

## 2.4 Enfield’s spatial strategy

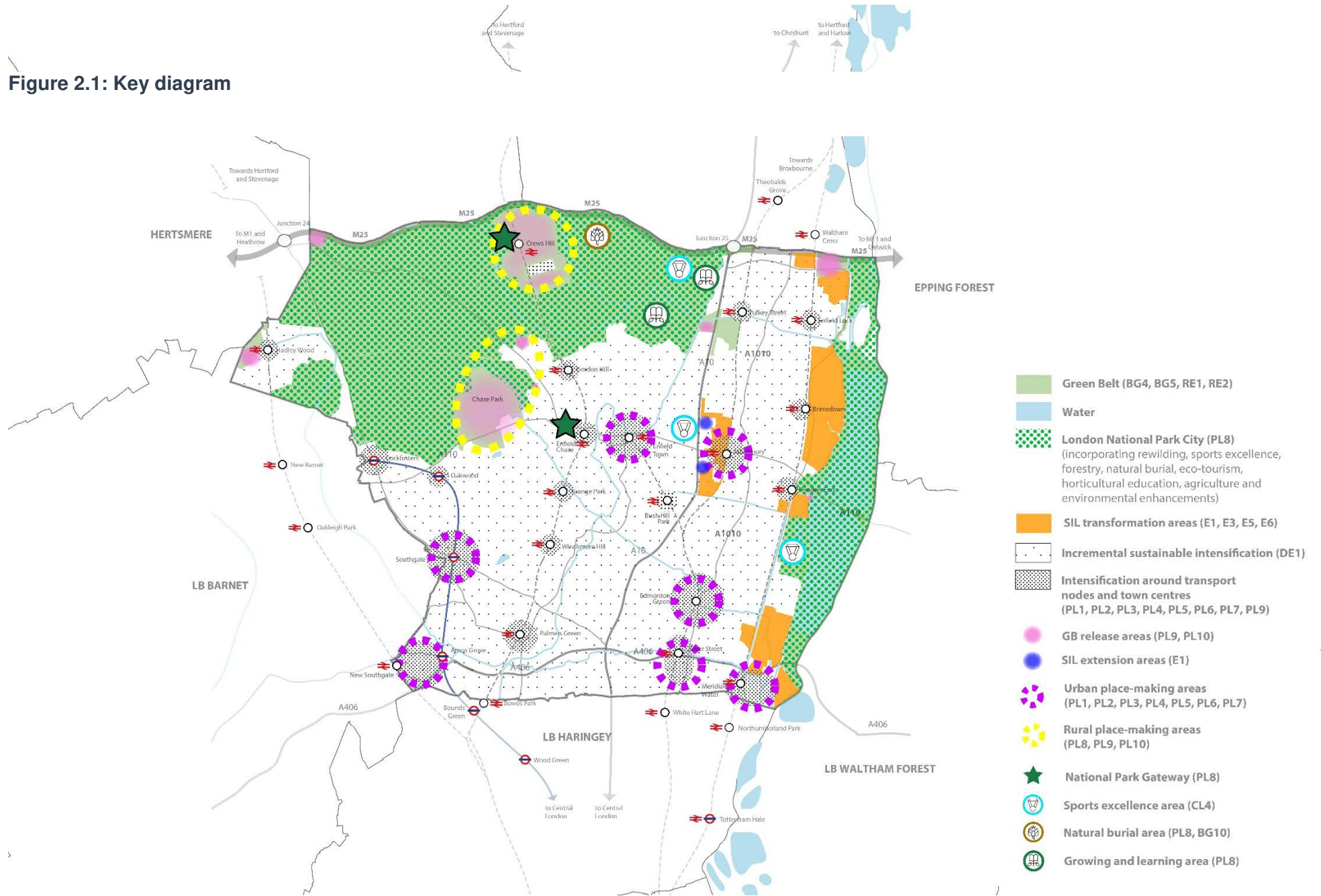
- 2.4.1 The spatial strategy sets the strategic direction for the plan by identifying how growth will be distributed across the Borough over the plan period. The London Plan seeks to promote good growth in London by building strong inclusive communities, making the best use of land, creating a healthy city, delivering homes, growing a good economy and increasing efficiency and climate change resilience. It is necessary to ensure that the Borough’s future growth is pursued and planned in the most sustainable way through a set of overarching policy principles set out in the ELP. This includes:
- Maintaining a good balance between economic, social and environmental objectives;
  - Creating liveable places for people to live, study, work and visit; and
  - Reducing the borough’s carbon footprint and creating resilient and adaptive environments in this time of ‘climate emergency’.
- 2.4.2 The Council’s preferred spatial strategy is outlined in **SS1: Spatial Strategy** and in the **Figure 2.1**. It seeks to provide a sustainable spatial response which balances the need for ambitious levels of growth with a desire to ensure that it is socially and economically inclusive and environmentally sustainable. Protection and enhancement of Enfield’s valued characteristics, assets and identities is a cornerstone of the approach.

### Strategic Policy SP SS1: Spatial Strategy

DRAFT STRATEGIC POLICY SP	SS1	Spatial strategy
<ol style="list-style-type: none"> <li>1. The Council's overarching spatial strategy is to provide for sustainable growth with supporting infrastructure across the Borough whilst facilitating nature recovery and improvements to green and blue spaces and access to them.</li> <li>2. Provision will be made for at least 25,000 new homes up to 2039 with a large proportion of the Borough’s future development needs provided by the four main placemaking areas of Meridian Water, Southbury, Crews Hill and Chase Park.</li> <li>3. High quality, well designed development that enhances urban greening will occur across the urban area with particular focus on town centres and transport nodes. Redevelopment of brownfield land, vacant and underused buildings for new housing and employment uses and use of smaller sites across the urban area will be prioritised. Tall building development will only occur where it is exemplary in quality and in appropriate urban locations.</li> <li>4. Enfield Town, Meridian Water, Edmonton Green, Southbury, Southgate, New Southgate and Angel Edmonton will be major urban foci of high quality growth, accommodating a range of employment, retail, leisure, housing, community and cultural uses and enhanced public realm to support their roles as vibrant centres. The centres will also act as green focal points in the wider green and blue network with green infrastructure providing a strong framework for their development.</li> </ol>		

5. Existing residential neighbourhoods will be the focus of smaller scale developments and improvements to connectivity, local environmental improvements, as well as improvements to local infrastructure and services.
6. Meridian Water will be the borough's largest residential-led mixed use development providing transformational change of brownfield land. New housing-led development will focus on land west of the River Lee in this plan period to support its role within the Lee Valley and north London. Further mixed use development of the East Bank is anticipated post 2039. Higher intensity development will be encouraged within and near to the Meridian Water station to make the most of sustainable transport links.
7. Crews Hill will be regenerated and extended to form a sustainable rural gateway settlement providing access to countryside activities and the surrounding mosaic of green and blue spaces and networks. Delivery of the Crews Hill gateway settlement will extend beyond this plan period.
8. Chase Park will provide a deeply green extension to the urban area accommodating residential uses, facilitating improved access to the countryside and drawing the rewilding areas of Enfield Chase into the urban areas. Delivery of Chase Park will extend beyond this plan period.
9. Employment needs will be met through the intensification of existing industrial areas, and new sites in urban and rural locations. A new logistics hub close to Junction 24 of the M25 will provide for a significant amount of the Borough's employment needs in the plan period. Cross boundary expansion of the hub may provide for additional employment needs beyond 2039.
10. Employment areas will see transformation of their environmental quality and amenities to make them attractive, welcoming and healthy places in which to work and visit– and become more sensitively integrated with the wider neighbourhoods within which they sit.
11. Small sites on the edge of the urban area near Hadley Wood, Forty Hall and Junction 25 of the M25 will provide for additional housing and employment development.
12. Rural areas will largely be managed for ambitious nature recovery and rewilding and a mosaic of sustainable countryside uses including food production, forestry, eco-tourism, recreation, education, leisure, sporting excellence and natural burial. Rural development will be managed to exponentially improve the quality, accessibility and sustainability of rural areas for the benefit of all.
13. The Green Belt will be protected from inappropriate development in line with Government policy.

Figure 2.1: Key diagram



## Explanatory text

- 2.4.3 Enfield will have many different types of growth requirements to accommodate over the period to 2039 – housing, employment, recreation/leisure, nature recovery and biodiversity, climate change adaptation and mitigation measures, infrastructure, burial needs and infrastructure to name a few.
- 2.4.4 Enfield faces significant and unique challenges in establishing its housing growth requirements and a range of quantum options have been developed to address this uncertainty ranging from 17,000 to 55,000 additional new homes. Details of how the housing quantum options have been derived is set out in detail in the Housing Topic Paper 2021. When combined with other land use needs these have created the following three growth options:
- **Option 1:** Baseline growth by accommodating 17,000 new homes with some other land uses, including limited nature recovery and green and blue infrastructure investment.
  - **Option 2:** Medium growth by accommodating 25,000 new homes with a full range of land uses, including extensive nature recovery and green and blue infrastructure investment.
  - **Option 3:** High growth by accommodating 55,000 new homes with a full range of land uses including some nature recovery and green and blue infrastructure investment.
- 2.4.5 Options were generated to consider how each of these growth options could be distributed across the borough. In developing the options, consideration was given to the requirements of the NPPF and the London Plan. Use of brownfield land, as well as highly accessible locations, such as town centres, areas around stations (tube and rail) given the highest priority for accommodating growth. The opportunity areas of the Lee Valley and New Southgate were also identified as locations to focus development.
- 2.4.6 The range of spatial strategy options identified are set out in **Table 2.2**, along with an assessment of their pros and cons and whether or not they became the preferred option. Details of how the seven spatial strategy options were generated, their key characteristics, and assessments, as well as how the decision-making on the preferred option was arrived at is set out in the Enfield Growth Topic Paper, 2021.

**Table 2.2: Spatial strategy options**

Option	Key details	Pros and Cons	Preferred Option?
<b>1</b>	<p><b>Baseline growth</b></p> <ul style="list-style-type: none"> <li>• Based on approximately 17,000 homes</li> <li>• Delivered in seven urban areas</li> <li>• No SIL release.</li> <li>• No Green Belt releases</li> <li>• Some re-wilding development and designation of Tottenham Hotspur Football Club (THFC) as sporting excellence zone</li> <li>• No future proofing</li> <li>• Short term focus</li> </ul>	<p><b>Pros:</b></p> <ul style="list-style-type: none"> <li>✓ Degree of compliance with London Plan housing policies</li> <li>✓ No Green Belt or Strategic Industrial Location (SIL) release</li> </ul> <p><b>Cons:</b></p> <ul style="list-style-type: none"> <li>➤ Will not address housing crisis</li> <li>➤ Other land use requirements not met or only partially met</li> <li>➤ Limited provision for family and affordable accommodation.</li> <li>➤ Many housing units will be flats and in tall buildings</li> <li>➤ Poor viability</li> <li>➤ Will not lever in significant infrastructure and unable to afford to invest in green/blue infrastructure</li> <li>➤ Plan will be found unsound</li> </ul>	No
<b>2</b>	<p><b>Medium Growth 1</b></p> <ul style="list-style-type: none"> <li>• Based on approximately 25,000 homes</li> <li>• Largely delivered in urban area</li> <li>• seven urban placemaking areas and two rural placemaking areas</li> <li>• No SIL release.</li> <li>• Some Green Belt releases</li> </ul>	<p><b>Pros:</b></p> <ul style="list-style-type: none"> <li>✓ Meets much of housing requirement.</li> <li>✓ Other land use requirements met in full, or close to full</li> <li>✓ Provides for family and affordable accommodation at scale.</li> <li>✓ Positive viability</li> <li>✓ Will lever in significant infrastructure and can afford to invest in green/blue infrastructure.</li> <li>✓ No SIL release</li> <li>✓ Positive enhancements to existing employment areas</li> </ul>	Yes

Option	Key details	Pros and Cons	Preferred Option?
	<ul style="list-style-type: none"> <li>• ‘Zoning’ approach to most of rural areas to facilitate development of multi layered mosaic of sustainable rural land uses and creation of National Park city destination area.</li> <li>• Future proofing and long-term planning</li> </ul>	<p><b>Cons:</b></p> <ul style="list-style-type: none"> <li>➤ Requires Green Belt release</li> <li>➤ Risk could be found unsound</li> </ul>	
3	<p><b>Medium Growth 2</b></p> <ul style="list-style-type: none"> <li>• Based on c. 25,000 homes</li> <li>• Delivered in urban area</li> <li>• Limited SIL release at Harbet Road, Meridian Water East Bank.</li> <li>• No Green Belt releases</li> <li>• Some re-wilding development and designation of THFC as sporting excellence zone</li> <li>• Long term planning</li> </ul>	<p><b>Pros:</b></p> <ul style="list-style-type: none"> <li>✓ No Green Belt releases</li> <li>✓ Provides for some family and affordable accommodation.</li> </ul> <p><b>Cons:</b></p> <ul style="list-style-type: none"> <li>➤ Other land use requirements not met or only partially met</li> <li>➤ Housing requirement not met in full</li> <li>➤ Most housing units will be small and many in tall buildings</li> <li>➤ Will lever in some infrastructure but largely in the east of the borough.</li> <li>➤ Very limited ability to invest in green/blue infrastructure.</li> <li>➤ Viability poor</li> <li>➤ Difficulty in securing SIL release under London Plan policy</li> <li>➤ Plan is likely to be found unsound</li> </ul>	No
4	<p><b>High Growth</b></p> <ul style="list-style-type: none"> <li>• Based on c. 55,000 homes</li> <li>• Largely delivered in urban area</li> <li>• 7 urban placemaking areas and 2 rural placemaking areas</li> <li>• Some SIL release.</li> </ul>	<p><b>Pros:</b></p> <ul style="list-style-type: none"> <li>✓ Very high levels of growth would bring investment and some benefits to Enfield</li> </ul> <p><b>Cons:</b></p> <ul style="list-style-type: none"> <li>➤ Contrary to London Plan policy and Secretary of State directions</li> </ul>	No

Option	Key details	Pros and Cons	Preferred Option?
	<ul style="list-style-type: none"> <li>• Some Green Belt releases</li> <li>• Some re-wilding development and designation of Tottenham Hotspurs Football Club as sporting excellence zone</li> <li>• Long term planning</li> </ul>	<ul style="list-style-type: none"> <li>➤ Requires Green Belt release at scale</li> <li>➤ Requires SIL release at scale</li> <li>➤ Many housing units will be small and many in tall buildings</li> <li>➤ Will lever in some infrastructure</li> <li>➤ Limited ability to invest in green/blue infrastructure.</li> <li>➤ Likely to exceed environmental capacity</li> <li>➤ Will be found unsound</li> </ul>	
5	<p><b>Seeking to accommodate majority of development outside borough</b></p>	<p><b>Pros:</b></p> <ul style="list-style-type: none"> <li>✓ Limited growth impacts on Borough</li> </ul> <p><b>Cons:</b></p> <ul style="list-style-type: none"> <li>➤ No willing partners</li> <li>➤ Borough likely to suffer decline or stagnation and unable to lever in improvements</li> <li>➤ Plan will be found unsound</li> </ul>	No
6	<p><b>Majority of development accommodated east of the A10</b></p>	<p><b>Pros:</b></p> <ul style="list-style-type: none"> <li>✓ Limited impacts on western areas</li> </ul> <p><b>Cons:</b></p> <ul style="list-style-type: none"> <li>➤ Limited sites – would need more SIL</li> <li>➤ Capacity of eastern areas likely to be exceeded</li> <li>➤ Stagnation of western areas</li> <li>➤ Inability to invest in green/blue infrastructure.</li> <li>➤ Will not meet need for family housing or deliver significant affordable housing</li> <li>➤ Poor viability</li> <li>➤ Inability to address inequality and east /west imbalances</li> </ul>	No

Option	Key details	Pros and Cons	Preferred Option?
		➤ Plan will be found unsound	
7	<b>Majority of development accommodated west of the A10</b>	<p><b>Pros:</b></p> <ul style="list-style-type: none"> <li>✓ Industrial land protected</li> <li>✓ Positive viability</li> </ul> <p><b>Cons:</b></p> <ul style="list-style-type: none"> <li>➤ Limited sites – would need more Green Belt</li> <li>➤ Capacity of western areas likely to be exceeded</li> <li>➤ Stagnation/decline of eastern areas</li> <li>➤ Inability to invest in green/blue infrastructure across borough.</li> <li>➤ Inability to address inequality and east /west imbalances</li> <li>➤ Plan will be found unsound</li> </ul>	No



- 2.4.7 From **Table 2.2** it can be seen that option 2 – the spatial strategy based on ‘Medium growth’ with Green Belt released is identified as the preferred spatial strategy. The Borough faces a complex and difficult choices in relation to its approach to the spatial distribution of growth. Option 2 is considered to deliver the vision and strategic objectives, corporate priorities whilst also providing for an ambitious programme of development and allowing a visionary long term approach to the delivery of environmental, economic and social enhancements across the Borough.

## Strategic Policy SP SS2: Making Good Places

<b>DRAFT STRATEGIC POLICY SP</b>	<b>SS2</b>	<b>Making good places</b>
<ol style="list-style-type: none"> <li>1. All development should positively contribute towards sustainable development that enhances the Borough's character and contribute to the places in which they are located.</li> <li>2. All development, regardless of scale will be expected to:               <ol style="list-style-type: none"> <li>a. be of high-quality design and make a positive contribution to creating a high-quality environment that respects and enhances its landscape, townscape and/or heritage context; and</li> <li>b. be inclusive and accessible, making a positive contribution to the lives of Enfield's communities.</li> </ol> </li> <li>3. Larger scale developments (of 50 homes or more or 500sqm for non-residential uses) must:               <ol style="list-style-type: none"> <li>a. demonstrate how it contributes to the vision for the placemaking area it is located within;</li> <li>b. make the best use of land, integrating a mix of uses where appropriate to create vibrant and lively places; and</li> <li>c. create healthy places which promote active and healthy lifestyles.</li> </ol> </li> <li>4. Development proposals must:               <ol style="list-style-type: none"> <li>a. contribute to the provision of social, green and blue, transport and utility infrastructure to support communities, including on-site provision where there is evidence of need;</li> <li>b. promote and support the Borough's rich heritage and cultural assets, contributing to the creation and maintenance of local distinctiveness and demonstrate how this has been achieved; and</li> <li>c. enhance local wildlife and biodiversity, and actively include opportunities for nature recovery.</li> </ol> </li> <li>5. The Council will ensure that development is planned and implemented in a coordinated way in the identified placemaking areas, guided by Supplementary Planning Documents (SPD), Area Investment Plans, Masterplans and/or planning briefs where appropriate. Pending the preparation of and adoption of Masterplan SPDs for the identified placemaking areas and Borough-wide design guide, proposals for major development will be considered on the basis of good growth principles and policies included in this plan and the London Plan.</li> <li>6. In small areas or clusters of sites below 100 units, the development of broad concept plans or masterplans prepared with stakeholder groups and developers will be supported. The approval process for such plans will be mainly via a Supplementary Planning Document (SPD) legislation.</li> </ol>		

## Explanation

- 2.4.8 The NPPF recognises that creating high quality places is fundamental to what the planning and development process should achieve. The London Plan also puts ‘good growth’ at the heart of its strategy – seeking to promote and deliver a better, more inclusive form of growth on behalf of all Londoners.
- 2.4.9 The Council is committed to meeting its growth needs, whilst balancing this with the need to create high quality, well-functioning places, with distinctive, local identities. The Borough has varying unique qualities and characteristics across it, ranging from higher density more urban locations with a vibrant mix of uses, to heritage filled town centres, to more rural and natural landscapes. Together these create a unique identity for the borough. Together, the characteristics of these places make up the distinct identity of the Borough, and have evolved gradually over many years. Good growth should build on an area’s existing qualities and assets, embedding these into the areas future identity.
- 2.4.10 Enfield is made up of diverse communities. Its neighbourhoods, town centres, green and blue spaces, schools, workplaces, community centres and other important local places give the Borough its cultural character and create its future. Proposals should ensure the creation of an accessible, safe and secure environment for all potential users (including the elderly, children and those with a health conditions or impairment) to help achieve the vision of creating a place that provides the ingredients of a good life for all.
- 2.4.11 Opportunities to provide green infrastructure should be taken. The aim should be to link proposed new developments with their surroundings, enhance biodiversity and create high quality private and public space.
- 2.4.12 Applications for larger developments, proposals within conservation areas and those which require listed building consent will need to be accompanied by a Design and Access Statement. This should demonstrate how the placemaking principles set out in this policy have been incorporated and how the development will be accessed by all users.
- 2.4.13 Within the placemaking areas, the Council intends to prepare Masterplan SPDs to guide and coordinate development. The purpose of a Masterplan is to ensure that sites come forward in a coherent manner as good town planning and contribute to the overall vision and objectives for the area, as developed through the consultation process. When prepared and adopted, such guidance will be given weight as a material consideration in determining planning applications.
- 2.4.14 Prior to the preparation of Masterplan SPDs, it is expected that some sites may come forward for redevelopment. This policy therefore welcomes collaborative working where necessary in bringing forward such sites for redevelopment through an agreed design concept plan, phasing strategy or masterplan.
- 2.4.15 The role of Planning Briefs will be particularly important in bridging the gap between the development plan and a planning application. They will be used to promote the development of nearby sites, address a particular site constraint or opportunity and give further guidance on the interpretation of the development plan policies and principles set out in the Plan.

- 2.4.16 The design policies of this plan, along with a range of thematic policies and principles will be used to inform the preparation of Masterplan SPDs, Planning Briefs and Borough-wide design guide. Through consultation work on their preparation, local communities will have further opportunities to help shape proposals for local areas and neighbourhoods.
- 2.4.17 The Council will also work with landowners and developers to enable the preparation of 'stakeholder masterplans' for sites above the thresholds set out in Part 6 of the policy. The stakeholder masterplanning process formalises good practice in relation to pre-application discussions, by requiring developers of larger sites to engage with the Council, local communities and other stakeholders at an early stage in the development process.
- 2.4.18 The stakeholder masterplanning process and output should be proportionate to the scale of the planned development and likely complexity of the issues needing to be addressed. Larger, more complex proposals will require a more involved process, engaging a wider range of stakeholders and local interest groups; considering a wider range of issues and site options; and the final stakeholder masterplan document providing a fuller framework for the preparation and submission of the subsequent planning application.
- 2.4.19 The main stages of the stakeholder masterplanning process will be engagement between the Council and stakeholders on key issues, priorities and development options; preparation of the draft stakeholder masterplan document; consultation on the draft document; consideration of the consultation responses; and preparation of the final stakeholder masterplan document for approval by the Council.
- 2.4.20 The Council will work with applicants to agree the most appropriate scope and form for the stakeholder masterplan document, with a view to ensuring that the process adds value from a placemaking perspective.

## Have your say on... Chapter 2

1. Do you consider the Council has selected the right spatial strategy option as its preferred option?
  - If yes, please explain why you think this.
  - If not, which spatial strategy option do you think the Council should adopt. Please explain why you think this.
2. Are there any changes you would suggest to the proposed key diagram?
3. Are there any changes you would suggest to the proposed Spatial Strategy policy wording?
4. Has the Council missed any other spatial strategy options?