

MUNICIPAL YEAR 2010/2011 REPORT NO. 96

MEETING TITLE AND DATE:
Cabinet 3rd November 2010
Council 10th November 2010

Agenda – Part: 1

Item: 6

REPORT OF:
Director of Place Shaping and
Enterprise

**Subject: Adoption of the Core Strategy of
Enfield's Local Development Framework**

KD No 3159

Contact officer:

**Cabinet Member consulted:
Councillor Goddard**

Joanne Woodward 020 8379 3881 (e-mail: joanne.woodward@enfield.gov.uk)

1. EXECUTIVE SUMMARY

- 1.1 The Council is preparing its Local Development Framework (LDF), a group of documents setting out the Council's planning strategy and policies. The LDF provides the overarching corporate plan for delivering the Sustainable Community Strategy and other Council strategies and plans. The Core Strategy is the lead document and the first to be completed. It provides the spatial planning framework for the long term development of the Borough, setting out how much development is intended to happen, when, where and by what means it will be delivered, together with what infrastructure is needed to support it. It contains core policies for delivering the spatial vision and guiding development and is supported by other LDF documents such as area action plans, masterplans, development management policies and a waste plan.
- 1.2 The Core Strategy goes beyond traditional land use planning and integrates physical development with other policies and programmes of the Council and its partners that influence social and economic change and regeneration.
- 1.3 The Core Strategy was formally submitted to the Secretary of State for public examination in March 2010. Inspector Ian Broyd was appointed to conduct an independent examination into the Core Strategy. Just two public hearing sessions were required, and these were held on the 29th June and 8th July 2010.
- 1.4 The Inspector formally delivered his report into the soundness of the Core Strategy to the Council on the 20th September 2010 and concluded that it provides an appropriate base for the planning of the borough over the next 15 to 20 years.
- 1.5 This report seeks the Cabinet's endorsement for the Core Strategy, along with additional Minor Changes put forward by the Council during the examination process. It recommends to Council that the Core Strategy be formally adopted by at its meeting on the 10th November 2010.
- 1.6 The Core Strategy replaces a number of policies of Enfield's 1994 Unitary Development Plan (UDP). A number of 'saved' UDP policies are now expressly replaced. A separate schedule, set out in Appendix 2 sets out those policies which now remain extant and will continue to be used until such a time that new LDF policies will replace them or they expire.

2. RECOMMENDATIONS

2.1 That Cabinet note the Inspector's conclusion of a 'sound' Core Strategy contained within his report attached at Appendix 1 to this report. That Cabinet agree the Minor and Further Minor Changes appended to the Inspector's Report and an Executive Summary of the final version of the Core Strategy which have been circulated to Members under separate cover.

2.2 That Cabinet recommend to the Council the formal adoption of the Enfield Core Strategy as consolidated with minor changes and the approval of the Schedule of Extant Unitary Development Plan Policies as set out in Appendix 2 of this report.

2.3 That the Council:-

2.2.1 Adopts the Enfield LDF Core Strategy as consolidated with minor changes.

2.2.2 Approves the Schedule of Extant Unitary Development Plan Policies as set out in Appendix 2 of this report.

3. BACKGROUND

3.1 Spatial planning and development management is a key local authority responsibility.

".....good planning ensures that we get the right development, in the right place and at the right time. It helps makes a positive difference to people's lives and helps deliver homes, jobs and better opportunities for all....."

(National Planning Policy Statement 1)

3.2 The Council's strategy, policies and guidance for spatial planning and development management is set out in a portfolio of documents which together will make up Enfield's Local Development Framework (LDF). The LDF provides the overarching corporate plan for delivering the Sustainable Community Strategy and other Council strategies and plans. It provides the essential statutory framework to support the delivery of corporate priorities such as sustainable growth and regeneration and creating strong and successful communities, particularly in the place shaping priority areas. It is critical in the planning and delivery of infrastructure necessary to support housing growth including pupil places planning.

3.3 The Core Strategy is the lead document within the LDF. Once adopted, all other documents within the LDF, including Area Action plans and masterplans, must be in general conformity with it.

3.4 Government guidance requires that the Core Strategy should set out the long term spatial vision of how Enfield and places within it should develop. It should set out the strategic objectives for the borough focusing on the key areas to be addressed, together with a delivery strategy and core policies for achieving these objectives. The Core

Strategy provides the context for the Area Action Plans and related masterplanning work for the Council's place shaping priority areas.

- 3.5 Enfield's Core Strategy is based on a comprehensive information and evidence base which has involved the commissioning of a number of technical studies. These include a strategic housing market assessment, affordable housing viability study, employment land study, retail and town centres study, assessment of open spaces and strategic flood risk assessment.
- 3.6 Preparation of the Core Strategy has involved a number of stages including consultation on the key issues and options for the Borough in 2007, the Council's preferred options in 2008 and further consultation on strategic growth areas and preparation of the pre-submission version in 2009. The work has seen extensive and ongoing dialogue with key stakeholders such as the Primary Care Trust and the Environment Agency and ongoing discussions with the GLA and Government Office for London. All of this work and consultation responses have helped to inform the final version of the full document. The Core Strategy provides a critical planning tool for delivery, it sets out a clear vision and spatial strategy for the Borough for the next 15 years, and reflects a shared consensus between the Council, ESP partners, the Mayor of London, and other agencies and investors.
- 3.7 Key strategic priorities within the Core Strategy include:
- Focusing growth, revitalisation and regeneration in recognised priority areas of Ponders End (North East Enfield); Meridian Water and Edmonton (Central Leaside) Enfield Town and the area around the North Circular Rd including new Southgate
 - Delivering sustainable communities, quality of place and space;
 - Providing some 11,000 more homes, which are affordable and meet the housing needs of residents.
 - Planning for a minimum of 6,000 new jobs;
 - Delivering infrastructure, specifically education, health and social care facilities and transport required to support existing and new communities;
 - Providing evidence for seeking developer contributions;
 - Promoting building of quality and excellence in design;
 - Setting the basis for a coordinated partnership approach towards delivering strong and prosperous communities.
- 3.8 The Proposed Submission Core Strategy was approved by the Council in November 2009 and, along with all pre-submission documents, was published for consultation in December 2009. Documents were made available for inspection at the Civic Centre and all Borough libraries, (in accordance with regulation 27a). The publication period ran from 14th December 2009 to the 29th January 2010. Approximately 1500 specific and general consultees were notified and invited to make comments.

- 3.9 In total, 389 valid representations (comments) were received to various aspects of the document from 57 individual respondents.
- 3.10 In consideration of the representations received on the Enfield Plan – Pre-submission Core Strategy, officers put forward a number of proposed minor changes for consideration by the Planning Inspector. Minor changes represented one of more of the following:
- points of clarity
 - factual corrections
 - consistency
 - typographical errors
 - improved referencing / signposting within the document,
- 3.11 Upon formal submission in March 2010, the Core Strategy was effectively under public examination. Inspector Ian Broyd was appointed by Secretary of State. During this examination period, Inspector Ian Broyd role was to scrutinise the 'soundness' of Core Strategy along with representations received on the document by conducting, document reviews, site visits and holding public hearing sessions. During this period, officers continued to liaise with various representors such as the Environment Agency, English Heritage, and Landowners with a view to establish 'areas of common ground'. Consequently, officers have put forward a number of additional Further Minor Changes, which, for the most part helped clarify areas of ambiguity as apposed to principle of policy. The Inspector encouraged the Council to do so where these minor changes would not alter policy direction, but would, to some extent overcome issues of non-soundness raised by representors. The Inspector then had an opportunity to consider these changes.

4. INSPECTOR'S BINDING REPORT

- 4.1 The Council received the Inspector's binding report into the public examination of the Council's Core Strategy on the 20th September 2010. The Inspector concludes that the Enfield Core Strategy provides an appropriate basis for planning of the Borough over the next 15 years.
- 4.2 The Inspector's report is appended to this report for information. The Inspector also appended all of the minor changes proposed by the Council, but has not himself found a need to make any recommendations that require changes to the Core Strategy relating to its soundness.
- 4.3 The Council is now in a position to move forward and adopt its first LDF document.
- 4.4 Reference copies of the consolidated version of the Core Strategy which includes all minor changes highlighted for ease of reference,

have been placed in the Members Library and Group Offices. Copies of the full version of the Inspector's Report including his appendix of minor changes are also available in these locations. An Executive Summary of the spatial strategy and core policies will be circulated to all Members under separate cover.

5. AN UP TO DATE PLANNING FRAMEWORK FOR ENFIELD

- 5.1 At the national level the scope of planning has moved on significantly to a spatial system introduced by the 2004 Town and Country Planning Act. The Government introduced a much wider remit for the role of planning in coordinating delivery on a range public sector components, which is summed up by the following quotation:

“An update to date planning framework is one of the most important tools and immediate tools which local authorities can use to influence the physical shape of their localities”

(Lyons Inquiry 2007)

- 5.2 The adoption of the Core Strategy represents a significant advancement for the Council. It signals not just at a local level, but also at a regional level the Council's commitment to delivery. The benefits of now having and maintaining an up to date planning framework provides the Council as the local planning authority with greater weight in enabling, influencing and in some instances taking a lead role in the shaping the borough, delivering infrastructure and meeting corporate priorities.
- 5.3 The Core Strategy sets the scene and provides the vision, however many delivery components will be set out in future documents, some will be in the form of Area Action Plans, (AAPs) and masterplans. These represent spatial policy distinctive to the particular issues on both a physical as well as community level. Other documents will be more thematic, in that they enable development to come forward to meet the core objectives, for example the S106 Supplementary Planning Document will help secure investment in community and social infrastructure. The Development Management Document will provide much of the land use management and standards based policy.

6. SCHEDULE OF EXTANT UNITARY DEVELOPMENT PLAN POLICIES

- 6.1 As a result of having an up to date development plan document, many of the old Unitary Development Plan policies, previously saved, will now expire. Some UDP policies will however remain extant until such a time that a relevant LDF document updates the policy position. A schedule of extant policies are appended to this report for approval. Once approved, the Council will then publish this schedule to be read in conjunction with the Core Strategy.

7. ALTERNATIVE OPTIONS CONSIDERED

- 7.1 None considered; preparation of the LDF is a statutory local authority requirement. Having an adopted Core Strategy in place brings greater confidence to both public and private sector agencies and investors, and is essential to support the Council's corporate objectives.

8. REASONS FOR RECOMMENDATIONS

- 8.1 See paragraph 6.1 above.

9. COMMENTS OF THE DIRECTOR OF FINANCE AND CORPORATE RESOURCES AND OTHER DEPARTMENTS

9.1 Financial Implications

- 9.1.1 The Core Strategy provides a spatial vision, strategic objectives and core policies to plan for the Borough's future but does not of itself directly commit the Council to additional expenditure. However once the Core Strategy is adopted further documents will need to be produced, the estimated cost of producing these documents has already been included within existing budgets.

9.2 Legal Implications

- 9.2.1 Part 2 of the Planning and Compulsory Purchase Act 2004 imposes on local planning authorities a duty to prepare a Core Strategy which, together with a number of other documents will form the Local Development Framework (LDF). The Authority was required to undertake the examination in public after which the Inspector would determine whether the Core Strategy passed the test of soundness. The Inspector's findings together with the Minor Changes accepted by the Inspector provide an appropriate basis for the Council's planning of the Borough for the next 15 years. In order to rely on the Core Strategy the Council is formally required to adopt the Core Strategy. The recommendations contained in this report are appropriate to and within the Council's powers and duties.

10. KEY RISKS

- 10.1 An up to date statutory development plan in the form of an adopted Core Strategy significantly reduces the risk to the Council in regards to the planning and development of the borough over the next 15-20 years.

Adoption of the Core Strategy of the Local Development Framework will help ensure the following:

- Compliance with a statutory requirement;
- Having an up to date planning framework so as to influence the physical shape of the locality over the next 15-20 years;
- Planning carried out in a coherent manner;
- Corporate regeneration priorities achieved;
- Conformity of related documents including area action plans and masterplans;
- Regeneration priorities set out and achieved;
- Increased weight for the Council in enabling, influencing and in some cases taking a lead role in shaping the borough, delivering infrastructure, and meeting corporate priorities.

11. IMPACT ON COUNCIL PRIORITIES

a. Fairness for All

The adoption of the Core Strategy will enable a more coordinated approach to the development of planning policy and wider place shaping related priorities and strategies. This will help to provide a higher level of service and the ability to respond to the particular issues and needs of an area in the development of the LDF.

b. Growth and Sustainability

An up to date LDF is essential to maximise the potential for growth and regeneration in the borough and ensure sustainable development. Revisions to the terms of reference will help to make the LDF production process more efficient and more responsive to local issues.

c. Strong Communities

Ongoing community and stakeholder engagement is a key part of the production of LDF documents. Revisions to the terms of reference include references to reviewing and approving the Council's Statement of Community Involvement.

12. PERFORMANCE MANAGEMENT IMPLICATIONS

12.1 The Council's Local Development Framework must be in general conformity with the London Plan. Preparation of the LDF contributes towards the achievement of objectives: 1(a) and 1(e) of Aim 1 "Build prosperous, sustainable communities"; 2(c), 2(d) and 2(e) of Aim 2-"A cleaner, greener, sustainable Enfield"; 3(d), 3(f) and 3(g) of Aim 3-"Ensure every child matters and provide high quality education for all"; 4(c) of Aim 4-"A safer Enfield"; 5(c), 5(d) and 5(f) of Aim 5-"A healthier Enfield where people are able to live independent lives"; and 6(c) and 6(e) of Aim 6-"Provide high quality and efficient services" of *Putting Enfield First: Council Business Plan: 2009/2012*.

Background Papers

Issues And Options Report 2007

Preferred Options Report 2008

Strategic Growth Areas Report 2009

Pre Submission Core Strategy 2009

Inspector's Report 2010