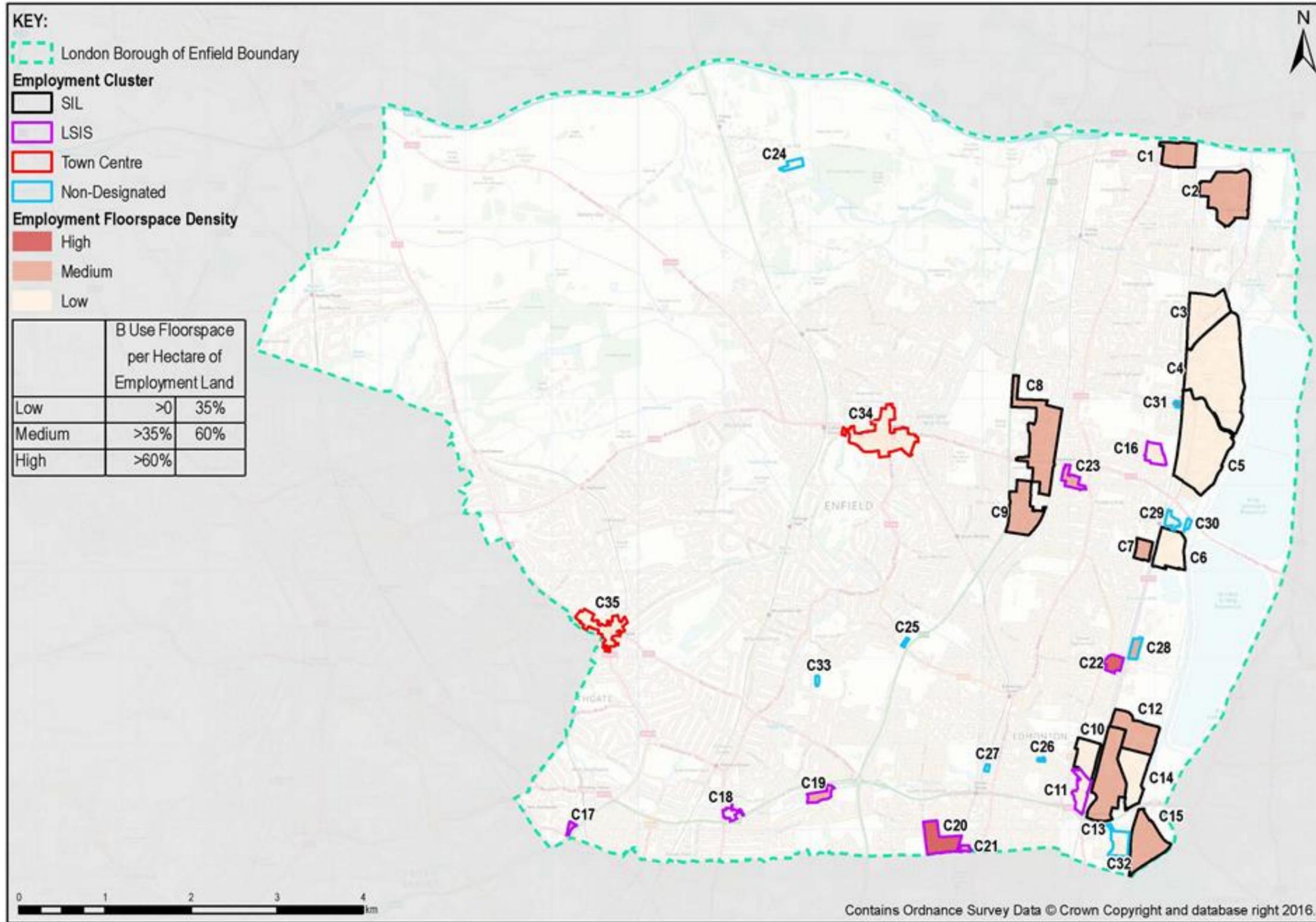
Source: AECOM 2016.

Figure B-2 Non-B Use Employment Floorspace



Source: AECOM 2016.

Figure B-3 Non-B Use Employment Floorspace



Source: AECOM 2016.

Figure B-4 Road Delay Morning (AM):



Source: AECOM; SATURN Software Transport Modelling

Notes: Figures represent delays in seconds; longer delays presented as thicker lines.

Simulation links: Flow-weighted delay to include: (a) transient delays, (b) V>C queuing delays and (c) any delays associated with link capacity restraint (speed-flow) curves.

Figure B-5 Road Delay Afternoon (PM)



Source: AECOM; SATURN Software Transport Modelling

Note: Figures represent delays in seconds; longer delays presented as thicker lines.

Simulation links: Flow-weighted delay to include: (a) transient delays, (b) V>C queuing delays and (c) any delays associated with link capacity restraint (speed-flow) curves.

Appendix C : Mixed Use Typologies

Business Typologies and Compatibility with Mixed Use Development

The co-location of employment and residential uses can be implemented at various spatial scales including:

- The individual building scale - mixing uses within a single building horizontally or vertically;
- The block scale - mixing single use buildings adjacent to one another in a neighbourhood block; and
- The multi-block scale - mixing single use blocks across a larger area.

An understanding of how business typologies can fit alongside non-industrial uses in mixed use environments is also critical to ensuring that long term business operations are perceived positively within a neighbourhood and that the employment space is considered attractive from a market perspective.

Figure C-1 provides a high level analytical framework for considering the compatibility of different business typologies at various spatial scales within mixed use residential developments. It is colour coded to indicate the potential scale of design considerations in integrating each typology within a residential led mixed use development. These design requirements include access and servicing of units, negative environmental (such as air quality, visual, noise or congestion) and exterior and interior design.

Table C-1 Employment Typologies and Mixed Use Development

Typology	Compatibility at Multi-block Scale	Compatibility at Block Scale	Compatibility at Building Scale
Small Office Type Space	Fully compatible	Fully compatible	Fully compatible
Large Office Type Space	Fully compatible	Fully compatible	Some design considerations
Workshop Type Space	Some design considerations	Some design considerations	Some design considerations
Small Industrial / Warehousing Type Space	Some design considerations	Significant design considerations	Significant design considerations
Large Industrial / Warehousing Type Space	Some design considerations	Significant design considerations	Not typically suitable
Yard / Open Storage Type Space	Significant design considerations	Significant design considerations	Not typically suitable

Source: AECOM.

As

Table C-1 Employment Typologies and Mixed Use Development

Table C-1 shows, office and light industrial workshop type spaces are largely compatible (in functional and design terms) with mixed use development at all spatial scales. The use classes associated with these typologies (B1a/b/c) are mostly desk based activities such as creative services and industries, professional and business services, light industrial activities and research and development operations. These businesses can be considered 'clean' industries, have minimal environmental considerations, relatively less service and access requirements compared with distribution businesses due to the lack of deliveries of goods and are more easily integrated into mixed use developments horizontally or vertically.

Successful integration of industrial and warehousing typologies into mixed use development would require more consideration of the design of access and servicing including appropriate access and circulation space for goods and service vehicles and potential separation of access and servicing routes from residential users. Consideration would need to be given to the hours of operation of likely employment activities and any restrictions which could be placed on industrial uses. Uses associated with these typologies have the potential to generate environmental issues for sensitive nearby receptors given the nature of the activities they accommodate and the frequency of deliveries they are likely to generate. Sensitive design of appropriate environmental mitigation measures to control air and noise emissions should also be considered.

Considerations for Redevelopment

The compatibility of business typologies with mixed-use development is primarily determined by the operational requirements of businesses and the potential adverse environmental considerations arising from business activities.

For the purposes of this study the operational requirements of existing business activities are taken to include:

- Access requirements, including suitable access and circulation routes- e.g. for heavy goods vehicles;
- Servicing requirements, including the frequency of servicing - e.g. off road or on road loading/unloading; and
- Parking requirements for customers and staff.

Potential adverse environmental characteristics of existing business activities which could affect the successful integration of these activities with more sensitive uses such as residential are also considered and include:

- Adverse noise, visual and air quality impacts
- Consideration of the nature of activities taking place (e.g. heavy industries vs clean industries) and
- Businesses' likely requirements for hours of operation.

Operational requirements and potential adverse environmental activities of the existing business typologies on site have been considered and a view provided on the extent to which these activities could be integrated into redevelopment proposals at three scales:

- Multi-block;
- Block; and
- Within an individual building.

In addition, development viability can influence whether business typologies are compatible alongside non-business uses. Introducing mixed-use development within designated industrial areas will impact on land values and rents, which could affect the retention of industrial and warehousing uses. Though residential land values may be significantly more than industrial land values, industrial land provides economically viable space for businesses and industrial activities including lower value, affordable space. Over time as the stock of industrial land contracts (across Greater London) industrial land values are expected to increase relatively faster.

