

LONDON BOROUGH OF ENFIELD

PLANNING COMMITTEE

Date: 20 February 2018

Report of
Assistant Director,
Regeneration and Planning

Contact Officer:
Andy Higham
Sharon Davidson
Tel: 0208 379 3841

Ward: Ponders
End

Application Number: 17/04670/VAR

Category: Major

LOCATION: Alma Estate, EN3

PROPOSAL: Submission of planning application under Section 73 to amend conditions 2 (approved drawings), 3 (phasing plan) and 8 (non-residential floorspace) of outline planning permission 15/02039/OUT to facilitate minor changes to building heights, development zones and non-residential land uses for Phase 2 of the Alma Estate, Enfield, EN3

Applicant Name & Address:
Mr Gareth Dominique,
Countryside Properties (UK) LTD.
C/O Agent

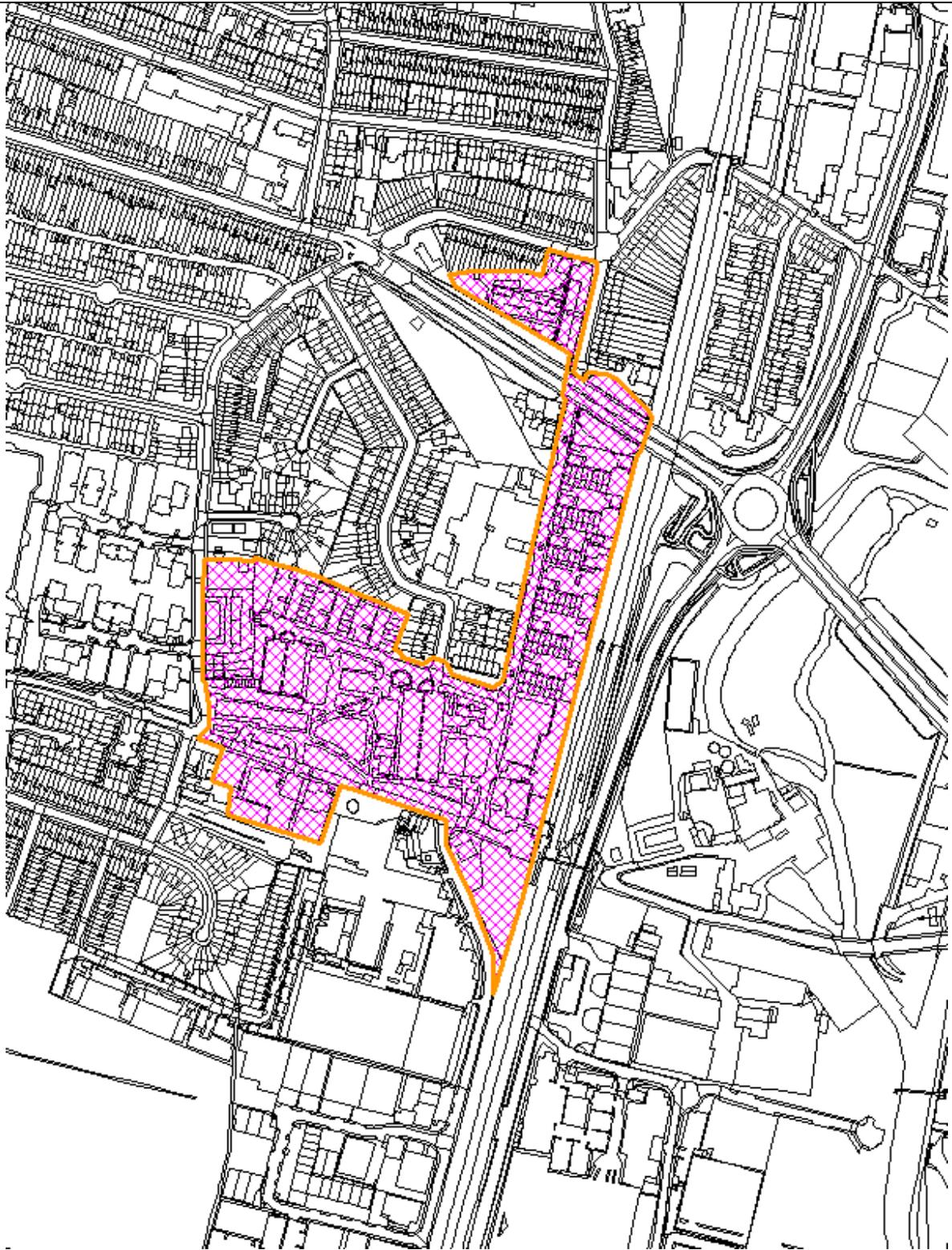
Agent Name & Address:
Mr Greg Blaquiere,
Terence O'Rourke,
7 Heddon Street,
London,
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RECOMMENDATION:

That subject to the completion of a Deed of Variation to the S106 to secure the matters covered in this report, the Head of Development Management/ the Planning Decisions Manager be authorised to **GRANT** planning permission subject to conditions.

Note for Members: None

Ref: 17/04670/VAR LOCATION: Alma Estate, EN3, ,



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Scale 1:5000

North



1 Site and Surroundings

- 1.1 The original outline planning consent site (15/02039/OUT) comprises an area of 7.9 ha including the whole of the existing Alma housing estate as well as a smaller housing blocks and the existing Ponders End Youth Centre and Welcome Point community centre.
- 1.2 Works have commenced on Phase 1 of the Regeneration Project which was approved under a full planning permission (15/02040/FUL) in March 2016.
- 1.3 The application site is bounded to the east by the West Anglia Mainline, with Ponders End Station located to the south east of the site. The Lee Valley lies to the immediate east of the site, and covers a large area managed by the Lee Valley Regional Park Authority. South Street runs east to west through the application site and connects Ponders End Station to the south east of the application site with Ponders End High Street, which is located approximately 500m to the west (when measured from the corner of Scotland Green Road and South Street). The Oasis Hadley Academy is located on the south of South Street and does not fall within the application site. Woodall Road connects to South Street. Alma Road runs north-south through the site, and the Lee Valley Road dissects the application site. Scotland Green Road forms the western boundary of the application site.
- 1.4 The Environmental Agency Flood Zone map shows the site lies wholly within Flood Zone 1 'Low Probability' with the River Lee Navigation as the nearest main river, which lies approximately 200m to the east of the site. The King George V and William Girling Reservoirs lie further to the east and south-east of the Ponders End Flour Mill which forms part of the Chingford Sites of Special Scientific Interest (SSSI). The Lee Valley Special Protection Area and Ramsar site, and the Epping Forest Special Area of Conservation, designated as internationally important for nature conservation, are located within approximately 5km of the application site.
- 1.5 Ponders End High Street and Nags Head Road (which links into Lee Valley Road) are part of the Strategic Road Network (SRN). Ponders End High Street is subject to a major improvement scheme resulting in a changed street environment. The scheme is considered as committed and is currently scheduled for completion before the estate regeneration would be complete.
- 1.6 The nearest section of the Transport for London Road (TfL) Network is the A10, Great Cambridge Road located at least 1.4km to the west of the site. Ponders End Station provides access to Central London at London Liverpool Street, and also Stratford, and services north to Hertford East or Broxbourne.
- 1.7 There are three bus routes serving the site – 191, 313 and 491; route 191 operates through the site with existing stops on Alma Road and South Street. The site's existing Public Transport Accessibility Level (PTAL) rating is 2 (on a scale of 1 to 6 where 6 is excellent and 1 is very poor), and the level of public transport is therefore classified as poor. It is noted that Ponders End Station is indicated on the proposed regional route of Crossrail 2 that could operate from 2030.
- 1.8 The site lies outside of the Lea Valley Archaeological Priority Area. However, the Greater London Archaeological Advisory Service (GLASS) have advised that a recent study by the Museum of London Archaeology (MOLA) indicates that this is an

area that could have been settled during the Bronze Age/Iron Age and later an area of seasonal grazing during the Roman period.

- 1.9 Planning permission was granted in June 2013 (ref. P13-00698LBE) for the construction of 38 affordable dwellings on the site to the west of the Oasis Academy. This development is now occupied and is known as DuJardin Mews.
- 1.10 The regeneration of the Alma Estate is identified as a key part of the wider regeneration of the Ponders End area and is one of the largest regeneration schemes in the Borough. The site is identified as a development site within the Ponders End Regeneration/Place Shaping Priority Area and lies within the wider North East Enfield Strategic Growth Area. The site also occupies a key position in the wider growth area that includes the London-Stansted-Cambridge growth corridor and the Upper Lea Valley Opportunity Area. The redevelopment proposals will contribute to meeting strategic policy aspirations for sustainable growth in the area.

2 Proposal

- 2.1 Outline permission was granted in June 2017 for the Alma Estate regeneration Master Plan (15/02039/OUT) and full planning permission was granted for Phase 1A of the Alma Estate (15/02040/FUL). Demolition of the existing estate has begun and Phase 1A is on site. The principle of development has been established by the outline planning permission which has set the parameters of the development principally in the form of a series of parameter plans.
- 2.2 Permission is sought through this Section 73 application to vary Condition 2 (approved plans), Condition 3 (phasing plan) and Condition 8 (non-residential floorspace) of outline permission 15/02039/OUT. The changes are focussed on minor changes to the building heights, with minor amendments proposed to the footprint, distribution and floorspaces of permitted uses within Phase 2A, 2Ai and 2Aii.
- 2.3 Whilst the 2017 outline planning permission remains extant and implementable even if this Section 73 application is granted, the present application must be considered on its merits. The terms of the 2017 permission are material considerations in considering this Section 73 application. The LPA's consideration of the current application is restricted to the conditions subject to which planning permission should be granted and it must do so having regard to (a) the environmental information provided in the Environmental Statement Addendum provide as part of the EIA process relating to this application and (b) the statutory development plan which has changed to a very limited extent since the 2017 permission as well as any other material considerations raised by the proposed amendments.
- 2.4 The form of development and uses approved remain broadly consistent with that permitted at outline stage. The changes are summarised below:
 - Indicative Masterplan is updated to reflect proposed changes to the previously approved parameter plans.
 - Development Zones Parameter Plan is amended to include a 1m deviation/buffer zone to each block for flexibility in detailed design.
 - Development Phases Parameter Plan is amended to allow Phase 2A to be split into 2A (central blocks) and 2Ai (south eastern block) and Phase 2A is extended west to include full road width (adjacent to Phase 2B).

- Building Heights Parameter Plan is amended for Block 2A (central blocks) by increasing height from 3 storeys to a recessed 4th storey on central public open spaces facing elevations. The approved heights of 3/4/5/6 storeys for Block 2A are unchanged overall. Block 2Ai (south east block) alteration to building heights from 1/4/5/8 storeys to 1/5/6/8 with reconfigured massing with the taller element now on Woodall Road/South St junction. Block 2Aii is split into two separate buildings with the South St frontage 6th floor element pushed west and the 2nd floor element relocated east and the Falcon Road Spur frontage comprising 3 stories with recessed 4th floor full width. Overall heights for Block 2Aii remain as approved at 1/2/3/4/6 storeys.
 - Non Residential land use parameter plan. The location and amount of non-residential land use is aligned with the detailed proposal resulting from the Reserved Matter Application for Phase 2 which is also before this committee. These changes include minor increases in retail, community centre and youth centre floorspace.
 - Vehicle Access Parameter Plan is updated to reflect block layout changes outlined above and the removal of one vehicle route within Block 2Aii.
 - Illustrative Landscape General Arrangement is updated to reflect detailed landscape proposed for Phase 2A, 2Ai and 2Aii
 - Landscape Parameter Plan is updated to include a minor update to location and split of play space and the removal of secured parking within Phase 2Aii to reflect detailed proposals.
- 2.5 These minor material amendments if approved will require changes to vary Condition 2 (approved plans), Condition 3 (phasing plan) and Condition 8 (non-residential floorspace) of outline planning permission 15/02039/OUT. As a Section 73 application is effectively a new planning application a full decision notice will be issued with Conditions 2, 3 and 8 updated in accordance with this report.
- 2.6 An Environmental Statement Addendum has been submitted which considers the proposed changes in the context of the wider scheme and assesses whether any of the proposed amendments may result in a change to the conclusions reached in the Environmental Statement submitted as part of the consented outline scheme

3 Relevant Planning Decisions

- 3.1 15/02039/OUT – Outline planning permission granted for the phased regeneration of the Alma Estate comprising the demolition of Cormorant House, Curlew House, Kestrel House, Merlin House, Silver Birch Court, 1-34 Fairfield Close, 15-107 (odd) 63 (flats 1-9) Alma Road, 7-89 (odd) Napier Road, 5, 7, 9, 21-43 (odd), 45 Scotland Green Road, 98-142 (even), 171a South Street, Ponders End Youth Centre and Welcome Point Community Centre (including 746 residential units, 866sqm of retail shops and other uses with the South Street local parade, 1540sqm of community facilities, and associated works) and the erection of a maximum of 993 residential units, a maximum of 636sqm of flexible retail (A1/A2) floorspace, 150sqm of restaurant/café (A3) floorspace, 2,591sqm of community (D1)/leisure (D2) floorspace (to include 1540sqm for provision of a community centre and youth centre, 80 sqm of flexible A2/B1/D1/D2 floorspace, 439sqm for a gym and a minimum of 532sqm to a maximum of 833sqm for a medical centre), retention of existing Multi-Use-Games-Area (MUGA), site wide energy centre, relocation and provision of telecommunications equipment, resited and open space and play facilities, landscaping, new access arrangements and highway works, public realm, car parking and associated works (all matters reserved). (An Environmental Statement, including a non-technical summary, also accompanied the planning application). The

planning permission was issued in June 2017 following completion of the S106 Legal Agreement.

- 3.2 15/02040/FUL - Full planning application for Phase 1a of the Alma Estate master plan comprising the demolition of buildings on those locations specified in the site address (including 163 residential units and associated works) and the construction of 228 residential units in two (four to sixteen storey) buildings, 150sqm of restaurant/cafe (A3) floorspace at ground floor, 439sqm of gym (D2) floorspace at ground and first floor, new and improved open space and play facilities, cycle and refuse storage, car parking, new access arrangements and highway works, relocation and reprovision of telecommunications equipment, landscape and ancillary works. (An Environmental Statement, including a non-technical summary, also accompanies the planning application in accordance with the Town and Country Planning (Environmental Impact Assessment) Regulations 2011 (as amended by the 2015 Regulations)). This permission was issued in March 2016 following completion of the S106 Agreement and works are now underway on site.

4 Consultations

4.1 Statutory and non-statutory consultees

Greater London Authority

- 4.1.1 The GLA were consulted on this application on 24th November 2017 and the period for consultation ended on 5th January 2018. Informal discussions with GLA officers indicate that no strategic issues are raised by these proposed variations. However a formal response has not yet been received and Members will be updated at the meeting.

Transport for London

- 4.1.2 TFL have no objection to the application.

Sport England

- 4.1.3 No new comments on this Section 73 variation but state that their position is as set out in their comments on the original outline application. Sport England objected to the original outline application as no formal sports provision was proposed as part of the application. The S106 Agreement overcame this objection by agreeing that a financial contribution be paid for the improvement of sports facilities in Enfield on a Phase by Phase basis to be based on the Viability Assessment and not to exceed £278,000 across the whole development. The Viability Assessment for Phase 1 concluded that payment of a sports contribution was not viable. The applicant has proposed that a payment of £99,960 towards sports provision be payable for this Phase. This payment will be secured through the Deed of Modification to the S106.

Natural England

- 4.1.4 No comment

Traffic and Transportation:

- 4.1.5 Officers in Traffic and Transportation initially objected to the scheme expressing concern that the information and plans submitted fail to show if cycle parking and car parking still comply with the adopted London Plan Standards. This information is

supplied in full in the Reserved Matter Application before the committee. The application fully complies with London Plan car and cycle parking standards

Environmental Health

- 4.1.6 Raise no objections to the scheme as the change in phasing and building heights will not have a negative environmental impact.

Urban Design and Heritage

- 4.1.7 The Urban Design Officer has been closely involved throughout the pre-application process and following submission of the applications. No objection is raised to the principle of this application and full comments have been made in relation to the Reserved Matter Application 17/04748/RM also before the committee.

4.2 Public Response

- 4.2.1 The application was referred to 301 surrounding properties, and site notices were posted. One objection has been received from the Alma Residents Association. They advise that whilst substantial consultation was held for the Phase 1 insufficient consultation has been held for the current phase. This is particularly disappointing as this phase includes community facilities.
- 4.2.2 In response the applicant has provided details of the consultation programme which took place over several months. This included four community workshops (all held at Alma School) in addition to meetings with key stakeholders including councillors and community groups. The community workshops took place over four Thursday nights between 6pm and 7.30 in late September/early October. We understand that the Alma Residents Association were invited to all events
- 4.2.3 These sessions were drop in sessions to encourage maximum participation and were themed as follows (although the final two workshops also covered any aspect of Phase 2 a resident wished to discuss):
- Introduction to Phase 2
 - Introducing the New Buildings
 - Introducing the New Public and Green Spaces
 - Introducing the new Youth Centre, Community Centre and Shops.
- 4.2.4 In addition, stakeholder meetings were held with Welcome Point, the Youth Centre and the Alma Residents Association. The stakeholder meetings with the ARA were held on 28th September 2017 and 21st November 2017.
- 4.2.5 A further public exhibition and meeting was held on 11 January 2018 (originally scheduled for 11 December but postponed due to bad weather) to present and explain the full proposals. 77 members of the public attended this exhibition, primarily residents living in close proximity to the site. 20 attendees completed the feedback forms. The majority of respondents had attended previous events and all but one respondent welcomed the proposals
- 4.2.6 Officers consider that this is an appropriate level of consultation for this application.

5 Relevant Policy

5.1 The London Plan 2016

5.1.1 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 follow policies are considered relevant to the consideration of this application:

Policy 2.6 – Outer London: vision and strategy
Policy 2.7 – Outer London: economy
Policy 2.8 – Outer London: transport
Policy 2.14 – Areas for regeneration
Policy 3.1 – Ensuring equal life chances for all
Policy 3.2 – Improving health and addressing health inequalities
Policy 3.3 – Increasing housing supply
Policy 3.4 – Optimising housing potential
Policy 3.5 – Quality and design of housing developments
Policy 3.6 – Children and young people’s play and informal recreation facilities
Policy 3.7 – Large residential developments
Policy 3.8 – Housing choice
Policy 3.9 – Mixed and balanced communities
Policy 3.10 – Definition of Affordable Housing
Policy 3.11 – Affordable housing targets
Policy 3.12 – Negotiating affordable housing on individual private residential and mixed use schemes
Policy 3.13 – Affordable Housing thresholds.
Policy 3.14 – Existing housing
Policy 3.15 – Co-ordination of housing development and investment.
Policy 3.16 – Protection and enhancement of social infrastructure
Policy 3.17 – Health and social care facilities
Policy 3.18 – Education facilities
Policy 3.19 – Sports facilities
Policy 4.1 – Developing London’s economy
Policy 4.12 – Improving opportunities for all
Policy 5.1 – Climate change mitigation
Policy 5.2 – Minimising carbon dioxide emissions
Policy 5.3 – Sustainable design and construction
Policy 5.5 – Decentralised energy networks
Policy 5.6 – Decentralised energy in development proposals
Policy 5.7 – Renewable energy
Policy 5.9 – Overheating and cooling
Policy 5.10 – Urban greening
Policy 5.11 – Green roofs and development site environs
Policy 5.12 – Flood risk management
Policy 5.13 – Sustainable drainage
Policy 5.15 – Water use and supplies
Policy 5.18 – Construction, excavation and demolition waste
Policy 5.21 – Contaminated land
Policy 6.9 – Cycling
Policy 6.10 – Walking
Policy 6.12 – Road network capacity
Policy 6.13 – Parking
Policy 7.1 – Lifetime neighbourhoods
Policy 7.2 – An inclusive environment
Policy 7.3 – Designing out crime

Policy 7.4 – Local character
Policy 7.5 – Public realm
Policy 7.6 – Architecture
Policy 7.7 – Location and design of tall and large buildings
Policy 7.14 – Improving air quality
Policy 7.15 – Reducing noise and enhancing soundscapes
Policy 7.18 – Protecting local open space and addressing local deficiency
Policy 7.19 – Biodiversity and access to nature
Policy 7.21 – Trees and woodlands

Housing SPG

5.2 The London Plan – Draft for Public Consultation December 2017

5.2.1 A draft London Plan was published on 29 November 2017 for consultation purposes with a deadline for consultation of 2 March 2018. The aim is for the plan to be examined in autumn 2018 and published a year later. The draft plan is a material consideration in determining applications but is likely to carry little or no weight until there is a response to consultation submissions or until after its examination. There are a number of proposed changes relevant to this application but none of these proposed changes would result in a different conclusion in relation to this application. Of relevance are:

- D4 – Housing Quality and Standards- introduces a stronger policy on housing standards including minimum space standards.
- D6 – Optimising Housing Density – the density matrix linked to PTAL has been removed and rigid density guidelines will no longer apply. The emphasis now will be on maximising housing densities on a case by case basis. The importance of good design (London Plan Policy D2) and meeting minimum space standards (London Plan Policy D4) are emphasised.
- H1 – Increasing Housing Supply – sets new ambitious targets for housing completions. Enfield’s ten year housing target will now be 18,760 (previous target 7,976 for the period 2015-2025).

5.3 Local Plan – Core Strategy

Core Policy 1: Strategic growth areas
Core policy 2: Housing supply and locations for new homes
Core policy 3: Affordable housing
Core Policy 4: Housing quality
Core Policy 5: Housing types
Core Policy 6: Housing need
Core Policy 8: Education
Core Policy 9: Supporting Community Cohesion
Core Policy 20: Sustainable Energy use and energy infrastructure
Core Policy 21: Delivering sustainable water supply, drainage and sewerage infrastructure
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
Core Policy 40: North East Enfield

Biodiversity Action Plan
S106 SPD

5.4 Development Management Document

DMD1: Affordable Housing on Sites Capable of Providing 10 units or more
DMD3: Providing a Mix of Different Sized Homes
DMD4: Loss of existing residential units
DMD6: Residential Character
DMD8: General Standards for New Residential Development
DMD9: Amenity Space
DMD10: Distancing
DMD15: Specialist Housing Need
DMD 16: Provision of new community facilities
DMD 17: Protection of community facilities
DMD 18: Early Years Provision
DMD 37: Achieving High Quality and Design-Led Development
DMD 38: Design Process
DMD 42: Design of civic/public buildings and institutions
DMD 43: Tall Buildings
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
DMD 52: Decentralized energy networks
DMD53: Low and Zero Carbon Technology
DMD55: Use of Roofspace/ Vertical Surfaces
DMD57: Responsible Sourcing of Materials, Waste Minimisation and Green Procurement
DMD58: Water Efficiency
DMD59: Avoiding and Reducing Flood Risk
DMD 60: Assessing Flood Risk
DMD 61: Managing surface water
DMD 62: Flood control and mitigation measures
DMD 63: Protection and improvement of watercourses and flood defences
DMD64: Pollution Control and Assessment
DMD65: Air Quality
DMD 66: Land contamination and instability
DMD68: Noise
DMD69: Light Pollution
DMD 70: Water Quality
DMD 71: Protection and enhancement of open space
DMD 72: Open Space Provision
DMD 73: Child Play Space
DMD 76: Wildlife corridors
DMD 77: Green chains
DMD 78: Nature conservation
DMD79: Ecological Enhancements

DMD80: Trees on development sites
DMD81: Landscaping

5.5 North East Enfield Area Action Plan

5.5.1 The NEEAAP was adopted on 8 June 2016. The following policies are of relevance:

- 4.2 Improving the quality of the pedestrian and cycling environment
- 4.4 West Anglia mainline enhancement project
- 5.1 Affordable housing
- 5.2 Mix of housing types
- 5.3 Improving the public realm
- 7.1 Providing community facilities
- 8.2 Providing new open space
- 11.1 South Street Area
- 11.2 Alma Estate regeneration
- 11.3 Ponders End station

5.6 National Planning Policy Framework

5.6.1 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. For decision taking, this presumption in favour of sustainable development means:

- approving development proposals that accord with the development plan without delay; and
- Where the development plan is absent, silent or relevant policies are out of date, 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; or specific policies in the Framework indicate development should be restricted.

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.

5.6.2 In addition, paragraph 173 of the NPPF states that in the pursuit of sustainable development careful attention must be given to viability and costs in plan-making and decision-taking. Plans should be deliverable. Therefore, the sites and the scale of development identified in the plan should not be subject to such a scale of obligations and policy burdens that their ability to be developed viably is threatened. To ensure viability, the costs of any requirements likely to be applied to development, such as requirements for affordable housing, standards, infrastructure contributions or other requirements should, when taking account of the normal cost of development and mitigation, provide competitive returns to a willing land owner and willing developer to enable the development to be deliverable.

5.7 National Planning Practice Guidance

5.7.1 On 6th March 2014, the Department for Communities and Local Government (DCLG) launched the National Planning Practice Guidance (NPPG) to consolidate and simplify previous suite of planning practice guidance. Of particular note for members, the guidance builds on paragraph 173 of the NPPF stating that where an assessment of viability of an individual scheme in the decision-making process is required, decisions must be underpinned by an understanding of viability, ensuring realistic decisions are made to support development and promote economic growth. Where the viability of a development is in question, local planning authorities should look to be flexible in applying policy requirements wherever possible.

5.8 Other Material Considerations

Housing Supplementary Planning Guidance (March 2016)

6 **Analysis**

6.1 The main issues to consider are as follows:

- Principle of redevelopment – The Principle of Alma Estate Redevelopment.
- Scope of the proposed variations to Conditions 2,3 and 8.
- Building Height Reconfiguration.
- Changes to Residential floorspace and housing mix
- Changes to Development Zones
- Changes to non- residential floorspace
- Changes to Development Phases
- Changes to vehicle access
- Changes to Indicative masterplan and landscaping plans

Principle of Alma Estate Redevelopment

6.2 Outline permission was granted on 20 June 2017 for the Alma Estate Regeneration Master Plan. The decision followed extensive pre- application discussion with London Borough of Enfield, consultations with local residents, the Mayor of London and taking into consideration the relevant national, strategic and local planning policies contained within the Development Plan and the information provided in the Environmental Statement.

6.3 London Plan Policy 2.14 Areas for Regeneration encourages boroughs to identify areas for regeneration and to set out integrated spatial policies that bring together regeneration, development and transport proposals. The Enfield Core Strategy Policies 1 and 40 North East Enfield identifies the Alma Estate with the North East Enfield strategic growth area and Ponders End Place Shaping Priority Area (Ponders End Regeneration Area) which are considered to be key areas for future growth in the Borough.

6.4 The Alma Estate is identified as a key development site in the Ponders End Regeneration Area (Policy 11.2 Alma Estate Regeneration of the NEEAAP). In accordance with these policies the regeneration of the estate will deliver growth as well as supporting existing communities and delivering sustainable development.

- 6.5 The Alma Estate regeneration project is a complex scheme comprising the delivery of 993 homes, retail and community uses. Due to the scale and complexity of the proposals it was always envisaged that there would need to be some changes over the course of the delivery of the scheme to take into account the evolution of the scheme and work at the detailed Reserved Matter stage. This is not uncommon for a development of this scale and complexity.
- 6.6 As amended the development continues to comply with the relevant considerations under the National Planning Policy Framework (NPPF) the London Plan 2016 and Local Plan – Core Strategy (2010) Development Management Document (2014) and North East Enfield Area Action Plan (2016).
- 6.7 The minor amendments proposed do not materially change the conclusions of the previous grant of planning permission being limited specifically to minor alterations of building heights, non- residential floorspace provision and location, development zones and phasing.
- 6.8 The changes to building heights will facilitate a minor increase in floorspace in the context of the overall consent. The number of units is not proposed to increase from 993. There is a minor uplift within Phase 2A, 2Ai, and 2Aii of 16 units from the outline housing schedule (326 to 340). This is minor material in relation to the overall development as it has brought forward 16 units into an earlier phase.
- 6.9 This increase in residential floorspace is minimal in the context of the overall development (it is relevant to note that residential floorspace was not conditioned at the outline stage). The increase is approximately 365m² and represents 0.5% of the total residential floorspace previously approved in outline across the site.
- 6.10 The indicative accommodation schedule demonstrate that the proposals have been designed to offer a range of housing sizes that will meet an identified need and attempt to maximise the provision of family units in line with CS Policy 5 and London Plan Policy 3.9. Policy standards contained within the London Plan, the Mayor's Housing SPG and Enfield's Development Management DPD, particularly DMD Policy 8 General Standards for new residential development seek to ensure residential developments are of the highest quality. In accordance of these policies the proposed housing typologies would meet or exceed the minimum space standards identified within Table 3.3 of the London Plan and respond to the design principles contained in the Mayor's Housing SPG 2012.
- 6.11 The Design and Access Statement demonstrates that the proposals are of high quality, comply with the London Housing Design Guide and Lifetime Home standards. Policy 11.2 Alma Estate Regeneration of the NEEAAP sets out key principles for the regeneration of the Alma Estate and these have informed the approved Master Plan. These include integrating the site within the wider area, creating positive street frontages along key routes, creating north-south links and extending Napier Road to connect through to Scotland Green Road. The Master Plan seeks to improve the character, legibility, permeability and accessibility of the estate.
- 6.12 The TA confirms that the vehicle traffic generated by the 247 additional dwellings can be accommodated within the existing highway network. Traffic increases will be negligible in line with DMD Policy 47 and sustainable modes of transport will be promoted in line with London Plan Policy 2.8. A framework travel plan has been prepared in accordance with DMD Policy 48 to address the long-term sustainability of transport choices.

- 6.13 It is noted that neither TfL nor Network Rail have raised an objection to the this application but both have objected to the Reserved Matters application 17/04748/RM in respect of the development of, in that both bodies wish to see that part of the site comprising Phase 2A (i) reserved for a construction depot required in connection with potential works to Ponders End Station and the four tracking of the line in association with Crossrail 2 proposals.
- 6.14 Therefore there is an implied objection to the principle of the development of Phase 2A (i) and legal advice is that the Council needs to consider what weight to give to the objection in determining this application.
- 6.15 The following points can be made:-
- a) The rail scheme is at an early stage and there is no certainty that the land will be required or indeed is needed in association with the scheme.
 - b) It is not subject to any Safeguarding Direction which again points to the certainty of its need by the rail bodies.
 - c) There are significant consequences for the delivery of the whole of the Alma Regeneration Scheme if, at this stage in the project, Phase 2A(i) is excluded given that delivery is based upon contractual arrangements that include Phase 2A(i) within that whole programme and this is part of the next stage of delivery.
 - d) Finally there is a fallback position in that a reserved matters application for Phase 2A(i) could be developed in accordance with the existing outline permission and for reasons set out in the Reserved Matters report, the rail bodies objections would not be material in that instance.
- 6.16 Therefore it is considered that more weight needs to be given to the delivery of the Alma Scheme than preserving Phase 2A(i) just in case it is required for rail development.
- 6.17 Further analysis of these issues is included in the Reserved Matter application 17/04748/RM also before the committee.
- 6.18 As amended by these minor material amendments to the original outline consent the Alma Estate Master Plan will continue to deliver the comprehensive regeneration of the Alma Estate. The outdated tower blocks and existing housing stock will be replaced with high quality new homes, shops and community facilities set within an improved environmental setting. The comprehensive landscape strategy allied with new building layouts and improved connectivity with the wider area will provide high quality open space and public realm that will be easily accessible and provide a safe environment.
- 6.19 No new issues have been raised by the minor material amendments proposed in this Section 73 application that would prevent the re-issue of the outline consent with the proposed changes to Conditions 2, 3 and 8.

Scope of the proposed variations to Conditions 2, 3 and 8

- 6.20 The proposed changes to the conditions are focussed on minor alterations to building heights, with additional minor changes proposed to footprint, distribution and amounts of floorspace of permitted uses within Phase 2A, 2Ai and 2Aii. These proposed changes do not materially change the conclusions of the ES submitted and approved at outline (as evidenced by the ES Addendum) and do not change the main planning considerations in relation to the Alma Estate Master Plan outline application.

6.21 The proposed variations are considered to be within the scope of a Section 73 application as the proposed changes are considered minor material and not significant in terms of the number, magnitude or scale of changes taking in to account:

- The overall extent of the original outline Master Plan and outline planning consent
- The context of the development and the fact that it forms part of a major regeneration project
- The existing buildings extend to 23 storeys and the outline Master Plan permits a range of 2-8 storey on Phase 2A, 2Ai and 2Aii which the proposed changes do not exceed
- The proposed changes do not result in any materially detrimental impact visually or in terms of residential amenity
- Whilst the proposed changes will result in some different views it is considered that there are not significant environmental impacts resulting from these proposed changes
- No major changes are sought to the approved land uses
- The increase in non- residential floorspace is appropriately sited on the estate and will provide additional local community and retail floorspace to meet the day to day needs of local residents. The viability of Ponder End High Street will not be compromised by these small increases.
- The amendments are not contrary to any relevant development plan policy.

6.22 Detail on the proposed changes are set out below.

Building Height Reconfiguration

6.23 The approved outline description does not specify storey heights for individual blocks with building heights controlled by the building heights parameter plan. For Phases 2A, 2Ai and 2Aii the approved parameter plan identifies a building height between 2-8 storeys. The height changes contained in this variation do not propose any increase to the maximum height permitted originally but are design led seeking to improve the appearance of the development.

6.24 It is proposed to change the central facing elevations of Phase 2A from three storeys to a recessed fourth storey. This assists the transition in height to the consented fifth storey at the northern elevation fronting Napier Road and the consented sixth storey at the southern elevation fronting South Street. In the centre of the two courtyard blocks that form Phase 2A is a generous park and play space. The proposed change removes the 3 storey houses that lined both sides of the central open space and proposed two storey maisonettes with a fourth floor setback. This is felt to be more appropriate facing the principal open space and allows more family homes to be included in this Phase to both overlook and make use of the proposed park. As a result of these proposed changes, there are now 3 more homes in 2A than at outline stage and the number of family homes has increased by 13; 11 of these additional family homes are for social rent.

6.25 Phase 2Ai massing will be reconfigured but the overall height of eight storeys will not be increased. The tallest element will now be relocated from the southern end fronting Woodall Road to the corner at the junction with South Street. This key corner frontage where Woodall Road meets the new Station Square is increasing from 4 to 8 storeys. This responds positively to the setting of Station Square and the height of Phase 1A. Additional height at this key corner is considered important as it

terminates an important view down Alma Road and the view towards the station from South Street. On Woodall Road the massing is reduced from 8 storeys to 5 and on the Station Square frontage the massing is increased from 5 to 6 storeys. This key site provides the location for the new energy centre facing Woodall Road and the medical centre on the ground floor reinforces the Community Hub on South Street. 82 new homes are provided on this site an increase of 13 from the outline planning consent. Although (as for Phase 2A) this increase will not result in an increase above 993 units overall.

- 6.26 Phase 2Aii is the site of Ponders End Youth Centre and the Welcome Point Community Centre which provides a hall and garden for the local community. These facilities are to be re-housed in the new proposals with the new Youth Centre designed as a standalone building on a corner facing Oasis Academy. 66 new homes are provided as part of the phase with the new buildings surrounding a shared garden courtyard carefully designed for all uses. Phase 2Aii building form and height is also proposed to be reconfigured. It is now proposed to take the form of two separate buildings from the approved single perimeter block. The buildings remain within the approved footprint and the heights overall are broadly consistent with the approved parameter plan. The sixth floor building fronting South Street remains consistent with the approved height with the sixth floor element pushed further west adjacent to the retained MUGA. The two storey element has been pushed east to form the Youth Centre. The rear block fronting Falcon Road spur will have a full width recessed fourth floor replacing the part three part four approved height.
- 6.27 The environmental implications of the proposed amendments have been assessed in the submitted ES Addendum. Although the variations to the scheme may have an effect on the townscape it is considered that the proposals would not result in changes to the significance of any environmental impacts and would overall have a positive impact on the appearance of the development.
- 6.28 With regard to daylight and sunlight impacts, the ES Addendum concludes that there are new impacts as a result of reconfiguration. For example, i) 167-171 South Street daylight assessment changes from minor beneficial in 2015 ES to minor adverse ii) 2-18 Falcon Crescent daylight assessment changes from not significant to minor adverse. However, these impacts are considered minor and acceptable when assessed in accordance with the guidelines in Enfield's adopted Development Management Document and with the guidelines in the BRE Report. Overall the massing is designed to limit overshadowing and overlooking with recessed elements assisting in this and also limiting visual impact.
- 6.29 Information submitted as part of the Reserved Matter application has confirmed that despite the building height reconfiguration the vast majority of new homes (between 93% and 95%) achieve BRE recommendations for daylight and sunlight and that all the amenity spaces and courtyards of Phases 2A and 2Aii would meet the BRE recommendation by 50% or more receiving a minimum of 2 hours of sunlight on March 21st. The amenity space in-between the two blocks of Phase 2Ai achieves 48% only marginally below the recommendation of 50%.
- 6.30 The building height reconfiguration has been fully discussed throughout the pre-application process and is considered acceptable in terms of amenity impacts and is welcomed in terms of urban design.

Changes to Residential Floorspace and Housing Mix

- 6.31 The number of units overall across the development remain as approved at 993 units with the increased floorspace resulting from the reconfigured heights increasing unit numbers in Phase 2A, 2Ai and 2Aii by 16 (from outline stage 324 to 340 in forthcoming reserved matters). The increase in units and residential floor space will result in an increase of 3 x 1 bedroom units, 9 x 2 bedroom units and 4 x 4 bedroom units. The housing mix update will also propose a shift in affordable rent units towards larger family units replacing 10 x 1 bedroom units and 1 x 2 bedroom units with 7 x 3 bedroom units and 4 x 4 bedroom units.
- 6.32 These changes are not material in the context of the outline consent as the units are not increasing from the 993 originally approved and residential floorspace is not conditioned by the outline application. The uplift in residential floorspace represents 0.5% of the total approved residential floorspace. Whilst this Section 73 application proposes to amend the building height parameter plan with the resulting uplift in residential floorspace full details of the housing mix will be submitted and assessed as part of the Reserved Matter application before this committee. The level of affordable housing is also subject to a Viability Review to determine the proportion of affordable housing to be provided in this Phase as part of the assessment of the Reserved Matter Application.

Changes to Development Zones

- 6.33 The proposed alteration to the development zone parameter plan has introduced a 1m deviation zone to all blocks. No changes to the approved zones are proposed and the footprint of the Phase 2 blocks has also been updated to reflect the changes arising through the Reserved Matter application. These remain within the approved development zones.
- 6.34 The 1m deviation zone will introduce a limited degree of flexibility at detailed design stage (e.g. to accommodate utilities) and will potentially reduce the need for submission of Section 73 applications for later phases. This is considered a minor material change due to the limited size of the proposed deviation. Sufficient space will still be required between blocks to ensure separation and to provide open space and this will be assessed at the Reserved Matter stage.

Changes to Non-Residential Floorspace

- 6.35 The permitted outline application includes several non-residential uses. The majority of these uses are included in Phase 2A, 2Ai and 2Aii. This Section 73 application seeks to regularise the changes between approved plan, revised proposed plan and the wording of Condition 8 in relation to non-residential floorspace.
- 6.36 The outline planning permission requirements for non-residential floorspace are as follows:

USE CLASS	FLOORSPACE M2
Retail A1/A2	636
Restaurant/cafe	150
Gym	439
Community Centre	330
Youth Centre	1210
Medical Centre	532-833
Flexible A2/B1/D1/D2	80
TOTAL	3377-3678

6.37 The proposed non-residential floorspace schedule is set out below:

USE CLASS	FLOORSPACE M2
Retail A1/A2	716 (+80)
Restaurant /cafe	150 (no change)
Gym	439 (no change)
Community Centre	421 (+91)
Youth Centre	1340 (+130)
Medical Centre	532-833 (no change)
Flexible A2/B1/D1/D2	160 (+80)
TOTAL	3758-4059 (+381)

- 6.38 The reason for condition 8 relates to the need to ensure that community facilities are re-provided, to safeguard the viability of Ponders End High Street whilst providing services of a local nature to meet the day to day needs of local residents.
- 6.39 Detailed design of Phase 2A, 2Ai and 2Aii has now confirmed the amount of non-residential floorspace required which has not changed significantly when considered overall. This Section 73 application seeks to adjust the figures to reflect the detailed scheme to be submitted under the Reserved Matter application.
- 6.40 With regard to the Youth Centre and Community Centre re-provision considerable consultation has taken place with the user groups and this has resulted in an increase from 1540m² as outlined in the approved parameter plan and condition to 1,761m² (an increase of 221m²). The revised proposals allow for an improved design and layout and would not have a significant impact on the overall community offer.
- 6.41 The proposed increase in A1/A2 retail floorspace of 80m is primarily design led as it is proposed that the retail frontage be consolidated and expanded to the full width of the southern elevation fronting South Street. The previously proposed ground floor residential in this location was felt to be unsatisfactory as it was a difficult public location with insufficient opportunity to provide private amenity space. This amendment will have a positive impact on the appearance of the development and will not be significant in terms of impact on the viability of Ponders End Town Centre.
- 6.42 The addition 80m² proposed for flexible A2/B1/D1/D2 has arisen through consultation with potential user groups at the detailed design stage and is a re-provision for local community/commercial uses. The space is adjacent to the community centre and youth centre and the proposed increase would have minimal impact on the surrounding area.
- 6.43 Officers consider that these limited increases in non- residential floorspace which have arisen through consultation with potential users and – with regard to the increase in retail floorspace on South Street – for design reasons should be supported and will have minimal impact on the overall Master Plan.

Changes to Development Phases

- 6.44 It is proposed to update the Phasing Plan to include Phase 2Ai as a separate block to assist the discharge of conditions. The phasing zone for Phase 2A has been extended to the west to include the land required to deliver the parking spaces and highway to serve Phase 2A. These are considered to be minor amendments which have arisen through the detailed design of this Phase.

Changes to Vehicle Access

- 6.45 It is proposed to update the Vehicle Access parameter plan to make it consistent with the block layout changes made to the Development Zone plan. The general movement and routes through the site will not change. The western private access route into Phase 2Aii will be removed due to the relocation of parking from the central courtyard to the Falcon Road Spur. A row of parking has been removed from 2Aii as it is now proposed to use the Falcon Road Spur for parking provision. (This proposal is subject to a Reserved Matter application and Falcon Road Spur application also before the Committee). This change is considered necessary to comply with the changes made at the detailed design stage.

Changes to Indicative Master Plan and landscaping plans

- 6.46 The indicative Master Plan, landscaping general arrangement plan and landscape parameter plan will be updated to align with the amendments described above to ensure consistency between plans. The type, location and general function of land uses and landscaping has not changed. This amendment is necessary to ensure consistency between plans.

Environmental Statement

- 6.47 The proposed development falls within Schedule 2 of the EIA Regulations 2017 and exceeds the threshold. An Environment Statement Addendum was submitted to consider the proposed changes in the context of the wider scheme, concentrating on where the revisions put forward by the S73 application may result in a change to the conclusions reached in the Environmental Statement submitted as part of the consented outline application.
- 6.48 The Environmental Statement Addendum has concluded that there have been no material changes to policy since the original assessments were conducted and with the exception of the two minor adverse effects on daylight discussed earlier in this report, the proposed variations do not introduce any new or different significant effects. One new committed scheme has been identified since the original ES was produced – 1-40 Robbins Hall, Gardener Close for 58 residential units – but it is not considered to result in new or different significant effects.
- 6.49 The Environmental Statement Addendum concludes that effects to the environment from the proposed variations are generally consistent with those identified in the 2015 ES and do not result in the requirement for new mitigation measures.

S106 Deed of Variation

- 6.50 A S106 Agreement formed part of the original grant of Outline Permission for the Alma Estate Regeneration – 15/02039/OUT dated 20 June 2017.
- 6.51 A Deed of Variation will be required to accompany this Section 73 Permission and the associated Falcon Road Spur application also before the Committee, and to

enable any approval for the Phase 2 Reserved Matters to be released. Discussions with the applicant are ongoing and the finer detail of changes to the provisions of the S106 are not yet agreed. However, changes can be expected to:

- Various Highway matters including the bringing forward of the proposed CPZ and various detailed highways issues
- Legal mechanisms to tie the Falcon Road Spur application (17/04816/FUL) to this S73 application and to allow units proposed within the Reserved Matter Application (17/04748/RM) to be occupied

6.52 Members are advised that under the terms of the S106, the proportion of affordable housing is controlled by a Phase by Phase viability review. This is assessed in the Reserved Matter application before this Committee.

Community Infrastructure Levy

6.53 CIL will be payable on this development to fund infrastructure necessary to enable development. Both Enfield CIL and the Mayor of London CIL will be payable and this is assessed as part of the Reserved Matter Application also before the Committee.

7 Conclusion

7.1 The principle of the redevelopment of the Alma Estate is well established through the range of Development Plan documents including the London Plan and the Council's Core Strategy and was confirmed by the grant of outline planning consent in June 2017 (15/02039/OUT).

7.2 The proposed development takes into account the requirements of government policy and guidance and the relevant policies contained within the Development Plan and is considered to be in general accordance with them. There are no adverse impacts resulting from the proposed scheme that would significantly outweigh the benefits.

7.3 Permission is sought through this Section 73 application to vary Condition 2 (approved plans), Condition 3 (phasing plan) and Condition 8 (non-residential floorspace) of outline permission 15/02039/OUT. The changes are focussed on minor changes to the building heights with minor amendments proposed to the footprint, distribution and floorspaces of permitted uses within Phase 2A, 2Ai and 2Aii.

7.4 The proposed variations are considered to be within the scope of a Section 73 as the changes are considered minor material and are not significant in terms of the number, magnitude or scale of changes. The minor amendments proposed by this variation do not materially change the conclusions of the previous grant of planning permission being limited to minor alterations to building heights, non-residential floorspace provision and location, development zones and phasing.

7.5 These amendments have been fully discussed with officers throughout the pre-application process and are supported. It is considered that the amendments proposed as a result of detailed work on the associated Reserved Matter application – including consultation with local residents and stakeholders – improve on the original outline consent.

- 7.6 A Deed of Variation to the existing S106 will be necessary and discussions are ongoing with the applicant about the changes to be made.
- 7.7 As a Section 73 application is effectively a new planning permission the original Decision Notice for the outline planning consent (15/02039/OUT) will be revised and reissued. The conditions attached will remain as for the outline consent with amendments to Conditions 2, 3 and 8 to reflect the changes proposed under this application. The revised wording of these specific conditions is set out below.

8 Recommendation

- 8.1 That subject to the completion of a Deed of Variation to the S106 to secure matters referred to in this report, the Head of Development Management/the Planning Decisions Manager be authorised to GRANT planning permission subject to conditions as imposed on the outline planning permission reference 15/02039/OUT with amendments to conditions 2, 3 and 8 as set out below

Revised Condition 2

The development hereby permitted shall be carried out in accordance with the approved plans including plans(s) that may have been revised or may be amended necessary to support the reserved matters application(s) required by the various conditions of this permission, as set out in the attached schedule which forms part of this notice (ref. 01 560_OUT_PL(00)001, 02 560_OUT_PL(00)002 Rev A, 03 560_OUT_PL(00)003 Rev B, 04 560_OUT_PL(00)101 Rev B, 05 560_OUT_PL(00)102 Rev C, 06 560_OUT_PL(00)103 Rev B, 07 560_OUT_PL(00)104 Rev D, 08 560_OUT_PL(00)105 Rev B, 1405_OUT_PL000 Rev B, 1405_OUT_PL019 Rev B).

Reason: For the avoidance of doubt and in the interests of proper planning

Revised Condition 3

Unless otherwise agreed in writing or agreed through a Reserved Matters application submitted pursuant to condition 5 to the Local Planning Authority, the development permitted by this outline planning permission shall take place in accordance with the revised Phasing Plan (ref.05 560_OUT_PL(00)102 Rev C) submitted with the application.

Reason: For the avoidance of doubt and in the interests of proper planning

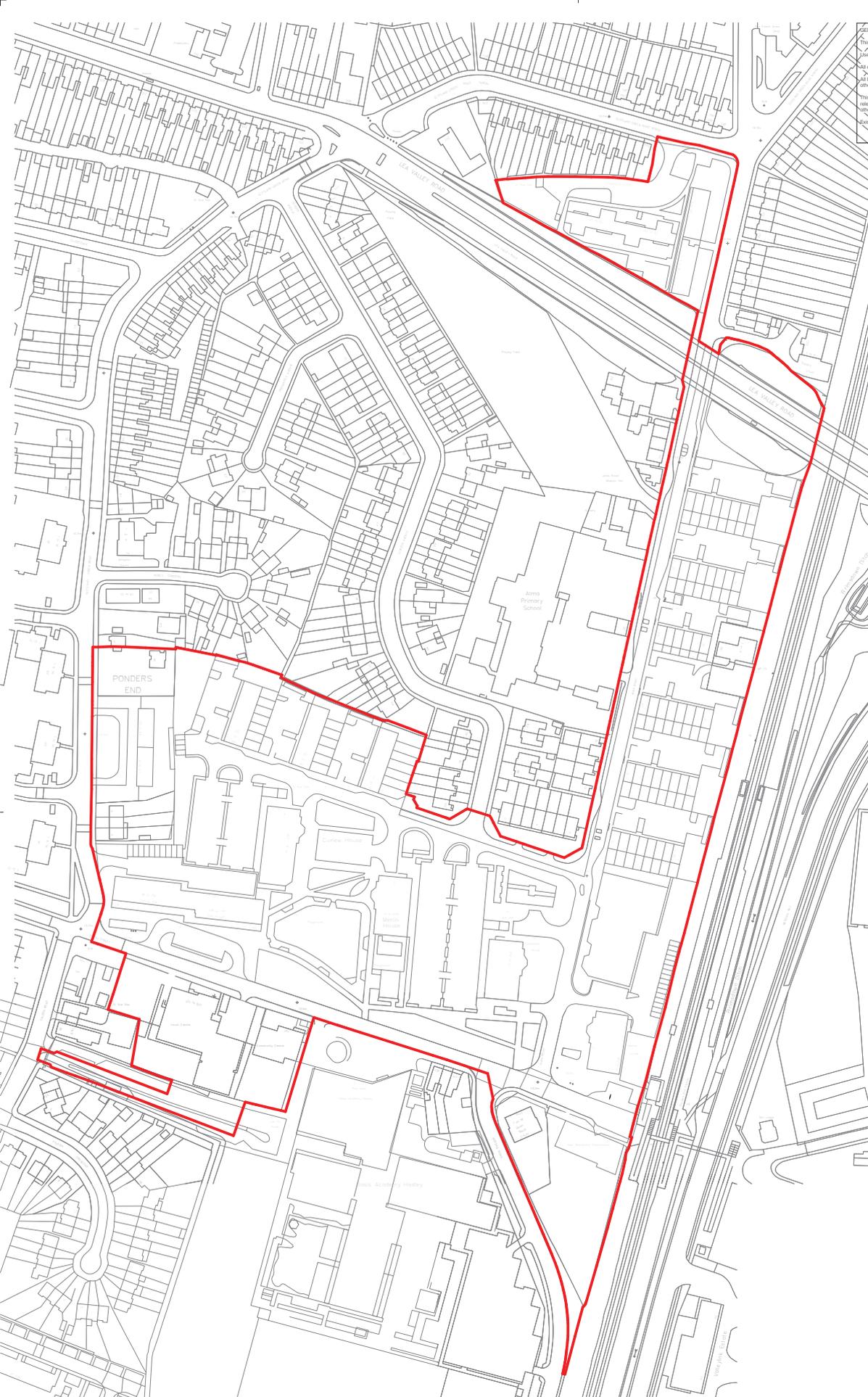
Revised Condition 8

The non-residential element of the development hereby permitted under this permission shall be provided in accordance with the following schedule unless otherwise agreed in writing through a reserved matters application submitted pursuant to condition 4 (all Gross Internal Area (GIA)):

- Retail (Use Class A1/A2 - 716 sqm)
- Restaurant/café (Use Class A3 - 150 sqm)
- Gym (Use Class D2 - 439 sqm);
- Community centre (Use Class D1 - 421 sqm);
- Youth centre (D1 – 1340 sqm);
- Medical centre (Use Class D1 minimum of 532sqm to maximum of 833sqm)
- 160 sqm of flexible Use Class A2/B1/D1/D2 floorspace for relocated

community / commercial uses;

Reason: For the avoidance of doubt and because the highway and other impacts have been assessed on the basis of the above quantum of development.



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 Existing building information based upon survey drawings

SETTING OUT NOTES
 All setting out to be confirmed on site prior to construction - any discrepancy must be immediately reported to the Architect.
 All setting out to face of structure or to grid.
 All partitions set out to face of structure or structure.
 For setting out and specification of M&E services refer to M&E Consultants documents.
 For setting out and specification of structure refer to Structural Engineers documents.



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rev	date	description	by	chk
1	May 2015	INITIAL PLANNING ISSUE	JV	LB
PLANNING				
Designer: Wharf 38 Grafton Street London N1 8JX T: 020 7336 7777 W: www.ptea.co.uk F: 020 7336 0770 E: forename.surname@ptea.co.uk				
project	12_560	sheet	LB	scale
Alma Estate Regeneration	JV	1	1:1000	A1 May 2015
drawing	Location Plan	560_OUT_PL(00)001	rev	/

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Thomas
Edwards**

