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REGENERATION & ECONOMIC DEVELOPMENT SCRUTINY PANEL

**Wednesday, 16th March, 2022 at 7.00 pm in the Conference Room,
Civic Centre, Silver Street, Enfield, EN1 3XA**

Membership:

Mahmut Aksanoglu, Chinelo Anyanwu, Guner Aydin, Margaret Greer,
Charith Gunawardena, Tim Leaver, Andy Milne and Edward Smith

AGENDA – PART 1

1. WELCOME AND INTRODUCTIONS

2. DECLARATIONS OF INTEREST

Members of the Council are invited to identify any disclosable pecuniary, other pecuniary or non-pecuniary interests relevant to the items on the agenda

3. MINUTES OF THE PREVIOUS MEETINGS (Pages 1 - 12)

To agree the minutes of the Regeneration & Economic Development Scrutiny Panel meeting held on 30 November 2021 & 2 February 2022.

4. LOCAL PLAN (Pages 13 - 40)

To receive an overview update on the local plan and a number of key strategic planning matters.

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MINUTES OF THE MEETING OF THE REGENERATION & ECONOMIC DEVELOPMENT SCRUTINY PANEL HELD ON TUESDAY, 30TH NOVEMBER, 2021

MEMBERS: Councillors Mahmut Aksanoglu, Chinelo Anyanwu, Margaret Greer, Charith Gunawardena, Tim Leaver, Andy Milne and Edward Smith

Officers:

Programme Director - Meridian Water, Head of Planning and Strategic Design Manager

Also Attending:

8. WELCOME AND APOLOGIES

The Chair, Councillor Margaret Greer welcomed all attendees to the meeting and invited councillors and officers to introduce themselves.

9. DECLARATION OF INTEREST

There were no declarations of interest.

10. INTRODUCTION - PURPOSE OF THE MEETING

The chair stated there were two items to discuss which have been distributed to all members. We will discuss the correspondence sent by members during the meeting.

11. MINUTES OF THE PREVIOUS MEETING

Minutes of the previous meeting were agreed.

Page 8; the document is due to be shared with committee regarding Business with grants.

12. MERIDIAN WATER MASTER PLAN

Peter George (Programme Director – Meridian Water) and Lisa Woo (Head of Placemaking – Meridian Water) presented on following items:

- The Meridian Water masterplan is a corporate document. The plan is to take an updated masterplan to Cabinet.
- Masterplan version 1 is what has been worked to over the last few years, it supported the financial plan and contributed to the win of

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£170m of government grant funding. Over the last few months, we have worked on version 2.

- Phase 1 involves us being on site now building 300 homes, phase 2 includes a planning application for 2300 homes. The housing infrastructure fund is due to start on site next year has a detailed planning application.
- Within the masterplan redline, there is a retail park purchased by an international developer providing over 500 jobs
- The masterplan address Ikea and Tesco who are expected to redevelop their land, assuming homes will be built.
- All the masterplans must respond to the strategic priorities set by the Council. If cabinet approves the plan, feedback will be sought from local community and business to inform the plan.
- The Meridian Water financial model was approved in October 2019, since this several events affected this including covid 19, the councils declaration of a climate emergency and construction costs rising. The masterplan is undergoing financial review which will be brought to Cabinet in summer 2022.
- The masterplan involves connecting businesses, social settings, and the surround environments.
- Meridian water has 2 key parks on the masterplan. Open space and public ground are important for people's wellbeing. These will be for all residents of the borough to use, not just Meridian Water.
- With increased emphasis on the importance of drastically reducing operations carbon we need to encourage residents to take up cycling and use public transport.
- The plan offers three primary schools and one secondary school, they take up a large amount of space.

Questions and comments:

- Officers noted that we have negotiations with Tesco and Ikea, but we rely on our powers as a planning authority and in addition to the local plan we are working on a supplementary planning document. This will enable the council to provide parameters around height.
- The Meridian Water strategic risk register are available to all members.
- Originally wanted vibrant streets with 2000sqm of retail space. Covid has affected the way people work and shop. Members noted they was conscious for having empty shops. Officers confirmed the council will be the landlord on ground floor buildings for non-residential purposes. They offer a higher-than-average ceiling height and have been designed to be flexible for different uses such as retail, workspace, or community spaces. A balance is needed so that Meridian Water compliments surround town centres and does not undermine them.
- Officers commented that residents have been keen to have affordable groceries within walking distance and Tesco's offers this. This allows smaller business to offer other things. There is a challenge with Tesco and Ikea having conflicting opinions on car parking space.

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- It was noted by members that it is key to have local people having local jobs. Officers explained that they want to improve opportunities for people in the area. A construction skills academy plan has been approved and local people will be the priority. Spaces will be offered to council tenants, unemployed and long term unemployed. It will offer to train up to 500 people per year, with space to modify the curriculum to align with the sectors in Meridian water. There are also 3 film studios in Meridian water, another 3 will be built over the next year which will provide a skills academy for up to 450 people per year.
- A good start has been made on the employment strategy, £57m of contracts have been let at Meridian one, £11m of which have gone to local companies. We had a target to have 25% of local labour on Meridian one, we have exceeded this and currently have 40%.
- Officers clarified the current draft maintains 6000 jobs and 10,000 homes but the process is evolving so this could change.
- Members commented parks and open spaces are essential, but we should look at having lots of smaller spaces rather than large spaces that take up a lot of room. It was also suggested that primary and secondary schools could run on the same site.

The chair summarised with;

- Thanking everyone for their input
- The panel need to think about what they want to be brought back to the scrutiny panel so we can delve into more detail.
- It was noted that Charith's had emailed questions that officers will review
- The canal and river trust would be a good starter point to get some ideas on waterside living and how we can support and sustain this.
- It would be useful to receive a revised workplan for Meridian Water

13. PLANNING IMPROVEMENT PLAN

Vincent Lacovara (Head of Planning) presented this item and highlighted the following:

- Engaging with this panel virtually in March 2021 provided useful feedback which fed directly into the production of a service plan for the planning service.
- The planning service covers development management and strategic planning design. The structure has changed since March, there is an additional fixed term joint development manager who we have a successful candidate for. In the meantime, we have an interim working in the post. A planning commercial manager, fixed term 2-year contract is out to advert.
- Progress since March has included an up to date service plan with the input of members and officers which is now in place, we will produce another for next year.

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- The department has run whole service virtual events and supported team culture and moral to avoid isolation and make sure the team is working together well. There has been a gradual return to the Civic.
- There has been a commercial plan developed in collaboration with the commercial team. A new fixed term commercial manager role was created. This will help to optimise the income we generate and be efficient so we can invest back into the service.
- An internal audit was held on CIL and section 106, we are now progressing on the actions which arose from this.
- There has been a sustained improvement on performance for planning applications. Technology was upgraded a few weeks ago. Also had an audit of the enforcement function and we are progressing on these actions.
- Plan drawing service has been set up and is ready for the launch.
- The new challenges we face include the housing delivery test results and the implications of appeals and big public enquiries. The Environment Act could require new skills and resources within the service that we don't currently have. We are expecting to find out soon about the government's rethink of the planning system.
- Coming soon the service has ongoing technology improvements, a refined approach to the CIL and section 106 and new roles advertised across the service.

Questions and Comments:

- Officers explained the planning fees do not cover the cost of full service, there is capacity to increase service to charge fees. The new government changes add costs and not a lot of income.
- The uniform upgrade has been comprehensive, and the service is working closely with digital services. Also looking at a London wide Uniform user group to share knowledge.
- Staff are coming into the office for meetings, committees, team building exercises and do site visits.
- The service are continuing to work on responses, which is linked to workload. It has been encouraged to send holding responses. IT upgrades will help with this.
- The new role will help customer service by being focused on income generated services and setting the culture for being customer focused.
- There will be additional capacity within enforcement with the new roles and 2 apprenticeship posts to come.
- The last year after lockdown there was a drop of planning applications, it then picked up to a level which made up for the loss. This year is stable with no significant increase.
- It has been raised to members by residents that they are concerned about the direction of the planning service, they don't feel its serving their purpose or interests. The planning service has had to plan for unprecedented levels of growth and housing targets have increased significantly. The core strategies are from 2010 which are out of date which causes issues. The planning service is trying to address getting a new local plan adopted.

14. DATE OF NEXT MEETING

Noted the date of the next meeting:

Wednesday 2nd February 2022

The meeting ended at Time Not Specified.

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MINUTES OF THE MEETING OF THE REGENERATION & ECONOMIC DEVELOPMENT SCRUTINY PANEL HELD ON WEDNESDAY, 2ND FEBRUARY, 2022

MEMBERS: Councillors Mahmut Aksanoglu, Margaret Greer, Charith Gunawardena, Tim Leaver, Andy Milne, Hass Yusuf, Nesil Caliskan and Edward Smith

Officers: Sarah Cary (Executive Director Place), Peter George (Director of Development), Mark Bradbury (Director of Property & Economy), Andrew Catcheside (Town Centre Development Manager), Bron Clardige (HIF Programme Manager), Emma Beardmore (Senior Development Manager), Penny Halliday (Commercial Programme Director)

1. WELCOME AND APOLOGIES

The Chair, Councillor Margaret Greer welcomed all attendees to the meeting and invited councillors and officers to introduce themselves.

Apologies were received from Cllr Anyanwu, who was substituted by Cllr Yusuf.

2. DECLARATION OF INTEREST

There were no declarations of interest.

3. MINUTES OF THE PREVIOUS MEETING - 30 NOVEMBER 2021

The Chair Cllr, Greer proposed to defer the minutes and arrange an extra meeting to cover the Local Plan and agree minutes.

It was agreed to hold an additional meeting subject to the agreement of the monitoring officer. The new date will be sent out in due course.

4. LOCAL PLAN - TOWN CENTRES

Mark Bradbury and Andrew Catcheside presented this item and highlighted the following points:

- It was clarified that the Town Centre Action Plans don't form part of the Local Plan.
- The action plans respond in context to the Council plan to support an economy that works for everyone, develop town centres that are vibrant safe and inclusive.

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- The action plans are designed to be live documents which will be updated on a quarterly basis and as ongoing community engagement brings forward opportunities and ideas.
- Officers' welcome members feedback and comments

Questions and comments:

- It was recommended that the council work closely with the Market Square Trust to help improve it. Officers confirmed they are in communication with the trust, it is a historic market town and should be a feature in the plan.
- It was useful to see how the Town centres have been affected by the pandemic. There is no reference on major applications going through the town centres. Officers confirmed that the plans are live documents, we will look closely at planning permissions and how we can address this. Once proposals go through, we can discuss how we can influence what we do in the areas to creative connectivity.
- When asked what learning has been taken from other town centres officers explained that Andrew and his team have been looking at examples. They have been working with town centre task forces set up by Government who have given advice and funding.
- Members raised the point on how to get variety in Enfield Town and have more for night time economy, so residents stay local. Officers explained we are aiming to lead by example on the properties we own to show opportunity. We opened the Culture Palace which holds various evening events. This is being used to influence how to reopen the Dugdale.
- Members have received comments from residents that the Southgate plan was underwhelming and would like some detail to share to help to engage people. It was explained that we have the least influence with Southgate due to lack of property we own, the Police station has come on the market so we have been in contact with potential bidders. Officers would like to be introduced to people in Southgate who then can engage with and share ideas.
- Enfield Staff are a significant portion of the footfall within Enfield Town, will staff be coming back to the office? It is good Pret is now here, but a shame to hear it will be closing at 5 instead of 6 due to lack of footfall. Officers confirmed council staff are starting to come back into the office, we are operating a hybrid working policy. Microsoft have not returned in great numbers, as they do this will contribute to higher footfall.
- There is significant vacancy in upper floors or shops could we make this residential or office space? Officers confirmed there are various planning policies which encourage this, we need to get the property owners to see the benefit in this.
- Officers confirmed the images will evolve with the plans. The Edmonton Green image differs due to a very successful event held there which residents were heavily involved so and it was felt this represented the area well.

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- Cllr Greer requested a review on the Edmonton Green plan as it does not represent the whole community.

ACTION: Officers to provide clarity in an updated report on three-month goals and why the centres have such different goals.

5. HOUSING INFRASTRUCTURE FUND WORK PROGRAMME REVIEW

Bron Claridge, HIF Programme Manager, presented this item and highlighted the following points:

- Meridian Water successfully won £170m grant to deliver strategic infrastructure.
- The purpose of the rail works is to build on the new station and have a minimum of 4 trains stopping per hour. The design and development is ongoing. The business case is in the final stages to be passed on for approval next month.
- We have 25 companies working on the different aspects of Street works. We are due on site in summer this year. There is budget pressure, half of this is due to abnormal inflation.
- All the works are funded by Government, we are in preliminary funding stage and have claimed £15m to date.
- Key risks and mitigations were highlighted.

Members were invited to make comments and questions:

- Concern was raised over the risk of the final business case not being approved. Officers confirmed they are confident as it is strong. All the stakeholders are supportive. This project is government funded, so if they obstruct the approval officers will raise this with them.
- Cllr Smith pointed out a typo in appendix one, anticipated completion date for HIF Street Works should be Feb 2024 instead of 2023.
- Officers were asked to expand on timescales and planning for alternatives if the March 2024 completion date was missed. They explained that the HIF plan is assessed by Government and would not have been agreed if there were concerns. The timescale is tight and challenging but the team remains focused. To mitigate programme risk we are proceeding with early work packages which have been agreed to commence within the next few weeks to give us the best possible chance to meet the overall deadline. Meridian water is one of the most advanced programmes in the country.
- Members recognised that we are in an unusual inflation situation and asked if original estimates are divergent or similar. If they are higher what conversations have been had with government? Officers explained that around 50-70% of budget pressure is due to inflation, which is a national dilemma. We alerted government at the earliest possible time and been in contact with them over the past 6 months regarding this. Government has given indication they will provide

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additional financial support; we expect to get a conclusion on this in Spring.

- Officers clarified that of the £116m spent around 5% is due to inflation.
- On paragraph 34 of report officers clarified that once the contractor has had the opportunity to analyse the planning application and set of designs to identify efficiency savings and enhance the scheme, we would take these on board. We look at these options to consider savings and sustainability. An example of this has been to change the material of curb stones to once which is more sustainable.
- Members commented that the project has good social value for Enfield residents, and we should push this and wanted some information on the numbers of local labour involved. Officers explained the Meridian Water employment strategy is making good progress, our target for 10% of construction spend to be on local companies is now at 25%. £11m has gone to a local company through the Vistry contact. The numbers do change, officers are happy to update on a periodic basis. Meridian water is expected to be a London Living Wage zone.
- Members were interested in what elements of the cutbacks most concerned officers and what the impact of this would be on affordable housing or quality. Officers confirmed there would be no impact on affordable housing. Any changes that at detriment to the levels of sustainability will be concerning, money was saved in other areas for example changing the light columns.
- Officers clarified that Meridian one is not dependent upon HIF for timescales. The future Meridian plots have varying degrees of dependency on HIF.

6. MERIDIAN FOUR UPDATE

Emma Beardmore, Senior Development Manager, presented on this item highlighting the following points:

- The council are delivering 5 the blocks in Meridian four. It will deliver 846 new homes consisting of 1,2,3 and 4 bed homes. This includes build to rent and affordable homes.
- Preliminary testing of the LBE client brief has been completed and build to rent has undertaken soft market testing.
- Work has progressed on the affordable housing provider framework
- We have secured an educational programme which includes architectural scholarship, project management apprenticeship and paid work experience. We also secured a £60k contribution towards the Meridian Water community chest
- Detailed design work is to be completed in early summer. The technical design will begin Autumn 2022.
- A main contractor procurement strategy is being worked on that looks at the way to build out the plots and the timescale.

Members were invited to make comments and questions;

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- Officers clarified that 70% of the affordable homes will be social rent and 30% shared ownership. A large range of the salaries of residents in Edmonton matches the affordability for shared ownership.
- Members raised concern on the risks of the council being the lead developer and suggested bringing on investors and queried the report not providing income and borrowing figures. Officers confirmed the figures are documented in Cabinet reports. Market testing and analysis has been done and the status of the market is being closely monitored.
- The majority of the market wants to invest in build to rent when we get to the detailed design stage. Officers are setting up an RP framework, there is a procurement process that needs to be followed.
- Members commented that it was positive to see more larger bedroom properties and the 3 and 4 bed homes should be prioritised for social housing. Officers confirmed the level of family housing is set and agreed by the planning committee and the level of family housing is mixed over each individual site.
- In response to members queries on how build to rent meets the needs for Edmonton where rent is high officers clarified that build to rent is set by the market. The overall cost of delivering 10,000 homes is over £4billion which would not be sustainable for the council, the private housing provides cost subsidy which enables a high level of affordable housing and supports the cost of the social infrastructure.

The meeting ended

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London Borough of Enfield**Regeneration and Economic Development Scrutiny Panel**

Subject: Strategic Planning Update**Cabinet Member: Cllr Nesil Caliskan****Executive Director: Sarah Cary**

Purpose of Report

1. To provide an overview update on a number of key strategic planning matters including: Government policy changes relevant to strategic planning; Housing Delivery Test results; performance on determination of planning applications; recent appeal decisions with a focus on housing delivery and height and heritage impacts; the Infrastructure Funding Statement and the Local Plan
2. The update will be provided by way of a verbal presentation to the panel supported by a number of slides, included as an appendix to this covering report.

Relevance to the Council Plan

3. The update on Strategic Planning is relevant to the Council Plan's ambition to create A lifetime of opportunities for everyone and to the delivery of the Councils three key priorities:

Priorities:

- Good Homes in Well Connected neighbourhoods
- Safe healthy and confident communities
- An economy that works for everyone

Background

4. Enfield's Planning Service combines the functions of Strategic Planning & Design and Development Management. Broadly, the Strategic Planning & Design function sets the strategic framework for development and growth in the Borough – including infrastructure planning and production of the Local Plan – and the Development Management function manages individual development proposals through pre-application and planning application stages; which are assessed against the adopted planning framework. In practice the two functions work closely together as part of a joined-up planning service.
5. Enfield Council is in the process of producing a new Local Plan in line with the adopted Local Development Scheme. A Regulation 18 Draft Plan was consulted on in summer 2021.

6. Planning applications are assessed against the existing planning framework, including the London Plan.
7. The government makes changes to national planning legislation and policy and Enfield Council must ensure that its plan making and planning decision taking align with these changes when brought in to forces
8. Case law on planning appeals is of importance to the consideration of planning applications and to development of the new Local Plan
9. The Local Planning Authority publishes an annual Infrastructure Funding Statement that details how much S106 and CIL money has been collected, allocated and spent on relevant infrastructure projects.

Main Considerations for the Panel

10. To note the updates provided on the strategic planning matters covered in the presentation with a particular focus on:
 - a. Government changes to legislation and policy relevant to strategic planning
 - b. The Housing Delivery Test results and implications for planning in Enfield
 - c. Feedback regarding some recent appeal decisions and the implications for planning in Enfield; with a specific focus on housing delivery, tall buildings and heritage impacts
 - d. the Infrastructure Funding Statement
 - e. Progress on the Local Plan

Report Author: Vincent Lacovara

Date of report: 7/3/22

Appendices

- **Presentation Slide Pack**
- **House of Lords Built Environment Committee - Executive Summary**

HOUSE OF LORDS

Built Environment Committee

1st Report of Session 2021–22

Meeting housing demand

Ordered to be printed 14 December 2021 and published 10 January 2022

Published by the Authority of the House of Lords



Built Environment Committee

The Built Environment Committee was appointed by the House of Lords on 13 May 2021 to consider matters relating to the built environment, including policies relating to housing, planning, transport and infrastructure.

Membership

The Members of the Built Environment Committee are:

[Baroness Bakewell](#)

[Lord Berkeley](#)

[Lord Best](#)

[Lord Carrington of Fulham](#)

[Baroness Cohen of Pimlico](#)

[Lord Grocott](#)

[Lord Haselhurst](#)

[The Earl of Lytton](#)

[Lord Moylan](#)

[Baroness Neville-Rolfe](#) (Chair)

[Lord Stunell](#)

[Baroness Thornhill](#)

Declaration of interests

See Appendix 1.

A full list of Members' interests can be found in the Register of Lords' Interests:

<https://members.parliament.uk/members/lords/interests/register-of-lords-interests>

Publications

All publications of the Committee are available at:

<https://committees.parliament.uk/committee/518/built-environment-committee/publications/>

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Further information

Further information about the House of Lords and its Committees, including guidance to witnesses, details of current inquiries and forthcoming meetings is available at:

<https://www.parliament.uk/business/lords>

Committee staff

The staff who worked on this inquiry were Dee Goddard (Clerk), Anna Gillingham (Policy Analyst) and Hadia Garwell (Committee Operations Officer). Professor Paul Cheshire was the Specialist Adviser to the inquiry.

Contact details

All correspondence should be addressed to the Built Environment Committee, Committee Office, House of Lords, London SW1A 0PW. Telephone 020 7219 3140. Email

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Evidence is published online at <https://committees.parliament.uk/work/1328/meeting-the-uks-housing-demand/publications/> and available for inspection at the Parliamentary Archives (020 7219 3074).

Q in footnotes refers to a question in oral evidence.

SUMMARY

The challenges facing the housing market have been well documented: too many people are living in expensive, unsuitable, poor quality homes. To address these complex challenges in the long term, it is necessary to increase housing supply now. The Government has set an ambitious target for 300,000 new homes per year (net additions) and one million new homes by 2024. We heard that even this target may not be enough to address future trends. We welcome this focus on housing supply but are concerned that it will not be met if the barriers to building new homes are not addressed.

In this report, we call on the Government to take action and remove the administrative and other blockers which, at present, make increasing the number of homes built much more difficult. We recognise that these challenges play out differently across the country as a whole. London and the South East face different challenges to other regions, as do those at different ends of the affordability scale.

Housing for the elderly

Our population is ageing: one in four people in the UK will be over 65 by 2050, increasing from 19% in 2019. This must be reflected in the types of new homes built, particularly as there will be an increase in older people living alone. This will include a mix of suitable 'mainstream' housing and specialist housing for later living.

Small and Medium-sized Enterprises (SMEs)

The role of SMEs in the housebuilding industry has collapsed: in 1988, SME housebuilders built 39% of new homes; now they build just 10%. If housing demand is to be met, SMEs should be supported through reduced planning risk, making more small sites available, and increased access to finance. We also provide options for a fast-track planning process for SMEs to reduce delays and planning risk.

Planning

Uncertainty about the future planning system and delays to planning reforms have had a 'chilling effect' on housebuilding and created uncertainty for housebuilders and planners. The Government needs to set out its strategy for the planning system. This should include clear proposals on local plans, infrastructure funding and land availability. These changes should be for the long term.

It is impossible to have a 'plan-led' system of development in the absence of local plans and without sufficient planners. Currently, more than half of local planning authorities do not have an up-to-date local plan. The barriers to plan making must be addressed and we support the Government's proposals to get all authorities to make local plans within 30 months of any new legislation. Local plans can be very political and require public engagement so they must be provided in a common, simple and accessible format.

Spending on planning has fallen by 14.6% since 2010 causing delays, issues with recruitment, and staff shortages in many authorities. Any new planning system will only work if local planning authorities have the resources and staff to implement it. We recommend that local planning authorities should be

enabled to recover more of their costs through planning fees to relieve the crisis in funding. We also suggest a proposal for building more homes on land around railway stations and raise concerns about delays caused by the way Section 106 Agreements operate in practice, including the impact on SME housebuilders.

Social housing

Many tenants who would previously have been in social housing are now living in expensive private rented accommodation, with their rents subsidised by housing benefit, which is costing the Exchequer around £23.4 billion per year. We suggest that a transition to spending more on the social housing stock would address this problem over time and help meet the most critical needs. We ask the Government to reform Right to Buy to enable the replenishment of the social housing stock. We call on the Government to allocate more funding for affordable homes to homes for social or affordable rent.

Help to Buy

We find that the Government's Help to Buy scheme, which will have cost around £29 billion in cash terms by 2023, inflates prices by more than its subsidy value in areas where it is needed the most. We note recent changes to the programme. This funding would be better spent on increasing housing supply.

Skills shortages

Skills shortages in the construction, design and planning sectors must be addressed to unlock the required development. This will include broadening the base of talent, upskilling and reskilling, including for the green skills needed to address climate change. The number of apprenticeships starts has fallen by over 25% since the introduction of the apprenticeship levy. We call for reform of the levy.

Addressing uncertainty

We are facing a national housing crisis, which is only exacerbated by uncertainty and a lack of clear policy direction. The Government needs to take urgent action to progress a plan to ensure more homes are built to meet housing demand.

In this report, we provide a package of proposals to help deliver much needed housing, some of which are large and strategic while others call for changes within the existing systems. Taken together, they would help address the critical undersupply of new homes.

SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

Housing demand and demographics

1. The UK has an ageing population: one in four people in the UK will be over 65 by 2050. Changes in age demographics should be reflected in the types of new homes built, particularly as there will be an increase in older people living alone. (Paragraph 18)
2. Data from the 2021 census will provide a much-needed update to current assessments of demographic shifts, which affect how housing need is calculated. The Government should publish these data as soon as possible. This will shed some light on other demographic shifts, such as changes to rates of household formation and patterns of migration, which are particularly uncertain in the light of the COVID-19 pandemic and Brexit. (Paragraph 19)
3. We welcome the Government's target to deliver 300,000 homes per year and one million homes by 2025 to address the long-term undersupply of new housing. However, even with increased development through SMEs, 'build to rent', self-commissioned homes and local authorities, building will likely still fall short of the target. Without reducing the barriers to meeting housing demand—including skills shortages, lack of available land, resources for local planning authorities, the reduced role of SME housebuilders, inadequate support for social housing provision, and the barriers and delays in the planning system—it will not be possible to get close to this target. (Paragraph 35)

Housing types and tenures

4. The overall housing picture over the past 40 years shows: a doubling of the private rented sector, a halving of the social rented sector and relatively steady rates of home ownership following a peak in the mid-2000s. (Paragraph 39)
5. The Government's home ownership schemes come with an opportunity cost and evidence suggests that, particularly in areas where help is most needed, these schemes inflate prices by more than their subsidy value. In the long term, funding for home ownership schemes do not provide good value for money, which would be better spent on increasing housing supply. (Paragraph 50)
6. Those living in the private rented sector are more likely to live in poor quality, overcrowded conditions than owner-occupiers, and often have limited forms of redress. Many tenants who would previously have been in social housing are now living in expensive private rented accommodation, with their rents subsidised by housing benefit, which is costing the Government around £23.4 billion per year. A transition to spending more on the social housing stock would address this problem over time and help meet the most critical needs. (Paragraph 61)
7. We welcome the expansion of 'build to rent' where it contributes towards a net addition to housing supply. This emerging area of development will need to be kept under review. (Paragraph 62)
8. There is a serious shortage of social housing, which is reflected in long waiting lists for social homes and a large number of families housed in temporary accommodation. The Government should set out what proportion of funding

for the Affordable Homes Programme it believes should be spent on homes for social or affordable rent. (Paragraph 76)

9. Right to Buy has left some councils unable to replace their social housing stock. Right to Buy must be reformed to help councils replenish their social housing stock: councils should keep more of the receipts from Right to Buy sales, have a longer period to spend the receipts, and there should be tighter restrictions on the conditions under which social homes can be bought. (Paragraph 77)
10. There will need to be a mix of more suitable, accessible 'mainstream' housing and specialist housing for the elderly if the housing market is to be sustainable in the coming years as the population ages. Older people's housing choices are constrained by the options available. (Paragraph 90)
11. Little progress has been made on housing for the elderly. As demand changes as the population ages, a more focussed approach is needed. The Government must take a coordinated approach to the issue of later living housing, between departments and through the National Planning Policy Framework. (Paragraph 91)

SMEs

12. The role of SMEs in the housebuilding industry has seen a sharp decline: in 1988, SME housebuilders built 39% of new homes, by 2020 this had dropped to 10%. The Government should encourage SME housebuilders in order to diversify the market and maintain competition. (Paragraph 103)
13. Local authorities should support SME housebuilders to navigate the planning process. One focus of the Government's planning reforms should be to reduce planning risk by making decisions more predictable and reducing delays, which will benefit SMEs. The Government should work with local planning authorities to create a fast-track planning process for SMEs. (Paragraph 104)
14. Wider adoption of the 'master developer' model, where larger sites are built out by a number of different housebuilders, would help SME housebuilders bid for more secure developments. The Government should require local planning authorities and Homes England to increase the percentage of homes on larger sites each year which are built by SME housebuilders. (Paragraph 108)
15. Access to finance is one of the key barriers for SME housebuilders. The Government should work with lenders to encourage them to provide more support to SME housebuilders on commercial terms. (Paragraph 112)

Planning

16. Uncertainty about the future planning system and delays to planning reforms have had a 'chilling effect' on housebuilding and created uncertainty for planners and housebuilders. The Government needs to set out its strategy for the planning system. (Paragraph 118)
17. Only 40% of local plans are less than five years old or have been updated or reviewed in the past five years. The lack of local plan-making means the system is not 'plan led' and creates an uncertain environment for housebuilders. It also prevents councils from taking a strategic approach to development.

We support the Government's proposals to get councils to make local plans within the 30-month target. Meeting this target will require more planning skills and resources within local planning authorities (Paragraph 122)

18. Local plans are currently too complex and detailed, which results in delays. Alongside introducing time limits on plan-making processes, the Government should produce standardised definitions and simplified guidance for local planning authorities. Simplification will also aid community engagement with local plans. (Paragraph 127)
19. Whatever the nature of planning reforms, the Government's proposals should ensure there is community engagement with the planning system. Engagement is necessary to ensure communities are on-board with changes in their local area and to prevent backlash. Digitalisation will help with transparency and engagement, but paper notices should also continue to ensure the system is inclusive. We also heard evidence that Neighbourhood Plans enable deliberation at the hyper-local level and have helped identify where more homes can be built. (Paragraph 136)
20. Section 106 Agreements and the Community Infrastructure Levy help deliver necessary infrastructure and social housing; however, the current system adds complexity and uncertainty. More should be done to increase the predictability and transparency of these obligations. (Paragraph 149)
21. Any new system to replace Section 106 Agreements and the Community Infrastructure Levy should provide safeguards to ensure that the resources raised are spent on the delivery of affordable homes or necessary infrastructure early on in the development and are tied to identified needs. We are concerned that the new Infrastructure Levy could have some of the same disadvantages as the Community Infrastructure Levy. (Paragraph 150)
22. The availability of land is a significant barrier to meeting housing demand. We welcome the Government's Brownfield Housing Fund and Land Release Fund. However, building on brownfield land is not a 'silver bullet', especially as the availability of brownfield land is disproportionately in areas with less pressure on the housing market. (Paragraph 155)
23. Residential development on land around railway stations close to major cities would help meet housing demand. The Government should consider pilot schemes to facilitate this development. This would include releasing some Green Belt or agricultural land for development, any release of Green Belt land could be offset through land swaps. (Paragraph 158)
24. We are concerned about the quality of homes delivered under the permitted development rights regime for conversions from office to residential properties. The Government has recently taken steps to impose minimum standards for conversions. If these steps do not lead to improved outcomes, the Government should not hesitate to introduce stricter rules. (Paragraph 162)

Local planning authorities

25. There is an evolving crisis: local planning authorities do not have sufficient financial resources, and in many cases do not have the skilled personnel, to deliver a quality service in a reasonable timeframe. The Government needs to increase resourcing for local planning authorities consistently and for the long term. Additional resources should be targeted at improving local plan-making and processing planning applications more quickly. This

should include through increasing planning fees to help cover the costs of the system. (Paragraph 168)

26. We heard that the 35% uplift in housing targets in the 20 largest urban areas has affected the delivery of local plans and risks backlash from local communities. The Government should consider options to update the calculation of housing targets as soon as possible, to provide certainty to councils. (Paragraph 175)
27. We heard evidence of the limited options available for local authorities to encourage developers to build homes on sites more quickly when they have planning permission. To address this problem, the Government must give local planning authorities better tools to encourage build out, particularly on large strategic sites. We note proposals to increase local planning authorities' leverage, including setting a three-year time limit, and encourage the Government to consider this option. (Paragraph 182)

Skills

28. Official figures for the construction industry should include those employed in factories related to construction. This would more accurately reflect productivity levels in the industry, particularly as the sector moves towards modern methods of construction. (Paragraph 186)
29. The Construction Industry Training Board has not addressed construction skills shortages in an effective manner over many years. Reform is needed to address this issue. The Government should consider how the Construction Industry Training Board can upgrade its training offer for construction professionals. Failure to recruit and train the skills required to build new homes should cause the Government to consider potential alternative models for a national construction careers body. (Paragraph 193)
30. Diversity remains a major issue in construction trades, with only 4% of trades roles held by women. It will be essential to draw on a wider talent base to meet the demand for skills. (Paragraph 202)
31. The Government should enable local planning departments to have access to flexible resources, where skills from the private sector and other specialist areas are brought on for specific large sites. (Paragraph 209)
32. Apprenticeships are vital to many built environment sectors and help develop talent for the future. The number of apprenticeships has fallen consistently since the Apprenticeship Levy's introduction. We urge the Government to review the Apprenticeship Levy. (Paragraph 218)
33. Introduction through technical qualifications at the age of 16 is too late to capture young peoples' interest in the built environment. The Government should ensure wider and earlier engagement with built environment sectors across the curriculum, by introducing modules before and at GCSE level. (Paragraph 222)

Quality and design

34. Local planning departments are severely underequipped in terms of design resources. Increased flexible resourcing for local planning authorities should include design skills. (Paragraph 234)

35. We welcome the Government's increased focus on the importance of beauty in building new homes. However, we are concerned that the proposed 'fast-track for beauty' would compromise the quality of some new builds. (Paragraph 238)
36. The Government should establish a clear implementation timetable for the Future Homes Standard. Where possible, the number of homes built to the Future Homes Standard should be maximised. (Paragraph 240)
37. We encourage the Government to promote local engagement with placemaking, including through the Office for Place. The Office for Place should help coordinate flexible resources for planning. (Paragraph 247)
38. We commend the Government's plans for a New Homes Ombudsman to handle complaints from those who buy new homes. The New Homes Ombudsman's powers must be robust and adequately enforced. (Paragraph 253)
39. MMC can help to alleviate skills shortages in construction. We welcome the creation of the Government's MMC Taskforce, and encourage the Taskforce to focus on the potential for MMC to create more digital and manufacturing jobs in communities with high levels of unemployment. (Paragraph 261)
40. MMC can help to deliver more new homes with a reduced number of defects. The Government and Homes England should help reassure consumers about the quality and safety benefits of MMC. (Paragraph 262)

Conclusions

41. Evidence to our inquiry has shown how vital it is that that new homes are built to help meet housing demand. Building more homes will not address affordability pressures in the short term but is an essential first step to ensure that demand can be met in the long term. We heard that meeting future housing demand will require more homes of all kinds. (Paragraph 263)
42. To meet that challenge, the sector needs certainty and a clear direction from the Government about reforms to the planning system and more resources to address chronic delays. It is also very important to address skills shortages in the construction and planning sectors and to allocate additional land for homes. Only if all the challenges we have identified are addressed will it be possible to boost housing supply and affordability and meet the Government's targets in the years ahead. (Paragraph 264)

Meeting housing demand

CHAPTER 1: INTRODUCTION

1. The Government has set a target of 300,000 new homes per year and one million new homes by 2024.¹ This ambitious target reflects the challenges facing the housing market—there will be 3.7 million more households in the next 25 years.² Indeed, we heard that even this target may not be enough to address future trends. Affordability has worsened dramatically over the past 20 years: in England the ratio of median house prices to median earnings has almost doubled while in London it has more than doubled.³ Many are living in expensive, unsuitable, substandard housing. While increasing housing supply might not solve these problems in the short term, it is a necessary step to meet future demand. While numbers have gradually increased recently, the net number of new homes built per year has not exceeded 224,000 since 2005/6.⁴ Looking beyond the Government’s targets, the type, tenure and quality of new builds will affect whether the UK can meet its housing demand.
2. In this report, we investigate the demographic and other trends shaping demand for new housing and consider how barriers to meeting demand can be overcome. We set out the key factors shaping housing demand, including demographic trends (Chapter 2) and the expected shifts in the housing type and tenures required to accommodate these changes (Chapter 3). We then consider what can be done to address the depletion of small and medium-sized enterprise (SME) housebuilders (Chapter 4) and how hurdles to meeting housing demand can be addressed. We look at the planning system (Chapter 5) and local government (Chapter 6) and consider what could be done to ensure the right types of homes can be built where they are needed. Our report makes recommendations on how skills shortages can be addressed in the construction, planning, design and other industries (Chapter 7). Finally, we consider how to promote quality new builds and encourage good design (Chapter 8). This report focusses on England, as housing policy and the planning system are devolved.
3. The challenges our inquiry seeks to address are complex and multidimensional. House prices and affordability pressures shape where people want to live, particularly to access jobs and the local environment, amenities and public goods they seek. Existing measures to help young people onto the housing ladder may make housing more expensive in practice. Older people tend to prefer staying in their homes, but it is not clear whether that is because of a lack of suitable alternatives, or the disturbance and cost of moving. It is more difficult to gather contributions to fund affordable housing in the most deprived areas.

1 Written evidence from the Ministry of Housing, Communities and Local Government (UKH0042)

2 Office for National Statistics, ‘Household projections for England’ (29 June 2020): <https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/datasets/householdprojectionsforengland> [accessed 24 November 2021]

3 Office for National Statistics, ‘House price to workplace-based earnings ratio’ (25 March 2021): <https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/ratioofhousepricetoworkplacebasedearningslowerquartileandmedian> [accessed 24 November 2021]

4 National Audit Office, *Planning for New Homes* (February 2019): <https://www.nao.org.uk/wp-content/uploads/2019/02/Planning-for-new-homes.pdf> [accessed 24 November 2021]

4. Evidence has shown that these challenges play out differently across areas and regions. Urban and rural areas face different challenges, as do those at different ends of the affordability scale. Measures introduced to help areas with high land values may not assist those with lower land values, which is contrary to the Government's stated levelling up agenda. Our report seeks to address these issues and asks what can be done to deliver much-needed housing.
5. These challenges are not new. The average tenure for housing ministers since 2001 has been one year and four months. Throughout our inquiry we heard of past reviews, reports and parliamentary inquiries into these issues, which considered the evidence and made practical recommendations. These include the 2004 and 2006 Barker reviews and the 2018 Letwin review, amongst others. It is notable that little progress has been made in addressing the issues identified in those reports. As the Government considers its response to its proposed planning reforms, we set out why now is the time to act.

Box 1: Examples of previous reports addressing housing issues

- Dame Kate Barker, *Review of Housing Supply* (2004)⁵
- Dame Kate Barker, *Review of Land Use Planning* (2006)⁶
- Sir Oliver Letwin, *Independent Review of Build Out* (2018)⁷
- Lords Select Committee on National Policy for the Built Environment, *Building better places* (2016)⁸
- House of Lords Economic Affairs Committee, *Building more homes* (2016)⁹

Table 1: Housing Ministers between 2001 and 2021

Housing Minister	Dates	Time in post
The Rt Hon. Christopher Pincher MP	Feb 2020–Present	1 year, 11 months
The Rt Hon. Esther McVey MP	July 2019–Feb 2020	8 months
The Rt Hon. Kit Malthouse MP	July 2018–July 2019	1 year, 1 month
The Rt Hon. Dominic Raab MP	Jan 2018–July 2018	7 months
The Rt Hon. Alok Sharma MP	June 2017–Jan 2018	8 months
The Rt Hon. the Lord Barwell	July 2016–June 2017	1 year

5 Dame Kate Barker, *Review of Housing Supply: Delivering Stability: Securing our Future Housing Needs: Final Report—Recommendations* (March 2004): http://news.bbc.co.uk/nol/shared/bsp/hi/pdfs/17_03_04_barker_review.pdf [accessed 2 December 2021]

6 Dame Kate Barker, *Barker Review of Land Use Planning: Final Report—Recommendations* (December 2006): https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/228605/0118404857.pdf [accessed 2 December 2021]

7 Rt Hon. Sir Oliver Letwin, *Independent Review of Build Out—Final Report*, CM 9720, October 2018: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/752124/Letwin_review_web_version.pdf [accessed 2 December 2021]

8 Select Committee on National Policy for the Built Environment, *Building better places* (Report of Session 2015–16, HL Paper 100)

9 Economic Affairs Committee, *Building more homes* (1st Report, Session 2016–17, HL Paper 20)

Strategic Planning

Regeneration and Environment Scrutiny Panel
16 March



Agenda

- Policy update
 - Gov changes to the Planning System
 - Environment Act 2021
 - Built Environment Lords Committee report
- Housing Delivery, Performance, Heritage and Height
 - Housing Delivery Test
 - Performance on planning applications
 - Height and Heritage – planning case law
- Infrastructure Funding Statement
- Local Plan
- Questions for discussion

Policy Update – Environment Act

- The Environment Act 2021 acts as the UK's new framework of environmental protection.
- Once the UK left the EU, rules on nature protection, water quality, clean air and other environmental protections that originally came from Brussels were at risk. This Act seeks to fill the gap.
- It contains three important new laws or tools relevant to planning
 1. A new requirement for developers to make sure all new schemes involve improvements to biodiversity – 10% net gain.
 2. A new obligation on authorities to produce Local Natural Recovery Strategies (LNRS) which cover topics currently covered in separate strategies (i.e. air quality). These should inform local plans, but the NPPF has not yet been updated to require that.
 3. Conservation covenants - a voluntary but legally binding agreement between a landowner and a designated 'responsible body', such as a local authority, to conserve the natural or heritage features of the land. (think of this as a S106 for planning – to secure outside the application itself benefits to the community/landscape)

Policy Update – Housing Delivery and Planning Reform

- There have been no recent substantial changes to planning policy. Following the white paper in 2019, changes are expected.
- The Built Environment Committee in the House of Lords recently published a report on planning and housing delivery. (*Please see executive summary of report attached*)
- In terms of planning, the report reinforces:
 - the impacts of the uncertainty around the government’s reform of the planning system;
 - the need for authorities to have up-to-date Local Plans - and simplifying Local Plans;
 - the fundamental need to increase resources for Councils (including through increasing planning fees) and
 - the ‘evolving crisis’ of capacity and skills shortages in local government around planning.
- It also makes a strong case for further government investment in social housing.

Service Update – Housing Delivery Test

- The Housing Delivery Test period covers the previous 3 financial years; the years are 2018/19, 2019/20 and 2020/21. It was updated in January.
- Enfield (the borough) delivered 1777 new homes against the government target of 2650 homes; at 67% the borough ‘fails’ the 75% test and continues in the ‘presumption in favour of sustainable development’.
- 853 net new homes in the borough in 20/21 is an improvement however it continues to demonstrate the scale of change that is required in terms of housing delivery. A new local plan is needed to meet the target.
- In planning terms, the ‘presumption in favour’ means that additional weight is applied in favour of approving applications that include housing. This also applies to schemes considered by the Planning Inspectorate at appeal.

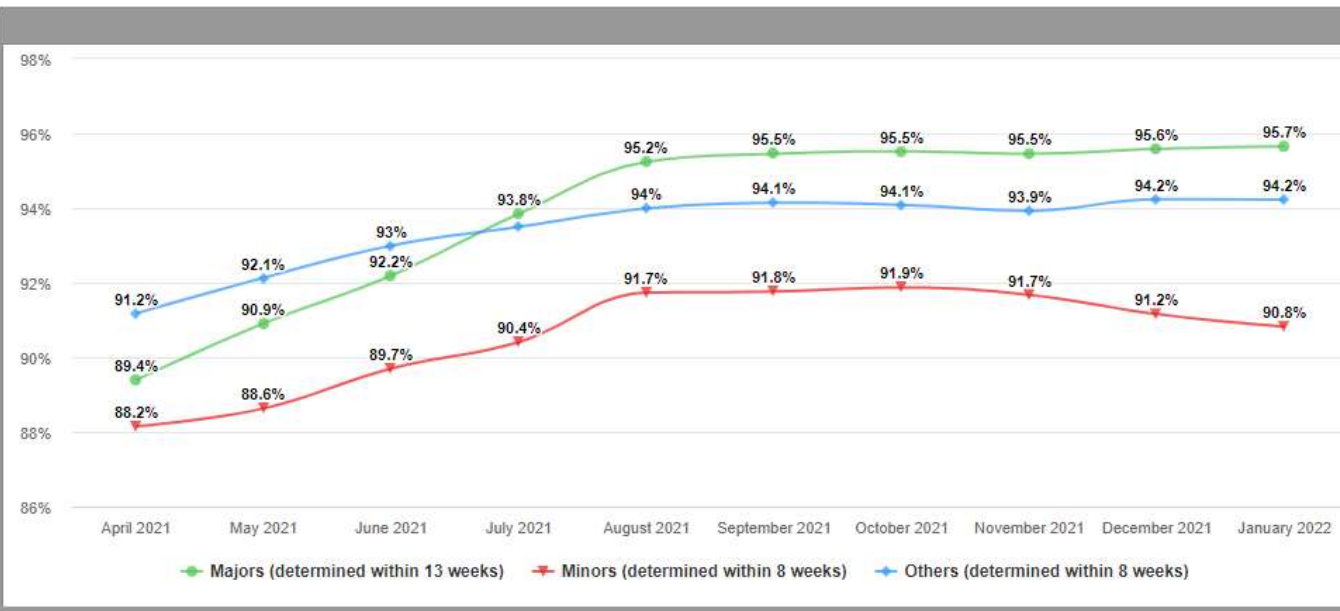
Number of homes required – gov target			Total number of homes required	Number of homes delivered – net new			Total number of homes delivered
18/19	19/20	20/21		18/19	19/20	20/21	
798	1022	830	2650	496	492	853	1777 (67%)

Service Update – Planning Applications

Indicator
ENV142 % of valid planning applications registered within 5 working days of receipt
ENV142b % Pre-application advice given within 30 working days of registration of a valid enquiry
NI157a BV109a % MAJOR applications determined within target
NI157b BV109b % MINOR applications determined within target
NI157c BV109c % OTHER applications determined within target
ENV247 % 2 year rolling MAJOR applications determined within target
ENV247a % 2 year rolling MINOR applications determined within target
ENV247b % 2 year rolling MINOR & OTHER applications determined within target

Q3 2020/21	Q4 2020/21	Q1 2021/22	Q2 2021/22
Value	Value	Value	Value
93.8%	96.9%	93.5%	94.4%
43.2%	57.1%	68%	76.9%
88.9%	84.6%	100%	100%
94.7%	84.4%	90.6%	96.2%
97.1%	96.9%	93.4%	96.7%
87.3%	89.6%	92.2%	95.5%
83.2%	86%	89.7%	91.8%
86%	89.3%	93%	94.1%

Q3 2021/22		Annual Target 2021/22
Value	Target	
94.6%	90%	90%
70%	90%	90%
100%	90%	90%
87.3%	86%	86%
92.5%	88%	88%
95.6%	86%	86%
91.2%	85%	85%
94.2%	85%	85%



Heritage and Height – Relevant Recent Appeal Cases

- Warwick Road, Ealing
 - Inspector gave weight to Ealing Council’s ‘presumption in favour’ status and overruled heritage and housing mix and height concerns to support a housing scheme.
 - Scheme approved
- Southgate Office Village
 - Officers recommended approval, committee refused
 - Applicant appealed
 - Inspector accepted height of development in this location on the basis of London Plan policies
 - ‘Very well conceived’ design of scheme
 - Concluded no harm to heritage assets
 - Enfield’s ‘presumption in favour’ status and housing delivery position relevant
 - Scheme approved

Planning Obligations

- Each year, the Council is required to publish a statement of much CIL and S106 money has been collected and spent over the course of the financial year and how it will be spent to fund infrastructure over the next reporting period
- For 20/21, the amount collected over this period (£3.4 million) is substantially lower than the previous two reporting periods (2018/2019 and 2019/2020).
- This is a direct consequence of the covid-19 pandemic and government guidance about being flexible with developments on the timing of collecting CIL.
- The IFS can be found here:

<https://new.enfield.gov.uk/services/planning/planning-obligations/>

Service Update – 20/21 Summary

Source	Collection	Spend
Strategic CIL receipts	£1.6 million	Receipts from 2020/21 (£2.4 million) have been rolled forward into the 2021/22 balance (£1.6 million) to support the delivery of major infrastructure projects identified in the capital programme over the next three years.
Neighbourhood CIL receipts	£245k	Previous receipts collected from 2016/2017 to 2019/2020 have been ringfenced to fund local community projects through the Enfield Neighbourhood Fund.
Mayoral CIL receipts	775k	All the money collected from the levy is transferred to the Department of Transport at the end of each quarter to help finance Crossrail.
S106 agreements (financial)	£2 million	£1.1 million has been drawn down to spend on the following priorities: Affordable housing and education contributions. <ul style="list-style-type: none"> • Highway and streetscape improvements • Safe and secure cycle routes (as part of the Cycle Enfield programme) • Flood alleviation infrastructure
S106 (non-financial)	N/A	Jobs and apprenticeship placements

Local Plan – 12 week consultation Summer 2021

Group/event	Format	Date
Oasis Hadley Academy	In-person	01/07/2021
Enfield Grammar year 10 student council	In-person	14/07/2021
Enfield Sport AGM	In-person	15/07/2021
Youth Centre session	In-person	19/07/2021
Overview and Scrutiny	In-person	20/07/2021
Environment Forum - workshop	In-person	27/07/2021
Local Estates Forum	Online	27/07/2021
Enfield Food Alliance	Online	28/07/2021
Enfield Faith Forum	Online	28/07/2021
FOP and VCS	Online	03/08/2021
Customer Voice	Online	18/08/2021
WENTA business session	In-person	17/08/2021
Palmers Green Library drop in	In-person	17/08/2021
Edmonton Green Centre drop in (as part of the Month of Sundays event)	In-person	22/08/2021
Ordnance Unity Centre Library	In-person	26/08/2021
Industry in Enfield workshop - agents, landowners and developers	Online	07/09/2021
Enfield Caribbean Association	Online	09/09/2021
Industry in Enfield workshop - businesses	Online	09/09/2021
Enfield Youth Parliament	Online	20/09/2021



Service Update – Local Plan Summary

- The service has been working through the c7000 responses –logging, acknowledging, redacting and analysing
- Consultation Statement will be produced when the above has been completed
- We are starting a process of internal officer workshops and reflections on consultation responses received to inform stage of project
- Officers will be updating the evidence base in response to information provided in the consultation (e.g. site capacity work; transport studies)
- The Local Development Scheme programme currently remains unchanged (Regulation 19 summer 2022) but is subject to further consideration.

Local Development Scheme

Table 1: Summary of timetable

Document	Initial consultation (Regulation 18)	Draft Plan (Regulation 18)	Publication of proposed submission plan (Regulation 19)	Submission (Regulation 22)	Examination (Regulations 23-25)	Adoption (Regulation 26)
Enfield's new Local Plan	Completed – December 2018 to February 2019	Summer 2021	Summer 2022	Autumn 2022	Autumn 2022 through to end 2023	Early 2024

- As published on our website.
- Process and content of consultation stages set out by government