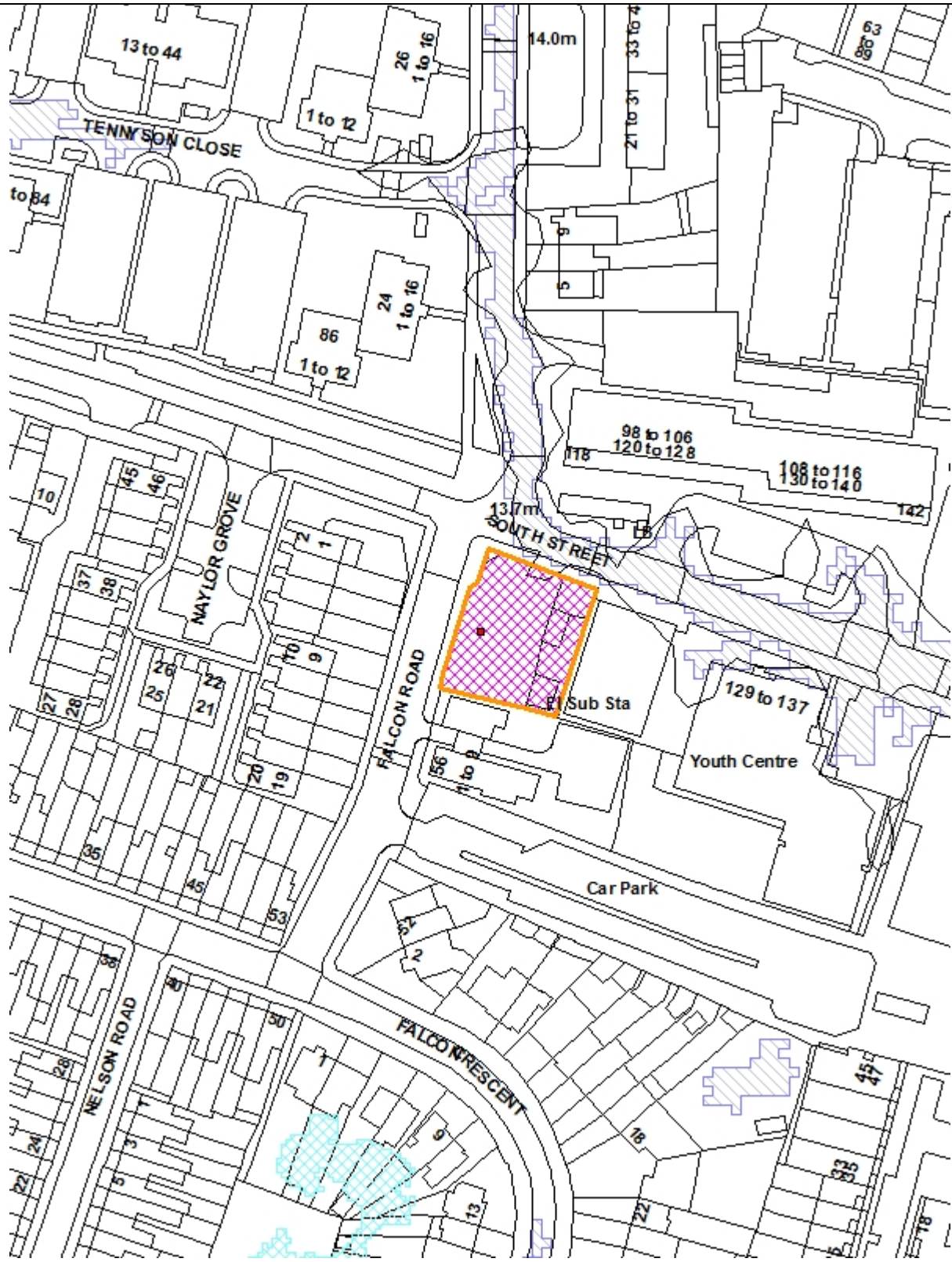


LONDON BOROUGH OF ENFIELD		
PLANNING COMMITTEE	Date: 21st November 2023	
Report of Director of Planning & Growth - Brett Leahy	Contact Officers: Case officer: Josleen Ray Planning Decisions Manager: Sharon Davidson	Category Major
Ward Ponders End	Councillor Request No	
LOCATION: 115 South Street and adjoining land, London EN3 4PX		
APPLICATION NUMBER: 23/00978/FUL		
PROPOSAL: Redevelopment of the site to provide 19 residential units (Class C3) with associated amenity, parking and refuse space and landscaping.		
Applicant Name & Address: Compton London Ltd	Agent Name & Address: hgh Consulting 45 Wellbeck Street London	
RECOMMENDATION:		
<ol style="list-style-type: none"> 1. That planning permission be GRANTED subject to conditions and the completion of a S106 legal agreement 2. That the Head of Development Management be granted delegated authority to finalise the wording of the S106 Agreement and agree the final wording of the conditions to cover the matters in the Recommendation section of this report. 		



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North



1. Note for Members

- 1.1 This planning application is categorised as a 'major' planning application involving more than 10 residential units. In accordance with the scheme of delegation it is reported to Planning Committee for determination.

2. Recommendation

- 2.1 That subject to the completion of a s106 Agreement to secure the matters covered in this report, the Planning Decisions Manager be authorised to **GRANT** planning permission subject to conditions.
- 2.2 That the Planning Decisions Manager be granted delegated authority to finalise the wording of the s106 Agreement and agree the final wording of the conditions to cover the following matters:

1. Time limit
2. Approved drawings compliance
3. External finishing materials
4. Architectural details at 1:20 to include window reveals and setbacks
5. Surfacing materials
6. Landscaping details including boundary treatments
7. Detailed layout of podium amenity space
8. Play equipment details
9. Screening of podium
10. Biodiversity enhancement measures
11. Car Park Access Management
12. Cycle parking details
13. Electrical vehicle charging points
14. Drainage from hardstanding details and protection of the public highway
15. Refuse details
16. Green/brown roofs
17. Contamination, Remediation, Verification, Monitoring
18. Unexpected/ Unidentified Contamination Remediation Strategy
19. Construction Management Plan for The Control of Dust and Emissions
20. Non-Road Mobile Machinery dust and emissions standards
21. Construction Traffic Management Plan
22. Water conservation
23. External lighting details
24. Secured by Design
25. Protected species surveys
26. Protected species – scrub removal outside of breeding season
27. SuDS Verification Report
28. Carbon emissions
29. Updated Energy Statement
30. Details of zero / low carbon technologies
31. Accessible housing
32. Baseline biodiversity levels
33. Confirmation of Biodiversity Net Gain
34. Urban Greening Factor
35. Compliance with Fire Strategy

3. Executive Summary

- 3.1 This application seeks planning permission for the construction of a new building on the site of the former Falcon Inn ranging from 1-6 storeys for the provision of 19 private residential dwellings. The application follows the refusal of an earlier scheme on the site which was later dismissed at appeal. Following dismissal of the appeal extensive pre-application engagement has taken place with officers to result in a scheme that addresses the previous reasons for refusal and provides a contextual response to the locality and site constraints.
- 3.2 Whilst the scheme is not able to provide any affordable dwellings on the site as has been demonstrated through the financial viability appraisal, it provides a good mix of units including larger family housing that responds to the housing needs in the borough. The scheme has optimized the potential for housing on the site through sensitive massing and scale while having regard to priority dwelling sizes for the market tenure.
- 3.3 The site provides an important gateway to the Alma Regeneration Area sitting on a prominent corner. The footprint and height appropriately responds to the context of the Alma Regeneration as well as the adjoining lower rise block of flats on Falcon Road. The material and detailing is also of a high standard in keeping with the character of the wider estate regeneration.
- 3.4 The proposed scheme would upgrade the existing infrastructure in the locality to mitigate the impacts from the development through financial contributions towards education and sustainable transport and would connect to the local district heating network.
- 3.5 The proposed development would comply with paragraph 148 of the NPPF 2021 and broadly accord with the Development Plan (Adopted London Plan 2021, Core Strategy and Development Management Policies) policies.

4. Site and surroundings

- 4.1 The site is located on the corner of the junction of Falcon Road and South Street and was formerly occupied by the now demolished Falcon public house. The site is now vacant.
- 4.2 Directly to the south of the site is Falcon Court (56 Falcon Road), which is a modern three storey brick-built block of 9no. flats of a traditional design with an open rear parking area.
- 4.3 To the east is a six-storey mixed use block forming part of the newly approved Phase 2ii of the Alma Estate Regeneration Project.
- 4.4 West of the site; and fronting the western side of Falcon Road are the rear gardens of the two storey dwellings fronting Naylor Grove. To the north and north-east; fronting the north of South Street is the Alma Estate. All the current buildings will be demolished and outline consent exists for a six-storey residential building set back from the corner of Scotland Green Road; with approved height parameters supporting greater height towards Ponders End Station. To the north; fronting the western side of Scotland Green Road is an existing four storey residential development; in traditional style which is well set back from the busy South Street behind walls, railings and amenity space.
- 4.5 The site is located approximately 300m west of the Ponders End Railway Station and is approximately 800m from Ponders End Town Centre. The

Oasis Hadley Academy is 200m from the application site.

- 4.6 The application site is located within a wider area designated as a Regeneration Priority Area in the North East Enfield Area Action Plan (NEEAAP).
- 4.7 The site is within Environment Agency (EA) defined Flood Zone 1 and is therefore not in a flood risk area. It has a PTAL of 2. There is a currently a consultation process taking place regarding the imposition of a CPZ within the surrounding roads which would include the Alma Estate Regeneration and the roads surrounding the subject site. Currently, there are waiting restrictions in place along Falcon Road.

5. Proposal

- 5.1 The present application is for the construction of a building ranging from 1 – 6 storeys comprising 19 residential units including an undercroft parking area at 115 South Street. The building has a stepped 6 storey façade to South Street and steps down from 6 storeys on the corner with Falcon Road to 4 storeys along the Falcon Road frontage and then 1storey at the southern site boundary with the flats at 56 Falcon Road.
- 5.2 The upper floors take on an 'L' shaped plan which encloses a south facing podium terrace area at upper ground floor level. The ground floor level comprises 73% site coverage and accommodates 4 duplex units fronting South Street and Falcon Road, undercroft parking for 9 cars, refuse store, relocated sub-station, main entrance lobby and cycle parking spaces for residents and visitors.
- 5.3 The main residential entrance to the core is from Falcon Road, and the entrance to the car park is also along the Falcon Road frontage. Duplex units are accessed directly from ground level on South Street and Falcon Road. These units are set back behind a front landscaped amenity area around 2.3m deep providing a buffer to the street and also some amenity space. All units have access to the first floor podium garden which provides both communal and private spaces.
- 5.4 19 private residential units are proposed as follows:
- 4 x 1 bed flats (21%)
 - 9 x 2 bed flats (47%)
 - 5 x 3 bed flats (26%)
 - 1 x 4 bed flats (6%)

6. Relevant Planning Decisions

- 6.1 17/05235/FUL - Refused 15.03.18 (Appeal Dismissed 04.07.19)
Redevelopment of site and erection for part 3, part 4, part 5, part 6 storey block of 19 self-contained flats comprising (5 x1 bed, 7 x 2 bed and 7 x 3 bed with private/ communal terraces and associated parking.

Reasons for refusal:

1. *The proposed development, due to its form, poor design, proximity to the side*

boundaries and excessive depth, scale, bulk and massing would be an unsustainable overdevelopment of the plot and would result in an intrusive and incongruous form of development which would not present a positive and active frontage to South Street and Falcon Road and would fail to respect the character and appearance of the area which is contrary to Policies 3.5, 7.4 and 7.6 of the London Plan, Policies CP4 and CP30 of the Core Strategy, Policies DMD6, DMD8 and DMD37 of the Development Management Document.

- 2. The proposal fails to demonstrate adequate car parking and safe pedestrian access, vehicular access, servicing and cycle parking arrangements commensurate with the more intensive use proposed, leading to conditions prejudicial to the free flow and safety of traffic, contrary to Policies 6.3, 6.9, 6.10, 6.13 of the London Plan, Core Strategy Policies 24 and Policies 45, 47 and 48 of the Development Management Document*
- 3. Insufficient information has been provided on drainage and SUDs measures to demonstrate compliance with London Plan Policy 5.13, Policy 21 of the Core Strategy and DMD Policy 61.*
- 4. Insufficient information has been provided to justify the under-provision of social rented units contrary to London Plan Policy 3.11, Core Strategy Policy 5 and DMD Policy 1.*
- 5. Insufficient information has been provided to justify the mix of housing unit sizes proposed which is contrary to Core Strategy Policy 5 and DMD Policy 3.*
- 6. The proposal fails to demonstrate adequate progress towards meeting planning policy targets tackling climate change contrary to Policies 5.2, 5.3, 5.6 of the London Plan and Policies 50, 51, 52 and 58 of the Development Management Document*
- 7. In the absence of a mechanism to secure affordable housing, education contributions, contributions towards off site play space provision, sustainable transport measures and an off-site contribution to carbon reduction up to zero carbon for regulated emissions, the application fails to comply with policies Core policy 46 (Infrastructure Contributions), London Plan Policy 3.6 (Children and Young People's Play and Informal Recreation Facilities), Policy 3.11 (Affordable Housing Targets), London Plan Policy 6.1 (Strategic Approach) , DMD1 (Affordable housing on sites capable of providing 10 units or more) , DMD 73 (Children's Play Space) and DMD 54 (Allowable Solutions)*

Key relevant conclusions from the Inspector's report:

- Inspector outlines, from the perspective of assessing the character and appearance of the then proposed development, there should be no dispute that the site is located within an area known as the 'Alma Road Regeneration Area';*
- Inspector outlines that the combination of the height and depth of the footprint of the refused scheme, together with the ground floor frontage treatment (hard against pavement edge), would appear monolithic and imposing, particularly along the Falcon Road frontage; and impacts would not be acceptably lessened even if materials were of a high quality;*

- *Regards off-site car parking, despite evidence that there would be on-street capacity through surveys undertaken by the applicant, the Inspector agreed with the Council that this would not necessarily be convenient considering nearby parking restrictions including significant proportion of Falcon Road and South Street; as such, parking would not be close to the site.*

6.2 17/00164/PNPUB – Demolition of building – Granted 06.02.2017. The pub has been demolished.

7. Consultations

Statutory and Non-Statutory Consultees

7.1 Environmental Health

No objections subject to conditions.

7.2 Health and Safety Executive

No comments received.

7.3 Thames Water

No objection.

7.4 Traffic and Transportation

No objections subject to conditions and obligations as detailed in section 9 of the report.

7.5 GLAAS

The proposal is unlikely to have a significant effect on heritage assets or archaeological interest. The site was a large house shown on the nineteenth century mapping named South Row. The neighbouring Falcon Inn dated from the eighteenth century was demolished in 1902 before being rebuilt on the application site itself. That pub was demolished around five years ago but the former inn sign still stands on the edge of the site. Earlier archaeological remains have likely been compromised by the 1902 build and subsequent demolition.

7.6 Natural England

No objection subject to appropriate mitigation being secured in the form of a per unit contribution to Strategic Access Management and Monitoring (SAMM).

The S106 Agreement will secure the relevant payment

Recommend further surveys for roosting bats be carried out prior to works commencing, and that scrub removal should not occur during the breeding season for nesting birds.

This will be secured through planning condition.

7.7 SuDS and LLFA
No objections following receipt of updated SuDS report subject to a condition requiring a verification report. A condition is included above

7.8 Climate Action and Sustainability
No objections subject to conditions and obligations to secure the new development carbon compensation.

The S106 Agreement will secure the carbon off set contribution. Other matters with be addressed by planning condition are included in the list above,

7.9 MPS – Designing Out Crime
Objection on the grounds of insufficient information on security measures in the design of the building. Request condition be placed on any approval to secure further information in relation to these matters.

Officer response:

The security measures of concern outlined by the MPS in their letter are detailed design measures that can sufficiently be secured through the recommended planning condition in relation to Secure By Design

Public Consultation

7.10 Public consultation as a result of this planning application involved notification letters being sent to 1193 neighbouring properties on 4th May 2023, a press advert in the Enfield Independent was published 10th May 2023 and a site notice was erected 10th May 2023.

7.11 As a result of public consultation, 3 representations were received. All representations were letters of objection. The reasons for comment are summarised as follows:

- Change of use of the land should be applied for from Sui Generis to Residential
- Redevelopment in the absence of re-provision of the Sui Generis Community Asset (Public House) should be refused
- A public house should be provided on the ground floor as part of the redevelopment proposals
- The demolition of the Falcon Pub destroyed a valued community asset that provided a historical meeting place for the community and visitors.
- The Alma Estate lacks any place for residents to drink and eat as a community

Officer Response:

It is regrettable that local residents consider the demolition of the former public house has led to the loss of meeting place for the community. However, the pub was not designated as an asset of community value (ACV). Furthermore, the demolition of the building is considered to represent a new chapter in the planning history of the site which is now considered to have 'nil' use. This was clarified by the Inspector considering the appeal of the previous proposal (17/05235/FUL) in the letter dated 04.07.2019.

- Insufficient parking provision will put pressure on nearby parking spaces.

Officer Response:

A full assessment of the parking provision for the development is provided below in the appraisal of the scheme. It has been found that on the basis of likely car ownership, survey data and mitigation measures to encourage sustainable transport habits the parking provision would be acceptable and there would be no adverse impacts on surrounding streets or residents in terms of highway safety.

8. Relevant Policy

National Planning Policy Framework 2023

- 8.1 The National Planning Policy Framework (NPPF) introduces a presumption in favour of sustainable development. In this respect, sustainable development is identified as having three dimensions - an economic role, a social role and an environmental role, as per paragraph 8 of the NPPF:
- a) an economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;
 - b) a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and
 - c) an environmental objective – to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.
- 8.2 The NPPF recognises that planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The NPPF does not change the statutory status of the development plan as the starting point for decision making.
- 8.3 In relation to achieving appropriate densities paragraph 124 of the NPPF notes that planning policies and decisions should support development that makes efficient use of land, whilst taking into account:
- a) the identified need for different types of housing and other forms of development, and the availability of land suitable for accommodating it;
 - b) local market conditions and viability;
 - c) the availability and capacity of infrastructure and services – both existing and proposed – as well as their potential for further improvement and the scope to promote sustainable travel modes that limit future car use;
 - d) the desirability of maintaining an area's prevailing character and setting

(including residential gardens), or of promoting regeneration and change; and
e) the importance of securing well-designed, attractive and healthy places.

- 8.4 Paragraph 48 of the NPPF details when weight may be given to relevant emerging plans. This guidance states that the stage of preparation, the extent to which there are unresolved objections and the degree of consistency of relevant policies to the Framework are relevant.
- 8.5 The NPPF sets out at Paragraph 11 a presumption in favour of sustainable development. For decision taking this means:
- “(c) approving development proposals that accord with an up-to-date development plan without delay; or
- (d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date (8), granting permission unless:
- (i) the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed); or
- (ii) any adverse impacts of so doing would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole.
- 8.6 Footnote (8) referenced here advises “This includes, for applications involving the provision of housing, situations where the local planning authority cannot demonstrate a 5 year supply of deliverable housing sites (with the appropriate buffer, as set out in paragraph 73); or where the Housing Delivery Test indicates that the delivery of housing was substantially below (less than 75% of) the housing requirement over the previous 3 years.”
- 8.7 The Council’s recent housing delivery has been below Enfield’s increasing housing targets. This has translated into the Council being placed in the “presumption in favour of sustainable development category” by the Government through its Housing Delivery Test.
- 8.8 The Housing Delivery Test (HDT) is an annual measurement of housing delivery introduced by the government through the NPPF. It measures the performance of local authorities by comparing the completion of net additional homes in the previous three years to the housing targets adopted by local authorities for that period.
- 8.9 Local authorities that fail to meet 95% of their housing targets need to prepare a Housing Action Plan to assess the causes of under delivery and identify actions to increase delivery in future years. Local authorities failing to meet 85% of their housing targets are required to add 20% to their five-year supply of deliverable housing sites targets by moving forward that 20% from later stages of the Local Plan period. Local authorities failing to meet 75% of their housing targets in the preceding 3 years are placed in a category of “presumption in favour of sustainable development.

8.10 In 2019, Enfield met 77% of the 2,394 homes target for the preceding three-year period (2016/17, 2017/18, 2018/19), delivering 1,839 homes. In 2020 Enfield delivered 56% of the 2,328 homes target. In 2021, Enfield delivered 1777 of the 2650 homes required, a rate of 67%. The consequence of this is that Enfield is within the “presumption in favour of sustainable development” category.

8.11 This is referred to as the “tilted balance” and the NPPF states that for decision- taking this means granting permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole – which also includes the Development Plan. Under the NPPF paragraph 11(d) the most important development plan policies for the application are deemed to be ‘out of date’. However, the fact that a policy is considered out of date does not mean it can be disregarded, but it means that less weight can be applied to it, and applications for new homes should be considered with more weight (tilted) by the planning committee. The level of weight given is a matter of planning judgement and the statutory test continues to apply, that the decision should be, as section 38(6) of the Planning and Compulsory Purchase Act 2004 requires, in accordance with the development plan unless material considerations indicate otherwise.

8.12 The London Plan 2021

The London Plan is the overall strategic plan for London setting out an integrated economic, environmental, transport and social framework for the development of London for the next 20-25 years. The following policies of the London Plan are considered particularly relevant

GG1	Building Strong and Inclusive Communities
GG2	Making the Best Use of Land
GG3	Creating a Healthy City
GG4	Delivering the Homes Londoners Need
GG6	Increasing efficiency and resilience
D1	London’s form, character and capacity for growth
D2	Infrastructure Requirements for Sustainable Densities
D3	Optimising Site Capacity through the Design-Led Approach
D4	Delivering Good Design
D5	Inclusive Design
D6	Housing Quality and Standards
D7	Accessible Housing
D8	Public Realm
D9	Tall Buildings
D11	Safety, Security and Resilience to Emergency
D12	Fire Safety
D14	Noise
E11	Skills and Opportunities for All
H1	Increasing Housing Supply
H4	Delivering Affordable Housing
H5	Threshold Approach to Applications
H6	Affordable Housing Tenure
H10	Housing Size Mix
S1	Developing London's social infrastructure
S3	Education and childcare facilities

S4	Play and Informal Recreation
HC7	Protecting Public Houses
G1	Green Infrastructure
G4	Open Space
G5	Urban Greening
G6	Biodiversity and Access to Nature
G7	Trees and Woodland
SI1	Improving Air Quality
SI2	Minimising Greenhouse Gas Emissions
SI3	Energy Infrastructure
SI4	Managing Heat Risk
SI5	Water Infrastructure
SI7	Reducing Waste and Supporting the Circular Economy
SI8	Waste capacity and net waste self-sufficiency
SI12	Flood Risk Management
SI13	Sustainable Drainage
T1	Strategic Approach to Transport
T2	Healthy Streets
T3	Transport Capacity, Connectivity and Safeguarding
T4	Assessing and Mitigating Transport Impacts
T5	Cycling
T6	Car Parking
T6.1	Residential Parking
T7	Deliveries, Servicing and Construction
T9	Funding Transport Infrastructure through Planning
DF1	Delivery of the Plan and Planning Obligations

8.13 Mayoral Supplementary Guidance

Play and Informal Recreation (September 2012)

Provides guidance to Local Authorities and developers to estimate the potential child yield from a development, and the resulting requirements for play space provision.

Sustainable Design and Construction (April 2014)

The Sustainable Design and Construction (SPG) seeks to design and construct new development in ways that contribute to sustainable development.

The Control of Dust and Emissions during Construction and Demolition (July 2014)

The aim of this supplementary planning guidance (SPG) is to reduce emissions of dust, PM10 and PM2.5 from construction and demolition activities in London.

Accessible London: Achieving an Inclusive Environment (October 2014)

The strategy sets out to provide detailed advice and guidance on the policies in the London Plan in relation to achieving an inclusive environment.

Housing (March 2016)

The housing SPG provides revised guidance on how to implement the housing policies in the London Plan.

Affordable Housing and Viability (August 2017)

Sets out the Mayor's policies for assessing and delivering affordable

housing and estate renewal.

8.14 Local Plan – Core Strategy

The Core Strategy was adopted in November 2010 and sets out a spatial planning framework for the development of the Borough through to 2025. The document provides the broad strategy for the scale and distribution of the development and supporting infrastructure, with the intention of guiding patterns of development and ensuring development within the Borough is sustainable. The following policies are of particular relevance to this application.

Core Policy 3	Affordable Housing
Core Policy 4	Housing quality
Core Policy 5	Housing types
Core Policy 9	Supporting Community Cohesion
Core Policy 16	Taking part in economic success and improving skills
Core Policy 20	Sustainable Energy use and energy infrastructure
Core Policy 21	Delivering sustainable water supply, drainage and sewerage infrastructure
Core Policy 22	Delivering sustainable waste management
Core Policy 24	The road network
Core Policy 25	Pedestrians and cyclists
Core Policy 26	Public Transport
Core Policy 28	Managing flood risk through development
Core Policy 29	Flood Management Infrastructure
Core Policy 30	Maintaining and improving the quality of the built and open environment
Core Policy 31	Built and landscape heritage
Core Policy 32	Pollution
Core Policy 34	Parks, Playing Fields and Other Open Spaces
Core Policy 36	Biodiversity

8.15 Local Plan – Development Management Document

The Council's Development Management Document provides further detail and standard based policies by which planning application should be determined. Policies in the DMD support the delivery of the Core Strategy. The following policies are considered to be relevant.

DMD1: Affordable Housing on Sites Capable of Housing 10 Units or More
DMD3: Providing a Mix of Different Sized Homes
DMD6: Residential Character
DMD8: General Standards for New Residential Development
DMD9: Amenity Space
DMD10: Distancing
DMD37: Achieving High Quality and Design-Led Development
DMD38: Design Process
DMD43: Tall Buildings
DMD44: Conserving and Enhancing Heritage Assets
DMD45: Parking Standards and Layout
DMD47: New Road, Access and Servicing
DMD48: Transport Assessments
DMD49: Sustainable Design and Construction Statements
DMD50: Environmental Assessments Method

DMD51: Energy Efficiency Standards
DMD52: Decentralized energy networks
DMD53: Low and Zero Carbon Technology
DMD55: Use of Roofspace/ Vertical Surfaces
DMD56: Heating and Cooling
DMD57: Responsible Sourcing of Materials, Waste Minimisation and Green Procurement
DMD58: Water Efficiency
DMD59: Avoiding and Reducing Flood Risk
DND60: Assessing Flood Risk
DMD61: Managing surface water
DMD62: Flood Control and Mitigation Measures
DMD64: Pollution Control and Assessment
DMD65: Air Quality
DMD68: Noise
DMD69: Light Pollution
DMD70: Water Quality
DMD71: Protection and Enhancement of Open Space
DMD72: Open Space Provision
DMD73: Child Play Space
DMD78: Nature conservation
DMD79: Ecological Enhancements
DMD80: Trees on development sites
DMD81: Landscaping

8.16 North East Enfield Area Action Plan (2016)

Policy 5.1: Affordable Housing
Policy 5.2: Mix of housing types
Policy 5.3: Improving the public realm
Policy 8.2: Providing New Open Space
Policy 9.1: Sustainable Energy
Policy 11.2: Alma Estate Regeneration
Policy 11.3: Ponders End Station

8.17 Other Material Considerations

Enfield Blue and Green Strategy (2021-2031)
Enfield Climate Action Plan (2020)
Enfield Housing and Growth Strategy (2020)
Enfield Intermediate Housing Policy (2020)
Enfield Biodiversity Action Plan
Enfield Characterisation Study (2011)
Enfield Local Heritage List (May 2018)
Enfield S106 SPD (2016)
Enfield Decentralised Energy Network Technical Specification SPD (2015)
Making Enfield: Enfield Heritage Strategy 2019-2024 SPD (2019)
The Setting of Heritage Assets – Historic Environment Good Practice Advice in Planning: 3, Historic England (2017)
London Councils: Air Quality and Planning Guidance (2007)
TfL London Cycle Design Standards (2014)
GLA: Shaping Neighbourhoods: Character and Context SPG (2014)

GLA: Social Infrastructure SPG (2015)
Mayor's Transport Strategy (2018)

GLA Threshold Approach to Affordable Housing on Public Land (2018)
Healthy Streets for London (2017)
Manual for Streets 1 & 2, Inclusive Mobility (2005)
National Planning Practice Guidance
National Design Guide (2019)

8.18 Enfield Local (Regulation 18) 2021

8.19 The Regulation 18 document sets out the Council's preferred policy approach together with draft development proposals for several sites. It is Enfield's Emerging Local Plan.

8.20 As the emerging Local Plan progresses through the plan-making process, the draft policies within it will gain increasing weight, but at this stage it has relatively little weight in the decision-making process.

8.21 Key local emerging policies from the plan are listed below:

Policy DM SE2 – Sustainable design and construction
Policy DM SE4 – Reducing energy demand
Policy DM SE5 – Greenhouse gas emissions and low carbon energy supply
Policy DM SE7 – Climate change adaptation and managing heat risk
Policy DM SE8 – Managing flood risk
Policy DM SE10 – Sustainable drainage systems
Strategic Policy SPBG3 – Biodiversity net gain, rewilding and offsetting
Policy DM BG8 – Urban greening and biophilic principles
Policy DM DE1 – Delivering a well-designed, high-quality and resilient environment
Policy DM DE2 – Design process and design review panel
Policy DM DE6 – Tall buildings
Policy DM DE7 – Creating liveable, inclusive and quality public realm
Policy DM DE10 Conserving and enhancing heritage assets
Policy DM DE11 – Landscape design
Policy DM DE13 – Housing standards and design
Policy DM H2 – Affordable housing
Policy DM H3 – Housing mix and type
Policy DM T2 – Making active travel the natural choice
Policy DM CL6 – Protecting and attracting public houses
Strategic Policy SP D1 – Securing contributions to mitigate the impact of development

Analysis

9. Main Planning Issues

9.1 The main planning issues raised by the Proposed Development are:

- Principle of Use
- Housing Need and Mix
- Design and Appearance
- Residential Quality and Amenity
- Fire Safety
- Transport, Access and Parking
- Energy and Sustainability
- Sustainable Drainage and Flood Risk
- Biodiversity and Ecology
- S106
- Community Infrastructure Levy

9.2 Principle of Residential Use

9.2.1 The principle of bringing 115 South Street forward as a residential development has been established in previous decisions affecting the site. The provision of new housing units on the site is acceptable and in accordance with London and Enfield Policies to encourage housing growth.

9.2.2 It is recognised that objectors to the scheme wish to see the re-provision of a public house on the site. However, the demolition of the former building has resulted in a 'nil' use on the site. Therefore, London Plan policy HC7 which seeks to retain public houses is of no material weight to the current proposals and would not be a reason to refuse the scheme.

9.2.3 The use of the site for the delivery of homes is therefore supported.

9.3 Housing Need and Mix

Affordable Housing

9.3.1 The NPPF (Paragraph 125) is clear that where there is an existing or anticipated shortage of land for meeting identified housing needs, it is especially important that planning policies and decisions avoid homes being built at low densities and ensure that developments make optimal use of the potential of each site. In these circumstances: c) local planning authorities should refuse applications which they consider fail to make efficient use of land, taking into account the policies in the NPPF. The London Plan 2021 identifies a need for a minimum of 1,246 dwellings per year to be delivered over the next 10 years in the Borough, an increase over the previous target of 798.

9.3.2 Enfield's Housing and Growth Strategy 2020-2030 sets a priority to maximise housing delivery. The key aims of the Strategy seek to address the housing crisis within the Borough. During consideration of the Cabinet report, Members discussed the current housing situation and highlighted the rise in private sector rents in proportion to the average salary and the significant rise in homelessness. Enfield has one of the highest numbers of

homeless households in the country. Insecurity and unaffordability of private sector housing has evidence-based links with homelessness. One of the most common reasons for homelessness in London is currently due to the ending of an assured tenancy (often by buy to let landlords). The Ministry of Housing, Communities & Local Government (now called Department for Levelling Up, Housing and Communities) (2018) data shows a significant increase in the number of households in Enfield using temporary accommodation – with a significant 67% increase between 2012 and 2018.

- 9.3.3 Enfield's Authority Monitoring Report 2020/2021 shows that during the preceding 10 years, the Borough had delivered a total of 5,616 homes which equates to approximately 562 homes per annum. Enfield's 2020 Housing Delivery Action Plan recognises that the construction of more affordable high-quality homes is a clear priority, with only 60% of approvals being implemented. A Local Housing Need Assessment (LHNA) was undertaken in 2020 and identifies an annual housing need of 1,744 homes across the Borough.
- 9.3.4 London Plan Policies H4 and H5 outlines a strategic target for 50% of all new homes delivered across London to be affordable.
- 9.3.5 Core Policy 3 of the Core Strategy sets a borough-wide affordable housing target of 40% in new developments, applicable on sites capable of accommodating ten or more dwellings. Affordable housing should be delivered on-site unless in exceptional circumstances. The Application Site falls within the Ponders End area of the North East Enfield Area Action Plan (2016). Policy 5.1 states that new development should follow the affordable housing requirement of the Core Strategy, and further, given viability issues in the Plan area, "will take a flexible approach to the split of social rented, affordable rent and intermediate housing in order to support the delivery of new affordable homes." In reflection of London Plan targets and the evidence demonstrating the crucial need for affordable housing, emerging Local Plan Policy H2 aims to secure 50% of all new homes in Enfield as affordable.
- 9.3.6 It should be restated that Enfield is in a category of "presumption in favour of sustainable development" having failed to meet at minimum 75% of its housing targets in the preceding three years – meaning homes that have received permission to be built are not being constructed and completed at a rate that delivers needed housing. In practical terms this is referred to as the "tilted balance" and the NPPF states that for decision-making this means granting permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits. This also means that Development Plan policies carry lesser weight and applications for new homes are given greater or "tilted" weight. The level of weight given is a matter of planning judgement and the statutory test continues to apply, that the decision should be, as section 38(6) of the Planning and Compulsory Purchase Act 2004 requires, in accordance with the development plan unless material considerations indicate otherwise.
- 9.3.7 The present application would include no provision for affordable housing with all 19 units proposed as private residential units. The applicant has submitted a Financial Viability Appraisal (FVA) to support the proposal and provided evidence that the development cannot viably support any affordable housing.

- 9.3.8 This position has been independently assessed on behalf of the Council by an external consultant who has provided viability advice in relation to the FVA submitted by the applicant. This included interrogation of the assumptions made in the FVA including the level of developer profit and finance required to bring the development forward as well as the costs associated with the construction and likely value from sales using comparable evidence.
- 9.3.9 The Council's consultant has reviewed the FVA in accordance with relevant policy and guidance, including the Mayor's Affordable Housing and Viability SPG and draft Affordable Housing and Development Viability London Plan guidance. They have concluded that the scheme cannot support any affordable housing.
- 9.3.10 In light of the conclusions above, no affordable housing is able to be secured. However, in accordance with the Mayor's Affordable Housing and Viability SPG, an early stage and late-stage review of the viability position will be secured in the s106 agreement so if the viability position improves, any uplift could be captured and directed towards Affordable Housing delivery in accordance with the SPG.

Dwelling Mix

- 9.3.11 London Plan Policy H10 states that schemes should generally consist of a range of unit sizes and that this should have regard to a number of criteria including robust local evidence, the mix of uses in the scheme, the range of tenures in the scheme, the nature and location of the site, amongst other considerations.
- 9.3.12 As per the viability position assessed above, the scheme includes private housing only and as such consideration below is given to the priorities for market housing only.
- 9.3.13 Core Policy 5 of the Core Strategy seeks to provide the following borough-wide mix of market housing:
- Market housing – 20% 1 and 2 bed flats (1-3 persons), 15% 2 bed houses (4 persons), 45% 3 bed houses, (5-6 persons), 20% 4+ bed houses (6+ persons).
- 9.3.14 The evidence base to support the unit mix set out in Core Policy 5 dates from 2008. More recently, the Local Housing Needs Assessment 2020 was prepared to support the emerging Local Plan and is the most up-to-date source of evidence. Reflecting London Plan Policy H10 A1, Draft Local Plan Policy H3 (while it is not adopted policy), outlines priority types for different sized units across different tenures:

	Studio/bedsit	One-bedroom	Two-bedrooms	Three-bedrooms	Four-bedrooms or more
Social/affordable rented	Low priority	Medium priority	High priority	High priority	Low priority
Intermediate	Low priority	High priority	High priority	Medium priority	Low priority
Market	Low priority	Low priority	Medium priority	High priority	High priority

9.3.15 The applicant proposes the following dwelling mix:

Proposed dwelling mix

	1b2p		2b3p		2b4p		3b4p		3b5p		4b6p	
Market	4	21%	3	16%	6	32%	1	5%	4	21%	1	5%

9.3.16 The majority of the housing mix comprises 2 (48%) and 3 (26%) bed units, these being identified as medium and high priority respectively. Additionally, a large proportion of the 2 bed units are 2b4p and the 3 bed units are 3b5p apart from 1 3b4p. These larger units are favoured given their greater flexibility for family housing.

9.3.17 The proposal also includes 1x 4b unit which is welcomed given the high priority of this housing size and relative difficulty of delivering these within smaller schemes. Whilst there is also a 21% provision of 1 bed units (of low priority), taken as a whole the scheme provides 31% family housing (3b+) which is welcomed and reflective of highest needs in the market sector.

9.3.18 The Government prescribes a “tilted balance” in favour of housing delivery to the Council’s planning decision-making as a result of Enfield’s shortfall in meeting housing delivery targets. This means that applications for new homes should be given greater weight, and Councils should grant permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits of the housing proposal. In 2021, Enfield delivered 67% of its Housing Delivery Test target for the preceding three-year period.

9.3.19 In light of the fact that there is a high provision of family size units in the scheme, officers are supportive of the proposed size mix.

9.4 Design and Appearance

9.4.1 Paragraph 126 of the NPPF underscores the central value of good design to sustainable development. The Framework expects the planning process to facilitate “high quality, beautiful and sustainable buildings and places.” As in Paragraph 130, the assessment of a scheme should take into account the endurance of the design, visual appeal, sensitivity to local context, sense of place, optimisation of the site and contribution to health and wellbeing.

9.4.2 Policy DMD37 encourages achieving the highest quality and design led development that is suitable for its function and appropriate in its context with suitable regard to its surroundings. Additionally, Policy D3 and D4 of the London Plan specifies the need to respect the character of the surrounding area but also make a positive contribution to the places’ identity. This is re-iterated in policy CP30 of the Core Strategy which requires new development to be a high-quality design in keeping with the surrounding area, as well as the fundamental aims for the NPPF.

9.4.3 The proposal has evolved substantially since the appeal dismissal of the earlier scheme where the inspector considered the proposal would have a harmful impact on the character and appearance of the area. The applicant has positively engaged with officers through the pre-application process in a collaborative manner adapting the design in response to officer advice and addressing the reasons for refusal.

- 9.4.4 The principal concerns with the appeal scheme in relation to character and appearance included:
- Substantial scale and mass owing to the wide and deep footprint
 - Distribution of height on the plot resulting in a monolithic and imposing building
 - Siting of building along the pavement edge failed to provide any setting or relief
 - Lack of active frontage
- 9.4.5 These issues are considered to have been overcome in the current proposal as a result of pre-application dialogue and design development. In terms of scale, the proposal mediates between the lower rise homes to the west, across Falcon Road and to the south and builds up to a modest 6 storey tower on the corner helping to mark the entrance to the new character of the Alma Estate. Whilst the Council's Urban Design Officer considers the 6 storey tower acceptable, another storey on the corner was encouraged in townscape terms but not put forward.
- 9.4.6 Overall, the proposal fits well into its surrounding context, working with the grain of development, emergent character of the Alma Estate and with a suitable residential use.

Siting and layout

- 9.4.7 The proposed building is stepped to create 3 distinct forms of the site being the 6 storey South Street element, the corner tower element also 6 storeys but with a taller parapet to give it a greater height, and the 4-storey element on Falcon Road which drops to a single storey adjoining Falcon Court. The building is also well set back from the pavement edge providing sufficient landing spaces at entrances and generous areas of defensible space and relief from the street.
- 9.4.8 All duplex units are accessed directly from the street with the main residential lobby for upper floors and car park entrance along Falcon Road. This provides a good level of active frontage with a well surveilled street. Access to the podium is through the residential core at first floor level.
- 9.4.9 The layout is generally well resolved responding well to its context and surrounding streets and spaces. A good level of active frontage is provided with residential and car parking entrances providing surveillance to the public realm and a clear division of the public and private space.

Scale (Height and Massing)

- 9.4.10 The proposal has taken cues from the surrounding regeneration of the Alma estate in terms of scale and massing. The six-storey shoulder height along South Street continues the street enclosure that is being created by this development and this is welcomed.
- 9.4.11 The overall height of 6 storeys is acceptable in relation to its context. The inclusion of a taller element by way of the extended parapet is also supported as a means of:
- Creating an entrance to the regeneration area
 - Creating a "towerlet" in a similar manner to under construction Phase 2A thereby continuing the emergent character to this development.
 - Turning the corner from South Street to Falcon Road with a distinctive architectural feature.
- 9.4.12 The massing on Falcon Road is successful at mediating height from the corner to the low-rise context. The break created by the glazed entrance helps to break up the mass

and the four-storey element helps to step down to the neighbouring property whilst creating a strong frontage. The distribution of height and mass on the plot is therefore considered appropriate overcoming the previous reasons for refusal.

Details and Materials

- 9.4.13 The distinction of the building mass into 3 elements as discussed above is successfully executed through the detail design of the building and the use of materials. The duplex units are not only recessed from the upper floor building line but defined by a corduroy brick detail contrasting in colour from the red brick proposed for the upper storeys. The upper floors are supported by vertical columns that are defined for the full height of the building to ensure a balanced and 'grounded' appearance.
- 9.4.14 Brick is considered a contextual and appropriate material for the context, as is the choice of a red brick for the main body of the building. This aligns with the principal of having red buildings marking the gateways and nodes of the Alma regeneration masterplan and is supported.
- 9.4.15 Compared to the previously refused scheme the simplified material palette is welcomed, and the simplification of tones creates a calmer building that is more fitting in its context.
- 9.4.16 The corduroy pattern is supported as well as the other sawtooth patterns present in the window bays. Conditions are included to secure these details.
- 9.4.17 Overall, the elevations come together into a coherent composition that will subtly mark the corner plot and gateway to the estate regeneration.

9.5 Residential Quality and Amenity

- 9.5.1 London Plan Policy D6 sets out numerous policy standards and parameters to ensure housing is of its highest quality. The policy stipulates room sizes, aspects, daylight and sunlight standards and outdoor amenity space as well as other criteria. Similarly, Enfield Policy DMD 8 includes criteria that new residential development must meet.

Aspect

- 9.5.2 Policy D6 of the London Plan gives strong precedence to the development of dual aspect dwellings; single aspect dwellings are only acceptable where it is a better design solution to optimise site capacity, and will have adequate passive ventilation, daylight and privacy and avoid overheating
- 9.5.3 The proposal provides 95% of units as dual aspect and this is to be commended. The extra aspect added since the appeal scheme now meets the current adopted GLA Housing SPG definition of dual aspect. Only one unit does not have dual aspect, this being a 2b3p duplex with a northeastern aspect facing South Street. This will affect the quality of the unit in terms of light and ventilation although it is noteworthy that this unit is a duplex so does have a choice of level of outlook despite being on the same aspect.

Space standards and layouts

- 9.5.4 All units meet or exceed the minimum space standards for GIA and bedroom sizes set out in the Nationally Described Space Standards. Sufficient built-in storage is also provided.
- 9.5.5 Generally, the units are well laid out with sufficient circulation space.

Inclusive Design

- 9.5.6 London Plan Policy D7 requires at least 10% of dwellings meet Building Regulation requirement M4(3) 'wheelchair user dwellings' and all other dwellings meet Building Regulation requirement M4(2) 'accessible and adaptable dwellings'. At a local level, policy DMD 8 has similar policy objectives.
- 9.5.7 The proposal achieves these requirements with 10% 2x dwellings (units UG.5 and 1.4) designed to meet M4(3) 'wheelchair user dwellings' and all other dwellings designed to meet the requirements of M4(2).

Residential Amenity Space

- 9.5.8 Policy DMD9 is of most relevance to amenity space, stating that all new development must provide good quality private amenity space that is not significantly overlooked by surrounding development, and that meets or exceeds the standards listed in the policy.
- 9.5.9 The majority of units are provided with private balconies as well as having access to communal amenity space. All balconies/terraces are sized to comply with the Mayor's Housing SPG.
- 9.5.10 There are 2 instances where the only private amenity space is provided at ground level adjoining the street. These units are both duplex units in the corner building, one of which being the only 4b unit in the scheme. Whilst the size of the amenity space in both instances exceeds the minimum requirements set out in the Mayor's Housing SPG, the privacy of these spaces will be compromised by their siting at ground level adjacent to the public realm despite a landscaped buffer zone being provided.
- 9.5.11 Officers recognise that the ground floor amenity space serving the duplex units is not ideal. However, this has had to be balanced against a number of competing factors. In particular, the need to provide an improved mix of housing from the previous scheme that includes family housing and better responds to local needs. The layout has also had to respond to the conditions of the corner site and ensure active frontage is provided to both Falcon Road and South Street. This has been achieved by wrapping these units around the central core. A reduction in the footprint and mass on site from the appeal scheme and provision of communal amenity area on the podium deck for the benefit of all future residents has also affected the layout and available options for private amenity space. The layout is therefore considered to have responded to these factors while optimizing the provision of housing and on balance officers consider that the resultant layout and the standard of accommodation being provided is acceptable.
- 9.5.12 There are a few instances where balconies are accessed from single bedrooms for example in the 3b5p units. Whilst it is acknowledged these are alternate provision to a main balcony, it still does not provide the optimal layout and choice of external space for family size units.
- 9.5.13 Notwithstanding the issues raised above, all units are provided with communal space in the form of the landscaped podium and alternative options for outdoor amenity. This would provide an additional outdoor amenity area for all residents of 129.4sqm with the ability to provide some play equipment for doorstep play. The exact details of the layout of the space and provision of play equipment will be subject to conditions. On balance the quantum, quality and combination of private and communal amenity space would be sufficient to meet the likely demands of future residents.

9.5.14 A contribution is also sought for enhancements to local open space provision and associated facilities in accordance with the requirements of Policy DMD 72 which requires new major development proposals to improve open space provision.

Daylight and Sunlight

9.5.15 The applicant has submitted a Daylight and Sunlight Report based on the updated BRE guidelines 'Site Layout Planning for Daylight and Sunlight: a guide to good practice' (BRE, 2022).

9.5.16 The results show very good compliance with BRE guidance in terms of internal daylight amenity with 87% of the rooms achieving their illuminance target over at least 50% of the room.

9.5.17 In relation to internal sunlight amenity, 84% of units will have very good access to sunlight and will be compliant with BRE Guidance. The 3 units that fall short of the sunlight target are north facing where there is a lower expectation of direct sunlight.

9.5.18 Whilst the podium has not been assessed for sunlight given its orientation and the distance of the buildings of any significant height, it is likely to receive adequate levels of sunlight to provide a pleasant environment for future occupiers.

Residential Quality and Amenity Summary

9.5.19 Considered against the policy compliant standard of accommodation and the tilted balance, the development would accord with London Plan (2021) policies, Housing standards SPD (Adopted March 2016), Enfield Core Strategy 4 (Housing quality) and Enfield Development Management Document policies DMD8, DMD9, and DMD37.

Impact on Neighbouring Amenity

9.5.20 Policy DMD 8 states that new developments should preserve amenity in terms of daylight, sunlight, outlook, privacy, overlooking, noise and disturbance.

9.5.21 The submission contains a daylight and sunlight analysis on neighbouring properties as well as an overshadowing assessment of the adjoining MUGA. Areas assessed are shown below:



- 9.5.22 The results of the assessment demonstrate the impacts on Alma Estate Blocks 36 (3) and 9-16 and 1-8 Naylor Grove (5 & 6) would be BRE compliant and alterations to daylight and sunlight would be within the target guidelines.
- 9.5.23 The building to the north of the site, 98-128 South Street, labelled 1 above, will have 1 room that would experience a minor reduction in daylight although will maintain direct sky light. The overall impact is therefore considered acceptable.
- 9.5.24 The closest neighbouring building to the east (2 on the image above), is the recently constructed Alma Estate Blocks 34-35. As a result of the proposal 3 windows on the front corner of building (serving recessed balconies) would experience reductions in daylight that would exceed the 20% recommendation. However, it is noted that the design of this corner already produces low levels of daylight and by design is therefore more susceptible to changes in the surroundings. Officers consider that despite the reduction the overall impact would be acceptable in the context of the urban regeneration context, particularly given the new building is sited a reasonable distance from the building.
- 9.5.25 The adjoining building to the south at 56 Falcon Road has an L shape similar to the application site proposals. 33 windows were assessed with 26 found to experience BRE compliant reductions in VSC within 20% of their existing figure. 6 windows were found to experience a reduction between 21 and 24% all located on the leg of the building facing east towards the site. A further window on the ground floor of the building along the eastern flank closest to the boundary would experience a more significant reduction in daylight. This is the only window on this flank and is located at ground floor in close proximity to the site boundary.
- 9.5.26 Officers consider that despite the impacts discussed above the scheme has a relatively minor impact on surrounding properties given the context and the separation distances achieved.
- 9.5.27 The MUGA directly adjoining the site to the east has been assessed for overshadowing.

The results show that there will be a limited impact on the MUGA in terms of sunlight availability (18% reduction from existing situation). The sunlight levels would still exceed the BRE Guidelines with more 76% of the area receiving more than 2 hours of direct sunlight on 21st March.

Neighbouring Amenity Summary

- 9.5.28 It should be noted that the assessment was based on the existing situation which is a largely cleared site following demolition of the former public house. Therefore, whilst the assessment shows some reductions to daylight levels to neighbouring properties, this is not unexpected given the existing situation. The building has been sensitively designed to take account of adjoining building lines and ensure impacts are limited.
- 9.5.29 Separation distances are generous and window locations and orientations are such that there is not considered to be any direct overlooking to neighbouring properties that could result in a loss of privacy. There may be the opportunity for overlooking from the podium garden that could be harmful in the absence of suitable screening. A condition to ensure this area is suitably screened in the interest of neighbouring amenity is therefore required.
- 9.5.30 The proposals are therefore considered to preserve the amenity of adjoining residents in accordance with Policy DMD 8.

9.6 Fire Safety

- 9.6.1 London Plan Policy D12 outlines that in the interests of fire safety and to ensure the safety of all building users, all development proposals must achieve the highest standards of fire safety and ensure that they follow a set criterion. Part B of the policy outlines that all major development proposals should be submitted with a Fire Statement which is an independent fire strategy, produced by a third party, suitably qualified assessor.
- 9.6.2 This application is submitted with a Fire Statement (23 March 2023).
- 9.6.3 The Health and Safety Executive (HSE) is now the statutory consultee on matters of fire safety for buildings of 18m or 7 storeys in height, whichever is reached first. The overall building height proposed is 20.3m, although the height of the top floor of accommodation is 15.6m.
- 9.6.4 No response has been received from the HSE in response to the consultation.
- 9.6.5 The submission has been written in accordance with the requirements of D12 and D5 of the London Plan and summarises how the development will function in terms of fire safety.
- 9.6.6 In accordance with the recommendations of the report it is recommended that a planning condition is included requiring compliance with the Fire Strategy to accord with London Plan Policy D12 and DMPO 2015.

9.7 Transport, Access and Parking

9.7.1 London Plan (2021) Policy 6.1 encourages partnership working in terms of transport and development that reduces the need to travel, especially by private vehicle whilst also supporting development with high levels of public transport accessibility and/or capacity. The policy supports measures that encourage shifts to more sustainable modes of transport. The London Plan 2021 Policy T1 and the Mayor's Transport Strategy set out an ambition for 80% of journeys to be made by sustainable transport modes – that is by foot, cycle or public transport – by 2041. In keeping with this approach, it is accepted that proposed development should support this aim by making effective use of land, reflective of connectivity and accessibility by sustainable travel modes. Meanwhile, the Mayor's 'Healthy Streets' driver looks to reduce car dominance, ownership and use, whilst at the same time increasing walking, cycling and public transport use.

9.7.2 Other key relevant London Plan policies include:

- Policy T2 – sets out a 'healthy streets' approach to new development and requires proposals to demonstrate how it will deliver improvements that support the 10 Healthy Street Indicators;
- Policy T3 – requires new development to safeguard sufficient and suitably located land for public and active transport;
- Policy T4 – calls for development to reflect and integrate with current and planned transport access, capacity and connectivity and, where appropriate, mitigate impacts through direct provision or financial contributions; and
- Policy T5 – promotes the provision of an accessible and safe bicycle network with cycle routes and sufficient cycle parking;
- Policy T6 – indicates that car-free development should be the starting point for all locations that are well-connected by public transport and requires parking bays for disabled persons.
- Policy T7 – makes clear that development should facilitate safe, clean and efficient deliveries and servicing and requires Construction Logistics Plans and Delivery and servicing Plans.

Vehicle parking provision

9.7.3 London Plan Policy T6 requires an appropriate balance being struck between promoting new development and preventing excessive car parking provision that can undermine cycling, walking and public transport use.

9.7.4 Car parking proposals will be considered against the standards set out in the London Plan and:

- a. The scale and nature of the development
- b. The public transport accessibility (PTAL) of the site;
- c. Existing parking pressures in the locality;
- d. Accessibility to local amenities, and the needs of the future occupants of the developments.

9.7.5 Parking requirements based on the London Plan standards and the proposed unit mix would have a maximum provision of 15.75 parking spaces. The proposal includes the provision for 9 parking spaces within the undercroft of the building and is therefore below the maximum standard by around 6 spaces. Whilst it is noted that the PTAL is low, the site is close to Ponders End rain station, less than 500m from Ponders End High Street and is recognised as falling within the Alma Regeneration Area.

9.7.6 Analysis of census data for the area demonstrates that the likely car ownership level is well below the maximum standards at around 8.89 vehicles. This is an

average over the lifetime of the development and is indicative based on car ownership in the area.

- 9.7.7 The applicant has submitted a parking survey requested by officers at pre-application stage to further assess the parking impact of the proposed development. The results demonstrated that while on-street parking in the area is high, there was parking availability within the vicinity of the site with 23 spaces on Scotland Green Road, north of the site.
- 9.7.8 The census data shows that the proposed parking provision at the site would meet the anticipated demand from the development. The survey data also demonstrates that the available on-street capacity could meet any excess demand from the development, although it is noted some roads will experience stress should the development have periods of high car ownership.
- 9.7.9 Transport officers therefore consider the provision of 9 spaces to be appropriate on the basis of this assessment. It is also considered necessary to exclude future residents from any future CPZ's in the vicinity of the site (for which a consultation is currently ongoing). This would further limit the impact of the development on surrounding residents and would assist in discouraging high car ownership and promoting more sustainable transport habits.
- 9.7.10 The parking layout has found to be acceptable with all spaces being of an adequate size with sufficient turning space provided.

Access

- 9.7.11 There is an existing access to the site that will be repurposed. This is acceptable, a minor works order will be required so that LBE Highways can undertake the proposed amendments and the tactile paving installation on the public highway.
- 9.7.12 The width of the car park access does not allow for 2-way vehicle access. However, given the low number of movements anticipated this is acceptable subject to details of the signal/ management arrangements. Visibility around the access is shown on the plans and meets highway safety standards.

Servicing

- 9.7.13 Servicing and deliveries can take place on street from Falcon Road where there is sufficient access and capacity.
- 9.7.14 Refuse arrangements are acceptable and can be wheeled to vehicles from approximately 10m.

Cycle parking

- 9.7.15 The requirement for cycle parking in association with the development would be 36 spaces plus 2 visitor spaces. 42 spaces are proposed shown in two tier racks. The racks have sufficient maneuvering distance behind them and are therefore acceptable. A condition is imposed to secure the specification and security of the stands.

Sustainable Transport

- 9.7.16 In accordance with the aforementioned policies a sustainable transport contribution is sought from the applicant in accordance with the Council's Healthy Streets initiative to reduce car dependency and promote active travel. This contribution would be secured by s106 agreement.
- 9.7.17 A Framework Travel Plan has also been submitted to support sustainable transport measures and reduce car dependency. A TP Monitoring contribution is sought to monitor this.

Transport Summary

- 9.7.18 The proposed development is unlikely to have a negative impact on existing on street parking availability and makes appropriate provision for access and servicing having regard to DMD 8 and 45 and London Plan Policy T2, T3 and T6.

9.8 Energy and Sustainability

- 9.8.1 London Plan Policy SI 2 states that major development proposals should be net zero-carbon making the fullest contribution to minimising carbon dioxide (CO₂) emissions in accordance with the energy hierarchy.
- 9.8.2 Enfield's DMD policy 49 requires the highest sustainable design and construction standards, having regard to technical feasibility and economic viability. These policies require new developments to address the causes and impacts of climate change by minimising energy use, supplying energy efficiently and using energy generated from renewable sources (Core Strategy Policy 20 and DMD51), seeking zero carbon developments (DMD50), using decentralised networks where feasible (DMD52), and providing on-site renewable energy generation to make-up any shortfall where feasible (DMD53).
- 9.8.3 A detailed Energy and Sustainability Statement supports the application, this seeks to demonstrate how the proposed scheme complies with the above aspects of both the London Plan and the Development Plan. The energy efficiency measures included within the scheme would achieve a reduction of cumulative CO₂ of 87%.
- 9.8.4 The scheme is proposing to connect to the local District Heat Network, operated by Energetik. This will provide dwellings with space heating and domestic hot water. 75 PV panels are also proposed on the southwestern roof to generate electricity on-site.
- 9.8.5 Given the shortfall in achieving net-zero carbon emissions a financial contribution will be secured for the Council's carbon offset fund through the s106 agreement.

9.9 Sustainable Drainage and Flood Risk

- 9.9.1 Policy DMD59 states that new development must avoid and reduce the risk of flooding, and not increase the risk elsewhere. DMD policy 61 states that all developments must maximise the use of and, where possible, retrofit Sustainable Drainage Systems (SuDS). Any proposed SuDS measures should be appropriate for the site conditions, seek to achieve greenfield run off rates as well as maximise the use of SuDS.
- 9.9.2 The site is located in Flood Risk Zone 1 and is therefore at low risk of fluvial

flooding. A Flood Risk Statement and Surface Water Management Report have been submitted by the applicant. The report was amended during the course of the application in response to comments from the SuDS officer. The updated details are acceptable and the measures proposed demonstrate adequate management of the surface water run-off.

9.10 Biodiversity and Ecology

- 9.10.1 The NPPF (Paragraph 174) requires planning decisions to protect and enhance sites of biodiversity value, providing net gains for biodiversity and establishing resilient ecological networks. London Plan policy G1 requires developments to provide elements of green infrastructure. Policies G5 and G6 requires developments to incorporate urban greening, manage impacts on biodiversity, secure a net biodiversity gain and provide access to nature. At a local level, policy CP36 of the Core Strategy requires development to protect, enhance, restore or add to existing biodiversity including green spaces and corridors. Development Management Document policy DMD 78 requires major development to maximise opportunities for nature conservation. Draft Local Plan policy GI4 refers to the need to promote qualitative enhancement of biodiversity sites and networks and encourage the greening of the Borough. The emerging Local Plan, although of lesser policy weight, includes Policy BG3 which refers to a minimum of 10% net gain.
- 9.10.2 An Ecological Assessment has been provided by the applicant which sets out that the existing habitats within the application site are of low ecological value. The report suggests that losses to existing habitats could be offset through the provision of new ornamental and tree planting, as well as the provision of intensive green / blue roofs. A condition has been imposed to require a baseline biodiversity level calculation and a report confirming the percentage increase of biodiversity that could be achieved from the measures proposed on the site in line with London Plan Policy G6. It is recommended that a condition is included requiring confirmation that the completed scheme provides the level of biodiversity outlined in the report.
- 9.10.3 The results of the survey also reported the existing sub-station at the site that supports features which provide potential opportunities for roosting bats. Further survey work will be undertaken prior to the demolition (secured by planning condition) to ascertain the presence / absence of roosting bats, and therefore determine avoidance and mitigation measures.
- 9.10.4 The application is also supported by an Urban Greening Factor calculation as required by Policy G5 of the London Plan. The calculation included provides a score of 0.6 which exceeds the target 0.4 for residential development. It is recommended that a condition is included requiring confirmation that the completed scheme provides the level of urban greening consistent with the calculation.

Impact on Epping Forest Special Area of Conservation

- 9.10.5 Natural England wrote to relevant Councils on 20th September 2018, in relation to the establishment of the Epping Forest Special Area of Conservation (SAC) Strategic Mitigation Strategy. Natural England have established a recreational 'Zone of Influence'. Any residential development that includes a net increase in residential units within 6.2km of the SAC is required to deliver a package of

avoidance and mitigation measures as well as make a financial contribution to strategic measures as set out within the costed Strategic Access Management Measures. This is to adequately mitigate, on a site by site basis, any recreational impact on the SAC that is located within the Zone of Influence.

9.10.6 Natural England were consulted on this application and outlined that the application should be supported by a Habitats Regulations Assessment (HRA). The applicant provided a Shadow Habitats Regulations Assessment (September 2023) which was submitted to Natural England.

9.10.7 Natural England confirmed that they agree with the assessment and conclusions of the Shadow Habitats Regulations Assessment and providing the mitigation measures outlined within the HRA are secured, Natural England has no objection and considers any impacts on Epping Forest Special Area of Conservation and underpinning of the Site of Special Scientific Interest (SSSI) can be appropriately mitigated. The mitigation measures Natural England has agreed to and will be secured via s106 are:

- Appropriate SAMM payments for each housing unit coming forward as part of the development.
 - o The required SAMM payment is charged at £45.40/ unit + £90 administration charge.

9.10.8 As the Competent Authority, the Council considers the HRA appropriately considers the impact on the Epping Forest SPA and the Lee Valley SAC & Ramsar Site and can be adopted in accordance with the Habitat Regulations. It is considered that the development will not give rise to significant effects on the Epping Forest SAC, a European designated site subject to securing through the S106 Agreement the above identified avoidance and mitigation measures.

9.11 S106 Heads of Terms

9.11.1 The table below outlines the Heads of Terms of financial and non-financial contributions to be secured within the S106 Agreement required. Some of these obligations are still subject to agreement with the applicant as the financial contributions have not yet been confirmed. These are italicized. An update will be provided to Members prior to committee on the agreed list.

Heads of Term	Requirement
New Development Carbon Compensation	£8,265
DEN Connection	Commitment to connect and to provide suitable infrastructure in accordance with the Council's SPD
Sustainable Transport	£14,975
Travel Plan Monitoring	£6,125
<i>CPZ exclusion</i>	<i>tbc</i>
Affordable Housing	a) Early stage review if an agreed level of progress is not reached within 2

	<p>years of the grant of PP in accordance with the Mayor's SPD</p> <p>b) Late stage review trigger to be agreed</p>
Business Employment and Skills	<p>In accordance with the Council's SPD:</p> <p>a) to provide construction and training opportunities for local people both in their own business and among their suppliers;</p> <p>b) and to work in partnership with local employment and training programmes to maximise opportunities for local people resulting from new developments</p> <p>c) use of local labour in construction</p> <p>On the basis of the estimated build cost of >£5 5no apprentices would be required.</p>
Education provision	£48,165 (£2,535 / dwelling)
SAMM	£952.60 (£45.40/ dwelling + £90 admin fee)
<i>Open space contribution</i>	<i>tbc</i>
S106 Monitoring	Payment of the Council's costs associated with monitoring of the S106 agreement

9.11.2 Regulation 122(2)(a) of the Community Infrastructure Levy Regulations 2010 (as amended) (CIL Regulations) requires that any planning obligations must be necessary to make the development acceptable in planning terms; directly related to the development; and fairly and reasonably related in scale and kind to the development. Having regard to this, and the assessment contained within this report it is recommended that should planning permission be granted, the obligations / contributions set out above should be secured through a Section 106 legal agreement.

9.12 Community Infrastructure Levy (CIL)

9.12.1 Both Enfield CIL and the Mayor of London CIL (MCIL) would be payable on this scheme to support the development of appropriate infrastructure.

9.12.2 The liability based on the information provided by the applicant and the CIL 1 form is as follows:

- Mayoral CIL: 2045sqm x £64.55 = £132,004.75

- Enfield CIL: 2045sqm x £52.59 = £107,546.55

10 Public Sector Equalities Duty

10.1 In accordance with the Public Sector Equalities Duty, an equalities impact assessment has been undertaken. It is considered the proposal would not disadvantage people who share one of the different nine protected characteristics as defined by the Equality Act 2010 compared to those who do not have those characteristics.

11 Conclusion

11.1 Having failed the statutory Housing Delivery Test, Enfield is in a position of “presumption in favour of sustainable development category”, which means granting permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits. Under the present application, the provision of market housing brings planning benefit in providing housing in a time or critical housing need. The size and mix also meets Enfield’s evidenced needs.

11.2 Enfield’s 2020 Housing Delivery Action Plan cites only 60% of Enfield’s approvals being implemented. In 2021, Enfield delivered 67% of its Housing Delivery Test target for the preceding three-year period. The application reveals that the present permission is not currently viable and no affordable housing is able to be provided. Early and late stage viability reviews will ensure delivery is incentivised and that changing conditions enable the maximum affordable housing benefit to be achieved.

11.3 It is recognised that sites such as this in a designated regeneration area need to be optimised in order to minimise encroachment into the Borough’s Green Belt and protected Strategic Industrial Locations. It is considered that the provision of high-quality new housing stock with a good proportion of family housing carries significant weight in favour of the proposed development.

11.4 The proposed development would deliver the following wider planning benefits:

- Development, which makes effective and efficient use of land, optimises the housing potential, helping to meet the Borough’s housing needs;
- A high-quality residential environment for all future occupiers.
- High standards of urban design and architecture that respond well to the local context and emerging context of the Alma Estate; and
- Sustainable design which will result in low levels of carbon emissions

11.5 Officers consider that on balance the scheme would make a positive contribution to the locality. It would deliver much needed additional homes and would positively contribute to the character and appearance of the area. The development would be in general compliance with the development plan and there are no material considerations of sufficient

weight that would suggest that the application should be refused. Officers are therefore recommending approval of the scheme in accordance with the presumption in favour of sustainable development as set out by the National Planning Policy Framework (NPPF).

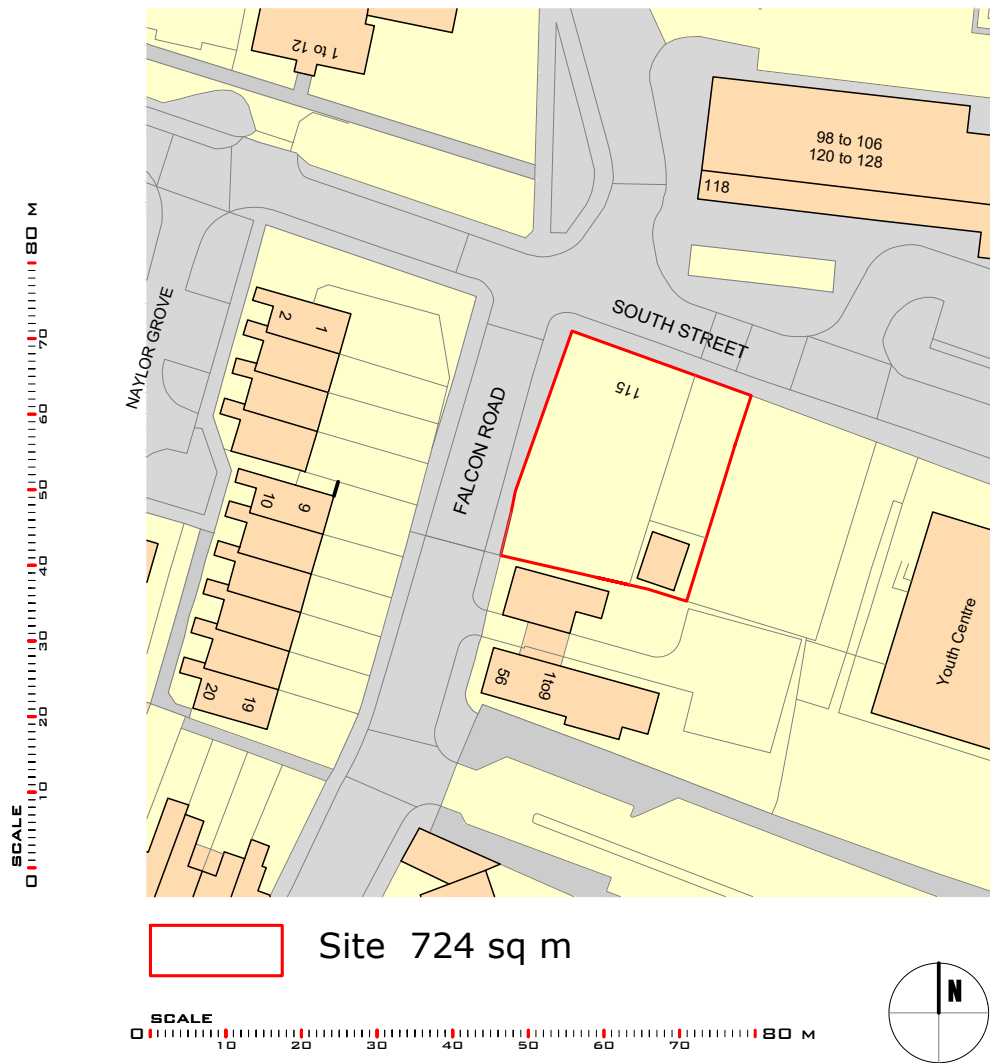
Notes :

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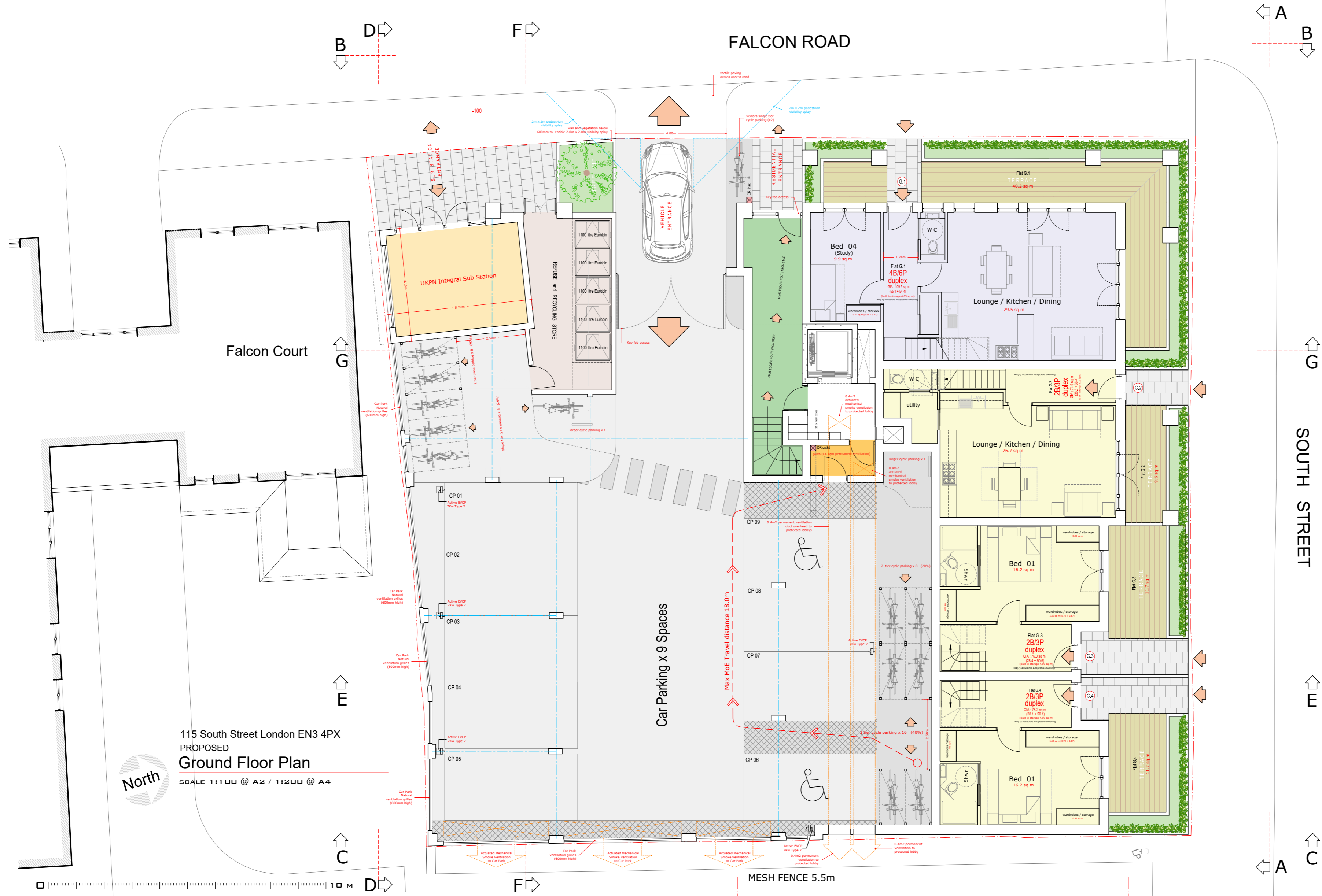
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Rev	Detail	Date
Drawing No. :		Revision :
1980.LP.10		
Scale :		Date :
1:1250 @ A4		22.03.23

Project Title:
Site at
115 South Street and adjoining land
London EN3 4PX

Drawing Title :
SITE LOCATION PLAN



115 South Street London EN3 4PX
 PROPOSED
Ground Floor Plan
 SCALE 1:100 @ A2 / 1:200 @ A4

Notes :
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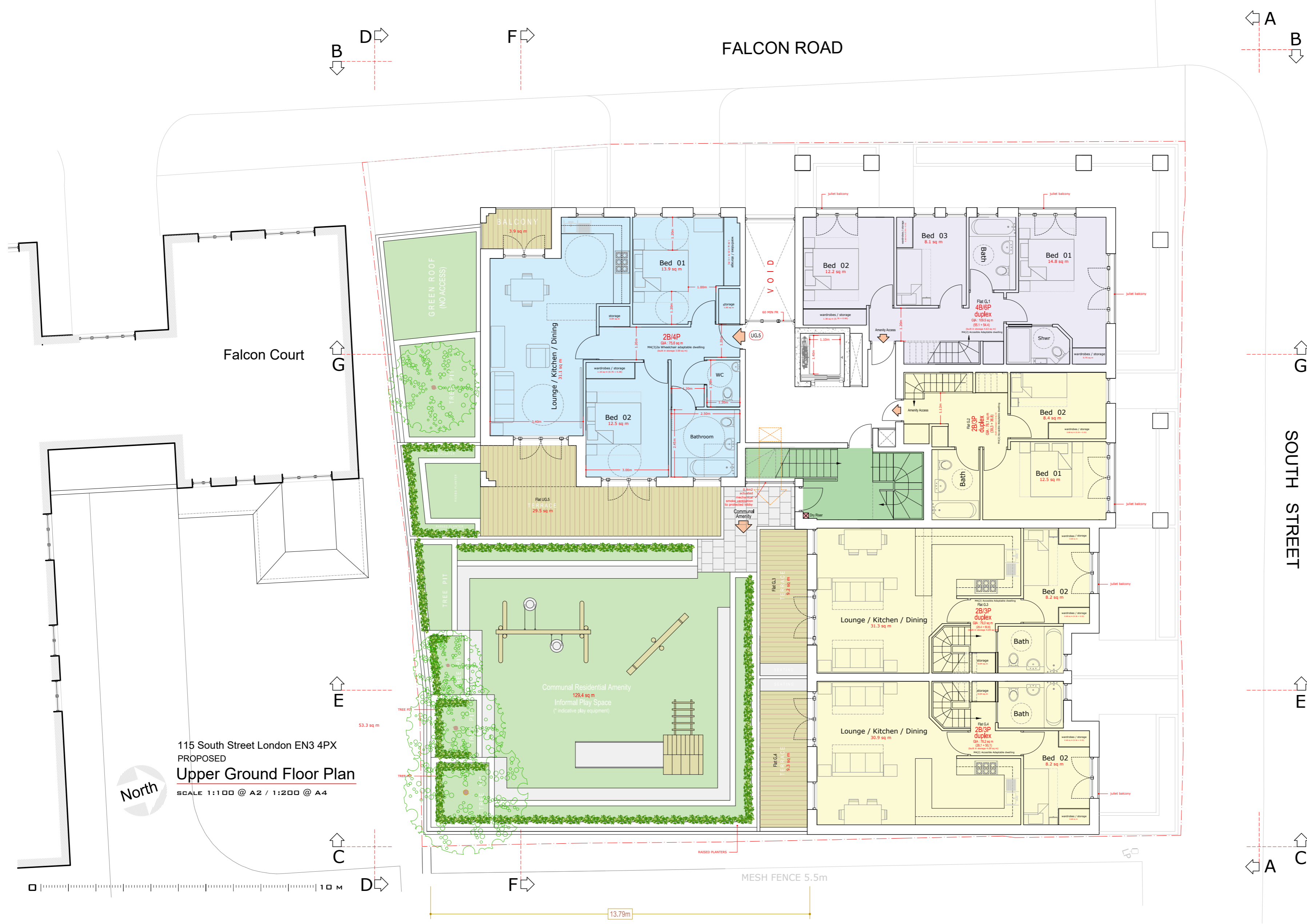


Site Location Plan 1:1000@A2

Rev	Detail	Date
Drawing No. : 1980.P.61		Revision :
Scale : 1:100 @ A2 / 1:200 @ A4		Date : 24.11.21

Project Title :
 115 South Street and adjoining land
 London EN3 4PX

Drawing Title :
 PROPOSED
 Ground Floor Plan



115 South Street London EN3 4PX
 PROPOSED
Upper Ground Floor Plan
 SCALE 1:100 @ A2 / 1:200 @ A4

Notes :
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Site Location Plan 1:1000@A2

Rev	Detail	Date
Drawing No. : 1980.P.62		Revision :
Scale : 1:100 @ A2 / 1:200 @ A4		Date : 23.03.23

Project Title :
 115 South Street and adjoining land
 London EN3 4PX

Drawing Title :
 PROPOSED
 Upper Ground Floor Plan

Notes :
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Site Location Plan 1:100@A1



emerging context approved ref: 17/04748/RM (Alma Regeneration Phase 2Aii - Block 34)

MUGA

115 South Street London EN3 4PX
 PROPOSED
Elevation AA - South Street

SCALE 1:100 @ A1

- Materials**
- 1: Birtley Olde English (lbstock Linear 420mm x 50mm or similar) with mortar joint to match
 - 2: Recessed panel of vertically bonded brickwork, Birtley Olde English (lbstock Standard 215mm x 65 mm or similar) with mortar joint to match
 - 3: Recessed lintel panel of decorative 'dogtooth' bonded brickwork, Birtley Olde English (lbstock Standard 215mm x 65 mm or similar) with mortar joint to match
 - 4: Double soldier course brickwork capping detail, Birtley Olde English (lbstock Standard 215mm x 65 mm or similar) with mortar joint to match.
 - 5: TBS Mystique stock brickwork (standard 215mm x 65mm or similar) laid in a horizontal corduroy pattern (of alternating protruding rows with a 15mm projection) with mortar joint to match
 - 6: Powder coated aluminium and timber composite window and door frames (with integrated MVHR vent) - deep reveals 200mm - Beige Grey (RAL 7006) or similar. Lower spandrel panels where indicated to be powder coated aluminium to match frames
 - 7: Recessed balconies - Powder coated flat metal railings - Beige Grey (RAL 7006) or similar
 - 8: Railings - (to top of frontage perimeter walls.) - Powder coated flat metal railings Beige Grey (RAL 7006) or similar
 - 9: Metal work (entrance gates / railings etc) - Powder coated flat metal railings Beige Grey (RAL 7006) or similar
 - 10: Refuse Store / Sub Station doors - Laser cut patterned polyester powder coated metal solid core doors with fanlight vent - Beige Grey (RAL 7006) or similar

Rev	Detail	Date
Drawing No. : 1980.P.71	Revision :	
Scale : 1:100 @ A1 1:200 @ A3	Date : 06.03.22	

Project Title:
 115 South Street and adjoining land
 London EN3 4PX

Drawing Title :
 PROPOSED
 Elevation AA - South Street

emerging context approved ref: ref 15/02040 (Alma Regeneration Phase 1A - Block 01)

emerging context outline approved location and height (Alma Regeneration Phase 2B) ref 15/02039

EXTENTS of APPLICATION SITE 115 South Street EN3 4PX

emerging context approved ref: 17/04748/RM (Alma Regeneration Phase 2Ai - Block 30 / 'Flat Iron')



Notes :
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Site Location Plan 1:100@A1

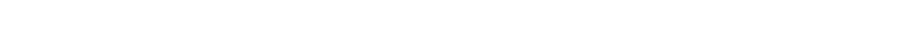
Rev	Detail	Date
Drawing No. : 1980.P.72	Revision :	
Scale : 1:100 @ A1 1:200 @ A3	Date : 06.03.22	

Project Title:
115 South Street and adjoining land London EN3 4PX

Drawing Title :
PROPOSED Elevation BB - Falcon Road

115 South Street London EN3 4PX
PROPOSED
Elevation BB - Falcon Road

SCALE 1:100 @ A1



- Materials
- Birtley Olde English (Ibstock Linear 420mm x 50mm or similar) with mortar joint to match
 - Recessed panel of vertically bonded brickwork, Birtley Olde English (Ibstock Standard 215mm x 65 mm or similar) with mortar joint to match
 - Recessed lintel panel of decorative 'dogtooth' bonded brickwork, Birtley Olde English (Ibstock Standard 215mm x 65 mm or similar) with mortar joint to match
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 - TBS Mystique stock brickwork (standard 215mm x 65mm or similar) laid in a horizontal corduroy pattern (of alternating protruding rows with a 15mm projection) with mortar joint to match
 - Powder coated aluminium and timber composite window and door frames (with intergrated MVHR vent) - deep reveals 200mm - Beige Grey (RAL 7006) or similar. Lower spandrel panels where indicated to be powder coated aluminium to match frames
 - Recessed balconies - Powder coated flat metal railings - Beige Grey (RAL 7006) or similar
 - Railings - (to top of frontage perimeter walls.) - Powder coated flat metal railings Beige Grey (RAL 7006) or similar
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 - Refuse Store / Sub Station doors - Laser cut patterned polyester powder coated metal solid core doors with fanlight vent - Beige Grey (RAL 7006) or similar

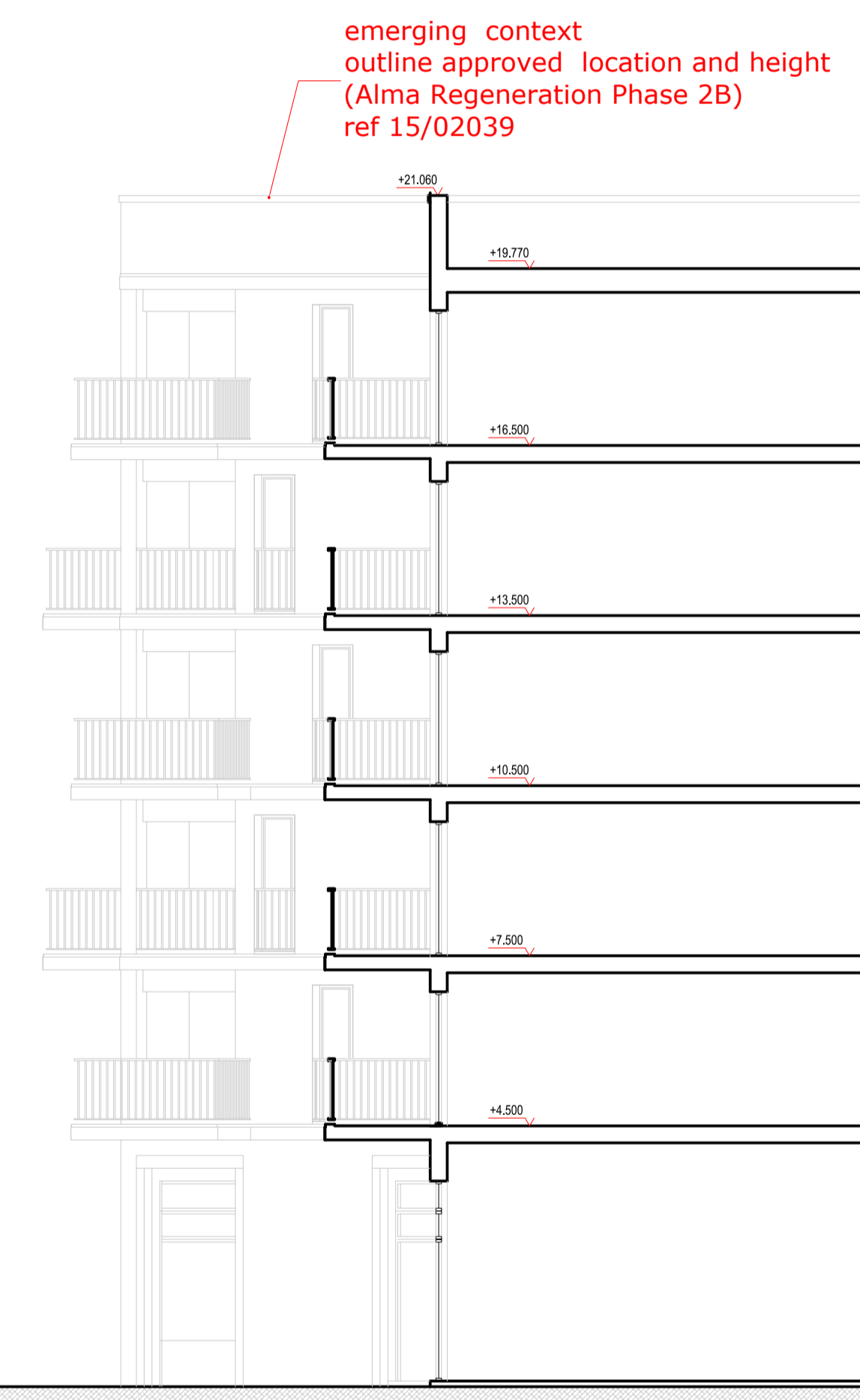
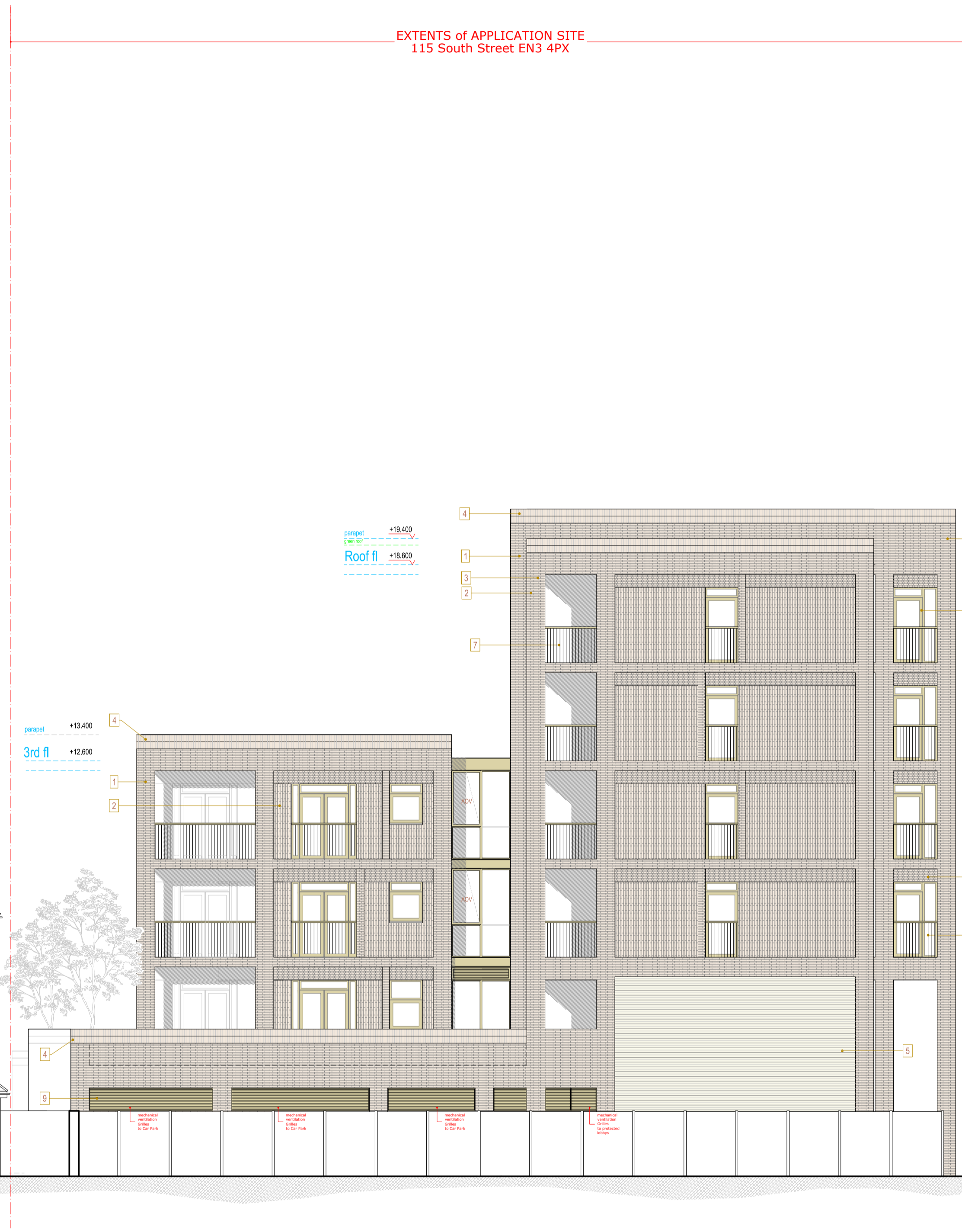
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Site Location Plan 1:100@A1

115 South Street London EN3 4PX
PROPOSED
Elevation CC - Side (East)

SCALE 1:100 @ A1



Materials

- 1: Birtley Olde English (Ibstock Linear 420mm x 50mm or similar) with mortar joint to match
2: Recessed panel of vertically bonded brickwork, Birtley Olde English (Ibstock Standard 215mm x 65 mm or similar) with mortar joint to match
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Table with 3 columns: Rev, Detail, Date

Drawing No. : 1980.P.73
Revision :

Scale : 1:100 @ A1, 1:200 @ A3
Date : 06.03.22

Project Title:
115 South Street and adjoining land
London EN3 4PX

Drawing Title :
PROPOSED
Elevation CC - Side (East)



