

MEETING TITLE AND DATE:

Local Plan Cabinet Sub-Committee
- 27th February 2014
Cabinet – 12th March
2014
Council – 2nd April
2014

REPORT OF:

Director of Regeneration,
Leisure and Culture

Agenda – Part: 1	Item: 11
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Subject: Proposed Submission North East Enfield Area Action Plan

Wards: Enfield Lock, Enfield Highway, Turkey Street, Southbury (part), Ponders End

Key Decision No: 3866

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Cabinet Member consulted: Cllr Del Goddard

1. EXECUTIVE SUMMARY

- 1.1 The North East Enfield Area Action Plan (NEEAAP) will form part of Enfield's Local Plan and will specifically deliver the spatial vision and land use strategy for the area. The AAP area stretches from the M25 southwards to Ponders End. It is bounded by the Lee Valley Regional Park and its waterways in the east and the A10 Great Cambridge Road to the West.
- 1.2 This report seeks Cabinet approval of the Proposed Submission North East Enfield Area Action Plan and supporting documents (Baseline Report; Sustainability Appraisal (SA) Report; Habitats Regulation Assessment (HRA); Equality Impact Assessment (EqIA); Regulation 19 Consultation Statement; Policies Map;) and the subsequent consultation and submission, together with the necessary supporting documents to the Secretary of State for independent examination. (Note, reference copies of all documents available at the group offices and Members library)

2. RECOMMENDATIONS

That Cabinet recommend to Council:

- 2.1 The approval of the Proposed Submission Draft North East Enfield Area Action Plan and supporting documents for a statutory 6 week period of public consultation and submission to the Secretary of State for public examination.
- 2.2 The Director of Regeneration, Leisure and Culture or any other authorised Director, having consulted with the Cabinet Member for Business and Regeneration, be authorised to approve as an operational decision under the Council's Scheme of Delegation appropriate changes to the Submission version of the North East Enfield Area Action Plan and undertake any further consultation required, in the run up to and during the public examination process into the document, in response to representations received, requests from the Planning Inspector and any emerging evidence, guidance or legal advice. This will be subject to changes of a substantive nature being considered by the Local Plan Cabinet Sub-Committee.

3. BACKGROUND

- 3.1 Preparation of the North East Enfield Area Action Plan (NEEAAP) commenced in 2007 and a Preferred Options version of the AAP was consulted upon in May 2009. On the advice of the then Government Office for London, the preparation of the AAP was halted to enable the Council to progress its Core Strategy.
- 3.2 The NEEAAP has been a longstanding Council commitment as confirmed in the adopted Enfield Core Strategy 2010. The Core Strategy identifies the North East Enfield area as a strategic growth area and Ponders End as a Regeneration Priority Area.
- 3.3 The Council recommenced its work on the AAP in the spring of 2012 and in August of 2012 published an interim direction document for public consultation to help re-engage stakeholders and the community, known as the “Working Towards a Submission AAP” North East Enfield Area Action Plan.
- 3.4 The “Working Towards a Submission AAP” public consultation ran for a period of over 12 weeks and closed on the 8th November 2012. A launch event hosted in September 2012 by the North East Enfield Partnership (NEEP) provided a successful consultation strategy, followed by more targeted consultation workshops and meetings.
- 3.5 Over 100 responses were received and these have been considered and used to inform the Proposed Submission version. Alongside this, the NEEAAP has been prepared in consultation with all Council departments and a range of partners, service providers and adjoining authorities, In particular with housing, education, environment and property officers to ensure the Plan reflects corporate priorities and delivers community infrastructure to support new and existing communities. The continued involvement of the North East Enfield Area Partnership is also critical to this.

Proposed Submission North East Enfield Area Action Plan

- 3.6 The NEEAAP is an area specific document that responds to the challenges as well as opportunities being presented in the North East of the borough. Once adopted, the NEEAAP will form part of Enfield’s Local Plan and will sit alongside the adopted Core Strategy, emerging Development Management Document and other Area Action Plans being prepared. New development proposals coming forward with the NEEAAP area will be expected to accord with the policies and proposals contained within the document, the adopted Core Strategy, the Council’s emerging Development Management Document and the Mayor’s adopted London Plan.
- 3.7 The AAP will provide a comprehensive planning framework and identifies opportunity sites for redevelopment and key infrastructure in North East Enfield, covering the wards of Enfield Lock, Enfield Highway, Ponders End, Southbury and Turkey Street. It will be used to direct local investment, particularly redevelopment proposals and inform key infrastructure discussions and guide the estate renewal projects such as the Alma. The AAP has been structured under the following:

- 3.8 **THE OPPORTUNITY-** this section largely draws on the interim document, although it has been updated with work the consultant team have done on socio-economics, transport, property and urban design;
- 3.9 **POLICY FRAMEWORK AND PROPOSALS** - the North East Enfield area is very large, much bigger than the Council's other AAPs and represents about one sixth of the Borough. Overall, the approach has been to focus on those areas where the Council can secure significant change – for example, not trying to improve all pedestrian / cycle routes but focussing on creating some really high quality routes in the most useful locations. This chapter is sub divided under the following:
- **Development Sites:** Have been looked at as 'mini development briefs' and have been quite specific about spatial planning principles. Sites considered include South Street area, Ponders End Waterfront and sites part of the Electric Quarter - High Street, Ponders End;
 - **Key Character Areas:** The document has identified those areas that either already have a strong character (e.g. Enfield Lock Conservation Area) or those where there is real potential for change (e.g. the area around Brimsdown Station) and they are used by a broad section of the population (e.g. for shopping, for travel, for leisure). The aim is to focus the creation of a strong, positive image/identity in these key areas;
 - **Movement:** An effective transport network is key to ensuring that the North East Enfield area performs well in the future. The need to improve transport, movement and connectivity (especially within the NEE area as well as to the sub region) is a major issue which is reflected within the document. This chapter discusses issues relating to travelling to work and also examines the accessibility of social facilities, such as day-care centres in order to reduce social isolation. The big infrastructure projects of NGAP and 3-4 Tracking are important to the area, however, there are simple things we can do to improve access; walking and cycling are key, as is improving bus services. The AAP places a strong emphasis on these. More detailed work on the railway crossings following closures resulting from 3-4 tracking is integrated into this document;
 - **Housing:** The key policy themes address all relevant aspects in depth, such as housing supply, affordability, dwelling mix and design. The assessment undertaken to date indicates that there is likely to be a shortfall of available housing sites required to deliver the Core Strategy scope of 1,000 units in NEE up to 2025. Therefore, the AAP will assess likely development against the Core Strategy estimate for NEE and point towards a Core Strategy review to deal with borough wide housing numbers in the context of the London Plan's revised targets that are due to be published later in 2014.

In responding to earlier consultation responses, there is a need to provide more family housing (to create stable communities that will, in turn, support shops and community facilities) and there has been some questioning of the level of affordable housing that should be required in the NEE area as it already has a high proportion. Policies are suggested to support this and include a flexible approach to the split of social rented and intermediate housing in order to support the delivery of new affordable homes and policy to prioritise intermediate housing over family units;

- **Employment and Retail Parks:** A key part of the identity of North East Enfield is its large areas of thriving industrial estates. However, other types of employment are also important to the local economy, such as the town centres, offices along Southbury Road, and the retail parks on the Great Cambridge Road. Policies relate to improving existing employment areas and ensuring retail parks perform a distinct function that complements the function of the town centres;
- **Community Facilities and Services:** This section sets out the requirements for new community facilities and services. It also refers to opportunities (but not requirements) elsewhere in the AAP for improving existing facilities;
- **Green Network and Food Growing:** There are limited opportunities to provide new open space within the NEE area. The policies in the chapter focus on improving existing space and include reference to food growing and re-introducing market gardening in particular, as this has been previously highlighted in meetings as an important consideration.
- **Sustainable Energy:** This chapter looks primarily at supporting the Lee Valley Heat Network that promotes initiatives of Combined Heat and Power;

3.10 **DELIVERY AND IMPLEMENTATION** - The aim is to be as specific as possible in identifying the range of projects.

Sustainability Appraisal

- 3.11 The purpose of Sustainability Appraisal is to promote sustainable development through the integration of social, environmental and economic considerations into development plan documents.
- 3.12 A Sustainability Appraisal incorporates a Strategic Environmental Assessment involving the systematic identification and evaluation of the environmental impacts of a strategic action (e.g. a plan or programme) and is a requirement under European and English law.
- 3.13 The Sustainability Appraisal undertaken for the North East Enfield Area Action Plan concludes that the policies within the document promote social, economic and environmental sustainability.

Equality Impact Assessment

- 3.14 The purpose of an EqIA is to improve the effectiveness of the Council by making sure it does not discriminate and that it promotes equality of opportunity and access.
- 3.15 Local authorities have a legal responsibility to meet the Public Sector Duty of the Equality Act 2010. The duty recommends that authorities analyse and assess their policies and services, and set out how they will monitor any possible negative impact on equality.
- 3.16 The vision and spatial strategy of the NEEAAP recognises the diversity of communities within the area and the need to reduce inequalities. The Area Action Plan seeks to promote social inclusion and tackle deprivation. The policies within

the document will ensure equitable outcomes for all groups in the community through co-ordinated delivery new homes and supporting infrastructure.

Consultation Statement

- 3.17 The Regulation 19 Consultation Statement is a requirement of the Town and Country Planning (Local Planning) (England) Regulations 2012. The statement sets out the consultation process undertaken at the interim document stage; the main issues raised and how these have been addressed by the Proposed Submission NEEAAP.

Policies Map

- 3.18 The Policies Map shows designations and site allocations. It carries forward designations adopted alongside the Core Strategy in 2010 and illustrates further policies set out in the Proposed Submission NEEAAP. It shows the boundary of the action plan and identifies infrastructure proposals and opportunity sites for development.

Habitat Regulations Assessment (HRA)

- 3.19 The ultimate aim of HRA is to “maintain or restore, at favourable conservation status, natural habitats and species of wild fauna and flora of Community interest” (Habitats Directive, Article 2(2)). This aim relates to habitats and species, not the European sites themselves, although the sites have a significant role in delivering favourable conservation status. Within the study there is potential for such habitats to be materially affected by potential proposals of the AAP and as such a HRA has been carried out.

4. THE WAY FORWARD

Consult on the soundness of the Proposed Submission NEEAAP

- 4.1 The Council’s publication under Regulation 191 is anticipated to run from late May to early July 2014, for a 6 week period, at which point a statement of conformity with the London Plan will be sought from the Mayor of London.
- 4.2 A Consultation Strategy is being developed by officers in collaboration with the North East Enfield Partnership (NEEP). On the back of the success of the last community event, the NEEP is to hold a Community event on the 31st May 2014 and this will provide the opportunity to launch the NEEAAP Proposed Submission publication process. Targeted consultation activities are to follow and will include meetings with local resident groups, schools, and businesses in the area.

Submission and Examination

- 4.3 Representations received from the publication stage will then be submitted with the final submission version of the NEEAAP, along with all supporting documents such as the final Sustainability Appraisal and EQIA. The examination process is subject to the Planning Inspectorate’s timeframes and resources, however, officers anticipate this could be undertaken in late autumn of 2014. Once the

¹ Town and Country Planning (Local Planning) (England) Regulations 2012

public examination process is concluded, a report will be presented to Full Council to formally adopt the North East Enfield Area Action Plan.

- 4.4 From the Proposed Submission Stage going forward, greater weight will be afforded to the NEEAAP as it progresses through the plan-making process. Once adopted, policies within the document will be used alongside policies contained in the London Plan and Core Strategy to determine planning applications in the area.

5. ALTERNATIVE OPTIONS CONSIDERED

- 5.1 None as the absence of a plan would leave a gap in the policy framework which would make it more difficult to co-ordinate regeneration efforts and restrain inappropriate development.
- 5.2 Having an adopted and comprehensive planning framework for the area provides a basis for setting the area specific planning policies by which decisions on development can be guided. This is essential to support the Council's regeneration programme, particularly in light of on-going as well as future investment opportunities.
- 5.3 Local authorities have a legal responsibility to meet the Public Sector Duty of the Equality Act 2010 and are obligated to carry out an Equality Impact Assessment to assess equality impacts. The publication and submission of the Sustainability Appraisal, Consultation Statement and Policies map are a requirement of the Town and Country Planning (Local Planning) (England) Regulations 2012. The production and publication of the Sustainability Appraisal is also a requirement under the Environmental Assessment of Plans and Programmes Regulations 2004 and Planning and Compulsory Purchase Act 2004.
- 5.4 The need for Habitat Regulations Assessment is set out within Article 6 of the EC Habitats Directive 1992, and interpreted into British law by Regulation 48 of the Conservation (Natural Habitats &c) Regulations 1994 (as amended in 2007).

6. REASONS FOR RECOMMENDATIONS

- 6.1 See paragraph 5.2 and 5.3 above.

7. COMMENTS OF THE DIRECTOR OF FINANCE, RESOURCES AND CUSTOMER SERVICES AND OTHER DEPARTMENTS

a. Financial Implications

- 7.1 The provision of cost of the preparation, consultation and examination of the North East Enfield AAP has been made in the Local Plan reserve.
- 7.2 The report does not in itself commit the Council to additional expenditure. Any future proposals with cost implications would need to be subject to separate reports and full financial appraisal.

b. Legal Implications

- 7.3 The Planning and Compulsory Purchase Act 2004 (the Act) as amended and the Town and Country Planning (Local Planning) (England) Regulations 2012 (the Regulations) require local authorities to prepare the local plan, which consists of the Local Development Documents (LDDs).
- 7.4 The proposed NEEAAP is an LDD in accordance with Regulation 5(1) (a) of the Regulations.
- 7.5 The LDDs must conform with the National Planning Policy Framework (NPPF), the London Plan and the Council's own policies.
- 7.6 The form and content of the NEEAAP must confirm with the requirements of Part 4 of the Regulations.
- 7.7 The recommendations are in accordance with the Council's powers and duties.

c. Property Implications

- 7.8 There are no specific property implications at this stage. As site and policy proposals emerge the implications on the Council's land and property assets will be considered in conjunction with Enfield Council's Property Services team.

8. KEY RISKS

- 8.1 Failure to produce a robust set of area specific policies through the preparation of the NEEAAP document would result in a gap in policy which could lead to poor quality development and that fails to respond comprehensively to local priorities.

9. IMPACT ON COUNCIL PRIORITIES

- 9.1 The NEEAAP will be fundamental in achieving sustainable development in the North East of the borough. Policies throughout the document seek to achieve fairness for all, sustainable growth within the context of providing the appropriate level of supporting infrastructure, and the development of strong and sustainable communities.

10. EQUALITIES IMPACT IMPLICATIONS

- 10.1 Previous draft versions of NEEAAP have been subject to an initial Equalities Impact Assessment (EqIA). The initial EqIA will ensure that consultation promotes equal opportunities. A final EqIA (including an assessment of policies) is being undertaken as supporting documentation.

11. PERFORMANCE MANAGEMENT IMPLICATIONS

- 11.1 The NEEAAP and supporting documents will provide clear policies for the assessing development and regeneration opportunities within the area and will bring performance management improvements to the delivery of the Council's five year housing supply targets, including the appropriate mix of private and affordable housing. The NEEAAP will provide clarity to the planning application process and potentially lead to less debate and time savings at the appeal stage.

12. PUBLIC HEALTH IMPLICATIONS

- 12.1 The NEEAAP contains policies covering a wide range of topics, all of which may have implications for public health, such as housing, community facilities, environmental improvements and green infrastructure. Strategic Objective 5 of the adopted Core Strategy (2010) promotes Education, Health and Wellbeing; the NEEAAP will provide more detailed policies on how to achieve these policy objectives in the assessment of individual planning applications as well as within the wider context of the area's regeneration.

Background Papers

None.