

Economic Needs

Proof of Evidence

Broadway Farm

Broad Oak, Botley, Southampton, SO30 2EU

Town and Country Planning Act 1990

Section 174 appeal against an enforcement notice

Prepared by: Adam Place BSc (Hons) MA MRTPI MIED FRSA AssocRICS

Proof of Evidence subject: Employment Needs and Economic Impact

Appeal Reference: APP/W1715/C/25/3361911

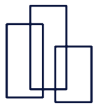
Local Planning Authority: Eastleigh Borough Council

Development: Without planning permission, the unauthorised material change of use of land at Broadway Farm, Broad Oak. Botley, SO30 2EU to parking and storage B8 with associated unauthorised tarmac hardstanding, unauthorised drainage and unauthorised lighting (extracted from Enforcement Notice reference CD/013872)

Date: May 2025

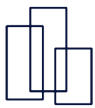
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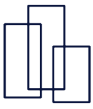
Executive Summary

- 0.1. This Proof of Evidence has been prepared by Adam Place, of Viable Placemaking, to address the economic needs relating to Enforcement Appeal APP/W1715/C/25/3361911 at Broadway Farm, Broad Oak, Botley, Southampton, SO30 2EU.
- 0.2. The accompanying Employment Land and Economic Impact Assessment evaluates the employment and economic implications as it relates to the existing use at the site, assessing three key points:
1. The demand for Use Class B8 land;
 2. The existence and opportunity for alternative similar land in the site vicinity and LPA area;
 3. The specialist nature of the business and economic implications of the existing use at the specific site.
- 0.3. This Proof and the accompanying Assessment conclude that there is demand for Use Class B8 land, including logistics and transport businesses, in Eastleigh and the wider site area, which has been exacerbated by recent losses and low delivery. Consequently, the local planning policies and targets no longer reflect the delivery required to meet local needs.
- 0.4. The site and existing business perform exceptionally well compared with what might normally be expected from a similar use at this site, which is of significant benefit to the local economy. Additionally, the appellant has asserted that if the enforcement notice is upheld, the business would not be able to continue to operate as it does at present, which would be of significant detriment to the local economy.
- 0.5. Therefore, it is considered that very significant weight should be given to the economic output, employment provision, and overall economic benefits of the existing use at this site. Not only should the existing business be supported and maintained, but, from an economic perspective, measures to grow and intensify this use at the site should be supported.



1. Introduction to Author

- 1.1. This Proof of Evidence has been prepared by Adam Place BSc (Hons) MA MRTPI MIED FRSA AssocRICS. I am a Chartered Town Planner and am currently the Director at Viable Placemaking.
- 1.2. I hold a Bachelors degree in Mathematics, through which I focussed on applied mathematics, including optimization. I have a masters degree in town planning and am a Chartered Town Planner with the Royal Town Planning Institute (RTPI).
- 1.3. I am also a Full Member of the Institute of Economic Development (IED) and hold Associate Membership with the Royal Institution of Chartered Surveyors (RICS). I have spent multiple years supporting and leading various economic and viability matters. Locally, this has included supporting in the preparation of the Test Valley Employment Needs Further Analysis Study for and on behalf of Test Valley Borough Council.
- 1.4. In 2023, I Founded Viable Placemaking, a planning consultancy with a specialism in development economics and viability. Viable Placemaking is a registered firm with the RTPI, IED, and RICS. In addition to typical town planning work, Viable Placemaking frequently work with developers, fellow planning consultancies, and local planning authorities (LPAs) on a variety of projects with development economic and viability issues. This has included Economic Impact Assessments for major mixed use and industrial developments, viability appraisals for strategic redevelopments, and delivering training to LPAs on viability, housing needs, and other development economic matters.
- 1.5. The evidence which I have prepared and provide for appeal reference APP/W1715/C/25/3361911 and the opinions expressed are my true and professional opinions.

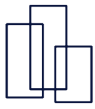


2. Site and Economic Proof of Evidence Context

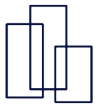
Site and Enforcement Notice

- 2.1. The site – Broadway Farm, Broad Oak, Botley, Southampton, SO30 2EU – is a storage and distribution centre (Use Class B8) occupied by CCW Services (“the business” and appellant) who offer a variety of transport and warehousing services.
- 2.2. On 2 February 2025, the LPA, Eastleigh Borough Council, served a formal Enforcement Notice (Enforcement Notice reference CD/013872) pertaining to a breach of planning control at the site. The matters which appear to constitute a breach of planning control were that *“without planning permission, the unauthorised material change of use of land at Broadway Farm, Broad Oak, Botley, SO30 2EU to parking and storage B8 with associated unauthorised tarmac hardstanding, unauthorised drainage and unauthorised lighting”*. An indicative extract of the red line boundary included within the Enforcement Notice is included below for completeness:



***Enforcement Appeal***

- 2.3. An appeal of the enforcement notice was submitted, now considered under appeal reference APP/W1715/C/25/3361911, which included a high-level Economic Viability Statement. Subsequently, the appellant's solicitor contacted Viable Placemaking to request further economic support with the appeal and potential planning applications at the site.
- 2.4. Viable Placemaking first visited the site on 3 April 2025, to attend a site meeting and gain a better understanding of the development and land to which the enforcement appeal relates, and its relationship to the wider site and business.
- 2.5. The appellants informed Viable Placemaking that the land subject to the enforcement notice was necessary to facilitate the wider business operations at the site. I am not an expert in the operations or management of CCW Services' business and, therefore, defer any matters pertaining to the *necessity* of this land for the ongoing operations to the appellant.
- 2.6. Notwithstanding, Viable Placemaking were instructed to prepare an Employment Land and Economic Impact Assessment ("the Assessment" or "the ELEIA"), which is included as Appendix 1.
- 2.7. The purpose of this Assessment was to evaluate the national, local, and site-specific employment and economic implications, with the intention of assessing three key points:
1. The demand for Use Class B8 land;
 2. The existence and opportunity for alternative similar land in the site vicinity and LPA area;
 3. The specialist nature of the business and economic implications of the existing use at the specific site.

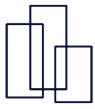
**Proof of Evidence**

- 2.8. The purpose of this Proof of Evidence is to provide a summary of the Assessment and specific comments on the economic implications as it relates to the subject appeal.
- 2.9. This Economic Proof of Evidence should facilitate the Planning Inspector in identifying whether the abovementioned three points and wider economic implications of the development ad site are a main issue to be considered at the Public Inquiry. If so, Viable Placemaking shall arrange appropriate instruction for Adam Place to attend the planning appeal public inquiry to make further comments on these matters.
- 2.10. If the LPA and or Planning Inspector consider that matters highlighted within this Proof of Evidence and the accompanying Assessment are agreed as matters of common ground, then the above may not be necessary.
- 2.11. I will attend the Case Management Conference (currently scheduled for 11:00 on 2 June 2025) to discuss matters relating to employment land needs and the economic impact of the development.

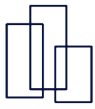
Legislation and Policy Context

- 2.12. This Proof of Evidence has been prepared in relation to an appeal submitted under Section 174 of the Town and Country Planning Act 1990.
- 2.13. At a high-level we would bring the Inspector's attention to the economic sustainability objective, which sits at the heart of the overall presumption of sustainable development within the National Planning Policy Framework (NPPF). This states as follows:

“an economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure”



2.14. The accompanying Assessment includes extensive commentary on the policy context and evidence base at Sections 3-4; therefore, we shall not repeat this at length here. This includes reference to the Eastleigh Local Plan's employment targets, and the need for up-to-date evidence base to forecast future needs and monitor delivery.



3. Employment Land and Economic Impact Assessment

- 3.1. The accompanying Assessment comprehensively reviews the existing demand and supply for Use Class B8 land in Eastleigh. The economic baseline finds that, although Eastleigh is appropriate for further employment land delivery, this has not been done in recent years.
- 3.2. Market data establishes that, although there is a healthy demand for storage and distribution facilities (indicated by the availability rate and vacancies, the latter of which is lower than the wider south coast market area¹), there has been low delivery in recent years². In the last 5 years, there has been an exceptionally low delivery which has had further implications around sales prices and asking rents in Eastleigh³ compared with the wider market area – making many available properties unviable.
- 3.3. Although the Local Plan was found to be sound at the time of its adoption, the vast majority of the evidence base which justified its policies is relatively dated and, recent low delivery of Use Class B8 floorspace indicates that these policies are, consequently, falling short and are, potentially, no longer effective.
- 3.4. Viable Placemaking conducted an economic impact assessment of what could typically be expected from a similar business at the site. This found that a similar development and use at this site could be expected to provide 50 operational jobs on site and generate a total GVA of circa (c.) £8.1m⁴. By comparison, in the last decade CCW has had a gross turnover⁵ of £48m, peaking at £7.7m in 2024, and currently employees c. 110 members of staff, including 75 full time⁶.

¹ ELEIA Figure 19 and paragraph 7.26 and Figure 18

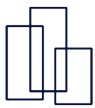
² LPA monitoring data (Table 13) broadly corroborates property market indications (Figure 17)

³ Figures 15a, 15b, and 16

⁴ Section 8 of the ELEIA, summarised at 8.28. GVA is a 10-year present value forecast

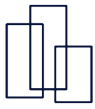
⁵ ELEIA paragraph 9.3 and Figure 22

⁶ ELEIA paragraph 9.6



- 3.5. Clearly, therefore, CCW is performing well in excess of what would typically be expected for a similar business at a similar site. This is considered to be a **very significant** benefit of the subject development, which should be balanced with the other material considerations considered in this appeal.
- 3.6. Viable Placemaking have been informed by the appellant that, if this enforcement appeal is dismissed and no suitable alternatives have been established, the business would cease to be operational. As noted at paragraph 2.5, we defer details of this to the appellant. Notwithstanding, this does provide important considerations within the context of the enforcement appeal to which this Proof of Evidence relates. Accordingly, the ELEIA has considered risks to the business and potential alternatives.
- 3.7. Although some non-fatal risks do exist⁷, including the ongoing implications of Brexit and the transition to a Low Carbon Economy, the business has grown in recent years at the existing site, and clearly continues to play a powerful role in ensuring a strong and competitive economy – both on the national and international stages. Therefore, these are not expected to impact the existing business' continued growth in the future.
- 3.8. In order to ensure all options were considered, Viable Placemaking conducted an assessment of alternative sites in the area, included at Table 14 of the Assessment. Having considered all alternative sites available at the time of preparing the ELEIA, no suitable alternative sites existed to take on the needs of the business. The main reasons for sites not being appropriate alternatives from a commercial perspective were the property size not being appropriate, inadequate security facilities, or being unviable.
- 3.9. Furthermore, we would highlight that no appropriate sites were in Eastleigh. Therefore, if the future use of this site is not secured (through this enforcement appeal or a separate planning application) and the business closes, this will be of significant detriment to the local economy.

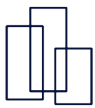
⁷ ELEIA paragraphs 9.23 – 9.36



3.10. Overall, returning to the three points identified at paragraph 2.6, the ELEIA has established the following conclusions:

1. *The demand for Use Class B8 land* – there is a high demand for Use Class B8 land in Eastleigh and the wider area.
2. *The existence and opportunity for alternative similar land in the site vicinity and LPA area* – low delivery in recent years has resulted in low vacancies, higher costs for facilities which are consequently unviable, and no suitable alternative sites in the wider area.
3. *The specialist nature of the business and economic implications of the existing use at the specific site* – the business performs significantly better than what could typically be expected of a similar business at this site. Accordingly, the existing business is of very significant benefit to the local economy, providing a highly effective use of land which employs many people from the local area.

3.11. The Assessment concludes, at Section 10, the continued use of Broadway Farm, and future use of the land at the site, would make an effective use of land, in line with paragraph 124 of the NPPF, support in building a strong and competitive economy, in line with paragraph 85 of the NPPF, and directly align with the economic sustainability objective while meeting the employment and economic needs of the local area, Eastleigh, and the region.

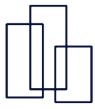


4. Enforcement Appeal Commentary

- 4.1. I will now make comments as it relates directly to this enforcement appeal. As the Planning Inspector will no doubt be aware, if the enforcement notice is upheld, the use at this land will need to cease. The appellant asserts that, in these circumstances if no alternative has been established, this will result in the business being unable to continue to operate. Therefore, if the enforcement notice is upheld, this will have significant impacts on the economic output and employment performance of the site.
- 4.2. If the enforcement notice is upheld and the business is unable to continue to operate, it would result in the loss of 110 jobs, including 75 full time jobs. Based on the findings of the ELEIA⁸, if the business is replaced by another similar business, this would result in a net loss of c. 60 jobs, including 25 full time jobs. This would have significant negative impacts on the local economy.
- 4.3. As noted above, the ELEIA concludes that the existing business should be supported to grow and intensify on all available land at the site. The loss of the existing business would be of significant detriment to the local economy. This must be balanced with all other material considerations.
- 4.4. The NPPF requires plans to be ‘sound’, per paragraph 36, and this includes being “positively prepared”, which is defined as “*providing a strategy which, **as a minimum**, seeks to meet the **area’s objectively assessed needs**; and is informed by agreements with other authorities, so that unmet need from neighbouring areas is accommodated where it is practical to do so and is consistent with **achieving sustainable development**”⁹. Although it is not contested that the Eastleigh Local Plan’s economic and employment planning policies (including S2, S4, and DM15) were sound at the time of their adoption, given the losses of employment floorspace which has occurred in recent years, it is possible that these policies are no longer effective in delivering the minimum assessed needs.*

⁸ Comparing the typical business EIA (Section 8) to CCW’s economic impact (Section 9)

⁹ Text in bold added here for emphasis



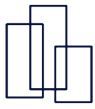
- 4.5. The Local Plan indicates that an average delivery of c. 5,175.55m² of B-use employment floorspace should be delivered per year¹⁰. However, recent delivery has been significantly lower, at c. 2,358m²¹¹ and there has also been a recent net loss of c. 5,251m² of industrial floorspace¹².
- 4.6. If the Local Plan's policies are no longer effective in delivering Eastleigh's objectively assessed needs – i.e., delivery has been poor since their adoption and they have not supported in achieving sustainable development (which includes supporting economic growth and meeting employment needs through the economic sustainability objective) – then these policies may no longer be fully 'sound'.
- 4.7. Accordingly, while these policies have been drafted at a relatively high-level and we support the larger allocations the LPA expect to deliver across the plan period, these policies may be out-of-date.
- 4.8. For context, the High Court¹³ confirmed that a policy is "out of date" where they *"have been overtaken by things that have happened since it was adopted, either on the ground or in some change in national policy, or for some other reason."*
- 4.9. Notwithstanding the above, it is important to consider that industrial development is typically delivered in "piecemeal" stages, i.e.- large strategic developments are delivered across an area over several years. This is reflected in Eastleigh's deliveries and demolitions (Figure 17 of the ELEIA).
- 4.10. I have considered all of the above information and concluded that, although the delivery in the period since 2016 has been extremely poor, there has only

¹⁰ Taking the 103,511m² target denoted at Table 3 of the Local Plan, and averaged over the 20-year plan period.

¹¹ ELEIA Table 13 and paragraph 7.24

¹² ELEIA Paragraph 7.13 and Figure 17, converted to sqm

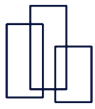
¹³ Peel Investments (North) Ltd v Secretary of State for Housing, Communities & Local Government [2020] EWCA Civ 117, reaffirming paragraph 45 the judgement of Bloor Homes East Midlands Ltd v Secretary of State for Communities and Local Government and another [2014] EWHC 754 (Admin)



been 3 years since the Local Plan was adopted and, therefore, it is too soon to assert that these policies are out-of-date solely by the way they have been drafted or by change in national policy.

4.11. Ultimately, the weight to be given to the recent loss of employment floorspace rests with the decision maker. If the Inspector considers, by virtue of recent delivery and the net loss of employment floorspace, that these policies are out-of-date, then the tilted balance of paragraph 11(d) of the NPPF will apply and planning permission should be granted unless the adverse impacts of doing so would significantly and demonstrably outweigh the benefits. As noted in the previous section, we consider the site and use has very significant economic benefits, which must be considered in decision making.

4.12. In any case, very significant weight should be given to the economic output, employment provision, and overall economic benefits of the existing use at this site. Not only should the existing business be supported and maintained, but, from a purely economic perspective, measures to grow and intensify this use at the site should be supported.



5. Conclusion

- 5.1. The existing business at this site provide positive economic output to Eastleigh and the wider economic market area, employment provision beyond that which could typically be expected for a similar site, and therefore make an extremely effective use of land.
- 5.2. Low delivery, net losses, and the viability of other sites result in no appropriate alternative sites being available. The appellant has asserted that if the enforcement notice is upheld, the business would not be able to continue to operate as it does at present, which would be of significant detriment to the local economy.
- 5.3. Although the Local Plan is well-prepared, the evidence which justified it did not account for recent losses and low delivery. Therefore, it is questioned whether these policies are effective or, potentially, out-of-date. If the former, then substantial weight out to be provided to the support for and intensification of the existing business. If the latter, then the tilted balance at 11(d) of the NPPF will apply.
- 5.4. In any case, very significant weight ought to be given to the economic benefits of the existing use at this site, in line with the economic sustainability objective.