

LONDON BOROUGH OF ENFIELD

PLANNING COMMITTEE

Date : 31st August 2010

Report of
Assistant Director, Planning &
Environmental Protection

Contact Officer:
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Ward: Jubilee

Application Number : TP/10/0570

Category: Other Development

LOCATION: LUMINA PARK, 153, LINCOLN ROAD, (formally known as G E Lighting) ENFIELD, EN1 1SB

PROPOSAL: Erection of a 5-storey (plus plant room above) (132 bed) hotel C1 use, with restaurant/pub uses (A3/A4) at ground floor level with associated access, parking and landscaping. (Alterations to the hotel approved as part of the redevelopment granted under ref:TP/08/1077).

Applicant Name & Address:
Frontier Key (Enfield) Ltd
c/o agent

Agent Name & Address:
Andrea Herrick,
Rapleys LLP
51, Great Marlborough Street
London
W1F 7JT

RECOMMENDATION:

That subject to the referral of the application to the Government Office for London and variation of the 106 Agreement Planning Permission be **GRANTED** subject to conditions.

1. Site and Surroundings

- 1.1 The former GE Lighting site now known as Lumina Park is a large industrial site of approximately 8.1 Hectares. The site is bounded by the Great Cambridge Road to the east, by Lincoln Road to the north and Progress Way to the south. The site is identified in the London Plan as Strategic Industrial Land (SIL) and identified as a Primary Industrial Area within the UDP. On the opposite side of the Great Cambridge Road is residential development, a feature of which is several residential tower blocks. Vehicular access is provided from Lincoln Road, with separate vehicular exit only on the southern boundary of the site onto Progress Way. The public transport accessibility rating (PTAL) for the site ranges from 1b to 2.

2. Proposal

- 2.1 Planning permission for the redevelopment of this site has previously been approved under (Ref : TP/08/1077) and provides for employment (Class B1-B8) uses, a car show room (Sui generis), a 132 bed hotel (including meeting rooms/ conference facilities, ancillary dining and bar facilities to provide a new business park known as Lumina Park. To date only the internal site road layout, boiler plant room and security building have constructed.
- 2.2 The part of the site to which this application relates is situated in the north western corner of the site at the junction of the Great Cambridge Road / Lincoln Road and alone comprises approximately 1.2 acres. The application proposes the provision of a five storey (plus plant room above)132 bed hotel Class (C1) with separate A3/A4 use within the ground floor of the Hotel together with associated access, parking and landscaping.
- 2.3 Essentially, the key difference is the inclusion of a separate A3/ A4 uses within the ground floor of part of the development This comprises approx 612 Sqm of ground floor space and would have its own entrance. In addition there would be some outside seating area fronting the Great Cambridge road in connection with the A3/ A4 element use. The separate hotel would also contain its own basis catering facility.
- 2.4 There are also some minor changes to the footprint of the previous consented hotel, some additional new window fenestration at ground floor on the Lincoln Road and Great Cambridge frontage providing a more active frontage and on the upper levels to the fenestration. There are some slight changes to the previous approved car park layout arrangement of the hotel and an increase of approx 1m in the height of part of the roof plant enclosure on top of the hotel.
- 2.5 The need to secure additional uses within the ground floor of the hotel has arisen following the original hotel operator not completing on the purchase of the site. The proposed new hotel operator Travelodge have an alternative "standard format "in terms of hotel accommodation and do not provide for meeting/ conferencing facilities .Accordingly the developers need to secure alternative uses within the ground floor of the hotel to achieve a viable scheme.

3. Relevant Planning Decisions

- 3.1 TP/08/1077- Redevelopment of site by the erection of 20 units (2 storey) for office, light and general industrial use and storage/ distribution with ancillary trade counters (B1, B2 & B8 Use) as well as five storey self storage unit (B8), (combined total floor space of 20 units and self storage building 19,249 sqm), together with 2 storey building including roof deck parking for use as car dealership with workshop (sui generis), as well as 5 storey (132 bed) hotel (C1 use), with associated access from Lincoln Road and egress via Progress way, car parking, landscaping, lighting, security building, plant and equipment and associated works (Former Ge -lighting Site, Great Cambridge Road) Planning Permission Granted 18th May 2009. This permission was subject to a section 106 Agreement

4. Consultations

4.1 Statutory and Non Statutory Consultations

- 4.1.1 Economic Development support the proposal on economic grounds as the incorporation of the additional facilities should enhance the offer of the hotel, helping make it a more successful venture.
- 4.1.2 Environmental Health raise no object suggest conditions regarding construction management plan, details regarding any air conditioning/ ventilation systems.
- 4.1.3 London Fire and Emergency Planning Authority raises no objection
- 4.1.4 Metropolitan Police comment that the hotel should adopt secured by design principles as set out in PPS1 and the London Plan .There should be comprehensive CCTV coverage in the car park and appropriate lighting.
- 4.1.5 Planning Policy comment that the Great Cambridge Road Industrial Estate is identified as an Industrial Business Park within the Strategic Industrial Location (SIL) designation of the current London Plan and emerging Draft Replacement Plan. The site falls within the Great Cambridge Road Primary Industrial Area, as identified in the UDP. The Core Strategy which has been subject to examination in public is due to be adopted by the Council in November 2010 and sets out the Council's approach to Strategic Industrial Land. Core Policy 14 Safeguarding Strategic Industrial Locations is supported by an up to date evidence base and identifies the Great Cambridge Road Industrial Area and Martin Bridge Trading Estate as SIL, which is to be safeguarded. It is noted that considerable weight can be accorded to Core Strategy policy given its stage in the adoption process. Given that the proposed A3/A4 use is a departure from existing and emerging planning policy the applicant has assessed the proposal against the provisions of PPS4 Policy EC 14-16. It is considered that:

(i)The retail (Leisure uses) Assessment , as submitted with the planning application , demonstrates through the sequential and impact assessment, that A3/A4 use is justified at this location as part of a wider employment led proposal granted in 2009 (TP/08/1077).

(ii) The Strategic SIL designation will be safeguarded on the site as the proposed A3/ A4 use is within the footprint of the hotel use granted under

TP/08/1077, and will be complementary to it, as part of a wider employment led proposal, which was justified under PPS6 terms, and supported by a hotel marketing report and assessment of employment land availability.

4.1.6 Transport for London has no concerns about the traffic impact of the development and additional parking proposed. They consider the vehicular servicing of the A3/ A4 uses can be accommodated within the confines of the site.

4.1.7 Greater London Authority advise that the proposal development with the A3/A4 uses at ground floor does not raise any strategic planning issues. The previous hotel application included a hotel of the same scale and massing. The only difference being the insertion of A3/A4 uses at ground floor. The loss of the employment land has already been accepted and the introduction of town centre uses in this out of centre location is not of a sufficient scale to raise any strategic planning issues. TfL has advised that the new uses should comply with the relevant London Plan standards for car, electric vehicle and cycle parking. They advise that they do not need to be consulted further on the application and the Council can proceed to determine the application without further reference to the GLA.

4.2 Public

4.2.1 Consultation letters have been issued to 108 surrounding neighbours. In addition 4 notices have been displayed at the site.. Oneletter of objection received raising the following points:

- Strongly object to a building of this size
- Structure this tall would significantly impair views of residents from block of flats whose windows and balconies face Lumina Park across the A10.
- Size of building should be limited to 3 storey plus plant room
- Welcome the effect that a hotel would have on the area in terms of creating jobs and making good use of land.

5. **Relevant Policy**

5.1 London Plan

2A.1	Sustainability Criteria
2A.8	Town Centres
2A.10	Strategic Industrial Locations
3B.1	Developing London and Economy
3B.4	Strategic Industrial Land
3B.11	Improving employment opportunities for London
3D.1	Supporting Town Centres
3D.7	Visitor facilities
4A.1	Tackling Climate Change
4A.3	Sustainable Design and Construction
4A.4	Energy Assessment
4A.19	Improving Air quality
4B.1	Design Principles for a compact city
4B.3	Enhancing the quality of the public realm
4B.5	Creating an Inclusive environment
4B.6	Safety, security and fire prevention
3C.2	Matching development to transport capacity

3C.3	Sustainable Transport in London
3C.21	Improving Conditions for walking
3C.22	Improving conditions for cycling
3C.23	Parking Strategy

5.2 Unitary Development Plan

(I)GD1	Regard to surroundings
(I)GD2	Surroundings and quality of life
(II)GD3	Aesthetics and functional design
(II)GD1	Uses in appropriate locations
(II)GD6	Traffic Generation
(II) GD8	Servicing
(II) S18	Establishment of food and Drink uses
(II) T13, 14, 15, 16-	Transport related Policies
(II) E2	B1, B2 and B8 in Primary Industrial Areas
(I) AR2	Hotels located in acceptable and accessible locations
(II) AR7	development of hotels in appropriate locations
(II) EN22	Energy Conservation
(II) EN30	Air, Noise and water pollution

5.3 Local Development Framework

The Enfield Plan – Core Strategy has now completed its Examination in Public on the ‘soundness’ of the plan and the Inspectors report is now awaited. In the light of the matters raised, it is considered some weight can now be attributed to the policies contained in the Core Strategy and the following policies from this document are of relevance:

SO2	Environmental Sustainability
SO6	Maximising Economic Potential
SO8	Transport and accessibility
SO 10	Built Environment
CP 11	Recreation & Leisure
CP 14	Safeguarding Strategic Industrial Locations
CP 13	Promoting Economic Prosperity
CP 12	Visitors and Tourism
CP24	The Road Network
CP 25	Pedestrians and Cyclists
CP 20	Sustainable Energy Use and Energy Infrastructure
CP 30	Maintaining and Improving The Quality of the Built Environment

5.4 Other Material considerations

PPS1	Delivering Sustainable Development
PPS4	Planning For Sustainable Economic Growth
PPG13	Transport

6. **Analysis**

6.1 Principle

- 6.1.1 The principle of the 5 storey hotel on the site notwithstanding its Strategic Industrial Land and Primary Industrial Area designation has been accepted

under TP/08/0877. The rationale is that the hotel would serve the Borough's business and the benefits of this together with the overall benefit of the redevelopment of the site which forms part of a wider employment led proposal would offset the minor loss of strategic Industrial land to justify an exception in this instance having regard in particular to Policies 3B.4 of the London Plan and Policies (II) E2 of the UDP.

- 6.1.2 In this case, the main policy issue of consideration is the acceptability of the separate A3/ A4 use element within part of the ground floor of the development which previously formed part of the hotel. Whilst the site falls within a Strategic Industrial Location and Primary Employment Area where policies 3B.4 of the London Plan and Policy (II) E2 of the UDP are relevant, as well as Core Policy 14 Safeguarding Strategic Industrial Locations, there would be no further loss of Strategic Industrial Land as the ground floor A3/ A4 element falls within the footprint of the hotel, where the loss of employment land has already been accepted.
- 6.1.2 Whilst the proposed A3/A4 element is a departure from existing and emerging planning policy, the applicant has assessed the proposal against the provisions of PPS4 Policy EC14- EC16. It is considered that the Retail (Leisure Uses) assessment submitted with the application demonstrates through the sequential test and impact assessment, that the A3/A4 use's is justified at this location as part of the wider employment led proposal granted under TP/08/1077. The proposed A3/A4 element would also have a distinct role in providing a complementary facility for residents of the hotel and employers of Lumina Business Park.
- 6.1.3 In addition, it must be acknowledged that the GLA do not raise any strategic planning issues. The previous application included a hotel of the same scale and massing. The only difference being the insertion of A3/ A4 uses at ground floor. The loss of employment land has already been accepted and the introduction of town centre uses in this out of centre location is not of a sufficient scale to raise any strategic planning issues.

6.2 Character and Appearance of Surrounding Area

- 6.2.1 There are some minor changes to the design of the hotel from that previously approved so as to accommodate the format of the new hotel operator proposed, in addition to those alterations associated with the A3/ A4 use. These changes are not considered to have any significant impact in terms of the overall external appearance of the scheme and relate to a minor change of footprint, some additional new window fenestration on the Lincoln Road and Great Cambridge road which would provide a more active frontage, as well as some changes to the fenestration on the upper levels. There is also a 1m increase in the height of part of the plant on top of the hotel but this would have no material impact on appearance. These changes from the previous scheme are therefore considered acceptable in terms of their external appearance having regard to Policies (I) GD1, (I) GD2 and (I) GD3 and London Plan Policies 4B.1 and 4B.8. The introduction of a separate A3/ A4 element within the hotel, together with outdoor seating area is not considered to adversely impact on the character and appearance of the area.

6.3 Impact on Neighbours

6.3.1 A 5 storey hotel with roof plant has already been approved in this location, the introduction of an A3/ A4 element at ground floor level within the hotel element is not considered to have any significant adverse impact on the amenities of surrounding occupiers having regard to Policies (I) GD1 , (II) GD1 and (I) GD2 of the UDP.

6.4 Access and Traffic Generation

6.4.1 The issue is whether the addition of the separate A3/A4 uses would have any further impact in terms of parking and traffic generation.

6.4.2 There is a slight change in the parking layout with an increase of 4 spaces from 86 to 90 plus 7 disabled bays. The A3/ A4 element would be mainly used by residents of the hotel although would attract some trade from outside the site. However , it is considered there is sufficient capacity within the hotel car park to accommodate any provision that would be generated and no objection have been raised from transportation or Transport for London. It is therefore not considered that the introduction of the separate A3/ A4 use within the hotel element would adversely impact on the surrounding highway network.

6.5 Sustainable Design and Construction

6.5.1 The sustainability and energy efficient measures proposed as part of the original application including measures specific to the hotel would remain applicable and also include the A3/A4 use. Accordingly the proposal would have appropriate regard to London Plan Policies 4A.3 and 4A.4.

7. **Conclusion**

7.1 A hotel on the site has previously been approved as part of the wider redevelopment of the site under TP/08/1077, the introduction of a separate A3/ A4 element within part of the ground floor foot print of the hotel would not therefore result in the loss of any further Strategic Industrial Land and would also provide a complementary facility for residents of the hotel and employees of the Lumina Business Park, as part of a wider employment led proposal. The proposed development including the A3/A4 element would also have appropriate regard to national policy contained within PPS4.

7.2 The proposed development is therefore considered acceptable for the following reasons:

1. The hotel and its justification have previously been approved under TP/08/1077, the introduction of a separate A3/ A4 element within part of the ground floor footprint of the hotel would not result in the loss of any further Strategic Industrial Land and would also provide a complementary facility to the hotel as part of a wider employment led proposal. In addition the introduction of town centre uses in this out of centre location is not of a sufficient scale to raise any strategic planning issues having regard to Policies 2A.8, 2A.10, 3B.1 and 3B.4 of the London Plan, policies (II) E2, (I) AR2 and (II) AR7 of the UDP as well as having regard to National Policy PPS4.

2. The development by virtue of its siting, scale, design , height, use of appropriate materials, and landscaping would satisfactorily integrate into the

street scene of the Great Cambridge Road/ Lincoln Road frontage and industrial surroundings as well as not adversely impacting on the amenities of surrounding properties having regard to Policies (I) GD1, (I) GD2 and (II) GD3 of the UDP , London Plan Policies 2A.1, 4B.1, 4B.5, 4B.6 and 4B.8 and PPS1 Delivering Sustainable Development .

3. The proposed access arrangements (both vehicular and pedestrian), parking servicing and cycle provision levels for the Hotel with separate A3/ A4 use within part of the ground floor of the hotel would be unlikely to give rise to conditions prejudicial to the safety of traffic and pedestrians using the surrounding roads including Lincoln Road/ Great Cambridge Road as well as surrounding Industrial units having regard to PPG13, London Plan Policies 3C.23, 3C.22, 3C.21, 3C.19, and Unitary Development Plan Policies (II) GD6, (II) GD8, (II) T13, 15,16 of the Unitary Development Plan.

8. Recommendation:

8.1 That subject to the referral of the application to the Government Office for London and variation of the 106 Agreement Planning Permission be **GRANTED** subject to the following conditions.

1. C7 – Details of materials

2. C09- Details of hard surfacing

3. C10- Details of levels

4. C11- Details of enclosure

5. C19- Refuse Storage

6. C59- Cycle parking

7. C20- Fume extraction

8. C17- Landscaping

9. Conditions 19 (Construction Management Plan), Condition 32 (Delivery and Service Management Plan), Condition 33 (Sustainability Strategy), and Condition 36(Energy Strategy) imposed on TP/08/1077 are reiterated in respect of this application.

Reason: For the avoidance of doubt.

10. The separate A3/ A4 element use shown within part of the ground floor element of the hotel on drawing Figure 20 Rev A shall be limited to 612 sqm only.

Reason: To ensure the size and scale of the separate A3/ A4 element remains appropriate having regard to UDP policy, London Plan policy and National Policy.

11. Notwithstanding the provisions of the Town and Country Planning (Use Classes) Order 1987, or any amending order, the separate A3/ A4 element

use of the scheme within part of the ground floor of the hotel shall only be used for A3/ A4 use and shall not be used for any other purpose.

Reason: To prevent the introduction of inappropriate other uses having regard to the sites location as well as having regard to the Unitary Development Plan, London Plan and National Policy.

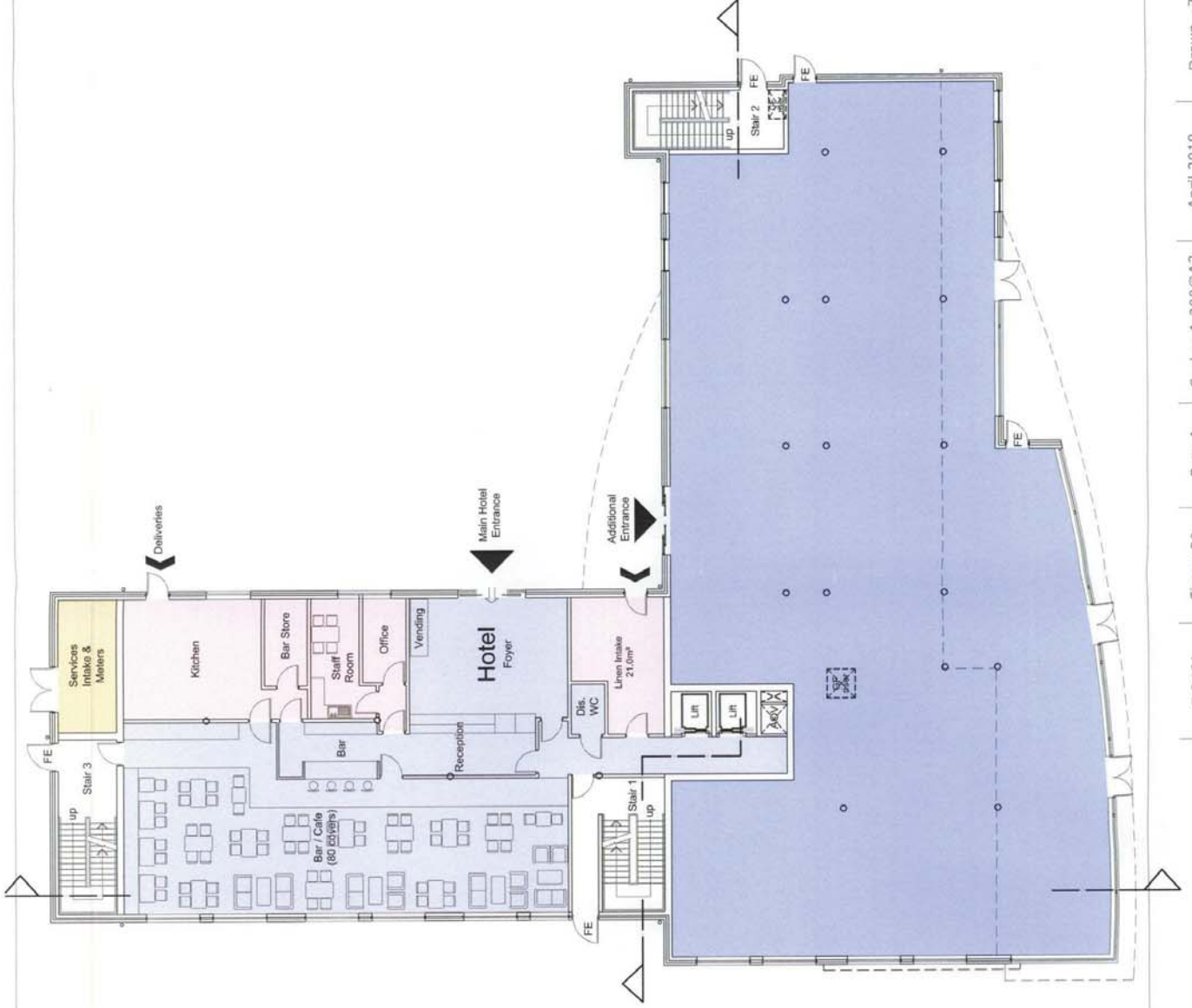
12. The separate A3/A4 element within the hotel shall only be open between the hours 7.0am to 11.30 pm.

Reason: To safeguard the amenities of the surrounding area.

13. C51a- Time Limit

132 Bed Hotel

- In-House Facilities & Hotel Lobby
- Back of House / Staff Area
- Hotel Services Intake / Plant Room
- A3 / A4 Units



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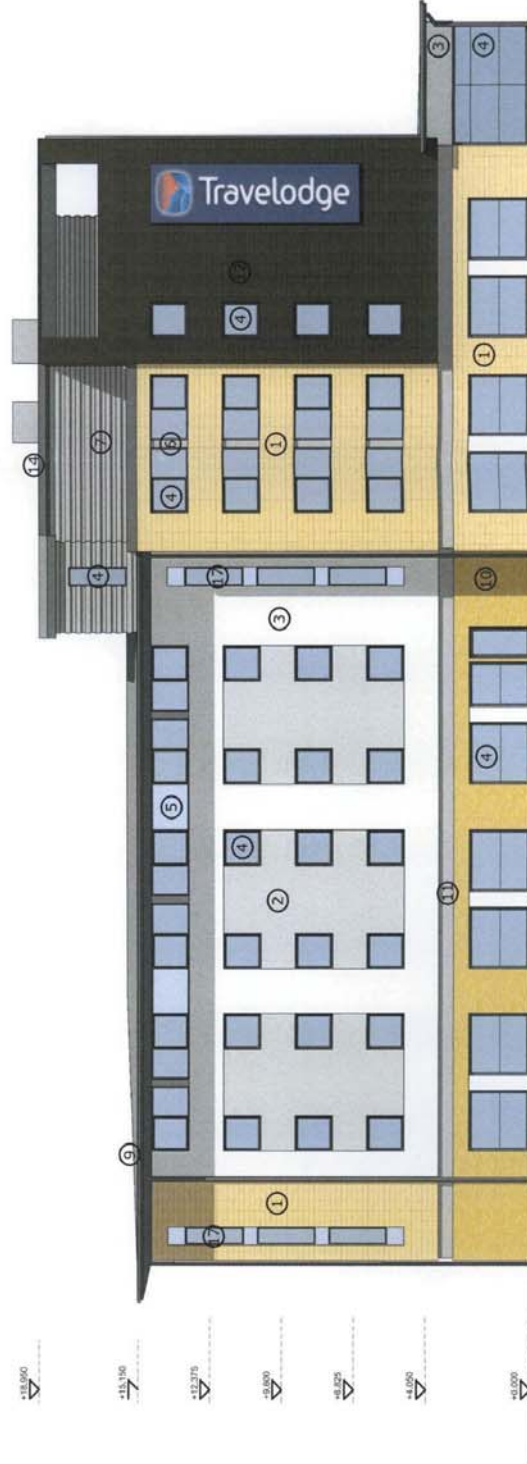
10/0570

External Finishes Legend

- 1 ARGETON RAINSCREEN CLADDING, COLOUR: 'SAND'
- 2 THROUGH COLOUR RENDER, COLOUR: MID GREY
- 3 THROUGH COLOUR RENDER, COLOUR: WHITE
- 4 PPC DOUBLE GLAZED ALUMINIUM FRAMED WINDOWS, CURTAIN WALLING, COLOUR: DARK GREY RAL 7022
- 5 GLAZED 'LOOK-A-LIKE' PANEL
- 6 METAL CLADDING, COLOUR: DARK GREY
- 7 PROFILED METAL CLADDING AND/OR LOUVRES, COLOUR: MERLIN GREY
- 8 PRESSED METAL BARGE DETAIL POWDER COATED, RAL 7022
- 9 AEROFOIL EAVES WITH HIDDEN GUTTER DETAIL
- 10 BUFF FACING BRICKWORK
- 11 METAL PFC CHANNEL POWDER COATED, RAL 7022
- 12 ARGETON RAINSCREEN CLADDING, COLOUR: 'VOLCANO GREY'
- 13 FLOOR TO CEILING GLAZING WITH GLAZED 'LOOK-A-LIKE' PANELS AT FLOOR ZONES
- 14 SINGLE PLY FLAT ROOF, COLOUR: DARK GREY
- 15 PPC DOUBLE GLAZED ALUMINIUM FRAMED FE DOOR: DARK GREY RAL 7022
- 16 PPC DOUBLE GLAZED ALUMINIUM FRAMED ENTRANCE SLIDING DOOR WITH GLAZING ABOVE, COLOUR: DARK GREY RAL 7022
- 17 FULL HEIGHT 'SLOT' GLAZING ON HALF LANDINGS WITH GLAZED 'LOOK-A-LIKE' PANELS
- 18 PPC ALUMINIUM FRAMED DOOR: DARK GREY RAL 7022



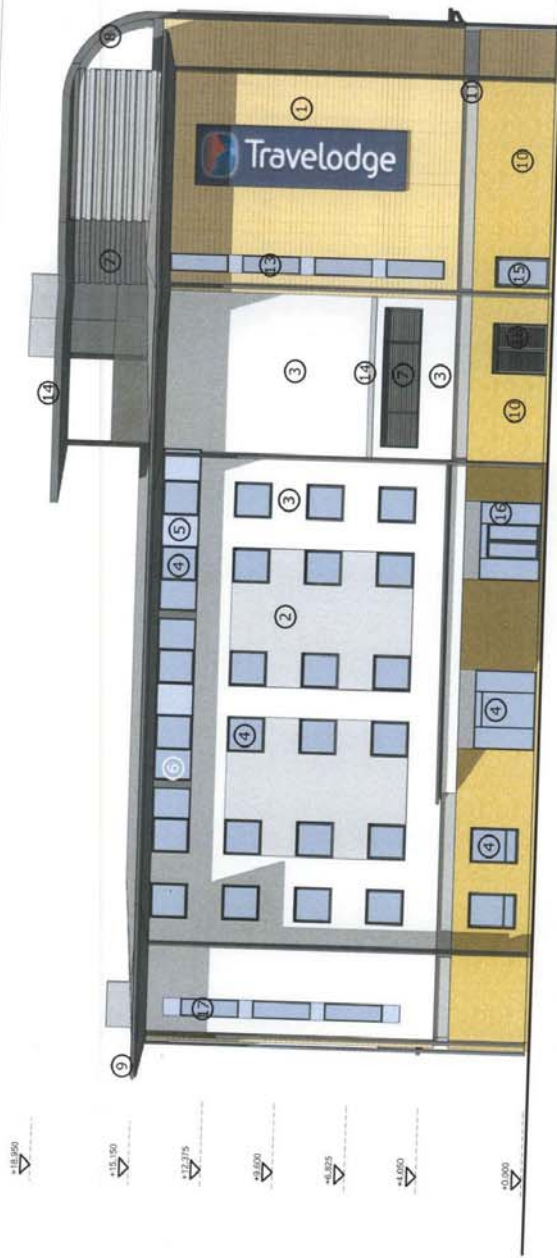
Great Cambridge Road Elevation



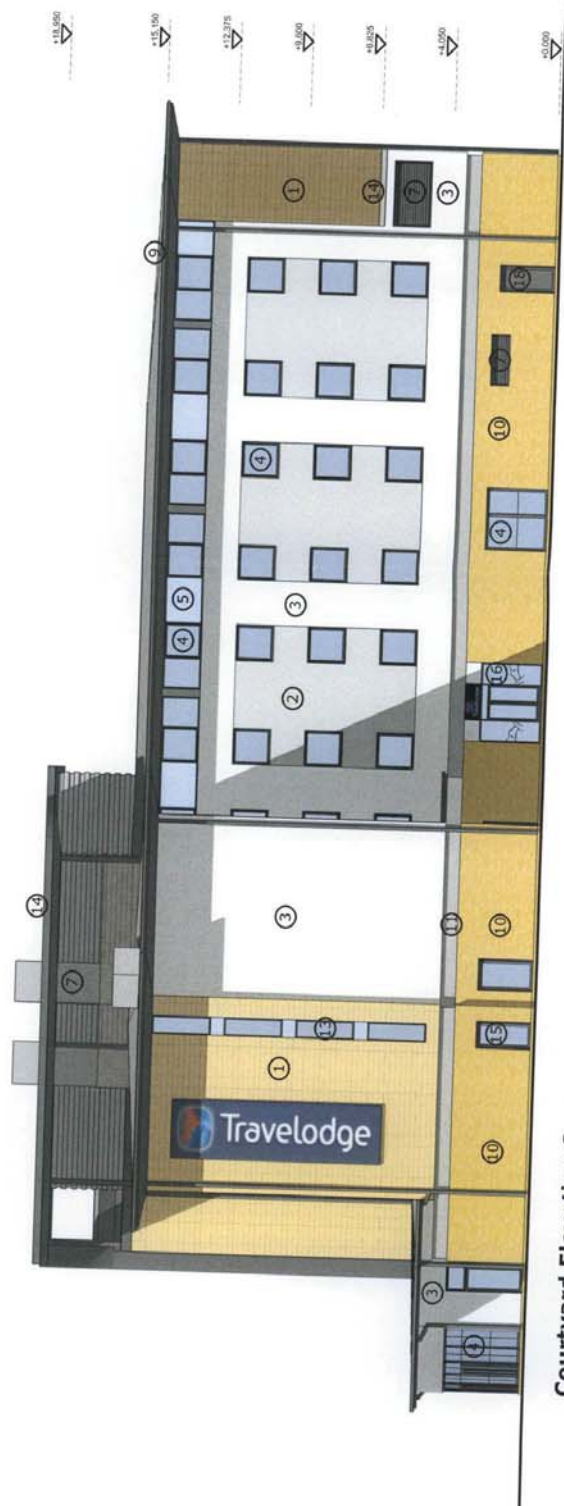
Lincoln Road Elevation

External Finishes Legend

- 1 ARGETON RAINSCREEN CLADDING, COLOUR: 'SAND'
- 2 THROUGH COLOUR RENDER, COLOUR: MID GREY
- 3 THROUGH COLOUR RENDER, COLOUR: WHITE
- 4 PPC DOUBLE GLAZED ALUMINIUM FRAMED WINDOWS, CURTAIN WALLING, COLOUR: DARK GREY RAL 7022
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- 16 PPC DOUBLE GLAZED ALUMINIUM FRAMED ENTRANCE SLIDING DOOR WITH GLAZING ABOVE, COLOUR: DARK GREY RAL 7022
- 17 FULL HEIGHT 'SLOT' GLAZING ON HALF LANDINGS WITH GLAZED 'LOOK-A-LIKE' PANELS
- 18 PPC ALUMINIUM FRAMED DOOR: DARK GREY RAL 7022



Courtyard Elevation 1



Courtyard Elevation 2