Shaping Elmbridge A New Local Plan



Strategic Employment Land Review Addendum

November 2021



Contents

1.	Introduction	3
2.	Policy and legislative context	4
	National Planning Policy Framework	
	Planning Practice Guidance	4
	Legislative context	4
	Permitted development rights	4
	Existing local policy and evidence	5
3.	Approach	9
	Assessment of the SELs	9
4.	SEL Assessment	11
	Planning activity on adopted SELs	11
	Occupancy and vacancy rates of the proposed five SELs	15
5.	Conclusion	18
6.	Appendix 1 – Use Classes 2020	20
7.	Appendix 2 – Summary site visit notes 2021	22
8.	Appendix 3 – Commercial data - Completions	23
9.	Appendix 4 – Commercial data – Under constructions	29
10.	Appendix 5 – Commercial data – Planning permissions	33
11	Appendix 6 – Draft SEL proformas	39

1. Introduction

- 1.1 This Strategic Employment Land (SEL) Addendum provides an update to the previous SEL Review paper produced in 2019. The review paper in 2019 undertook an assessment of the borough's employment sites and considered the employment sites to meet needs of the market and deliver new growth to meet demand. This paper analyses the existing SELs adopted in the Core Strategy (2011) and recommends which are suitable and not suitable for designation in the new Local Plan.
- 1.2 This paper reports on the available floorspace and what floorspace that has been lost through different methods of data collection. These methods of data collection include floorspace gained or lost through planning permissions, and what is occupied and vacant through site visits and data obtained from Valuation Office Agency (VOA).
- 1.3 Reference is also made to the recently produced Local Market Appraisal (LMA) 2020, which provides an updated economic position of the council economic market evidence. It also highlights the significance of the legislative changes from the Use Classes and the General Permitted Development Order (GPDO). Moreover, the LMA highlights that the borough's employment needs maybe overestimated given recent market trends and the impacts resulted from the Covid-19 pandemic.
- 1.4 The purpose of this 'Addendum 2021' will further support the delivery of the economic growth and employment needed in the borough up until 2036 whilst also supporting the ambitions of the Elmbridge Economic Strategy. The outputs from this report together with other evidence base documents, the consultation response to the three Regulation 18 consultations, and the Sustainability Appraisal will inform the identification of the Council's preferred approach for the Local Plan.

The impact of Covid-19 on the preparation of this document

1.5 As this document has been prepared in 2021, it is acknowledged that this was during the Covid-19 pandemic. The impact of the pandemic is not and will not for some time become fully clear. As this document uses data that was collected after the easing of most Covid-19 restrictions on 19th July 2021, it is likely that there will be discrepancies. This should, however, not fully divert from the results of this internal assessment.

2. Policy and legislative context

National Planning Policy Framework

2.1 The National Planning Policy Framework (NPPF) 2021 places significant weight on the need to support economic growth and expects planning policies and decisions to help create conditions in which businesses can invest, expand and adapt.

Planning Practice Guidance

- 2.2 The Planning Practice Guidance (PPG) adds further context to the NPPF, and it is intended that the two documents should be read together. Plan makers must have regard to national policies and advice contained in the guidance when developing Local Plans.
- 2.3 It should be noted that in Paragraph: 028 Reference ID: 2a-028-20190220 Local Authorities can identify the existing stock of employment land that has experienced a recent pattern of supply and loss through:
 - 'A simple typology of employment by market segment and by sub-areas, where there are distinct property markets areas within authorities, can be developed and analysed. This can be supplemented by information on permission for other uses that have been granted, if available, on sites formerly in employment use'.
- 2.4 There is no indication as to what defines a 'distinct property market area'. It is however considered that it is an area to be of strategic importance to a local authority and which provides the employment land required to meet need.

Legislative context

2.5 Since the last version of the SEL Review in 2019 the Town and Country Planning (Use Classes) (Amendment) (England) Order 2015 has been amended and came into effect from on the 1 September 2020. Changes to the Use Classes on 1 September 2020 now combine land / buildings used for health, education, retail or leisure purposes with B1 office as Class E (Commercial, Business and Services). Class B2 (General Industry) and Class B8 (Storage and Distribution) experienced no change. Full changes can be found in Appendix 1.

Permitted development rights

2.6 In May 2013 the Government introduced temporary permitted development

rights for office to residential conversions. From this date, applicants were permitted to convert existing office accommodation to residential dwellings without seeking planning permission. Instead, applicants were required only to make a 'prior approval' application. Under the prior approval process, the Local Authority has no discretion to consider or apply other planning policies (providing as they are relevant) to any matters outside those listed within the specific Classes of the GPDO.

- 2.7 On 13th October 2015, the Government announced that offices to residential under permitted development rights will be made permanent. Areas that would be exempt from the rights had until May 2019 to make an Article 4 Direction. An Article 4 Direction withdraws the specified development rights and planning permission for development is then required. As a result of the temporary change of permitted development rights in May 2013, the council on the 21st November 2014 made Article 4 Directions on four SELs in the borough. This removed the permitted development right for the conversion of offices to residential use. These areas are¹:
 - Brooklands Industrial Estate:
 - Hersham Trading Estate (including North Weylands Trading Estate);
 - Molesey Industrial Estate; and
 - Riverdene Trading Estate.
- 2.8 Despite the designation of SELs and protection from the Article 4 Directions, there has still been a loss of SEL. Article 4 Directions are designed to remove permitted development rights requiring planning permission for development. However, there have been planning applications on existing SELs with an Article 4 Direction which have been granted to change employment uses to residential. The extent of change of the existing SELs adopted in the Core Strategy 2011 is outlined in Table 2 in Section 4.
- 2.9 Not affected by permitted development rights is Class B2 (General Industry) for the use for industrial processes other than one falling within former Class B1(c) (excluding incineration purposes, chemical treatment or landfill or hazardous waste). Also not affected is Class B8 (Storage and Distribution) which includes open air storage. Former Class P of the GPDO (Schedule 2 Part 3) allowed the change of use of B8 to residential but this has since ended on the 10th June 2019.

Existing local policy and evidence

2.10 There were 13 designated SELs under Policy CS23 (Employment Land provision) which were adopted in the Core Strategy 2011. Policy CS23 defines the need to accommodate predicted and future economic growth whilst ensuring employment patterns and working practices promoted in Elmbridge. Proposals for alternative use will only be allowed where development does not result in the overall loss of employment provisions

¹ Article 4 directions for Elmbridge Borough Council - https://www.elmbridge.gov.uk/planning/planning-policy/monitoring-reports-action-plans-and-article-4-directions/

- and where a surplus of SEL is identified. Alternatives uses should not detract from the integrity and function of the site for employment purposes.
- 2.11 The below evidence base suggests recent market trends have changed the perspective of employment needs and supply in Elmbridge. This has suggested the need for more robust protection of the existing SELs. Findings from the previous SEL Review 2019 is also included below.

Elmbridge Commercial Property Report August 2014 and July 2017

- 2.12 The Elmbridge Commercial Property Report was prepared by GL Hearn and is an important part of the council's employment evidence base. In 2014 the report outlined the 'supply of sites' (section 6 of the report) and the adopted supply of available floorspace in the borough's SELs which is approximately 406,915 sqm.
- 2.13 In 2017, there was a review of this 2014 paper and the key findings of this document are discussed below:
 - Weybridge continues to provide the principal office location with several blue-chip companies. The settlement provides a good supply of both new buildings coming to the market and good quality secondary space.
 - The office space beyond Weybridge is fairly limited, especially as relatively new schemes such as the Aissela Building in Esher are fully let.
 - Competition is increasing with neighbouring boroughs especially with Runnymede.
 - Permitted development are adversely affecting the borough and leading to a potential undersupply of second-hand space that is particularly useful for smaller businesses
 - Industrial property supply is focused at the Brooklands and Molesey Industrial Estates.
 - Brooklands Industrial Estate provides modern, large warehouse accommodation benefiting from good accessibility for HGVs to the strategic road network.
 - Other industrial areas in the borough (Molesey and Hersham) serve local markets and are constrained by their accessibility and quality of stock.
 - Overall, the borough is not a prime market for industrial property however latent demand is considered to exist.
 - An additional 6,600 jobs based on 2016 forecast data which is lower than 2014 forecasts of 9,700 jobs required by 2030. The key broad sectors are wholesale and retail, and professional and other private services.
 - The quantum of employment floorspace that will be required in Elmbridge over the period of 2015-35 is considered to range from 41,500 sqm to 79,000 sqm.

Strategic Employment Land Review 2019

- 2.14 The SEL Review 2019 was undertaken internally by the council. The purpose of this document was to undertake an assessment of the borough's employment sites and consider the potential of these employment sites to meet the needs of the market and deliver new growth to meet demand. The assessment considers the potential of each currently designated SEL site to deliver future growth, and which of these sites are strategically important to maintain economic growth in the borough and across the functional economic area.
- 2.15 The assessment scored 31 sites against a series of criteria including site size, its clustering effect, opportunities for redevelopment, sustainability and physical quality.
- 2.16 The assessment of the 31 sites which included the original 13 adopted SELs is expected to provide the land needed to deliver and support the borough's economic vision and strategic economic priorities. Their intensification and redevelopment will provide the employment floorspace required to meet future demand and facilitate jobs growth. As result of the review, it recommended that the council considers retaining the following five SEL sites in the emerging Local Plan:
 - The Heights, Weybridge
 - Hersham Place Technology Park, Hersham
 - Brooklands Industrial Estate, Weybridge
 - Hersham Trading Estate, Walton-on-Thames
 - Molesey Industrial Estate, West Molesey

Local Market Appraisal 2020

- 2.17 The Local Market Appraisal 2020 was undertaken by Boyer Planning and they were tasked with providing a review of the council's evidence base. In addition, they were to provide recommendations in the relation to the existing SEL sites and other employment uses to aid the development of policy in the emerging Local Plan. The key findings were as follows:
 - Projections, previous completions and trend information points towards a reduced need for industrial floorspace.
 - Information showing that the price/sqft as well as on-site observations
 of Molesey Industrial Estate and Hersham Industrial Estate show that
 there are very low vacancy rates.
 - The GL Hearn report and other trend data may point towards a continuing need for additional B1 (office) floorspace across the borough but it was suggested that caution should be given as to how future need is provided.
 - Notable level of vacancies in a number of larger office units at the northern section of The Heights SEL.
 - A greater need for smaller start-up offices to replace office space lost

- to permitted development rights changes of use to residential, which has taken place since 2013.
- The ongoing and increasing demand for online shopping (as indicated by the trend data) shows that there is likely to be a continued requirement for B8 warehousing and distribution units. This is mostly likely to be needed in the Brooklands Industrial Estate and those located with good access to the strategic road network.
- Due to the limited land in the borough and the very high residential property market and housing need this leads to challenges as to where future employment floorspace can come forward. On that basis, the most likely viable approach would be to protect and intensify existing employment locations.
- Large areas of surface car parking at The Heights, presents opportunities for redevelopment through decked car parking and use of 'spare' land yield.
- Focus should be given to intensify existing industrial sites to provide modern accommodation for B8 uses.
- Additional growth could be provided from Heathrow expansion but would depend on the location to the strategic transport network.
- Recommend updating the SEL Review 2019 paper to update the list of sites that have had planning permissions and to undertake an assessment of the exact boundaries of each SEL.
- Boyer Planning's review of the SEL Review 2019 undertaken by EBC agreed with the recommendation that 5 SELs be carried forward in the new Local Plan these are:
 - The Heights
 - Hersham Place Technology Park, Hersham
 - Brooklands Industrial Estate, Weybridge
 - Hersham Trading Estate, Walton-on-Thames
 - Molesey Industrial Estate, West Molesey

3. Approach

3.1 This section outlines the approach used to understand the current health of the adopted SELs in the Core Strategy 2011. The loss of floorspace from the grant of planning permission and the occupancy and vacancy rates will determine the status of the existing SELs and which can continue their designation in the emerging Local Plan.

Assessment of the SELs

3.2 The collection of data for this assessment began week commencing 20 September 2021 because it was considered a suitable time for businesses returning to trading after the easing of Covid-19 restrictions. The following stages demonstrate how data was obtained and assessed to provide recommendations for future designation. It is important to note that whilst businesses may be returning to trading, there are changes to working arrangements and it is therefore difficult to accurately identify those premises that are vacant at present.

Stage 1 - Capturing of planning activity

- 3.3 As part of a desktop exercise the planning history of each SEL was analysed. This included prior approvals, the grant of planning permission and all units completed and under construction for the net increase/ loss of employment floorspace. The cutoff date for identifying planning permissions was 31 December 2021.
- The data captured would be analysed and calculated against the adopted floorspace presented in the GL Hearn Commercial Property Market Study 2014. The total of floorspace that had been gained or lost was presented and would later be broadly compared with the occupancy and vacancy rates identified in stage 2.

Stage 2 – SEL occupancy and vacancy data collection

- In stage 2, it was important to understand the occupancy and vacancy rates of the recommended five SELs to continue to be adopted in the emerging Local Plan. This was achieved through physical site visits and the extraction of data from the Government's Valuation Office Agency (VOA)². The site visits identified any change in use or ownership and checked if units were occupied or vacant (by units). Extracted data from the VOA provided relevant occupancy and vacancy rates of units (by sqm) within the existing SELs.
- 3.6 Both the site visits and data from VOA were used to broadly compare

² Valuation Office Agency - https://www.gov.uk/correct-your-business-rates

changes as result of planning activity identified in stage 1.

Stage 3 - Plotting and mapping of results

3.7 Data obtained in stage 1 and 2 are included into spreadsheets and subsequent tables summarised in Section 4. This data is then plotted and presented on GIS mapping to demonstrate the spatial change of employment floorspace. Mapping is presented for the five recommended SELs to emerge for future designation in the Local Plan in Appendix 6. These proformas outline the SEL's location, their policy designations, current Use Classes, planning history, summary of occupancy and vacancy, and finally their recommendation in the emerging Draft Local Plan.

Stage 4 – Assessment of results

3.8 In stage 4, all data is summarised to demonstrate the changes in each SEL adopted in 2011. Section 4 of this document presents the summarised data and broadly compares the status of each SEL from data collected in stage 1 and the recommended five SELs analysed in more detail in stage 2. Data was also obtained on neighbouring boroughs to compare occupancy and vacancy rates whilst understanding their employment need for the future.

Stage 5 – Recommendations made

- 3.9 From the original 13 SELs adopted in the Core Strategy, appropriate adjustments or the removal of their designation in its entirety were made where there was a loss of employment use to residential. It was recommended by previous employment studies that five SELs should remain adopted, therefore a more focused analysis was undertaken in provided proformas (see Appendix 6).
- 3.10 Although this assessment proposes five SELs for future designation, any proposed boundary changes will need to be taken forward through the formal plan process and be subject to public representation and examination by an Independent Planning Inspector.

4. SEL Assessment

4.1 The results of the SEL assessment has been split into two parts; firstly, the planning activity experienced across the adopted SELs and secondly the current occupancy levels and vacancy rates of the recommended five SELs for future adoption.

Planning activity on adopted SELs

4.2 The Elmbridge Commercial Property Market Study 2014 identified the council had approximately 406,915 sqm of SEL floorspace in 2011 when the Core Strategy was adopted. Since 2011 there has been notable change in floorspace as a result of planning applications and prior notifications in the SELs in the borough. The broad changes to each SEL as a result of planning applications and prior notifications were analysed and the floorspace that is remaining is provided in more detail in the table below (a summary table in presented in table 2).

Table 1 – Status of adopted SELs

SEL location	SEL size at CS Adoption 2011	Total available GIA floorspace	Net GIA floorspace change and reason	Total remaining
Riverdene Industrial Estate, Hersham	1.17 ha	5,527 sqm	-3,344 sqm (B2): Planning Application (2014/5061)	0 sqm (not proposed for future SEL)
Imber Court, Trading Estate, East Molesey	3 ha	16,600 sqm	-16,618 sqm (B2/B8): Outline Application (2015/3400)	0 sqm (not proposed for future SEL)
Claygate House, Claygate	1.5 ha	1,548 sqm	-4,052 sqm (B1a): Planning Application (2018/1233 and 2020/2095)	0 sqm (not proposed for future SEL)
74-78 Portsmouth Road, Cobham	1.2 ha	3,921 sqm	-2,028 sqm (B1a): Planning Application (2017/1494)	1,893 sqm (not proposed for future SEL)

14/1/	0.001	0.450	44.000	D000
Walton Court,	3.33 ha	8,456 sqm	-14,629 sqm	PGS Court
Station			(B1a): Planning	remains (not
Avenue,		Plus c. 2000	Application	proposed for
Walton		sqm from PGS	(2017/0928)	future SEL)
		Court		
Glaxo Smith	2.58 ha	7352 sqm	Unchanged	Unchanged
Kline, St				(not proposed
George's				to be as future
Avenue,				SEL)
Weybridge				
Kingston	3.61 ha	10,226 sqm	+497.7 (see	10,763.7 sqm
House Estate,			appendices 3, 4	(not proposed
Thames Ditton			and 5)	to be as future
				SEL)
The Pavilion,	1 ha	1,665 sqm	Unchanged	Unchanged
Atwell Place,				(not proposed
Thames Ditton				to be as future
				SEL)
Hersham Place	4.21 ha	17,000 sqm	Unchanged	Unchanged
Technology				(proposed for
Park, Hersham				future SEL)
Hersham	7.16 ha	36,357 sqm	-770 sqm (see	35,587 sqm
Trading Estate,			appendices 3, 4	(proposed for
Walton			and 5)	future SEL)
Brooklands	36.27 ha	160,000 sqm	+6,073 sqm (see	166,073 sqm
Industrial			appendices 3, 4	(proposed for
Estate,			and 5)	future SEL)
Weybridge			,	,
The Heights	30 ha	55,000 sqm	-21,504.5 sqm ³	33,495.5 sqm
				(proposed for
				future SEL)
Molesey	15 ha	81,263 sqm	-2886.8 sqm (see	77,744.65
Industrial			appendices 3, 4	sqm
Estate, West			and 5)	(proposed for
Molesey				future SEL)
Total	c. 110.03	c. 406,915 sqm	c59,261.6 sqm	c. 347,653.4
	ha			sqm

4.3 Table 1 outlines how the current 13 designated SELs from the Core Strategy 2011, have been lost and/ or identified for future housing. The loss of employment has created some significant changes within the borough's SELs. Some have been completely lost, whilst others are being continuously eroded by non-employment uses by prior approval (although these are not yet implemented schemes). Three SELs Imber Court, Claygate House and Riverdene have been completely lost to non-employment uses since 2011⁴.

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³ To note the loss of floorspace is from prior approval applications and permitted development. A recently registered planning application (2021/4257) on Land north of Sony Building is likely to bring +22,488 sqm additional floorspace which would compensate for the loss of floorspace by PD.

⁴ Where it is recognised in table 2 that the Riverdene SEL there is approximately 2183 of floorspace remaining and that there is also a loss of floorspace at Imber Court and Claygate House SELs; it is

Two other SELs at Station Road Walton and Portsmouth Road, Cobham have lost the majority of their employment floorspace with two standalone offices remaining in the SELs at Walton Avenue and Portsmouth Road, Cobham.

- 4.4 The majority of the lost floorspace has been recently identified at the Heights SEL in Weybridge. This is because of recent changes in permitted development rights and with no Article 4 direction resulting in a loss of employment floorspace through prior notifications. Although the permissions have not yet been implemented, 39% of the existing office floorspace has consent for a change of use to residential.
- 4.5 Since the adoption of the 13 SELs in the Core Strategy 2011, the borough has approximately lost 59,261.6 sqm of floorspace (see table 3). If this trend continues the council would lose approximately 5,926sqm of floorspace each year.

likely that the GL Hearn report has incorrectly recorded the amount of floorspace as to what the planning application suggests was available. The SELs no longer provide employment floorspace and therefore have been considered that 0 sqm remains.

Table 2 – Summary loss of floorspace from planning applications and permitted development between 2011-2021

SEL	SEL Permissions / prior U		Completions	TOTAL
	approvals	Construction		
Riverdene	0	0	-16618	-16618
Imber Court	0	0	-3344	-3344
Claygate House	0	-4052	0	-4052
Portsmouth Road	0	-2028	0	-2028
Walton Avenue	0	-14629	0	-14629
Kingston House Estate	497.7	0	0	497.7
Hersham Trading Estate	0	0	-770	-770
Molesey Industrial Estate	-9865	57.6	6920.6	-2886.8
The Heights	-21504.5	0	0	-21504.5
Brooklands	4565	0	1508	6073
TOTAL	-26306.8	-20651.4	-12303.4	-59261.6

Table 3 – Employment floorspace trajectory (full breakdown provided in table 2)

GL Hearn 2014 floorspace	Completions at 31 October 2021	Net SEL floorspace under construction at 31 October 2021	Planning Permissions/ prior approvals not yet implemented at 31 October 2018	Total estimated loss	Total estimated capacity
406,915 sqm	-12,303.4	-20,651.4 sqm	-26,306.8 sqm	-59,261.6 sqm -14.56%	347,653.4 sqm

Occupancy and vacancy rates of the proposed five SELs

- 4.6 The occupancy and vacancy rates in the five recommended SELs have been detailed in proformas set out in Appendix 6. This data is collected through the use of VOA providing occupancy, vacancy, business rates and floorspace. However, it is only accessible where available as it is only occasionally assessed and updated. To support the VOA data collection, site visits were undertaken in September 2021 providing useful analysis as to what is presently occupied and vacant per unit (see table 4). Together the VOA data and site visits would give a broad indication as to the status of occupancy and vacancy in the SELs. Through VOA data collection the total floorspace identified suggests that the five SELs have approximately 357,980.71 sqm remaining employment floorspace (see table 5). This is broken down as approximately 285,365.57 sqm (79.72%) that is occupied and 72,615.14 sqm that is vacant (20.28%). The summary of occupied and vacant SEL floorspace collected from the site visits and VOA across the five SELs is concluded in Appendix 2.
- 4.7 There is one contrasting result at Molesey Industrial Estate where the difference in occupancy per unit % (table 4) is greater than the floorspace % (table 5). This is because the floorspace was double counted where there was more than one use and / or flexible uses at an address. In this instance, Columbia House (Class E/ B2) and Britannia House (Class E/ B8) provides a combined 12,196 sqm of vacant floorspace granted planning permission for housing. Because there are two uses (i.e. Class E and B8) per address, the floorspace has been counted twice demonstrating 24,392 sqm of the total 29,576 sqm vacant floorspace (see Molesey Industrial Estate proforma). For this particular SEL, the floorspace as a percentage is skewed and the health status of the SEL should be viewed by the number of units that are occupied and vacant.
- 4.8 Tables 4 and 5 indicates that the remaining five SELs recommended in this internal assessment are well occupied (79.72%). It should be noted that three out of the five recommended SELs are protected by Article 4 Directions reducing the potential for further loss of employment floorspace to non-employment uses.
- 4.9 In table 6, Elmbridge demonstrates the lowest occupancy rates and highest vacancy rates when compared against neighbouring boroughs in Surrey. However, it should be noted that the display of data does not take account of the significant legislative changes to permitted development and the GPDO and is likely an underestimate of employment floorspace. Although the exact amount of floorspace lost per borough cannot be calculated, when taking account table 4 with table 6, there has not been a significant loss of employment floorspace originally adopted in the Core Strategy in 2011. Elmbridge maintains similar levels of floorspace (whether that be occupied or vacant) to other boroughs in Surrey. Furthermore, the changing market trends make it difficult to establish employment need for the borough.

Table 4 - Occupied and Vacant units of recommended SELs

SEL	Occupied units	Vacant units	Total units
Hersham Place Technology Park	42 (85.71%)	7 (14.29%)	49
Molesey Industrial Estate	77 (85.55%)	13 (14.45%)	90
The Heights	28 (75.67%)	9 (24.32%)	37
Hersham Trading Estate	55 (88.7%)	7 (11.3%)	62
Brooklands Industrial Estate	96 (93.2%)	7 (6.8%)	103
Total	302	39	341
Total (%)	88.56	11.44	100.00

Table 5 - Occupied and vacant floorspace of recommended SELs

SEL	Occupied floorspace	Vacant floorspace	Total floorspace
Hersham Place Technology Park	14,258 (98.78%)	176 (1.22%)	14,434.5
Molesey Industrial Estate	63,098.03 (64.21%)	35,164.26 (35.79%)	98,262.29
The Heights	79,228.2 (78.74%)	21,389 (21.26%)	100,617.31
Hersham Trading Estate	25,303.24 (87.07%)	3756.06 (12.93%)	29,059.3
Brooklands	103,478.1 (88.74%)	12,129.82 (10.4%)	116,607.92
Total	285,365.57	72,615.14	357,980.71
Total (%)	79.72%	20.28%	100.00

Table 6 – Average occupancy rates in SELs in Surrey

Authority	Protected	Existing	Floorspace	Vacant	Occupied	Need	Evidence date
	Areas	(sqm)	lost	(%)	(%)		
Epsom & Epsom	4	216,000	Unknown	10.7	89.3	Oversupply of 5933 to a need of 48,044	April 2006
Guildford	20	325,200	Unknown	6.5	93.5	36,100 to 43,700	March 2017
Mole Valley	0	259,900	Unknown	9.2	93.8	0	March 2017
Reigate & Banstead	0	595,028	Unknown	7	93	42,500	June 2016
Runnymede	0	631,121.4	Unknown	6.6	93.4	237,180	September 2016
Spelthorne	11	600,610	Unknown	8.22	91.78	8164	2018
Surrey Heath	4	Unknown	Unknown	Unknown	Unknown	Unknown	September 2020
Tandridge	2	198,000	Unknown	Unknown	Unknown	85,600	Local Plan Adoption Need - October 2018
Waverley	2	614,500	Unknown	5	95	0	February 2018
Woking	2	526,209	Unknown	19.46	80.54	26,626.72	October 2012

5. Conclusion

- 5.1 This SEL assessment brings together an analysis of floorspace across all SELs and what floorspace has been lost as a result of permissions. A more focused analysis was undertaken which included two forms of data collection that includes site visits and VOA data of the five recommended SELs that the council intend to take forward in the emerging Local Plan. These five recommended SELs are considered the most suitable to provide the land needed to deliver the council's economic vision and priorities.
- 5.2 It was identified that of the current 13 designated SELs from the Core Strategy 2011, SELs have been eroded or totally lost to non-residential uses as a result of planning permissions or permitted development. Three SELs which include Imber Court, Claygate House and Riverdene have been completely lost to non-employment uses since 2011. Two other SELs at Station Road Walton and Portsmouth Road, Cobham have lost most of their employment floorspace with two standalone offices remaining in each SEL. Across all SELs there has been an average loss of approximately 5,926.16 sqm per year since 2011. Based on the current loss of employment floorspace, the borough will continue to lose approximately 88,892.4 sqm employment floorspace by the end of the plan period (expected 2036). The borough will result in approximately 258,761 sqm SEL land remaining at the end of the plan period in 2036, should the rate of employment floorspace be lost to non-employment uses continue (see Appendix 2).
- 5.3 The focused analysis of the recommended five SELs (through site visits and the use of VOA data), identified that the Heights had four of six buildings identified with prior approval (change of use from office to residential) and were vacant. The Heights has been recognised as the SEL experiencing the greatest loss of employment as a result of legislative changes to the Use Classes Order and GPDO. None of these permissions have yet been implemented but once implemented there will be a further loss of employment floorspace.
- When comparing the total floorspace from table 2 (floorspace lost to planning activity) and tables 4 and 5 (floorspace analysed through site visits and VOA) there is a difference of 10,327.31 sqm. The two types of data collection are calculated differently, and it should be noted that table 4 and 5 only concentrates on the five proposed SELs to emerge in the Local Plan. Moreover, the VOA data is only accessible where available and it should be read alongside the data obtained from the site visits. This is because there has been a varying loss and intensification of floorspace across some SELs and this is only identified when each unit is assessed. For example, Molesey Industrial Estate SEL experienced a large loss of employment floorspace at Britannia House but this lost floorspace has been regained in other units at the SEL.

- 5.5 Despite the loss of employment floorspace the council seeks to propose and retain five SELs which are considered strategic and currently providing the necessary employment floorspace required for the plan period. These SELs include:
 - Hersham Place Technology Park
 - Hersham Trading Estate, Walton
 - Brooklands Industrial Estate, Weybridge
 - Molesey Industrial Estate, Molesey
 - The Heights, Weybridge
- In the Local Market Appraisal (LMA) 2020, it is suggested that while there is a reduced need for industrial floorspace there maybe be a latent demand for this type of accommodation because there are low vacancies in the SELs. The GL Hearn 2017 report identifies that the borough requires an additional 58,000 sqm of employment floorspace between 2015 to 2035. When compared to neighbouring boroughs in Surrey (table 6), this would be a reasonable provision of future floorspace but could be an overestimation considering changing circumstances in the market and also the Covid-19 pandemic.
- 5.7 The relaxing of Covid-19 restrictions in summer 2021 by the Government has enabled a return to all workplaces. However, it is recognised that some organisations and businesses are still operating, or considering, different working arrangements such as hybrid working. Caution therefore needs to be applied at present to the current assessment of the level of employment operations in SELs and other employment sites in the Borough as businesses and organisations may not have returned to pre-Covid-19 occupation levels and working patterns. It is therefore considered too premature to undertake an update to our employment needs assessment at this time.
- 5.8 In addition, to this document the council endeavors to protect the five SELs proposed for future adoption in the emerging Local Plan by renewing the Article 4 Directions and expanding where not already present in the borough.

6. Appendix 1 – Use Classes 2020

Use Classes (prior to 1st September 2020)	Use Classes (as of 1 st September 2020)
A1 – Shops A2 – Financial and professional services A3 – Food and drink B1 – Business (office) D1 – Non-residential institutions (clinics, health centres, creches, day nurseries, day centres) D2 – Assembly (gymnasiums, indoor recreations not involving motorised vehicles of firearms)	Class E – Commercial, Business and Services
D1 – Non-residential institutions (schools, non-residential education and training centres, museums, public libraries, public halls, exhibition halls, places of worship, law court)	Class F1 – Learning and non- residential institutions
D2 – Assembly and Leisure (indoor or outdoor swimming baths, skating rinks, and outdoor sports or recreation not involving motorised vehicles or firearms) A1 – Shops (that is less than 280sqm selling essential good and at least 1km from a similar shop)	Class F2 – Local community uses
A4 – Pub or drinking establishment A5 – Hot food takeaway D2 – Assembly and leisure (cinemas, concert halls, bingo halls and dance halls) Sui Generis – Theatres, large HMO (more than 6 sharing), hostels, petrol filling stations, shops selling and/ or displaying motor vehicles, scrap yards, retail warehouse, clubs, nightclubs, laundrettes, taxi or vehicle hire businesses, amusement centres, casinos, funfairs, waste disposal installations, betting office, pay day loan shops)	Sui Generis - Theatres, large HMO (more than 6 sharing), hostels, petrol filling stations, shops selling and/ or displaying motor vehicles, scrap yards, retail warehouse, clubs, nightclubs, laundrettes, taxi or vehicle hire businesses, amusement centres, casinos, funfairs, waste disposal installations, betting office, pay day loan shops, pubs or drinking establishments, drinking establishments with expanded food provision, hot food takeaways, venues for live music performance, cinemas, concert halls, bingo halls and dance halls

B2 – General industry	Class B2 – General industry (no change)
B8 – Storage and distribution	Class B8 – Storage and distribution (no change)
C1 – Hotels	C1 – Hotels (no change)
C2 – Residential institutions	C2 – Residential institutions (no change)
C2a – Secure residential intuitions	C2a – Secure residential intuitions (no change)
C3 – Dwelling houses	C3 – Dwelling houses (no change)
C4 – Houses in multiple occupation	C4 – Houses in multiple occupation (no change)
Agricultural buildings	 Permitted changed to C3 (subject to prior approval) Flexible change to A1, A2, A3, B1, B8, C1, D2l; and new use Sui Generis Permitted change to state-funded school or registered nursery
Temporary change of use	 Any building in any Use Class and any land within its curtilage, except Class A4 or Class AA use (drinking establishments with expanded food provision), can be used as state funded school for up to 2 academic years subject to conditions in the Use Class Order. Certain vacant commercial land (with all building demolished) subject to conditions in the Use Class Order.

7. Appendix 2 – Summary site visit notes 2021

	Occupied (sqm)	Vacant (sqm)	Total (sqm)	Occupied (sqm)	Vacant (sqm)	Total (sqm)
Riverdene	0	0	0	0	0	3344 ⁵
Imber Court Industrial	0	0	0	0	0	16,618 ⁶
Estate						
Claygate House	0	0	0	0	4052 ⁷	4052
Station Avenue	1	1	2	3018.67	11,1708	17,206
Portsmouth Road	2	0	2	2207.65	2028 ⁹	4235.65
Glaxo Smith Kline	1	0	1	7352	0	7352
Kingston House	7	1	8	19,122.92	2540	21,662.92
Pavilion	1	0	1	1665	0	1665
Total (discounted)	12	2	14	33,366.24	19,790	76,134.65
Hersham Place	42 (85.71%)	7 (14.29%)	49	14,258 (98.78%)	176 (1.22%)	14,434.5
Technology Park						
Molesey Industrial Estate	77 (85.55%)	13 (14.45%)	90	63,098.03 (64.21%)	35,164.26 (35.79%)	98,262.29
The Heights	28 (75.67%)	9 (24.32%)	37	79,228.2 (78.74%)	21,389 (21.26%)	100,617.31
Hersham Trading Estate	55 (88.7%)	7 (11.3%)	62	25,303.24 (87.07%)	3756.06 (12.93%)	29,059.3
Brooklands Industrial	96 (93.2%)	7 (6.8%)	103	103,478.1 (88.74%)	12,129.82 (10.4%)	116,607.92
Estate						
Total (recommended 5)	302 (88.56%)	39 (11.44%)	341	285,365.57 (79.72%)	72,615.14 (20.2%)	357,980.71

⁵ Converted to retail and residential (2014/5061)

⁶ Converted to residential (2015/3400)

⁷ Now under construction after the grant of planning permission (2018/1233 and 2020/2095)

⁸ Now under construction after the grant of planning permission (2017/0928)

⁹ Now under construction after the grant of planning permission (2017/1494)

8. Appendix 3 – Commercial data - Completions

Application number	Address	Description	Designation	Site area (ha)	Loss of floorspace (sqm)	Gain of floorspace (sqm)	Net floorspace (sqm)	Decision
2013/3930	Navtech House 31 Lyon Road Walton on Thames Surrey KT12 3PU	PD Prior Notification: Change of use from at first and second floor from Office to Residential	SEL	0.2	900	0	-900	Grant Permission
2013/5126	34 Central Avenue West Molesey Surrey KT8 2QZ	New B1 (light industrial) building providing four new units (1,298 sq m) following demolition of existing building.	SEL	0.17	1207	1298	91	Grant Permission
2013/5020	Unit A400 Vickers Drive North Brooklands Industrial Park Weybridge Surrey	Change of use from B8 to a flexible B8/B1(C) use with external alterations including installation of ancillary plant comprising 3 flour silos, a flour sifting building and rearrangement of the existing service yard and parking areas	SEL	2.16	8002	7666	-336	Grant Permission
2014/0624	Navtech UK Ltd Navtech	Change of use of ground floor from B1	SEL		384	384	0	Grant Permission

	House 31 Lyon Road Walton- on-Thames Surrey KT12 3PU	Office to Tesco A1 Retail (384 sqm), single storey rear extension, relocation of air conditioning unit and new vehicular access and parking.						
2014/1798	Scandia House 130 - 131 Armfield Close West Molesey Surrey KT8 2RT	Detached single storey B8 storage building (711.3 sq metres) for a period of 4 years	SEL		0	711.3	711.3	Grant Permission
2014/2122	21 Island Farm Avenue West Molesey Surrey KT8 2UZ	Refurbishment and change of use of existing B1c/B2/B8 building into 5 B8 Trade Counter/B1c/B2 units and 1 B1c/B2/B8 unit following demolition of existing one and two storey B1 offices	SEL	0.44	2618	1917.5	-700.5	Grant Permission
2014/3796	4 Island Farm Avenue West Molesey Surrey KT8 2UZ	Change of use of land to Class B8 (container self-storage) and the siting of single and double stacked storage containers and portacabins, new fencing, gates, cycle	SEL	0.21	0	2056.8	2056.8	Grant Permission

		racks, CCTV and lighting						
2014/4194	Persimmon House 11 De Havilland Drive Brooklands Business Park Weybridge Surrey KT13 0NT	Three storey front extension, second and third floor extension on footprint of existing building, alterations to existing elevations and to roof plant, provision of two terraces and alterations to parking/cycle provision and landscaping	SEL	0.56	0	1344	1344	Grant Permission
2015/2090	Lyon Court 31 Lyon Road Walton-on- Thames Surrey KT12 3PU	Outline application for two storey rear extension incorporating 2 B1 offices on the ground floor and 2 flats on the upper floor with associated parking (for access, appearance, layout and scale)	SEL	0.14	0	130	130	Grant Outline Permission
2014/5061	Riverdene Business Park Molesey Road Hersham Surrey KT12 4RG	Redevelopment of the site comprising a four storey building with a new food store (Use Class A1) (2,280sqm) on the ground floor	SEL	0.89	5884	2540	-3344	Grant Permission

		and 38 residential units over three floors above with associated parking and new access following demolition of existing buildings (5,884sqm)						
2015/3400	Site of Imber Court Trading Estate, Orchard Land, East Molesey, KT8 0BY	Outline planning application (means of access only to be determined at this time) for development comprising up to 95 residential units including 38 affordable units following demolition of existing industrial buildings (16,618 sqm)	SEL		16,618	0	-16618	
2015/3222	26 Central Avenue West Molesey Surrey KT8 2QT	Change of use from B2 (General Industrial) to use as Coach Depot with detached two storey building (1,108 sqm)	SEL	0.67	2618	3726	1108	Grant Permission
2015/3776	61 Central Avenue West Molesey Surrey KT8 2RF	Detached four storey building for B8 (Storage and Distribution) use (6,626sqm) following demolition of existing	SEL		2996	6626	3630	Grant Permission

0046/4506	Alaland Fama	B2 (General Industrial) use building	OF					Overt
2016/1566	4 Island Farm Avenue West Molesey Surrey KT8 2UZ	5 additional office portacabins, one staircase cabin and balcony to be double stacked on existing single stacked storage containers	SEL		0	0	0	Grant Permission
2016/2094	Unit 1A 24 Central Avenue West Molesey KT8 2QH	Lawful Development Certificate: Whether planning permission is required for the proposed use of the premises for MOT testing	SEL	0.03	0	0	0	Grant LDC
2016/2222	112 Down Street West Molesey Surrey KT8 2TU	Lawful Development Certificate: Whether planning permission is required for a proposed change of use from B2 (general industrial) to B1 (business)	SEL		0	0	0	Grant Lawful Development Certificate- Proposed Use
2017/0847	Brooklands Bakery, Unit A400 Vickers Drive North Brooklands Industrial Park Weybridge	Partial retrospective application for single storey rear extension (963sqm), replacement gatehouse (21 sqm) and alterations to	SEL	2.13	0	500	500	Gramt Permission

	Surrey KT13 0YU	existing car park arrangement incorporating security entrance barrier and surrounding fence						
2012/3434	Genesis House 143 Molesey Avenue West Molesey Surrey KT8 2RY	Variation of Condition 2 (Approved Plans) of planning permission 2012/3434 (Mixed use development allowed at appeal) to reduce the commercial area from 840sqm to 767sqm	SEL	1.73	1297	767	-530	Grant Permission
2014/4882	Ember Centre 6 Lyon Road Hersham Walton-on- Thames Surrey KT12 3PU	Change of use from B2 (General Industrial) (322.84 sqm) to D2 (Gym)	SEL	0.03	322.8	322.8	0	Grant Permission
2018/1501	143 Molesey Avenue West Molesey KT8 2RY	Additional flexible use retail (A1) use at ground floor (554sqm)	SEL		0	554	554	Grant Permission
2019/2331	26-28 Central Avenue West Molesey KT8 2QZ	Retrospective application for partial change of use of coach depot (Sui Generis) to car repair garage (B2)	SEL	0.0064	64	64	0	Grant Permission

9. Appendix 4 – Commercial data – Under constructions

Application number	Address	Description	Designation	Site area (ha)	Loss of floorspace (sqm)	Gain of floorspace (sqm)	Net floorspace (sqm)	Decision
2014/5008	Land Between 5 And 9 Island Farm Avenue and East of 26 Central Avenue West Molesey Surrey KT8 2UZ	Change of use of land from vacant, former B2 (Industrial) use, to B8 (storage and distribution) use.	SEL	0.16	1626	1626	0	Grant Permission
2015/4246	Members Hill Brooklands Road Weybridge Surrey KT13 0QU	Change of use on lower ground floor from Class B1a Offices to Class B1c Research and Development and installation of enclosed plant unit (114 sqm)	SEL		114	114	0	Grant Permission
2017/1221	4 Lyon Road Walton-On- Thames Surrey KT12 3PU	Lawful Development Certificate: Whether planning permission is required for a proposed change of use to B1/B8 warehouse with ancillary offices	SEL	0.13	1425.25	1425.25	0	Grant Lawful Development Certificate- Proposed Use
2018/0247	26C Lyon Road Walton-On- Thames Surrey KT12 3PU	Change of use from mixed use for motorcycle sales, workshop and distribution (sui generis, B2 and B8) to	SEL	0.05	281	281	0	Grant Permission

Application number	Address	Description	Designation	Site area (ha)	Loss of floorspace (sqm)	Gain of floorspace (sqm)	Net floorspace (sqm)	Decision
		mixed general industry and storage/distribution (B2 and B8).						
2018/0717	336 Molesey Road Walton- On-Thames Surrey KT12 3PD	Change of use on ground floor from Light Industrial (B1c) to General Industrial Event Catering (B2) (343.9 sqm) to include extract equipment and commercial kitchen.	SEL	0.398	343.9	343.9	0	Grant Permission
2018/1265	Land Between 5 And 9 Island Farm Avenue And East Of 26 Central Avenue West Molesey Surrey KT8 2QZ	Single-storey portacabin for office use (57.6 sqm), storage container (30.3 sqm) and retention of 2.5m high security fence inside existing boundary treatment.	SEL	0.187	0	57.6	57.6	Grant Permission
2017/1494	The Glashaus 74 Portsmouth Road Cobham Surrey KT11 1HY	Development comprising of 2 No. part three/part four storey blocks with ground floor link to provide 53 (age restricted) residential units with associated parking, landscaping and amenity areas following demolition of existing building	SEL		2028	0	-2028	Grant Permission

Application number	Address	Description	Designation	Site area (ha)	Loss of floorspace (sqm)	Gain of floorspace (sqm)	Net floorspace (sqm)	Decision
2017/0928	Walton Court Station Avenue Walton-On- Thames Surrey KT12 1NT	Development comprising 375 residential units and mixed use units (A1- A4, B1, D1 and D2) together with basement parking, ancillary residential facilities, access, servicing, car parking, cycle storage, plant, open space and landscaping following demolition all existing buildings AND Listed Building Consent for the demolition of all existing	SEL	2.71	15456	827	-14629	Grant Permission
		buildings (2017/1084)						
2018/1233 2018/0291 2018/3259 2019/1047	Claygate House Littleworth Road Esher KT10 9PN	X4 PD Prior Notification: Change of use from Offices (B1a) to Residential (C3).	SEL	1.2	4052	0	-4052	Grant Permission
2019/2134 2020/2095		X2 Full applications: Development comprising 51 residential units (11 houses and 40 flats) with associated parking, bin						

Application number	Address	Description	Designation	Site area (ha)	Loss of floorspace (sqm)	Gain of floorspace (sqm)	Net floorspace (sqm)	Decision
		storage and landscaping following demolition of existing buildings. AND; Development comprising of 62 flats						

10. Appendix 5 – Commercial data – Planning permissions

Application number	Address	Description	Designation	Site area (ha)	Loss of floorspace (sqm)	Gain of floorspace (sqm)	Net floorspace (sqm)	Decision
2015/2277	Darven House 128 Armfield Close West Molesey Surrey KT8 2RT	Link attached single storey building (135 sqm) for storage ancillary to B2 (General Industrial) use	SEL	0.14	0	135	135	Grant Permission
2016/2723	29 Avro Way Brooklands Industrial Park Weybridge KT13 0YZ	Single storey side extension (689 sqm) and overcladding of main roof following removal of existing side canopy	SEL		0	689	689	Grant Permission
2017/1576	Southey House 43 Avro Way Brooklands Industrial Park Weybridge Surrey KT13 0XQ	Change of use from Warehouse (B8) to Servicing of Electrical Cars (B2) (1000 sqm), remodeling and refurbishment of existing building including strip-out of existing internal	SEL	0.323	1000	1000	0	Grant Permission

Application number	Address	Description	Designation	Site area (ha)	Loss of floorspace (sqm)	Gain of floorspace (sqm)	Net floorspace (sqm)	Decision
		finishes and fixtures, remodeling of interior layouts, refurbishment and making good of facades including changes in fenestration and changes to external landscaping including installation of new car charging stations						
2018/2927	6 The Heights Weybridge KT13 0XP	Front extension to create lobby/reception area incorporating front canopy, single-storey bike store, single-storey substation, front lightwell, alterations to car-park layout alterations to fenestration and finish of existing building.	SEL	0.98	0	186	186	Grant Permission

Application number	Address	Description	Designation	Site area (ha)	Loss of floorspace (sqm)	Gain of floorspace (sqm)	Net floorspace (sqm)	Decision
2019/1174	27 Avro Way Brooklands Industrial Park Weybridge KT13 0YU	Two Storey car parking building to replace area of existing surface car parking and associated works including fencing to a height of 2.4m, new access on to Vickers Drive North, access alterations and landscape and lighting alterations.	SEL	0.5	0	0	0	Grant Permission
2019/1717	Unit A400 Vickers Drive North Brooklands Industrial Park Weybridge Surrey	Mixed use B1c/B2/B8 Warehouse building with ancilliary offices (11,199sqm GIA) with associated car and cycle parking, access and landscaping following demolition of the existing building.	SEL	2.11	7323	11199	3876	Grant Permission
2019/3272	Britannia House, Pool Road, West	Development comprising 75 residential units (2	SEL	1.09	-10000	0	-10000	Grant Permission

Application number	Address	Description	Designation	Site area (ha)	Loss of floorspace (sqm)	Gain of floorspace (sqm)	Net floorspace (sqm)	Decision
	Molesey, KT8 2AB	detached four- storey blocks 61 flats and 7 pairs of semi-detached houses) with associated parking, bin and cycles stores, access and landscaping following demolition of existing industrial units (B2)						
2019/3232 2021/1949 2021/1954 2021/1954	Building A Benchmark House 203 Brooklands Road Weybridge KT13 0RH	Prior Approval Schedule 2, Part 3 Class O: Change of use from Offices (B1a) to Residential (C3)	SEL	0.69663	4947	0	-4947	Grant Permission
2021/1789	Kingston Tower Portsmouth Road Long Ditton KT6 5QQ	Fourth and fifth floor extensions to create additional rooms.	SEL	0.26686	0	497.7	497.7	Grant Permission
2021/1835	5 The Heights Weybridge KT13 0NY	Change of use of ground floor from Class E (Office and Gym) to Mixed Use Class E (Office and Gym) and Sui Generis (Bar).	SEL	0.44	3477	3477	0	Grant Permission

Application number	Address	Description	Designation	Site area (ha)	Loss of floorspace (sqm)	Gain of floorspace (sqm)	Net floorspace (sqm)	Decision
2019/2606 2021/1948 2021/1950 2021/1954	205 Brooklands Road Weybridge KT13 0TS	Prior Approval Schedule 2, Part 3, Class O: Change of Use from Offices (B1a) to Residential (C3).	SEL		2325.5	0	-2325.5	Grant Permission
2019/2607 2021/1950	Unit C (207) St Georges Business Park Brooklands Road Weybridge KT13 0TS	Prior Approval Schedule 2, Part 3, Class O: Change of Use from Offices (B1a) to Residential (C3).	SEL		1253	0	-1253	Grant Permission
2021/2043	Unit C St Georges Business Park Brooklands Road Weybridge KT13 0TS	Prior Approval Schedule 2, Part 3, Class O: Change of use of second floor level from Office to Residential to form 6 self-contained flats.	SEL		294	0	-294	Grant Permission
2020/3345 2021/2626	Members Hill Brooklands Road Weybridge Surrey KT13 0QU	Prior Approval Schedule 2, Part 3, Class O: Change of Use from Offices (B1a) to Residential (C3).	SEL		8700	0	-8700	Grant Permission

Application number	Address	Description	Designation	Site area (ha)	Loss of floorspace (sqm)	Gain of floorspace (sqm)	Net floorspace (sqm)	Decision
2021/1868 2021/2807 2021/2803	241 Brooklands Road Weybridge KT13 0RH	Prior Approval Schedule 2, Part 3, Class O: Change of Use from Offices (B1a) to Residential (C3).	SEL		2731	0	-2731	Grant Permission
2021/1870 2021/2808 2021/2805	243 Brooklands Road Weybridge KT13 0RH	Prior Approval Schedule 2, Part 3, Class O: Change of Use from Offices (B1a) to Residential (C3).	SEL		1440	0	-1440	Grant Permission

11. Appendix 6 – Draft SEL proformas