

LONDON BOROUGH OF ENFIELD

PLANNING COMMITTEE

Date: 26th November 2019

Report of
Head of Planning

Contact Officer:
Andy Higham
Sharon Davidson
Josleen Ray

Ward:
Upper Edmonton

Ref: 19/03044/RE4

Category: Major

LOCATION: 2 Anthony Way London N18 3JR

PROPOSAL: Refurbishment and alterations to a former vehicle testing building to provide light industrial workshop space and ancillary accommodation, including new cafe, erection of a new light industrial workshop building and link volume, roof canopy, with associated service yard, parking, storage area, and landscaping.

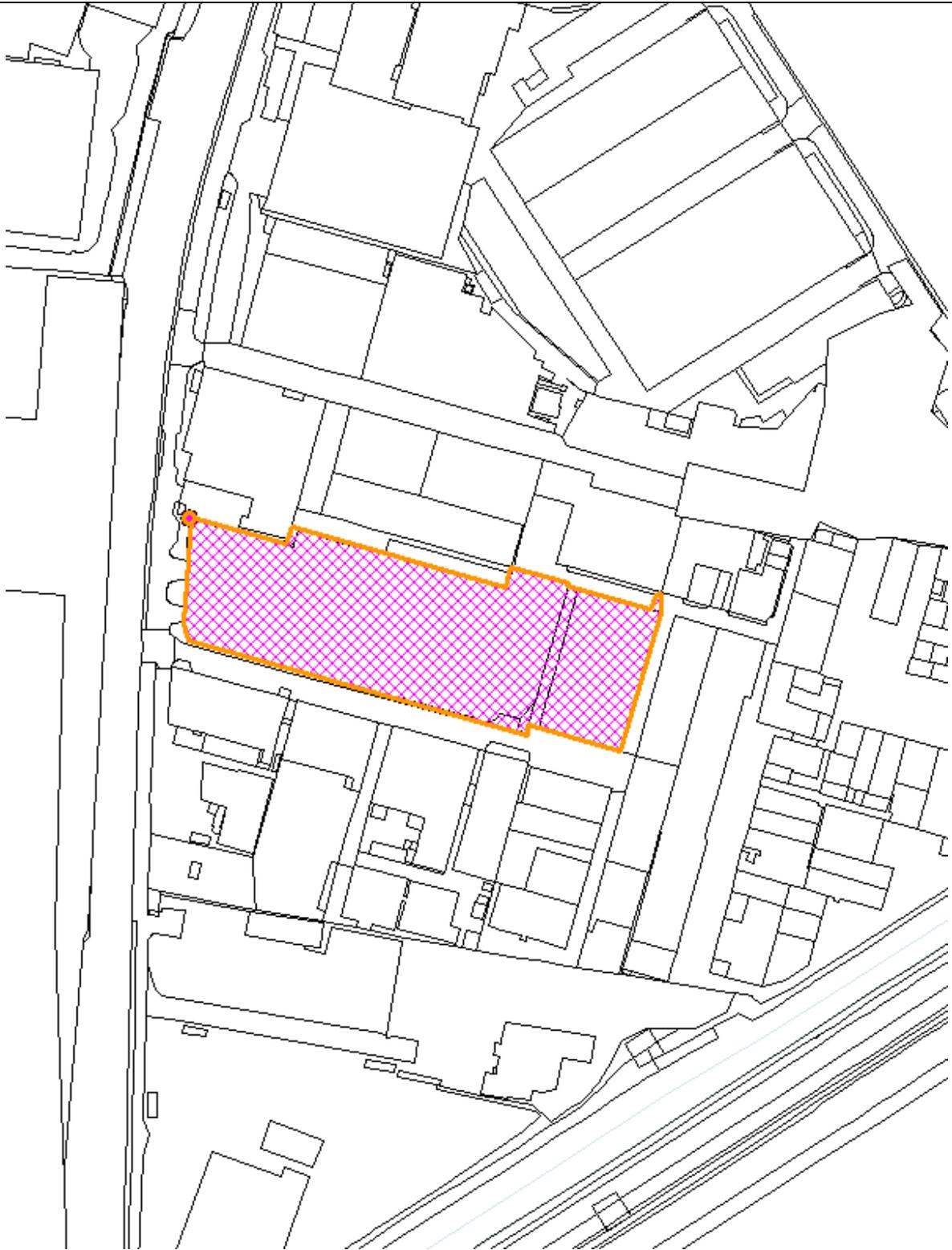
Applicant Name & Address:

Agent Name & Address:

RECOMMENDATION:

In accordance with Regulation 4 of the Town and Country Planning General Regulations 1992, planning permission be deemed to be GRANTED subject to conditions.

Ref: 19/03044/RE4 LOCATION: 2 Anthony Way, London, N18 3JR,



Reproduced by permission of Ordnance Survey on behalf of HMSO. ©Crown Copyright and database right 2013. All Rights Reserved. Ordnance Survey License number 100019820

Scale 1:2500

North



1. Note for Members

- 1.1 The application has been brought to the Planning Committee because the applicant is the Council, it constitutes a major development scheme and is on land owned by the Council.

2. Recommendation/Conditions

- 2.1 That In accordance with Regulation 4 of the Town and Country Planning General Regulations 1992, planning permission be deemed to be GRANTED subject to the following conditions.

1. Time Limit
2. Approved Plans
3. Fencing
4. Materials
5. Lighting
6. Landscaping
7. Retail floorspace limit
8. Delivery and service management
9. Car park management plan
10. Cycle Parking details
11. ECV details
12. Strategy for access and lighting improvements to Towpath and Towpath Road
13. Construction traffic management plan
14. Travel Plan
15. Refuse and recycling details
16. Treatment of containers
17. Full details and specification of the boiler and associated abatement/filter
18. Air Quality mitigation
19. Full details of the frame structure to the roof terrace
20. Step-free access to be provided to the roof terrace
21. Full details of plant equipment
22. Control of dust and emissions

23. Remediation
24. Verification of remediation
25. Long-term monitoring
26. Previously unidentified contamination
27. SuDs infiltration
28. Piling and intrusive groundworks
29. Decommissioning of boreholes
30. SuDs strategy
31. SuDS verification
32. Archaeology WSI
33. BREEAM Standard Very Good
34. Clearance of vegetation and any habitats suitable for nesting should take place outside of bird nesting season
35. Bird and Bat boxes
36. Pre-commencement walkover survey required if works commence after April 2020

3. Executive Summary

- 3.1 The redevelopment of the site proposing flexible workspace for manufacturing and other B2 type uses is welcomed. It would bring back into use a vacant site, reusing and refurbishing an existing industrial building in a designated Strategic Industrial Location (SIL) as well as the Meridian Water Place Shaping Priority area for regeneration and would therefore re-introduce an industrial and active use on site that would intensify business activity and promote job creation in accordance with its land designation.
- 3.2 The coherent architectural approach to the existing and new parts of the building would contribute positively to the industrial character as well as providing an improved relationship with surrounding public realm. In particular, the enhanced visibility would improve the site's relationship with the Towpath and improve natural levels of surveillance in the area.
- 3.3 The use would be compatible with the surrounding business premises and would not impact on the continued successful operation of the SIL. Furthermore, it has been demonstrated that the proposals would not compromise the delivery of the proposed Central Spine Road and associated bridge infrastructure which is the subject of the Strategic Infrastructure Works planning application currently under consideration to support the Meridian Water regeneration.
- 3.4 With the mitigation measures secured through the conditions listed in this report, it is considered the proposals would have an acceptable impact on the environment.

4. Site and Surroundings

- 4.1 The application site is located on vacant industrial land to the east of the River Lee Navigation. It is bounded by Anthony Way to the south, Towpath Road to the west and Rivermead Road to the east. The site comprises the former VOSA site and part of the former Stonehill Industrial Estate. The former vehicle testing building remains on-site and would be retained and refurbished as part of the proposals. The Stonehill site is vacant with buildings on the estate being demolished between 2016-2017.
- 4.2 A range of existing industrial units lie to the south of Anthony Way including the existing workshop premises occupied by Building Bloqs. To the north is the largely cleared former Stonehill Estate (currently in Council ownership) while to the west of the Lee Navigation lies non-designated industrial land occupied by a range of industrial premises and currently the subject of an application for redevelopment as part of Phase 2 of the Meridian Water regeneration proposals.
- 4.3 The existing building on-site comprises the former inspection/maintenance workshop and a single storey wing of cellular offices. The building is surrounded by hardstanding previously used for staff parking and HGV traffic marshalling. There is a chain-link fence that secures the site.
- 4.4 The Stonehill portion sits to the east of the VOSA site and is 0.8m lower than the VOSA site. Previously the site accommodated a vehicle mechanics garage which fully occupied the plot. Access was from Anthony Way. While the building was demolished in 2016/17, the ground floor slab remains in place. The site is currently fenced off to prevent unauthorised access.
- 4.5 Vehicular access to the site is gained from Towpath Road and Anthony Way via Harbet and Hawley Road. There is a secondary access route that connects Rivermead Road to Harbet Road. However, this is not suitable for large vehicles. Pedestrian and cycle access is possible from the Towpath adjoining the River and Towpath Road.



- 4.6 The site is designated as Strategic Industrial Location (SIL) and is therefore safeguarded for SIL appropriate land uses e.g.B1,B2,B8. The site also falls within the Council's Meridian Water Placeshaping Priority Area for Regeneration where the delivery of new homes and jobs are promoted subject to planning consent.
- 4.7 The site is largely within Flood Zone 2 with the eastern most part falling in Flood Zone 3. It is also within an Area of Archaeological Importance and the River Lea Navigation is recognised as a Site of Metropolitan Importance for Nature Conservation.

5. Proposal

5.1 The proposal is to create a new and expanded workshop for a social enterprise company: Building Bloqs, who provide flexible and affordable open access workshop space. Building Bloqs currently operate from No. 4 Anthony Way but are in need of a larger premises with improved facilities. The project has funding from the GLA and is seen by the Council (in their role as applicant) as an interim project that will support the regeneration objectives at Meridian Water. Building Bloqs are expected to occupy the site for a minimum of 12 years.

5.2 The proposed development involves the following:

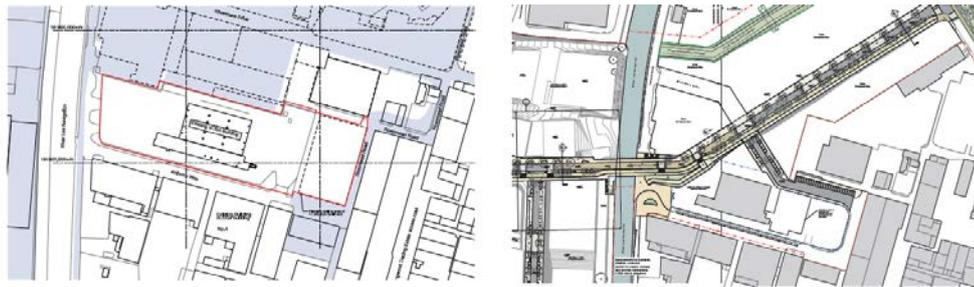
- Refurbishment and alterations to the existing building to provide light industrial workshop space and ancillary uses including reception, café, shop, workspace, offices and plant);
- Construction of a workshop extension with link volume to provide additional workspace space (GIA 1,200sqm) and plant areas;
- Formation of a service yard, parking and storage area on the eastern portion of the site (formerly occupied by part of the Stonehill Estate);
- Associated landscape improvements to the site, supporting the SuDS strategy for the project and improving the frontage to the Towpath and River environment.

5.3 A schedule of the proposed uses are provided below:

	Gross Internal Floor Area (m2)
Existing building	1,980
New workshop building and link volume (additional floorspace)	1,200
Total	3,180
Service yard, parking and storage area (gross area)	1,810m ²
Courtyard (gross area)	232m ²

5.4 The development will provide flexible workshop accommodation comprising rentable workbays and access to dedicated machine areas and other specialised making facilities. Use specific workshop studios will be provided (e.g. textiles, electronics etc) as well as areas of flexible workspace.

- 5.5 An on-site café is also proposed that will be for users of the site as well as being open to the public. A shop with a maximum area of 50sqm that would provide materials and consumables for the workshop users and a reception/management office are also proposed. The site will operate from 8am-8pm and accommodate a maximum of 180 people.
- 5.6 The service yard to the east of the site will also accommodate container storage so that users of the workspace can store materials / other manufactured goods.
- 5.7 As detailed in the planning history below, there are current planning applications being considered for Strategic Infrastructure Works (SIW) to support and enable future development of the Meridian Water Placeshaping Area and the Meridian Water Phase 2 proposals. The SIW include the construction of the east/ west spine road that will connect the area and will incorporate several bridges, one of these will cross the River Lee Navigation at the Building Bloqs site. The boundary of the application site will be altered if the SIW works are consented and delivered and some of the land currently shown within the site will be given over to land requirements to deliver SIW bridge and road as shown below.



6. Relevant planning history

Application Site

- 6.1 15/02479/PADE – Prior Approval Not Required
Demolition of industrial buildings to include units 16, 107, 108, 3A, 3B, 4, 2, 10, J, blocks 9 and 10 and F block.
Stonehill Business Park (Unit 4 occupied the eastern part of the application site, the remaining units occupied land to the north of the application site)
- 6.2 19/01386/SO – EIA Not Required
Environmental Impact Assessment Screening Opinion Request under Part 2, Regulation 6 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 in relation to refurbishment of existing VOSA building to provide a light industrial workshop and ancillary accommodation, erection of a new light industrial workshop building and link volume, with service yard, parking and storage area.

Meridian Water – Phase 2 and Strategic Infrastructure Works

- 6.3 18/04932/SCOP – Scoping Opinion Issued by LPA

Request under Regulation 15 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 (as amended) for an EIA Scoping Opinion for Meridian Water Phase 2 for an outline planning application for a residential led mixed use development of approximately 2000 homes and Meridian Water Strategic Infrastructure Works including roads, bridges, remediation, earthworks, utilities and flood attenuation works.

6.4 19/02717/RE3 – Currently Under Consideration

Full application for the redevelopment of the site to provide infrastructure works for the delivery of a mixed-use development comprising construction of an east-west link road between Glover Drive and Harbet Road (the Central Spine); alteration of access road between Argon Road and Glover Drive, construction of a link road between Leaside Road and the Central Spine, pedestrian and cycleway improvements to Glover Drive and Leaside Road, the construction of 4 no. bridges across the Pymmes and Salmon Brooks and River Lee Navigation; alteration to the Pymmes Brook channel, associated landscaping and formation of new public open space. Enabling works, comprising earthworks; remediation; flood conveyance channel, flood alleviation, outfall and new public open space works; utilities infrastructure; demolition of existing buildings, formation of new access's and associated works.

6.5 19/02718/RE3 – Currently Under Consideration

Development of Phase 2 of Meridian Water comprising up to 2,300 residential units (Class C3), Purpose Built Student Accommodation and/or Large-Scale Purpose-Built Shared Living (Up to 18,000 sq m - Sui Generis); a hotel (Up to 16,000 sq m - Class C1), commercial development (Up to 26,500 sq m - Class B1a,b,c); retail (Up to 2,000 sq m - Class A1 and/or A2 and/or A3 and/or A4), social infrastructure (Up to 5,500 sq m - Class D1 and/or D2), a primary school up to three forms of entry, hard and soft landscaping, new public open spaces including equipped areas for play, sustainable drainage systems, car parking provision, and formation of new pedestrian and vehicular access (Outline- all matters reserved).

7. Consultation

Statutory and non-statutory consultees

Internal

Traffic and Transport

- 7.1 No objection subject to conditions which are included in the recommended conditions in part 2 of this report.

Environmental Health

- 7.2 There are unlikely to be any negative environmental impacts as a result of the development. No objection subject to conditions which are included in the recommended conditions in part 2 of this report.

SuDS

- 7.3 No objection subject to the imposition of a condition requiring a detailed SuDS strategy to be submitted which is included in the recommended conditions in part 2 of this report.

External

Natural England

- 7.4 Natural England responded advising they had no comments on the application.

Historic England GLAAS

- 7.5 No objections subject to condition which is included in the recommended conditions in part 2 of this report.

Environment Agency

- 7.6 No objections subject to conditions which are included in the recommended conditions in part 2 of this report.

Canal and River Trust

- 7.7 No objection is raised. However the Trust comment that Figure 2 of the applicant's Transport Statement identifies that the most direct existing cycle route between Meridian Water Station and the site is via the Enfield Designated Route that crosses the Lee Navigation to the south of the Meridian Water area. Whilst this route provides a valuable link, there is scope for improvements to be made. At present the link between the towpath and the bridge ramp is not a sealed surface which limits the attractiveness of the route in adverse weather conditions or poor visibility. The barriers to the west of the bridge would also benefit from a review and re-arrangement to better accommodate different cycling and pedestrian groups (e.g. cyclists with trailer bikes, pedestrians with pushchairs, people in wheelchairs etc). We would welcome discussions with the Council about the most appropriate level of contribution from this development to local walking and cycling facilities. We suggest that such an approach is consistent with policy 25 of the Enfield Core Strategy and policy E21 of the Edmonton Leaside AAP.
- 7.8 It is noted that the Transport Statement assumes the existing Building Bloqs site will not generate any trips once the proposed scheme is operational but we're not aware of any reasons why the existing site could not be operated by another company under the extant planning permission. Therefore, the estimated 46 additional cyclists, for example, may be in addition to the 13 that currently cycle to Anthony Way.
- 7.9 The Trust is also keen to discuss opportunities for towpath improvements to be secured through the outline and full applications for the recent applications for the next phases of the Meridian Water mixed-use regeneration.

Officer Response:

- 7.10 *Full consideration of and response to the CRT comments are provided in section 9.4 of this report. In addition, the following comments are made:*

A more comprehensive scheme for Towpath improvements is planned by the Council in connection with the regeneration of Meridian Water in addition to

the already funded central spine road subject of the SIW application (currently under consideration). The Council is therefore starting discussions with the CRT in relation to the wider programme of works that would more appropriately support the enhancements of the Towpath.

London Fire Brigade

- 7.11 The London Fire Commissioner has confirmed they are satisfied with the proposals.

Met Police

- 7.12 The applicant has met with the Met Police to discuss the security for the site and several detailed matters concerning building management security protocols that fall outside the scope of the planning application.
- 7.13 The Met Police recognise that the wider masterplan for surrounding plots will, on completion and to a degree during construction, offer a more active street scene which can assist with all forms of surveillance for this project.
- 7.14 The Met Police note that the existing structure offers challenges in regard to certified security products but are satisfied that with other mitigation a Secure by Design Commercial award could be achieved.

Thames Water

- 7.15 No objections.

Public

- 7.16 Site notices were posted close to the site on 10th October 2019. The application was also advertised in the local paper on 2nd October 2019. There were no comments received from any members of the public.

8. Relevant Planning Policies

8.1 The London Plan (2016)

- 4.4 Managing industrial land and premises
- 5.1 Climate change mitigation
- 5.2 Minimising carbon dioxide emissions
- 5.3 Sustainable design and construction
- 5.9 Overheating and Cooling
- 5.11 Green roofs and development site environs
- 5.13 Sustainable drainage
- 5.14 Water quality and wastewater infrastructure
- 5.15 Water use and supplies
- 5.16 Waste self sufficiency
- 5.21 Contaminated Land
- 6.3 Assessing the effects of development on transport capacity
- 6.9 Cycling
- 6.12 Road network capacity
- 6.13 Parking
- 7.2 An inclusive environment

- 7.3 Designing out crime
- 7.4 Local character
- 7.5 Public realm
- 7.6 Architecture
- 7.13 Safety, Security and Resilience to Emergency
- 7.14 Improving Air Quality
- 7.15 Reducing and Managing Noise
- 7.19 Biodiversity and access to nature

8.2 The London Plan – Draft

A draft London Plan was published on 29 November 2017 for consultation purposes with a deadline for consultation of 2 March 2018. The policies in the draft plan will grow in terms of the weight they can be given as the Plan proceeds through the adoption process. The Plan has been subject to an Examination in Public and the report on individual policies is now with the Mayor for review. Certain policies if unchallenged will attract weight as a material consideration in determining applications. The following policies are of relevance:

- D3 Inclusive Design
- D10 Safety, security and resilience to emergency
- D11 Fire Safety
- D12 Agent of Change
- D13 Noise
- E5 Strategic Industrial Locations (SIL)
- G5 Urban greening
- G6 Biodiversity and access to nature
- SI1 Improving air quality
- SI2 Minimising greenhouse gas emissions
- SI4 Managing heat risk
- SI5 Water infrastructure
- SI7 Reducing waste and supporting the circular economy
- SI12 Flood risk management
- SI13 Sustainable drainage
- SI15 Water transport
- SI16 Waterways – use and employment
- SI17 Protecting and enhancing London's waterways
- T1 Strategic approach to transport
- T2 Healthy streets
- T4 Assessing and mitigating transport impacts
- T5 Cycling
- T6.2 Office parking
- T6.5 Non-residential disabled persons parking
- T7 Deliveries, servicing and construction
- T9 Funding transport infrastructure through planning

8.3 Core Strategy

- SO2 Environmental sustainability
- SO8 Transportation and accessibility
- CP14 Safeguarding Strategic Industrial Locations (SIL)
- CP20 Sustainable energy use and energy infrastructure

CP21 Delivering sustainable water supply, drainage and sewerage infrastructure
CP22 Delivering sustainable waste management
CP24 The road network
CP25 Pedestrians and cyclists
CP28 Managing flood risk through development
CP30 Maintaining and improving the quality of the built and open environment
CP31 Built and Landscape Heritage
CP32: Pollution
CP36 Biodiversity
CP37 Central Leaside
CP38 Meridian Water

8.4 Development Management Document

DMD19 Strategic Industrial Locations
DMD23 New Employment Development
DMD37 Achieving High Quality and Design-Led Development
DMD38 Design Process
DMD39 The Design of Business Premises
DMD45 Parking Standards and Layout
DMD47 New Roads, Access and Servicing
DMD48 Assessing the Transport Implications of New Development
DMD49 Sustainable Design and Construction Statements
DMD50 Environmental Assessment Methods
DMD51 Energy Efficiency Standards
DMD56 Heating and Cooling
DMD57 Responsible Sourcing of Materials, Waste Minimisation and Green Procurement

DMD59 Avoiding and Reducing Flood Risk
DMD60 Assessing Flood Risk
DMD61 Managing Surface Water
DMD63 Protection and Improvement of Watercourses and Flood Defences
DMD64 Pollution Control and Assessment
DMD65 Air Quality
DMD68 Noise
DMD69 Light Pollution
DMD70 Water Quality
DMD75 Waterways
DMD76 Wildlife Corridors
DMD77 Green Chains
DMD78 Nature Conservation
DMD79 Ecological Enhancements
DMD81 Landscaping

8.5 Other Relevant and Emerging Policy

- National Planning Policy Framework (2019)
- National Planning Practice Guidance (2019)
- The Draft ELAAP
 - Policy EL15 Improving Existing Industrial Areas

- Policy EL21 Improving the Quality of the Pedestrian and Cycling Environment
- Policy EL27 Watercourses at Edmonton Leaside

9. Analysis

9.1 The main issues for consideration regarding this application are as follows:

- Principle of the Development;
- Design and Appearance;
- Access, traffic generation and parking;
- Air Quality;
- Noise;
- Contamination;
- Sustainable Design and Construction;
- Biodiversity; and
- Flooding and Drainage.

9.2 Principle of the Development

9.2.1 Planning policy seeks to retain sufficient industrial, logistics and related capacity by protecting industrial floorspace capacity within Strategic Industrial Locations. The London Plan and Draft New London Plan (policies 4.4, E4 and E5) set out that appropriate industrial type activities in SIL should be supported. These include:

- storage and logistics/ distribution (Use Class B8),
- waste management and aggregates,
- utilities infrastructure,
- emerging industrial-related sectors,
- flexible (B1c/B2/B8) hybrid space to accommodate services that support the wider London economy and population.
- Low-cost industrial and related space for micro, small and medium-sized enterprises.

9.2.2 Local Plan policies CP14 *Safeguarding Strategic Industrial Locations* and DMD19 *Strategic Industrial Locations* also set out the protection that should be afforded to SIL in the Borough.

9.2.3 The proposed use of the site for affordable open access workshop space and ancillary workspace and storage would fall within B1c/B2/B8 use class categories providing low-cost industrial space for SME's. These industrial activities are wholly appropriate and encouraged within SIL as set out in the aforementioned policies. Indeed, Building Bloqs currently operate from a premise on the southern side of Anthony Way which is characterised by workshops and premises of an industrial nature.

9.2.4 The site also falls within the Upper Lee Valley Opportunity Area and the Meridian Water Placehsaping Priority area as designated in the Local Plan. As such the area is set to undergo significant regeneration growth and development over the plan period and will be in a state of flux. The Council are seeking to ensure that despite this period of change, land within the area remains productive and continues to contribute to employment which is

consistent with its current SIL designation as set out in Draft ELAAP policy EL15 *Improving Existing Industrial Areas*.

- 9.2.5 To facilitate the future growth of the area, the current SIW application seeks to provide strategic connections from east to west. Given the existing waterways, this also involves the construction of several bridges, one of which is proposed to cross the River Lee Navigation adjacent to the application site. This will result in some land take from the site if consented and delivered.
- 9.2.6 Plans have been provided to demonstrate that the business could still operate successfully with this road and bridge infrastructure in place and it would indeed provide more direct access to the site from the west. The industrial use of the site is therefore safeguarded should this strategic route be provided and similarly the proposals would not undermine the provision of better connections across the Placeshaping area to facilitate growth.
- 9.2.7 There are no current proposals for the redevelopment of the wider Harbet Road Industrial Estate however, the applicant anticipates that Building Bloqs will occupy the proposed buildings for a meanwhile period of around 15 years or until such time as more comprehensive redevelopment of the area may take place. Notwithstanding this, the site (and buildings) would remain capable for use by other industrial business uses and occupiers that would be compatible with the SIL designation subject to obtaining any relevant consents.
- 9.2.8 The proposal also seeks to provide an ancillary café and rooftop events space to support the employees on-site as well as those elsewhere within the industrial estate and will be open to the public during business hours (8am-8pm). These uses are considered to be ancillary to the functioning of the industrial use of the site and would provide a valuable supportive on-site amenity for workers at the site and in the nearby surrounding premises.

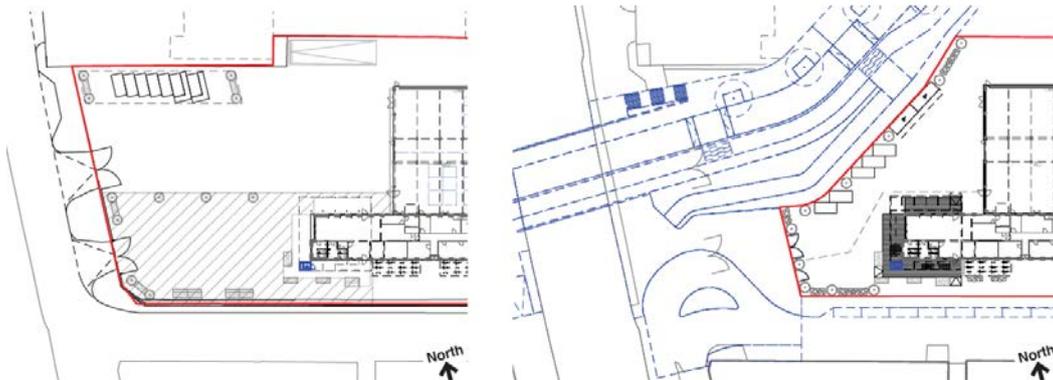
9.3 Design and Appearance

Layout

- 9.3.1 The proposals comprise 5 main elements;
- i) the re-use and upgrading of the existing maintenance building,
 - ii) a new purpose-built extension to provide additional workshop space,
 - iii) an external workshop courtyard space focused between the existing building and the new extension,
 - iv) a yard space (Riverside Yard) between the existing building and the entrance to the site from Towpath Road which provides some landscape enhancements and spill out space for the café
 - v) some additional and accessible parking, the service yard which will house container storage and provide principal servicing and delivery space.
- 9.3.2 The layout of the site has been designed to respond to the existing and future context. On first occupation of the site, which is likely to be before the proposed SIW bridge has been constructed, the proposals would provide an improved relationship with the Towpath and River Lee Navigation. New signage would direct pedestrians and occasional vehicles into the site from

Towpath Road and a generous courtyard space would be provided adjacent to the café.

- 9.3.3 Whilst it is acknowledged that there is a significant set back of the existing building from the Towpath, the proposals have taken the opportunity to improve the engagement with the Towpath and water frontage as far as possible. In addition to the measures above, design features proposed to the buildings themselves also enhance the visibility and presence of the business activity at the site.
- 9.3.4 In the post-SIW scenario, the site boundary fronting the Towpath would be adjusted providing a closer relationship with the buildings and a reconfigured yard as shown below. The principal pedestrian entry point and vehicle access would be re-provided and the yard space reduced. The diagrams below demonstrate that the proposals would work in either scenario.



- 9.3.5 As shown above, parking (including accessible spaces) would still be provided in the yard in the post-SIW scenario and occasional deliveries would also still take place. A condition has been imposed to require a delivery and service management plan is put in place to control these activities at the front of the site to ensure there are no conflicts between vehicle movements and pedestrians using the spill out space and accessing the buildings.
- 9.3.6 The principal pedestrian entrance to the site would be on the western face of the refurbished building through the main reception and shop area. This space is predominantly glazed and provides a welcoming and legible point of arrival and entrance to the workshop.
- 9.3.7 The café space that projects forward of the main building would be painted to match the colour of the main workshop to improve the coherence between the different building elements. The existing half height windows on the northern façade facing Riverside Yard would be replaced with full height openable doors to provide better visual and physical connections with this space. This together with the glazed reception area, planters and signage would create a legible and prominent entrance.
- 9.3.8 The workshop space itself would be accessed through the reception area from Riverside Yard which provides a fully accessible entrance. A single retained roller shutter from the past use of the building located adjacent to the reception area would provide an additional entrance point if required. This

provides a core route and main circulation through the existing building and links into the new extension through the connecting link volume all the way to the delivery and servicing access.

- 9.3.9 Both workshop spaces would provide work bays of various sizes and specialised machine areas located either side of central circulation route marked either side by the roller shutter access points.
- 9.3.10 The service yard to the east of the building is 700-800mm lower than the finished floor level of the proposed new extension. As this will provide the main area for delivery and unloading it will include a loading apron for forklifts to be able to unload. A lift and external staircase are also provided however, the principal pedestrian access is from Towpath Road which is fully accessible.

Scale and Appearance

- 9.3.11 Local Plan policy DMD23 *New Employment Development* sets out the criteria against which new industrial development within SIL and LSIS will be permitted. This includes ensuring, amongst other matters that (c) the scale, bulk and appearance of the development is compatible with the character of its surroundings.
- 9.3.12 The extension would provide an additional 1100sqm of workspace compared to the existing which provides 1320sqm. This represents an intensification of the industrial use and a more efficient use of a currently vacant site which is welcomed. The proposals are able to maximise the use of the site and ensure that there is sufficient circulation and spill out space for all activities associated with the use. In particular the service yard to the east provides dedicated open work yard, servicing space and storage for workers to ensure the internal workspace can be maximised.
- 9.3.13 The new extension would have a mono-pitch roof that would be taller at the northern edge. It would reach a maximum height of 8.75m. The existing building has a maximum height of 7.3m with its main volume at a height of 6.1m. The link volume that connects to the existing and new spaces would have a height of 6.1m matching the existing building.
- 9.3.14 The resultant form is of an industrial character and scale that is compatible with the general area. Whilst the majority of buildings on former Stonehill Site have been demolished (which includes the eastern portion of this site and land immediately to the north) they are of a size and scale comparable to those that formerly occupied the land and of those found on the southern side of Anthony Way.
- 9.3.15 Each of the workshop elements are proposed to have a distinctive character through their detailing and use of material. In order to ensure coherence between them, a limited palette of materials is to be used all with an industrial character of profiled metal cladding and polycarbonate glazing systems.
- 9.3.16 The existing building frame structure will be retained. The glazing bars and wired glass would be replaced with aluminium glazing bars accommodating polycarbonate units. The existing fibre cement cladding will be replaced with black polyester powder coated profiled cladding panels. The same cladding panels will be installed in the east and west elevations (previously dominated

by roller shutter doors) with a new glazed entrance and reception area facing Riverside Yard.

- 9.3.17 The enhancements to the existing structure will improve its aesthetics, unify its appearance as well as enable installation of insulation while removing existing asbestos containing material. It will also provide an attractive entrance that will be viewed in conjunction with the metal frame above the café which gives the building prominence and enhanced visibility when viewed from the west announcing this industrial activity along the Towpath.
- 9.3.18 The new building would also be clad in a profiled aluminium cladding to build coherence between the 2 structures. Insulated polycarbonate glazing is proposed at a high level on the northern elevation and on the internal courtyard elevation. Whilst of a different finish to the refurbished building, the new workshop element would have a similar treatment in terms of materials and would have the same industrial character being proposed to the existing building.
- 9.3.19 The link structure between the new and existing buildings has been designed to be of a lighter weight appearance and would be finished in a coloured cellular cladding material. Large shutter doors are proposed to the northern and southern elevations which open onto the external work space and provide cross circulation.
- 9.3.20 Full details of materials are to be provided (as secured by condition) but the proposals are considered to be well considered providing high quality industrial buildings that would enhance the appearance of this part of the SIL and promote intensification and enhancement of the premises being provided. Furthermore, the proposals would respond well to the future road and bridge connection (should they be consented and delivered) by providing a coherent, characterful and active northern frontage that announces the industrial character of the site.
- 9.3.21 As discussed above the brickwork of the existing single storey wing that will accommodate the café and further workspace areas will be painted. Windows on the north facing elevation will be replaced to improve the relationship of the building and the café with the rest of the site. A roof terrace is proposed on the roof of the café to provide additional amenity for users at the site. Associated with this is a new metal frame structure that would provide access to the deck via external stair and lift as well as providing an characterful feature that increases visibility of the site as well as providing an elevated area for signage for the Building Bloqs business.
- 9.3.22 The metal frame would be supported by a number of columns that would overhang the ground floor café and sit externally within the café spill out yard, creating further definition to potential outdoor seating areas. The structure would have an inherently industrial character and although not entirely functional would provide an interesting architectural feature signifying growth and intensification in the SIL and the Meridian Water Placeshaping Priority Area.
- 9.3.23 The service and delivery yard on the eastern part of the site would accommodate several double stacked containers. In contrast to the improved aesthetic of the site, the containers represent a more functional and practical requirement of the type of users promoted in SIL locations. The containers

would provide storage for users of the workshop space, where materials and works in progress could be securely stored. This facility ensures that the workshop spaces themselves are kept free of materials and clutter as far as possible and maximises workable space and area for specialised equipment.

- 9.3.24 Such storage facilities are not uncommon on SIL land and provide a safe and secure way of storing goods and materials. Whilst predominantly double stacked, the northern-most containers that would front a new access road should the SIW be consented, would be single level to ensure that the relationship with the footpath is not oppressive. A condition has been imposed to agree how the facades of the containers will be treated to ensure they have a coherent aesthetic to complement the rest of the structures on the site.
- 9.3.25 The plant for the buildings are to be sited to the south of the new workshop. They are presented as a series of oversized objects clad in corrugated aluminium sheeting.
- 9.2.26 The existing site is partly enclosed with a chainlink fence and in other areas by other security measure to prevent unauthorised access. The proposal includes installing matching chainlink fencing to the entire perimeter of the site. This is considered acceptable as it would provide a secure perimeter to the site as well as ensuring good visual permeability from surrounding areas ensuring an active relationship with the surrounding public realm.
- 9.2.27 It is anticipated that the boundary treatments will be upgraded following the delivery of the SIW if consented. A condition has been imposed to ensure details of any alternative fence and boundary treatments are submitted for approval to ensure they maintain an acceptable appearance and relationship with surrounding environs.
- 9.2.28 Signage on the Towpath Road facing fencing has been indicatively shown on the plans submitted. A condition has been imposed to require full details of signage on the fencing to ensure it responds positively to the Towpath and water corridor character.

9.4 Traffic, Parking and Access

9.4.1 Summary

Trip Generation

- 9.4.2 The application will see a maximum of 180 employees on site (an increase from 50 on their existing site). The Transport Statement (TS) assumes that there will be an 85% occupancy rate (as for the current site) so up to 153 employees will be on site at any time. There is then an assumption that restricting car parking onsite will limit the number of employees who can actually drive to the site to 12, which leads to 8 employee vehicle trips in each of the AM and PM peak periods. In order to ensure that this does not result in unmanaged parking on local streets a condition has been imposed to require a car parking management plan be put in place to control parking in adjoining roads.
- 9.4.3 TRICS data has been used to estimate delivery and servicing trips which equate to 12 per day. It is positive that travel by active and sustainable modes

(cycling, public transport and walking) is forecast to make up a significant proportion of daily trips.

- 9.4.4 Overall, even with higher than forecast vehicle trips, the proposed increase in trips rates, particularly considering the previous use of the site and its location adjacent to the strategic road network, is unlikely to have any significant impact on the transport network. The proposal is therefore considered acceptable in this regard.

Pedestrian and Cyclist Access

- 9.4.5 The site is adjacent to Towpath Road and the existing pedestrian and cycle route adjacent to the River Lee Navigation. Draft ELAAP policies 15 and 21 require that development adjacent to Towpath Road deliver improvements to the pedestrian and cycle route.
- 9.4.6 The proposed access is along Towpath Road and the towpath itself. This route is currently not well lit and has a prevalence of goods vehicles using the road. The Council are proposing an improved cycle route along Towpath Road to improve its safety and attractiveness to users. Given the reliance on this route for access, the applicant is required to contribute towards the delivery of enhancement measures to ensure safe access is provided.
- 9.4.7 Ordinarily the delivery of such enhancement measures would be secured through a legal agreement between the Council and the applicant. However, in this instance, the Council (albeit not the LPA) is the applicant and therefore unable to enter into an agreement with itself. As such a scheme for the delivery of the works would be secured by planning condition.
- 9.4.8 A condition has been imposed to require a detailed scheme be agreed to improve the lighting and access from the Towpath to Anthony Way to include providing priority crossing for cyclists. The scheme would include a scope of works up to a maximum of £25,000. The scheme shall also include consideration of the delivery of the SIW/ east-west spine route which will provide site access from the bridge and an improved access road and whether any interim measures should be provided.
- 9.4.9 The Canal and River Trust have also requested that the development contribute towards improvements to an existing bridge south of the site and some surfacing works to the towpath due to the increased use of the path by pedestrians accessing the Building Bloqs premises. These features are some distance from the site and in the context of the more comprehensive scheme for Towpath improvements that are planned by the Council in connection with the regeneration of Meridian Water, as well as the construction of the central spine road subject of the SIW (currently under consideration), it is not considered that these works are necessitated by the Building Bloqs proposal alone. The Council is in discussions with the CRT in relation to the wider programme of works that would more appropriately support the enhancements of the Towpath.
- 9.4.10 Various vehicle access points are proposed with the intention being that active modes should be segregated from vehicles as far as possible. This is a positive approach and is welcomed. Tracking has been provided to confirm that the access points are suitable for the largest vehicles likely to visit the site.

Car Parking

- 9.4.11 Policy DMD 45 seeks to minimise car parking and to promote sustainable transport options. The Council recognises that a flexible and balanced approach needs to be adopted to prevent excessive car parking provision while at the same time recognising that low on-site provision sometimes increases pressure on existing streets. Furthermore, a degree of flexibility is required to reflect different trip-generating characteristics.
- 9.4.12 The level of onsite parking being provided is below the relevant London Plan maximum so is policy compliant. This area of land is not adopted highway however, and as such any on-street parking is would not be enforced by the Council. A condition has therefore been imposed to require car parking management details are provided to ensure the uncontrolled parking is satisfactorily managed.
- 9.4.13 Two disabled parking bays are being provided which is in line with minimum requirements. These are sites within the Riverside Yard area and as close to the building as possible whilst allowing space for manoeuvring and occasional deliveries. In the post SIW scenario, the yard space is significantly reduced and as such a condition has been imposed to ensure delivery and servicing are managed appropriately to ensure safe pedestrian access points and circulation space around the building.
- 9.4.14 Electric vehicle charging provision in line with the London Plan is also required to be provided and details of the location of these spaces are secured by planning condition.

Cycle Parking

- 9.4.15 The provision of 46 cycle parking spaces is proposed to the south of the existing building. This is well in excess of the more stringent requirements in the Draft London Plan which is welcomed. A condition has been imposed to require full details of the secure and covered cycle parking facilities to ensure these are of a high quality as set out in the TS.

9.5 Air Quality

- 9.5.1 London Plan policy 7.14 and emerging London Plan policy SI1 seek to improve air quality. Development proposals should use design solutions to prevent or minimise increased exposure to existing air pollution and should ensure that where emissions need to be reduced, this is done on-site. Enfield Core Policy 32 states that the Council will work to minimise air pollution. DMD 65 states that permission will be refused for development which would have an adverse impact on air quality.
- 9.5.2 The application is supported by an Air Quality Assessment to assess the air quality impacts of the proposal which has been reviewed by the Council's Environmental Health Officer (EHO). The report states that the change in pollutant concentration attributable to the proposed biomass boiler is negligible for relevant pollutants (NO_x and PM₁₀).
- 9.5.3 However, the findings of the report are that the development is not air quality neutral for building emissions due to exceedances of NO_x emissions above recommended benchmark. This is caused by the proposed biomass boiler

which would use waste wood generated on-site to heat the premises. In accordance with the Mayors SPG *Sustainable Design and Construction* mitigation measures are therefore required to be secured in the case of air quality exceedances.

- 9.5.4 The applicant has agreed to mitigation measures up to a cost of £15,000 to deliver permanent enhancements to air quality. These could be in the form of the installation of electric charging facilities or a green wall or other measures that improve air quality that may be agreed.
- 9.5.5 It is acknowledged that the proposed biomass boiler would result in emissions of NOx above the benchmark and whilst this reduces the waste produced by the business and therefore reduces transport emissions related to disposal of waste, it can have a detrimental effect on air quality. Notwithstanding this, the nearest sensitive receptors, existing residential properties on Banbury Road and Walthamstow Avenue, are far enough away from the site to conclude that the impact on these receptors would be negligible.
- 9.5.6 It is therefore considered that with the provision of the abatement equipment fitted to the plant for abating grit, dust, PM10, PM2.5 and nitrogen dioxide and the further mitigation measures in the form of £15,000 towards air quality enhancements, the impacts on air quality would be acceptable as confirmed by the Council's EHO.

9.6 Noise

- 9.6.1 Policy DMD 23 (a) states that new industrial development will be permitted in SIL where there is no adverse impact as a result of noise and disturbance.
- 9.6.2 A noise assessment accompanies the application. The Council's Environmental Health officer has confirmed that the proposal is acceptable in regard to noise and has raised no concerns or objections.

9.7 Contaminated Land

- 9.7.1 The site has a history of industrial use including joinery works, furniture works, waste disposal and timber wharf and as such there is a high risk of contamination that could be mobilised during construction to future users of the site or to pollute controlled waters. Controlled waters are particularly sensitive in this location as the site is within Source Protection Zone 1 and located on a Principle Aquifer and Secondary Aquifer A.
- 9.7.2 The applicant has submitted a Ground Contamination Desk Study and Preliminary Risk Assessment (Arup, Issue 1, dated May 2019), and other supporting documents. The Environment Agency have been consulted on the application and are satisfied that the information submitted demonstrates it will be possible to manage the risks to controlled waters. Further information is however required, and conditions have been imposed to require a risk assessment be carried out and an associated site investigation.
- 9.7.3 The Council's Environmental Health officer has reviewed the submission and is satisfied that the recommendations within the submitted report for an intrusive site investigation would address the risks posed to human health. This has been imposed as a condition within the recommendation.

9.8 Sustainable Design and Construction

- 9.8.1 The revised NPPF places an increased emphasis on responding to climate change, having regard to long-term implications for flood risk, coastal change, water supply, biodiversity and landscape, and the risk of overheating from rising temperatures.
- 9.8.2 Policy 5.2 of the London Plan, SI2 of the Draft London Plan and Enfield Core Strategy Policy 20 require major developments to include a detailed energy strategy and development proposals to minimise carbon dioxide emissions in accordance with the energy hierarchy:
1. Be lean: use less energy;
 2. Be clean; supply energy efficiency;
 3. Be green; use renewable energy.
- 9.8.3 An Energy Strategy has been submitted with the application setting out the applicant's approach to thermal comfort and modelling in regard to compliance with Approved Document L2B of the Building Regulations. Whilst the report does not include a calculation of the energy demand, it provides predicted annual carbon emissions, the Building Emissions Rate. This demonstrates that the generation of heat through waste wood is an efficient and sustainable alternative to gas heating and provides 51% carbon emissions saving compared to a standard gas design.
- 9.8.4 The report includes measures used to minimise carbon dioxide emissions in accordance with the energy hierarchy. The following measures are incorporated:
- Use of natural ventilation rather than mechanical;
 - Optimising solar and natural gains through glazing design.
- 9.8.5 Consideration has been given to the 'be clean' component of the energy hierarchy and Policy DMD52 which states major developments should connect to or contribute towards existing or planned Decentralised Energy Networks (DEN), in this case the planned heat network in the Lee Valley area. The report states that connection to the network has not been considered as it will be exclusively heated via waste wood. The volume of waste wood produced will meet the annual heating demand and it is not expected that waste/ surplus heat will be available to the DEN on the scale required by the network.
- 9.8.6 Local Plan policy DMD55 requires consideration of roof space for zero carbon technologies or green roofs and living walls in accordance with the 'be green' component of the energy hierarchy. The applicant has stated that other than the use of waste wood for use to heat the building, no other low or zero carbon technologies have been considered.
- 9.8.7 Policy DMD49 states that all new development must achieve the highest sustainable design and construction standards having regard to technical feasibility and economic viability. DMD50 and 51 require major development proposals to reach BREEAM excellent, moving towards Outstanding (expressed often as net zero carbon emissions).
- 9.8.8 The applicant has provided information to demonstrate that the proposal could achieve a Very Good BREEAM rating. The achievement of Excellent has been deemed by the applicant as not feasible for technical, but predominantly

financial reasons. They have stated that the significant costs (circa. £250,000 -£300,000) that would be required to achieve a higher BREEAM rating would result in the scheme being unviable.

- 9.8.9 The achievement of BREEAM Excellent would require significant upgrades to the existing building including retro-fitting insulation to walls and roofs and improvements to air tightness which would require replacement of the existing windows. The costs of which are deemed unviable for the project by the applicant.
- 9.8.10 In addition to the upgrades that would be required to the existing building, there are some credits that would be technically unachievable. These include public transport accessibility and proximity to amenities. The site location currently has poor PTAL and services given its industrial estate nature.
- 9.8.11 Whilst disappointing that the development could not meet a higher BREEAM rating, the financial and technical limitations are accepted. On balance it is considered that there are other benefits of reusing and adapting the existing building and requiring a higher energy performance could result in the project being abandoned. The acceptance of Very Good allows Building Bloqs to remain in the SIL and continue to provide flexible and affordable workspace for its users. Minimising running costs should ensure that costs are kept affordable for its customers.
- 9.8.12 The proposals are therefore considered to have been designed as far as possible to minimise energy demand and reduce carbon emissions in accordance with the local and London plan policies concerning sustainable design and construction.

Biodiversity

- 9.9.1 The revised NPPF states that all new development should be planned to avoid increased vulnerability to the range of impacts arising from climate change. Local Plan policy CP36 states that the Council will seek to protect, enhance or restore or add to biodiversity interests within the Borough, including green corridors and waterways, habitats and species identified at being of importance for nature conservation at a European, national, London or local level.
- 9.9.2 The site is adjacent to a wildlife corridor and the River Lee Navigation Site of Metropolitan Importance for Nature Conservation (SMINC) and policy DMD76 of the DMD states that development that falls within or abuts a wildlife corridor will only be permitted if the proposals protect and enhance the corridor.
- 9.9.3 An Ecological Impact Assessment which included a Phase 1 Habitat Survey has been submitted with the application which considers the impact of the development on the SMINC as well as protected species that may be present on or commute through the site.
- 9.9.4 The report found that the existing building had negligible potential to support roosting bats but noted the River Lea provides commuting features and foraging resources.
- 9.9.5 The scattered scrub on the site has the potential to provide suitable nesting habitats for common birds. Feral pigeons were found to be nesting in the roof

beams in the existing building. Whilst the desk study found that black redstart had been recorded within 100m of the site, the site itself provides only limited foraging opportunities for this species, and due to a lack of suitable nesting habitats (ledges on buildings or holes or crevices within walls) it is considered unlikely that this species would be utilising the site.

9.9.6 In accordance with the Wildlife and Countryside Act 1981, all habitats and features suitable for nesting birds should be removed outside of bird-breeding season (March-August inclusive). If any active nests are found they will need to be protected until the young have fledged in consultation with an ecologist. A condition has been imposed to secure this.

9.9.7 The report makes the following recommendations in relation to Biodiversity:

- A pre-commencement ecological walkover would be required in the event that the works do not commence within 12 months of the report (April 2020);
- Installation of bird and bat boxes on building facades suitable to accommodate priority species within the Enfield BAP such as house sparrow and bats.

These measures are secured by planning condition.

9.9.8 The report concludes that given the limited works proposed and the distance from the SMINC the proposals would have no adverse impacts on this or other nearby designated sites subject to standard good practice for construction.

9.9.9 With the recommendations above secured by condition the development would be acceptable in relation to biodiversity.

9.10 Drainage and Flooding

9.10.1 The revised NPPF states that all major developments should incorporate sustainable drainage systems unless there is clear evidence that this would be inappropriate. The systems used should:

- i) Take account of advice from the lead local flood authority;
- ii) Have appropriate proposed minimum operational standards;
- iii) Have maintenance arrangements in place to ensure an acceptable standard of operation for the lifetime of the development; and
- iv) Where possible, provide multifunctional benefits.

9.10.2 Policy DMD61 specifies that a drainage strategy would be required for all developments to demonstrate how proposed measures manage surface water as close to its source as possible and follow the drainage hierarchy in the London Plan. All development must maximise the use of, and where possible, retrofit Sustainable Drainage Systems (SuDS).

9.10.3 The Flood Risk Assessment submitted with the application includes a drainage strategy and SuDS measures are included within the proposals. These include designing the service yard surface to create drainage falls as well install 3 rain gardens. Planters are also proposed to accommodate additional water storage.

9.10.4 The Council's SuDS officer has confirmed that the approach to SuDS is acceptable and has requested a detailed strategy be submitted prior to

commencement. A condition has therefore been imposed to require full details of the final strategy and a further condition to ensure that the approved strategy is implemented as agreed.

9.10.5 The site is predominantly in Flood Zone 2 with some parts of the site falling within Flood Zone 3. The NPPF states that local planning authorities should ensure that when determining planning applications flood risk is not increased elsewhere. The FRA demonstrates that flood risk from all sources can be managed and mitigated without adverse impact elsewhere. Recommendations to further minimise flood risk include:

- Maintaining existing site levels
- Critical infrastructure to be placed on plinths above the flood level with the area under the plinth allowed to flood;
- Arrangement of storage containers and their contents to be carefully considered;
- Extension to be flood resilient to allow flooding with minimal impact;
- Utilise building materials with improved resilience characteristics;
- Install electrical sockets above flood level to minimise damage; Occupants should register and sign up to the flood warning system.

9.10.6 The SuDS officer has reviewed the FRA and has confirmed that the proposals are acceptable particularly given the above ground SuDS measures would provide additional flood storage. The EA have been consulted and have raised no objections in relation to flood risk. Regard has been paid to the EA's standing advice and the proposals are considered acceptable in relation to flood risk.

9.11 Community Infrastructure Levy

9.11.1 As of the April 2010, legislation in the form of CIL Regulations 2010 (as amended) came into force which would allow 'charging authorities' in England and Wales to apportion a levy on net additional floorspace for certain types of qualifying development to enable the funding of a wide range of infrastructure that is needed as a result of development.

Mayoral CIL

9.11.2 Since April 2019 the Mayor of London has been charging CIL in Enfield at the rate of £60 per sqm.

In this instance the development is CIL liable. The amount of CIL payable based on 1,198sq.m of new floor space would be £108,303.498 based on the BCIS figure of 336.

Enfield CIL

9.11.3 As of 1st April 2016 Enfield has been charging CIL. In this instance the development is not CIL liable as industrial floorspace has a nil CIL charge rate.

10. Conclusions

10.1 The proposed development for industrial business use on this vacant site within the SIL is considered to be an efficient use of the site in keeping with the character of the area and consistent with its land designation. The architectural approach is of a high quality and responds well to the Council's

aspirations for the regeneration of the area and flagship new business development and intensification.

- 10.2 The proposals are consistent with the planning policy and in particular have no conflicts with the Draft ELAAP which continues to safeguard this site for industrial purposes as SIL as well as safeguarding the location of the central spine infrastructure.
- 10.3 Conditions have been imposed to ensure that the development would have a limited impact on environment, including air quality and the adjoining Towpath and the ecological corridor of the River Lee Navigation.
- 10.4 The proposals have also demonstrated that suitable parking, access and servicing would be provided, and that the development would have no adverse impacts on the local or strategic highway network. In addition, the development has been designed to reduce its impact on climate change as far as possible within the constraints of this refurbishment project.
- 10.5 Having regard to the mitigation secured by the recommended conditions, it is considered the proposed development is acceptable when assessed against the suite of relevant planning policies and that planning permission should be granted.



7.5 SERVICE YARD



Above: Illustrative view of the proposed new extension from the service yard



Above: Proposed exterior view of the existing VOSA building looking towards the lift building



Above: The VCSA site within the broader Meridian Water regeneration area.



Above: Building block existing location, the VCSA and Storrall site within the context of Meridian Water's east bank



1. View towards the eastern elevation of the existing VCSA building and site being regenerated (Google)



2. View towards the eastern elevation of the existing VCSA building (Google)



3. View towards existing VCSA building from the existing road network (Google)



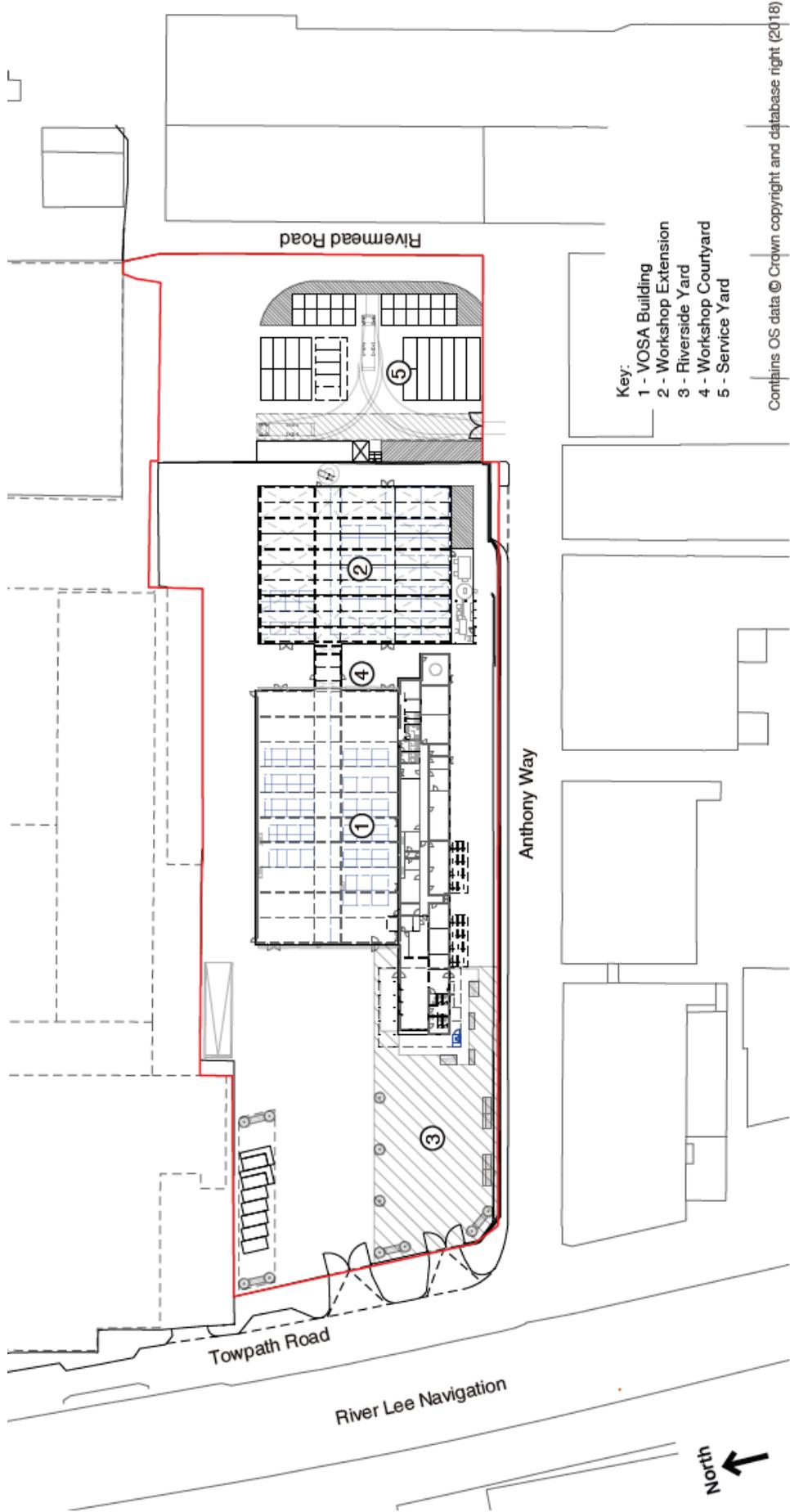
4. View from Anthony Way looking west towards the site (Google)



5. View towards existing VCSA building from the existing road network (Google)



6. View from Anthony Way looking west towards the site (Google)



- Key:
- 1 - VOSA Building
 - 2 - Workshop Extension
 - 3 - Riverside Yard
 - 4 - Workshop Courtyard
 - 5 - Service Yard

Contains OS data © Crown copyright and database right (2018)

Above: Proposed layout.

