



2020

# Statement of Common Ground: The Mayor of London represented by the Greater London Authority

LOCAL PLAN 2019 - 2041  
PLANNING POLICY TEAM

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## Executive Summary

The purpose of this document is to address the issues raised by the Mayor of London through the Greater London Authority (GLA) in their representations to the Regulation 19 draft Local Plan and subsequent response in August 2020 to the draft Brent Local Plan's Inspectors' Matters, Issues and Questions (MIQs). These include the:

- i) findings of the London Industrial Demand Study for Brent not being sufficiently recognised in the Brent Local Plan and an associated monitoring target;
- ii) Policy BE2 identifying Staples Corner Strategic Industrial Land (SIL) as being suitable for intensification and some co-location;
- iii) need for greater commitment of the Council to work with the Old Oak and Park Royal Development Corporation (OPDC) and GLA to try to meet industrial space demand; and
- iv) requirement for development to consider the need for wider industrial uses, especially land for waste and transport uses within Policy BE2.

## Sign Off

**Greater London Authority** agree with the contents of this statement

Signed - **Philip Graham**



Position – **Executive Director, Good Growth**

Date - **1<sup>st</sup> October 2020**

**LB Brent** agree with the contents of this statement

Signed - **Paul Lewin**



Position- **Team Leader Planning Policy**

Date - **2<sup>nd</sup> October 2020**

## Background

- 1.1 The GLA made representations on the draft Brent Local Plan at Regulation 19 stage. These raised a number of concerns with the Brent Local Plan related to industrial land policies. These were so significant that the GLA considered that the emerging Local Plan was not in conformity with the emerging London Plan. On 26<sup>th</sup> August 2020 the GLA responded to the draft Brent Local Plan's Inspectors' Matters, Issues and Questions 6: Economy and Town Centres. Whilst the GLA welcomed the Council's proposed modifications to the submitted draft Local Plan, it still had concerns and did not consider that these modifications were sufficient to remove its opinion of non-conformity. Subsequent to this the Council and GLA have been in dialogue to seek to further address these issues with a view to removing the non-conformity issue.
- 1.2 These matters include the:
- i) findings of the London Industrial Demand Study for Brent not being sufficiently recognised in the Brent Local Plan with its associated target;
  - ii) Policy BE2 identifying Staples Corner Strategic Industrial Land (SIL) as being suitable for intensification and some co-location;
  - iii) need for greater commitment of the Council to work with the Old Oak and Park Royal Development Corporation (OPDC) and GLA to try to meet industrial space demand; and
  - iv) requirement for development to consider the need for wider industrial uses, especially land for waste and transport uses within Policy BE2.
- 1.3 This has resulted in the Council suggesting further proposed main and minor modifications to the draft Plan. These are set out in Appendix A. The GLA welcome these proposed modifications. It considers that if accepted by the Inspectors, that these modifications are sufficient for it to consider the Brent Local Plan to be in general conformity with the Intend to Publish London Plan.

## London Industrial Demand Study findings for Brent not being recognised in the Brent Local Plan and associated monitoring target

- 1.4 The Council recognises that the London Industrial Land Demand Study (LILDS) undertaken by CAG Consulting for the GLA in 2017 formed part of the draft London Plan evidence base. There is clearly a large degree of divergence between its results and those of the West London Employment Evidence GL Hearn May 2019 (WLELE). Nevertheless, it was part of the draft London Plan evidence base and subject to examination. As such, the Council agrees its findings warrant inclusion within the draft Local Plan policy justification for BE2. Consequently it is proposing a modification as set out in Appendix A, which identifies the study and its associated additional industrial land equivalent provision for all of Brent (as the study does not differentiate its target between the parts of LB Brent where the Council and the Old Oak and Park Royal Development Corporation (OPDC) are the local planning authority).

- 1.5 In terms of the draft Local Plan's area being able to accommodate additional industrial capacity, the Council considers through its Brent Industrial Land Audit October 2019 that there is the potential theoretical capacity on existing designated industrial areas (for example delivery of minimum 0.65 plot ratio) to deliver significantly more industrial floorspace. This could surpass the LILDS needs for Brent.
- 1.6 The draft Local Plan policies positively seek to encourage the provision of additional floorspace. Nevertheless, taking account of viability (Brent Local Plan Viability Assessment Oct 2019 and addendum August 2020), additional changes to permitted development rights, recent uses classes order changes and the likely rates of industrial space extension or renewal of existing premises based on historic trends, the Council considers that it will be challenging to potentially deliver much additional capacity over the Plan period. On this basis it does not feel that it is in a position to reasonably identify a target that is above that which is proposed as a modification in response to the MIQs of 'exceeding 0.6 hectares equivalent' for inclusion within policy BE2 which is the minimum required consistent with the WLELE findings.
- 1.7 The Mayor shares the Council's concerns regarding changes to permitted development and the use class order. However he takes a more positive view regarding viability and the attractiveness of Brent – in particular the borough's Strategic Industrial Locations – as a location for intensified industrial development given the likelihood of rising industrial rents in the property market area over the plan period, the accessibility to the strategic road network of some industrial areas in the borough and potential overspill demand from Park Royal. The Council notes the Mayor's view on viability. However, it is still unclear of the extent to which intensification, which remains largely untested, can deliver significant uplifts in floorspace required consistent with the potential capacity identified in the Brent Employment Sites Review. As such further viability assessments will be required. The Council recognises the need to provide additional capacity and will endeavour in its decision making and actions to seek to maximise provision of industrial floorspace within developments by maintaining existing capacity as a minimum and seeking opportunities to increase this wherever possible.

### Intensification and some co-location at Staples Corner in Policy BE2

- 1.8 The GLA also raised concerns with the conformity of Policy BE2 with draft London Plan policy E7. They consider that it brings uncertainty, being inconsistent with the London Plan by potentially allowing co-location within SIL as a mechanism for achieving industrial intensification. Without a clearer policy the current wording could result in the introduction of residential development into the SIL without intensified industrial capacity.
- 1.9 The Council in association with the policy BEGA2 Staples Corner Growth Area wants to create the best outcomes for Staples Corner. This is related to the opportunities that it brings in terms of taking advantage of new public transport infrastructure (through Brent Cross West and the West London Orbital), meeting industrial capacity and premises needs, housing needs and place-making. It seeks to do this in a planned way. This will be through

development of a masterplan led approach of which, due to the SIL designation, the GLA will be a key partner in working through the options and supporting the final document. It proposes a modification to better clarify support for the masterplan approach subject to the same criteria as would apply to LSIS and prevent potential introduction of residential development into the SIL without intensified industrial capacity.

- 1.10 The Council considers that the focus should be on outcomes in terms of what the place should achieve and then adoption of an approach that best delivers. The Mayor recognises that planning for industrial intensification, co-location and release for housing in Staples Corner is a complex process and will continue to work in partnership with the Council to ensure that a masterplan for the area is developed that achieves the strategic objectives of the London Plan as well as delivering the important and necessary place-making goals that the Council are committed to. The Mayor agrees that the relevant changes made to policy BE2 would enable these outcomes.

### Commitment between the LB Brent, GLA and OPDC to work to try to meet industrial space demand

- 1.11 The London Plan and OPDC evidence base indicate that there is potential for substantial industrial intensification (uses within draft London Plan policy E4 criterion A) within Park Royal. Currently OPDC is in the examination stage of its draft Local Plan. It is undertaking work to consider how best to meet its draft London Plan housing requirement, following Cargiant's land being unviable and therefore not being released by them for residential development. This will require intensification and co-location to replace existing capacity/ show a net increase in industrial space, whilst releasing SIL to provide sites for a significant number of dwellings.
- 1.12 The OPDC commissioned the Park Royal Intensification Study (2017), Hawkins Brown/We Made That. It tests the scope for intensification based on a design analysis of a sample of sites. This has been used to provide an indication of the scope to intensify Park Royal as a whole. It identifies Park Royal intensification could deliver an additional 43ha (433,100sq.m) of industrial floorspace within Park Royal. A significant part of which will go towards meeting Brent's industrial land needs over the plan period, the quantum of which is unknown at this point in time. This will however need to be revisited in the context of changes resultant from the Cargiant amendments.
- 1.13 Depending on the overall assessment of industrial land needs, due to its relative viability of intensification, this may assist in achieving a target that is closer to the LILDS target than the WLELE. In the longer term, clarity on what can be achieved within OPDC Park Royal area will provide a sound basis for determining the extent to which any Brent borough based needs figure will be distributed between the Council and OPDC local planning authorities. To reflect this the Council is proposing modifications to work closely with the OPDC who are producing their Local Plan and with the GLA to clarify the extent to which intensification in Park Royal will provide additional industrial capacity.

## Requirement to consider the need for wider industrial uses within Policy BE2

- 1.14 The GLA identified that it would welcome a requirement for development to consider the need for wider industrial uses – especially land for waste and transport uses – within Policy BE2, particularly in relation to those designated industrial areas where co-location is being supported. To address this, the Council is proposing a modification that would apply to all designated industrial areas identified within policy BE2 in supporting these uses.

Appendix A Brent Local Plan Proposed Modifications 28<sup>th</sup> September 2020 in response to GLA comments/agreed statement of common ground.

Proposed modifications at submission in **red**

Proposed modifications at MIQs in **green**

Proposed modifications agreed with GLA in relation to the Statement of Common Ground 28<sup>th</sup> September 2020 **light blue**

Proposed modifications taking into account all above changes **dark blue**

**POLICY BE2 STRATEGIC INDUSTRIAL LOCATIONS (SIL) AND LOCALLY SIGNIFICANT INDUSTRIAL SITES (LSIS)**

The Council is committed to exceeding the additional 0.6 hectares equivalent of industrial floorspace need within the plan period. Within SIL and LSIS as shown on the Borough Policies Map development will be supported where it intensifies **employment industrial** uses, including those for waste, utilities and transport infrastructure and accords with the following principles as follows:

<b>Employment Industrial Site</b>	<b>Designation</b>	<b>Policy approach</b>
East Lane	SIL	Intensification  These sites will be protected for solely <b>industrial uses as defined in London Plan policy E4 Land for industry, logistics and services to support London's economic function Criterion A employment uses within use class B1c, B2, B8 and closely related sui generis uses.</b> Development will be supported which increases the amount of <b>employment industrial</b> floorspace <b>in these use classes</b> , including <u>for start-up space, and</u> move on space. Any loss or reduction in floorspace will be resisted.
Northfields ( <b>east and west of Grand Union Canal</b> )	SIL	
Wembley	SIL	
Alperton (central)	LSIS	
Alperton (south)	LSIS	
Brentfield Road	LSIS	
Kingsbury	LSIS	
<b>Staples Corner</b>	<b>SIL</b>	<b>Intensification and some co-location subject to the comprehensive masterplan approach as set out for LSIS below, including requirements a to g.</b>
Alperton (north)	LSIS	On these sites intensification through co-location will be supported, subject to a comprehensive masterplan approach produced with or agreed by the council demonstrating the following will be achieved: a) Conformity with London Plan policy E7; b) a net increase in <b>employment industrial</b> floorspace <u>resulting in a minimum 0.65 plot ratio or the existing floorspace total whichever is the greater across the masterplan area;</u>
Church End	LSIS	
Colindale	LSIS	
Cricklewood	LSIS	
Honeypot Lane (Lowther Road)	LSIS	
Honeypot Lane (Westmoreland Road)	LSIS	
Neasden Lane	LSIS	



		<p>c) a mix of <u>research and development B1(b), light industrial B1(c), general industrial B2 and storage and distribution B8</u> <b>employment</b> floorspace will be delivered reflective of borough needs, including start-up space, move on space;</p> <p>d) proactive engagement with existing businesses to seek to retain them on site where possible, and support for any businesses that cannot be incorporated to relocate off site;</p> <p>e) 10% of employment floorspace to be affordable workspace;</p> <p>f) the development is of a high quality design and will result in sustainable development, well served by community facilities and open space; and</p> <p>g) any potential conflicts between uses can be mitigated and a high standard of amenity achieved.</p>
<b>Northfields (east of Grand Union Canal)</b>	<b>SIL</b>	<del>Co-location within site boundary of extant planning permission subject to as a minimum providing the amount, typology, and affordability of employment floorspace consistent with planning permission 18/0321. Intensification on the remainder of the SIL.</del>

## Justification

6.4.18 [The evidence base supporting the London Plan, the London Industrial Land Demand Study 2017 \(LILDS\)](#), identifies [a significant need for additional industrial premises across West London in the period to 2041](#). For Brent (including parts of the borough where OPDC is the planning authority) it identifies the need for an equivalent of 46.9 hectares of additional industrial land. The West London Employment Land Evidence 2018 (WLELE) commissioned by west London boroughs, including Brent reviewed the LILDS. The WLELE identifies that additional capacity is required, but for a much smaller amount of 0.6 hectares. Consistent with national policy and the London Plan, the Council has to plan to meet the need for additional capacity as a 'provide' industrial capacity borough. Demand is identified [for light industrial, general industry and storage and distribution uses floorspace, with increased need principally related to the logistics sector in the use classes B1c, B2 and B8](#). ~~The West London Employment Land Review (WLELR) identified demand for an additional 0.6ha of industrial floorspace, primarily to meet projected demand for logistics. In addition to this, a number of sites within designated industrial sites are protected for waste purposes as identified in the West London Waste Plan and the policies map. The London Plan sets a higher waste target for Brent than previously which may mean additional sites for waste purposes will be required.~~

6.4.18a There is a large divergence in the results of LILDS and WLELE. In relation to the LILDS, the London Plan provides no specific industrial land needs target for Brent or the OPDC. Park Royal as the preeminent industrial location in West London, with the associated higher rents and development values is the most viable area in the borough and West London to accommodate the London Plan's emphasis on intensification of SIL. It is anticipated it will play a significant role in meeting the additional needs. Elsewhere the viability of intensification purely for industrial purposes is less clear and will need further assessment, although for co-location with other development including residential, it is more encouraging. The Council will work closely with the OPDC who are producing their Local Plan and with the GLA to clarify the extent to which intensification in Park Royal will provide additional industrial capacity. This work will also need to involve LB Ealing as Park Royal is also within their borough and similar to Brent has OPDC as local planning authority and other boroughs/stakeholders across west London if necessary. Notwithstanding this, within the area covered by this Local Plan ~~Consistent with its 'provide capacity' status Brent~~ the Council is committed to delivering an exceeding this figure to increase in industrial floorspace to support growth in business and employment. Currently, many of the borough's industrial sites are underutilised and include non-industrial uses. ~~London Plan policy E7 requires d~~ Development in SIL and LSIS which are not identified as suitable for co-location in policy BE2 provides an opportunity for the market to intensify industrial floorspace to meet needs. In these locations, loss of industrial floorspace will be resisted. In designated industrial areas identified as appropriate for co-location an increase of industrial floorspace to achieve a plot ratio to 0.65 (0.65 sq.m. of floorspace for each 1 sq.m. of site area) or the re-provision of the existing amount of industrial floorspace, whichever is the highest, will be sought. Such intensification will be instrumental to increasing industrial floorspace in the borough. Additional capacity will also be secured by increasing floorspace on non-designated industrial sites (policy BE3), securing workspace in Growth Areas and secondary frontage of town centres (policy BE1 and BE4), and intensification of Park Royal which is being led by the OPDC. The extent to which intensification and co-location will lead to an increase in industrial floorspace at this time is not known. Initial preliminary masterplan options work on Staples Corner in association with the GLA has shown addressing landownership and viability issues to incentivise and deliver additional floorspace is a complicated process. Nevertheless, the Council will undertake best endeavours to provide additional capacity in excess of the WLELE need, with a backstop position of not dropping below the 0.65 plot ratio within each defined industrial location.

6.4.19 ~~The West London Employment Land Evidence (WLELER)~~ identifies that whilst demand and viability will support intensification of industrial uses in some areas of SIL and LSIS, in others co-location is needed to incentivise intensification. Policy BE2 sets out Brent's approach to co-location and intensification based on an analysis of SIL and LSIS in the ~~WLELER~~ and Brent Industrial Land Audit. Policy BE2 is a starting point which identifies where co-location could be appropriate, but this would be subject to demonstrating the criteria in London Plan policy E7 could be achieved through a masterplan-led approach. ~~Critically, it will need to be demonstrated that co-location would achieve a plot ratio of 0.65.~~ The council will work with its partners to develop masterplans for Church End, Neasden and Staples Corner. Where masterplans are developer-led, the developer will need to work closely with the council and GLA from the outset. Masterplans will need to be produced in accordance with the GLA Practice Note: "Industrial intensification and co-location through plan-led and masterplan approaches."

6.4.20 In calculating what constitutes the minimum floorspace requirement required in any site's redevelopment supported by a masterplan, the existing employment industrial or warehousing floorspace or a plot ratio of 0.65 will be applied, whichever is the higher. Brent's employment areas contain a number of sui generis uses, such as trade merchants. These in the future could reasonably convert to other industrial uses to help meet demand for industrial, storage and warehousing. Therefore, for the purposes of calculating existing floorspace the council will include all floorspace within the office, research and development, light industrial, general industrial and storage and distribution B use class and closely related sui generis uses. Where a site has been long-term vacant or converted to uses which are not compliant with SIL and LSIS the level of floorspace will be based on plot ratio.

## LONDON PLAN

Policy E4 Land for industry, logistics and services to support London's economic function  
Policy E5 Strategic Industrial Locations (SIL)  
Policy E6 Locally Significant Industrial Sites (LSIS)  
Policy E7 Industrial intensification, co-location and substitution