

## LONDON BOROUGH OF ENFIELD

### PLANNING COMMITTEE

**Date:** 7 July 2020

**Report of**  
Assistant Director,  
Regeneration and Planning

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

**Ward:** Ponders  
End

**Application Number:** 19/03624/VAR

**Category:** Major

**LOCATION:** Alma Estate, EN3

**PROPOSAL:** Submission of planning application under Section 73 to amend conditions 2 (approved drawings), 3 (phasing plan), 7 (residential units), 8 (non-residential floorspace) and 52 (car parking provision) of outline planning permission 15/02039/OUT as amended by 17/04670/VAR to facilitate minor changes to residential unit numbers from 993 to 1,086, building heights, development zones, non-residential floorspace, landscape and play provision and parking provision in relation to for Phase 2A and Phase 4 of the Alma Estate, Enfield, EN3.

**Applicant Name & Address:**  
Mr Alex Cook,  
Countryside Properties (UK) LTD.  
C/O Agent

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

That subject to referral of the application to the Greater London Authority and the completion of a Deed of Variation to the Section 106 Agreement, the Head of Development Management / Planning Decisions Manager be authorised to GRANT planning permission subject to conditions

**Ref:** 19/03624/VAR

**LOCATION:** Alma Estate, EN3



## 1 Note for Members

- 1.1 This planning application is categorised as a 'major' planning application and in accordance with the scheme of delegation is reported to Planning Committee for determination.

## 2 Recommendation

That subject to referral of the application to the Greater London Authority and 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.

All conditions attached to the original planning permission 15/02039/OUT as amended by 17/04670/VAR remain with amendments as follows:

### *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 C, 04 560\_OUT\_PL(00)101 Rev C, 05 560\_OUT\_PL(00)102 Rev D, 06 560\_OUT\_PL(00)103 Rev C, 07 560\_OUT\_PL(00)104 Rev F, 08 560\_OUT\_PL(00)105 Rev C, 1405\_OUT\_PL000 Rev C, 1405\_OUT\_PL019 Rev C).

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 D) submitted with the application.

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

### *Revised Condition 7*

The maximum number of residential units on the site shall be restricted to 1086 units.

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.

### *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 - 758 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)
- ☐ 60 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.

### *Revised Condition 52*

Car parking provision within the development shall comply the following minimum ratios unless otherwise agreed through the approval of details or reserved matter submitted pursuant to conditions of this permission:

Residential (net of visitors and car club) – 0.4 spaces per residential unit, apart from Phase 1A, Car club – minimum of 7 dedicated spaces; disabled parking spaces shall be provided at a ratio of 10% of total parking provision.

## **3 Executive Summary**

- 3.1 This application is a Section 73 planning application to vary a number of planning conditions to allow amendments to the original outline planning consent for the Alma Regeneration Project granted in June 2017.
- 3.2 This original permission was varied by a previous Section 73 application submitted following detailed work in preparing the Reserved Matter applications for Phase 2A, 2Ai and 2Aii. This Section 73 application was granted in August 2018.
- 3.3 The June 2017 and August 2018 permissions are material considerations in considering this Section 73 application. Although this application must be considered on its merits, consideration of the current application is restricted to the conditions subject to which planning permission should be granted.
- 3.4 This further proposed variation of some planning conditions has resulted from detailed work to bring forward the Reserved Matter planning applications for Phase 2A and Phase 4, also before the committee tonight. This detailed work has included increasing the overall number of housing units by 93 (from 993 to 1,086). The expanded Phase 2A and Phase 4 will contain a high proportion of affordable housing units (56% of the two phases) and a number of family houses and larger apartments for existing Alma residents to allow further phases of the Alma Regeneration Project to proceed as soon as possible. These two revised Phases will effectively accelerate the decant programme and allow all existing residents living on the estate to be rehoused across the two phases.
- 3.5 The original outline consent secured a minimum of 40% affordable housing provision across the development. This was assessed as 399 units of the overall total of 993. Phase 1A delivered 132 affordable units or 57% of that phase. If this S.73 variation is approved, the combined total for Phase 1A, Phase 2A, 2Ai and 2Aii and Phase 4



(those phases completed or with Reserved Matter approval) will be 325 affordable units or 47% affordable housing. The level of affordable housing has been subject to a Viability Review to determine the proportion of affordable housing to be provided in this Phase.

- 3.6 The proposed changes are focused on minor changes to the building heights with amendments proposed to the footprint of (particularly) Phase 4. There are minor changes to retail floorspace and development zones and the parking ratio has been reduced from 0.6 to 0.4 spaces per unit.
- 3.7 The proposed amendments are considered to be within the scope of a Section 73 variation as they are considered minor and do not materially change the conclusions of the previous grant of permission.
- 3.8 The proposed changes have been fully discussed with officers throughout the pre-application process and are supported.
- 3.9 The Mayor of London considered the application on 30 March 2020 and considered that - although the principle of development is supported – the application does not fully comply with the London Plan and Intend to Publish London Plan in respect of a number of matters of detail. The Mayor has required an update on the tenant relocation strategy, the financial viability appraisal and further detail in relation to the energy strategy and transport assessment. These issues are discussed in the body of this report and all these issues are considered to be capable of resolution following the submission of further information. If members resolve to grant this application, the Mayor must be consulted again under Article 5 of the Order and allowed fourteen days to decide whether to allow the draft decision to proceed unchanged or whether to direct the Council under Article 6 to refuse the application. This re-consultation will take place following agreement of a draft S106 agreement.
- 3.10 This application was deferred from the 21 April 2020 Planning Committee due to concerns in relation to the intensification of development and the potential impact on local residents. A resident of Alma Road addressed the committee with regard to the impact the additional height proposed for the apartment block on the west side of Alma Road will have on existing houses on the east side of Alma Road. The applicant has not amended the scheme but has provided further detail to explain the scheme and to demonstrate that the impact of the proposed development on adjoining residents is minimal and similar to the impact of the development already approved as part of the original outline application in 2015.
- 3.11 Further background has now also been added to this report in respect of the alternative options considered throughout the pre-application process for where additional height could be accommodated within these phases to allow an increase in housing unit numbers in order to address the decant issue for existing residents. The proposal outlined in this report has added limited additional height on the South Street and Alma Road frontages of the proposed Phase 2A and well as to the Scotland Green Road and Alma Road frontage of the proposed Phase 4. All proposals for additional height have been fully considered in respect of townscape and urban design implications, the quality of accommodation to be provided in the new housing unit as well as any adverse impact on existing residents. It should be noted that these proposed phases contain a large number of social rent units which are needed to rehouse existing Alma residents (whose needs have been assessed

through tenant surveys) and to allow the Alma Regeneration Project to proceed to further phases.

- 3.12 There will be a minor increase in over shadowing when compared to the situation with the existing buildings for a maximum of two hours a day at certain times of the year for some existing residents in Alma Road and Scotland Green Road. It should also be noted that two properties in Alma Road will have a reduction in overshadowing compared to the existing situation. However, the overshadowing pattern for the development now proposed is essentially the same as would be produced by the building form approved for Phase 4 under the existing outline permission. This limited impact is considered to be outweighed by the overall benefits that increased housing – including affordable housing - will provide. Officers continue to recommend the scheme as submitted.



ILLUSTRATIVE MASTERPLAN, PROPOSED 2019

## **4 Site and Surroundings**

- 4.1 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 number of smaller housing blocks and the existing Ponders End Youth Centre and Welcome Point community centre (now demolished).
- 4.2 Works have commenced on Phase 1 and Phase 2 (part) of the Regeneration Project. The phases currently on site include the replacement Community Centre, Youth Centre and Decentralised Energy Centre as well as both private and affordable residential units.
- 4.3 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.
- 4.4 The Environment 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.
- 4.5 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.
- 4.6 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 services north to Hertford East or Broxbourne.
- 4.7 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.



- 4.8 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.
- 4.9 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.
- 4.10 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 larger 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.

## **5 Proposal**

- 5.1 Outline permission was granted in June 2017 for the Alma Estate regeneration Master Plan (15/02039/OUT) and was amended by a S73 permission 17/04670/VAR dated 17 August 2018. Full planning permission was granted for Phase 1A of the Alma Estate (15/02040/FUL) in March 2017 and Reserved Matter Approval for Phases 2A, 2Ai and 2Aii on 17 August 2018. The principle of development has been established by the outline planning permission (as varied) which has set the parameters of the development principally in the form of a series of parameter plans.
- 5.2 Permission is sought through this Section 73 application to vary Condition 2 (approved plans), Condition 3 (phasing plan) Condition 7 (residential units), Condition 8 (non-residential floorspace) and Condition 52 (car parking provision) of outline planning permission 15/02039/OUT as amended by 17/04670/VAR to facilitate minor changes to residential unit numbers from 993 to 1,086, building heights, development zones and non-residential land uses, landscaping and play provision and parking provision in relation to Phase 2A and Phase 4 of the Alma Estate.
- 5.3 Whilst the 2017 outline planning permission and the 2018 S73 variation remain 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 and the 2018 variation 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 provided as part of the EIA process relating to this application and (b) the statutory development plan which has changed to a limited extent since the 2017 permission and the 2018 variation as well as any other material considerations raised by the proposed amendments.
- 5.4 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.

- Number of residential units is increased from 993 to 1,086 through amendment to Condition 7.
- Development Zones Parameter Plan is amended to include a 1m deviation/buffer zone to each block for flexibility in the siting of individual blocks at the reserved matter stage.
- Development Phases Parameter Plan is to remain as approved by 17/04670/VAR 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 by increasing height to 4 storeys (from 3 storeys) on the elevation facing Phase 2B and 5 storeys on Alma Road facing Phase 1A (from 4 storeys). The corners of the South Street elevations are raised to 7 storeys (from 6 storeys). Phase 4 now has a reconfigured layout with an alteration to building heights to 5 storeys with recessed 6 storey (from 4 storeys) on the junction of Alma Road and Scotland Green Road. This decreases to 4 storeys with a recessed 5<sup>th</sup> storey on Alma Road frontage (from 4 and 3 storeys). Building heights at rear and adjacent to existing dwellings on Scotland Green Road are retained at 3 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 2A. The retail use in Phase 2A is increased by 42m<sup>2</sup>.
- Vehicle Access Parameter Plan is updated to reflect block layout changes. In Phase 4 the secondary vehicle route is realigned.
- Illustrative Landscape General Arrangement is updated to reflect detailed landscape proposed for Phase 2A and Phase 4.
- Landscape Parameter Plan is updated to include changes to the location of play space in 2A and 4 to reflect the detailed proposals.

5.5 These minor material amendments if approved will require changes to vary Condition 2 (approved plans), Condition 3 (phasing plan) Condition 7 (residential unit numbers), Condition 8 (non-residential floorspace) and Condition 52 (parking provision) 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, 7, 8, and 52 updated in accordance with this report.

5.6 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.

#### Alternatives Considered

5.7 Increased height for Phase 2A for some blocks on South Street was considered. Blocks of up to 10 storeys were considered but resulted in a negative impact in terms of character of the street, relationship with Phase 1, views towards Station Square and contrast with four storey maisonettes. Additional height on South Street would also cause unacceptable overshadowing to the central amenity spaces. Taller blocks would also have higher construction costs which could further impact on the financial viability of this phase and thus undermine the ability to deliver additional affordable housing.

## **6 Relevant Planning Decisions**

- 6.1 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.
- 6.2 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/café (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.
- 6.3 17/04670/VAR - Section 73 planning application to develop land without complying with the conditions attached to Planning Permission Ref 15/02039/OUT granted on 20 June 2017 as described below:  
Outline planning application 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 716 sqm of flexible retail (A1/A2) floorspace, 150sqm of restaurant/café (A3) floorspace, 2892-3193sqm of community (D1)/leisure (D2) floorspace (to include 1761 sqm for provision of a community centre and youth centre, 160 sqm of flexible A2/B1/D1/D2 floorspace, 439sqm for a gym and 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 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 accompanies the planning application in accordance with the Town and Country Planning (Environmental Impact Assessment) Regulations 2011 (as amended by the 2015 Regulations)). 17 August 2018.

- 6.4 17/04748/RM - Submission of reserved matters pursuant to condition 5 of outline planning permission ref: 15/02039/OUT and as amended by 17/04670/VAR in respect of layout, scale, appearance, access, landscaping in relation to Phases 2A, 2Ai and 2Aii of Alma Estate (Merlin House, Cormorant House, Silver Birch Court, Welcome Point and Ponders End Youth Centre) for the construction of five buildings varying between 2 and 8 storeys in height, comprising 340 residential units, Class A1/A2/B1/D1/D2 uses including provision of community centre, youth centre, medical centre, retail units, community offices and provision of energy centre, public open space, private and semi-private amenity space, refuse/recycling and bicycle storage, on and off street car parking together with discharge of conditions in respect of Phases 2A, 2Ai and 2Aii only for tree protection (9), acoustic assessment (27- part discharge), ecology and biodiversity strategy (31) green roofs (36), living walls (37), green procurement plan (43), SWMP (44), air quality (45), parking (52- part discharge in respect of Phase 2Ai and 2Aii only), loading/unloading (54), traffic calming (59), cycle parking (60) pursuant to outline permission ref:15/02039/OUT and as amended by 17/04670/VAR. 17 August 2018
- 6.5 19/04047/NMA – A non-material amendment was granted to remove the number of units from the description of development. This was considered to be non-material as Condition 7 already restricted overall residential unit numbers. 13 December 2019.

## **7 Consultations**

### **7.1 Pre-Application Consultation**

#### Pre-Application Consultation with local Residents

- 7.1.1 Three workshops were held with local residents in September and October 2019. In addition, meetings with councillors and community groups also took place. All events were held at Alma Primary School. The workshops covered a regeneration project update, proposed new homes and public and green spaces and the public realm in general. Between 19 and 30 local residents attended each meeting. Overall residents were well informed about the regeneration scheme and offered constructive comments. Comments are summarised in the Reserved Matter application for Phase 2A and Phase 4 also before the committee.

#### Pre-Application Consultation with Local Authority/Design Panel

- 7.1.2 Pre-application workshops were held with the local planning authority from May to October 2019, during which a number of changes were made to the initial proposals to make them acceptable to officers. These changes included the re-routing of the cycle route from the South Street frontage to the west side of Alma Road, changes to the height of buildings on the South Street frontage to produce a more modulated appearance and changes to the layout of Phase 4 to increase privacy for both new and existing residents and to produce a safer and more usable central play and community space.



- 7.1.3 In addition, the proposals were considered by the Enfield Design Panel on 20 August 2019. The Design Panel agreed that the proposals for Phase 2A and Phase 4 were an improvement over the proposals presented at the original outline stage. The Panel was supportive of the massing, materiality and scale of the proposals but was concerned about the quality of public realm, play space and landscaping. They considered that the failure to create a cohesive public space extending across the road to the station forecourt and the space in front of the Oasis Academy was a missed opportunity. The applicant has made some detailed changes to the open space layout of Phase 4 and has agreed to a S106 contribution of up to £174,000 towards improvements to the surface treatment and other improvements to the area outside the Oasis Academy and Youth Centre

## **7.2 Statutory and non-statutory consultees (Post Application)**

### Greater London Authority

- 7.2.1 The GLA were consulted on this application on 13 December 2019 and the period for consultation ended on 24 January 2020.
- 7.2.2 The Mayor of London considered the application on 30 March 2020 and considered that the application does not comply with the London Plan and Intend to Publish London Plan with regard to a number of detailed areas of planning policy. These issues are set out below and all these issues are considered to be capable of resolution following the submission of further information. If members resolve to grant this application, the Mayor must be consulted again under Article 5 of the Order and allowed fourteen days to decide whether to allow the draft decision to proceed unchanged or whether to direct the Council under Article 6 to refuse the application. This re-consultation will take place following agreement on a draft S106 agreement.

### Issues Raised in the GLA Stage 1 Report to the Mayor of London

#### Financial Viability Appraisal

- 7.2.3 Although the amendments are supported as they ensure the earlier delivery of affordable housing The Mayor has asked for a financial viability appraisal to be submitted.

*Officers Comment - This is also a requirement of the Council and the S106 agreement requires that a phase by phase viability appraisal should be submitted to confirm that the development is providing the maximum viable proportion of affordable housing. This phase viability appraisal must also be independently assessed.*

*The independent assessors report has now been received and it initially concluded that Phase 2A and Phase 4 are likely to generate a surplus. However, it was accepted that there is uncertainty in the current climate that could see this surplus eradicated and therefore it was recommended that this surplus be retained as a financial buffer to support continued deliver of the scheme with the cumulative effect to be assessed at the next review.*

*As previously reported, the applicant did not agree with the conclusions of that review and has now provided additional information that was not included in their original*

*viability appraisal in relation to land acquisition costs. Given this, it is now estimated there will continue to be a deficit up to Phase 2A & 4 alone. This information was not available to the independent assessor until after the initial report (which identified a small surplus). As no increase contribution to affordable housing was being sought at this stage this new information has made no difference to the conclusions of the independent assessor's report. Any changes to the phase and overall viability position will be investigated through the next Phase Review.*

*This report will be provided to the Mayor.*

#### *Full Breakdown of affordable tenures by floorspace*

- 7.2.4 The original outline application would have provided 27,720 m2 of affordable housing (14,981 m2 social rent and 12,739 m2 intermediate). This Section 73 amendment will provide 30,679 m2 of affordable housing (16,699 social rent and 13,980 intermediate)

#### *Tenant Relocation Issues*

- 7.2.5 The Mayor has asked for a range of information to be supplied including background information. This information includes an update on the number of tenants wishing to return to the estate, detail on the relocation of those tenants who have moved from the Alma Estate, detail on consultation in relation to specific requirements such as unit sizes, rental levels for returning tenants and home loss and disturbance payment. The applicant has been asked to confirm whether leasehold/freehold properties on the estate have been acquired and what advice has been offered to leaseholders/freeholders.

*Officer Comment : Alma residents had a choice to either permanently decant off the estate to another affordable home, or in the case of Phase 1A any tenants opting to wait for a new-build home, move temporarily via a double decant to void units within the red-line of the estate. Tenants who moved off the estate, did so primarily through Home Connections Choice Based Lettings website in line with the Council's Housing Allocation scheme.*

*There are currently (74) existing secure tenants waiting to be housed in Phase 2A and 4 and as such there are sufficient homes being built to meet the demand and housing need. Therefore, in total 171 tenants overall have opted to stay on the estate for a new-build home, meaning that the revised total of 218 Council owned homes more than meets the demand.*

*The right of return was not an entitlement. However, there may be an "option to return" for residents which comes from the benefit of having the additional homes as a result of the S73 application. At this stage, there is no guarantee that the Council will do this.*

*The Council is also pursuing an acquisitions programme on estate renewal sites and were the Council to acquire additional units on the development and make these available as affordable units, they would be offered to previous residents who are still Enfield Council tenants for first refusal.*

*Tenants who opted to decant off the estate over the last 8 years have done so in a number of ways including bidding on Home Connections to other affordable homes in*

*the borough of Enfield, private renting, sheltered accommodation and Grant To Vacate.*

*Every existing household was consulted and assessed to establish; household composition, housing need entitlement, health and well-being assessments and OT requirements. These assessments determined bed size entitlement and suitable property types if opting to move off the estate. In cases where tenants chose to remain for a new build home, these were allocated in line with a Local Lettings Plan that was approved following statutory consultation in 2014 and approved by the Housing Director and cabinet members. All new-build homes have been set at Council social rented levels and adapted following OT assessments and in line with medical recommendations.*

*Statutory home loss (amount set at the time of tenancy start date and reviewed per annum), and a disturbance allowance have been issued to all tenants who have moved both off the estate and to a new home. In instances where a double decant has been facilitated, they will be entitled to an additional Statutory home loss and disturbance payment*

*Of the original 190 leaseholders and freeholders across the estate, 70 were resident leaseholders/freeholders and 120 were non-resident (investor) landlords. We have now acquired 178 properties across the estate either by agreement or by title of transfer using compulsory purchase order powers. We have 7 resident leaseholders and 5 non-resident (investor) landlords remaining.*

*All resident owners have been allocated a dedicated officer from the Acquisitions Team who have provided bespoke support according to the needs of each client. The Council produced a guide for resident leaseholders entitled 'A guide to buying back your home and your housing options' which explained the whole process, the legal compensation and disturbance entitlements as well as options for future housing. The Council has also produced a 'Moving Home Guide' offering more practical advice on what should be considered when moving home. Each client has had the opportunity to meet with their caseworker face to face and has been able to contact them by phone and email as and when needed. Officers have assisted with finding suitable properties to purchase. The Council provided a shared equity offer at Dujardin Mews, which 18 resident leaseholders took up.*

*The rent levels set for phase 1 (rates significantly less than London Affordable Rent at £92.06 for a 1 bedroom flat and up to £128.54 for a 4-bedroom maisonette) were agreed in line with 1999 valuations. Residents were made aware that there would be an increase in the rents via the local lettings plan. The rents for future phases will increase based on the usual CPI increases as set part of the rent setting process.*

*The 217 shared ownership units will be owned by Newlon Housing Trust.*

### *Energy Strategy*

- 7.2.6 The GLA specialist officers have made some detailed observations with regard to the Energy Strategy.

*Officer Response – These observations are based on the most recent GLA Energy Assessment guidance (dated in October 2018) which was published later than the date of the approval of the original outline planning consent (June 2017) The Energy Strategy has been agreed for the original application and design decisions have been*

*made according to the consented scheme. Equipment has already been installed on site including the new Energy Centre which is due to be handed over in June 2020 . Any amendments to the scheme to accommodate changes suggested by GLA officers would have major implications in terms of cost, timescales and design (architecture, structure, services) as well as planning. It should also be noted that with respect to the Satellite Heat Network at Ponders End, the long term intent is to connect to the Meridian Water heat network after it in turn connects to the NLWA new energy from waste plant at the EcoPark. The strategy is to allow the Satellite Heat Networks to expand in their own right over time with CHP being the carbon abatement solution. As each network's CHP nears the end of its economic life in around 15 years' time, the CHP would not be replaced and it would be connected to the Meridian Water heat network. This would give a maximum of 15 years to expand the Meridian Water Heat Network towards these Satellite Heat Networks via new development opportunities, and then finally make the necessary investment to extend the Meridian Water Heat Network further to physically connect to each of the Satellite Heat Networks. The Meridian Waste Heat Network is due to be operational in 2023 and it is expected to connect to NLWA's new energy from waste plant in 2027. Connecting the Satellite Heat Networks to the Meridian Water Heat Network that is supplied by low carbon waste heat will reduce carbon emissions for the Satellite Heat Networks by today's standards by circa 80%.*

### Transport

- 7.2.7 The GLA have requested a revised transport assessment which has been supplied as part of the Reserved Matter application accompanying this application. TFL have provided detailed comments as outlined below.

### Transport for London

- 7.2.8 TFL have no major objections to the application and have submitted comments for this application and for the Reserved Matter Application jointly. Comments include:
- Enfield should seek a contribution from the developer towards cycling improvements on the A110 Nags Head Road/Lea Valley Road.
  - TFL supports the reduced parking ratio
  - Object to the perpendicular parking spaces to the west of 2A.
  - At least 5% of the long stay cycle parking should be at ground level .
  - Supports monitoring funding for the various Healthy Streets measures included in the Transport Assessment. (Revised monitoring obligations are to be included in the Deed of Variation to the S106)
  - Supports the traffic calming measures proposed.

*Officer comments: These comments are discussed fully in the Reserved Matter report also before this committee. In all cases – with the exception of the removal of perpendicular parking for Phase 2A – amendments have been made and S106 contributions have been confirmed in accordance with these comments.*

### Sport England

- 7.2.9 No detailed comments provided on this application. Sport England objected to the original outline application as no formal sports provision was proposed as part of the application. The S106 Agreement for the original outline application overcame this



objection by agreeing that a financial contribution be paid for the improvement of sports facilities 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. For the S.73 variation approved in August 2018 it was also concluded that payment of a sports contribution was not viable at that stage. Based on the number of units in Phase 1A, Phase 2A, 2Ai, 2Aii and Phase 4, the amount of Sport England contribution due at this stage has been assessed at £191,000. The independent financial appraisal for this phase initially concluded that the Sport England contribution is viable for Phase 2A and Phase 4. This finding has been disputed by the applicant and - based on the current economic situation and further information submitted principally in relation to land acquisition costs - officers agree that this contribution should be held over to a later phase subject to viability. It should be noted that the applicant has agreed to fund a number of other public realm and play improvements to the area outside the Youth Centre and Oasis Academy and in Ponders End Park.

#### Natural England

- 7.2.5 No comment

#### Environment Agency

- 7.2.6 No objection to this application as long as the conditions placed on the original application are re-imposed on this variation.

*Officer response: These original conditions will form part of the new decision notice.*

#### Fire Brigade

- 7.2.7 The Fire Brigade are satisfied with the proposals subject to compliance with part B5 of the Building Regulations. Sprinklers are strongly recommended, although they cannot be required.

*Officer response: The applicant has produced a fire statement which assesses the application against the New London Plan Policy D12 and provides detail in respect of key requirements such as access for fire appliances. The Fire Strategy for the proposal is discussed in detail in the Reserved Matter application also before the committee. Sprinklers will be provided to all blocks over 18m and additional information in respect of materials is also provided in the Reserved Matter Report.*

#### Metropolitan Police

- 7.2.8 Crime Prevention Officers have been working closely with the applicant and have no objection to the housing layouts or the public areas. They will continue to work with the developer to achieve Secured by Design accreditation.

#### Cadent Gas/National Grid

- 7.2.9 Operational gas apparatus is located within the site boundary. An informative should be placed on any permission requiring the applicant to contact Cadent to discuss any necessary diversions or access requirements for construction traffic.

*Officer response: The applicant will be advised of this when the decision notice is issued*

Traffic and Transportation:

- 7.2.10 As the Draft London Plan is close to being adopted this application has been assessed against the new standards as set out in Draft EIP London Plan (July 2019). The application is analysed in full in the Reserved Matter Application before the committee. The application fully complies with London Plan car and cycle parking standards and is considered acceptable subject to planning conditions and S106 contributions.

Environmental Health

- 7.2.11 No objections to the scheme as the change in phasing and building heights will not have any negative environmental impact.

Waste Management

- 7.2.12 Everything has been taken into consideration regarding waste management for this particular construction site.

**7.3 Public Response**

- 7.3.1 937 surrounding properties were consulted and 13 site notices were posted. Two objections have been received from members of the public.
- 7.3.2 A resident of a property in Alma Road has objected to the increased height of the Phase 4 apartment block from 4 to 6 storeys (6 storey recessed) on the grounds of loss of light to the property and the change in scale from the two storey dwellings opposite.

*Officers Response – the applicant has submitted information in relation to the impact of the proposed apartment block and although there will be an increase in overshadowing to a small number of existing properties in Alma Road and Scotland Green Road at certain times of the day and year, this impact is limited to a maximum of 1 to 2 hours per day and the overall impact is considered acceptable. This issue is examined in detail later in this report.*

- 7.3.3 A local resident has expressed concerns about the loss of pubs in Ponders End and in particular the now demolished “Falcon” at the corner of South Street and Falcon Road.

*Officers Response – The former site of The Falcon does not fall within the boundary of this planning application. The Alma outline application does include a number of community facilities including a replacement for the Welcome Community Centre and the Youth Centre.*

- 7.3.4 Following the deferral of the applications at the 21 April 2020 Planning Committee, the applicant has submitted clarification information mainly in respect of the impact of the proposed additional height to the Phase 4 apartment block to be constructed on the west side of Alma Road. This information was received on 3 June and in accordance with normal practise 14 day reconsultation letters were sent out to those affected by Phase 4 proposal (142 letters were sent) on 10 June. One objection has been received from a local resident whose original objections were also

reported to the 21 April Planning Committee. The residents objections are summarised as follows:

7.3.5 The original objection is maintained as it is considered that:

- Development too high
- Loss of light
- Loss of privacy

7.3.6 As the proposal has not changed objections to the revised Phase 4 remain as previously:

- It is unacceptable for reasons of excessive height and mass which will cause unacceptable increases in overlooking, overshadowing and loss of light to neighbouring properties.

-The proposed six-storey block is 50% higher than the existing building and at least 50% higher than what we were told would be built in the outline approval.

-Such a tall block is entirely out of keeping with the neighbouring properties which are all small terraced houses (max 2 storeys).

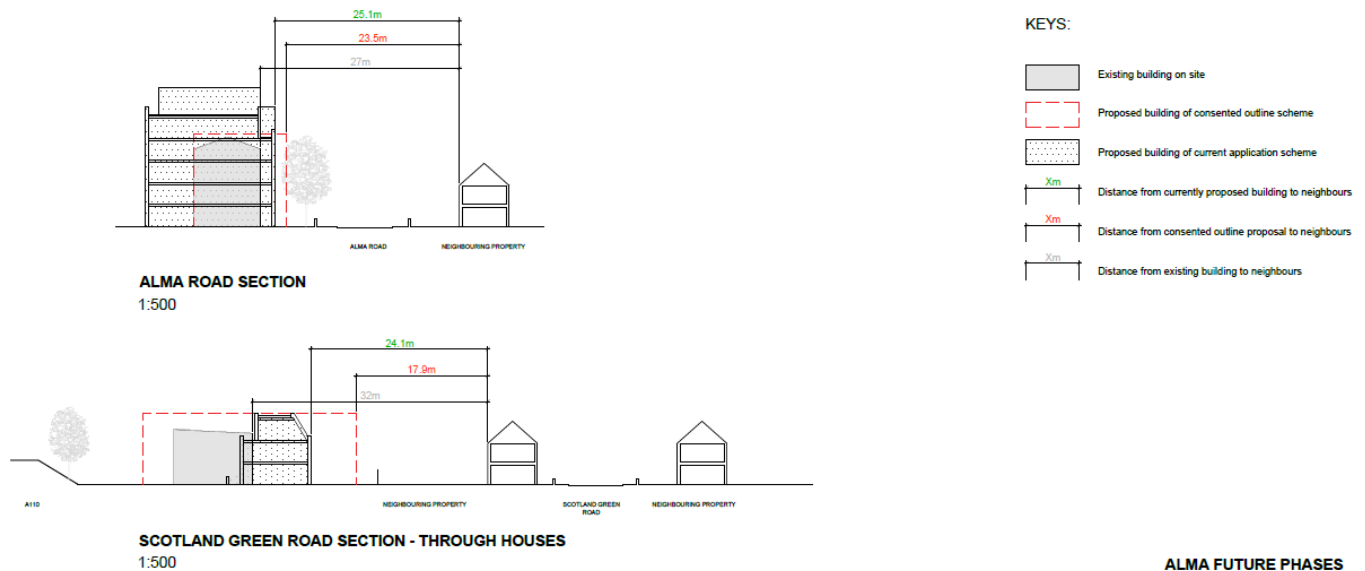
-Phase 4, if taken alone, would not be within the scope of a s.73 variation as it is not a minor change but an entirely different development - compared to the outline plans there will be over 100% more units; the height will increase from 3-4 to 5-6 storeys; the tenure of all units has changed, there is a completely different footprint and vehicle access. It is unacceptable for a developer to obtain outline permission by falsely proposing a 4 storey block as existing and increasing this by 50% subsequently.

7.3.7 In addition the following points have been made:

- The consultation period was too short to allow full consideration of the clarification information submitted.
- The application should have been amended following the original deferral.
- The reference to the 2015 outline consent is irrelevant
- Retained VSC levels for properties in Scotland Green Road and Alma Road of 24% are below the nationwide target of 27%.
- An increase in overshadowing of 2 hours a day at certain times of the year should not be described as minor or acceptable.
- It is misleading to claim that the level of affordable housing will be reduced in this S73 variation is not approved as the overall level of affordable housing remains at 40%
- If additional height is proposed for Phase 4 it should be at the rear of the site adjacent to Nags Head Road where the impact on existing residents would be reduced.
- Additional height would be more appropriate for Phase 2A and the urban design reasons given for not adding further additional storeys to that Phase are insufficient justification

*Officers Response*

- Most of the original objections to the Phase 4 apartment block are responded to in the body of the report.
- It should be noted that although the original parameter plans approved in 2015 proposed a four storey apartment block the proposed parameter plans are clear that the top storey of the 2019 proposals will be set back at between 5 and 6 storeys.



ALMA FUTURE PHASES

- The 2015 outline consent remains an implementable planning permission (even if the current S73 variation is approved). The parameter plans approved by the 2015 outline application were supported by an illustrative scheme tested in the 2015 Environmental Statement – including the impact of the daylight and sunlight impacts of a scheme built in accordance with these parameters. Information is presented in the report to illustrate that the impact of the 2015 scheme would have affected the daylight and sunlight of existing properties in Scotland Green Road and Alma Road. The 2019 proposal will have a greater impact but officers consider this impact to be acceptable in the context of current planning policy (including the London Plan).
- Should this variation be approved, additional affordable housing will be brought forward at an earlier point in the Regeneration Project and this is considered to be a considerable benefit as it will allow the earlier rehousing of remaining Alma residents and will potentially allow further phases of the Alma Project to be brought forward. It is accepted that the overall level of affordable housing remains at 40%. The level of affordable housing is tested on a phase by phase basis through a viability appraisal.
- An increase in height for the blocks in Phase 2A is already proposed in this Section 73 variation. For urban design reasons and for reasons of quality of accommodation for the new units proposed further additional height was considered unacceptable as is outlined in the committee report.

## 8 Relevant Policy

### 8.1 The London Plan 2016



- 8.1.1 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

## 8.2 The London Plan – Intent to Publish Version - December 2019

8.2.1 The Intend to Publish London Plan was published on 9 December 2019. The Secretary of State for Housing, Communities and Local Government has responded and directed that the Plan cannot be published until the Directions he has listed are addressed. He has raised concerns that there were a number of inconsistencies with national policy and missed opportunities to increase housing delivery. Directions relevant to this application include optimising density so that development is brought forward to maximise site capacity to compliment the surrounding area and to ensure that high density developments will be directed to the most appropriate sites such as in and around train stations and directing the Mayor to ensure that there is an appropriate dwelling mix across London given the significant reduction in the overall housing requirement in the draft London Plan

8.2.2 In the circumstances, it is only those policies of the Intention to Publish version of the London Plan, that remain unchallenged to which weight can be attributed.

8.2.3 Although there are a number of proposed changes from the London Plan 2016 of relevance to this application, none of these proposed changes would result in a different conclusion in relation to this application. Of relevance are:

- GG6 – Increasing efficiency and resilience – supports the move towards a low carbon circular economy contributing towards London becoming a zero-carbon city by 2050. Buildings and infrastructure should be designed to adapt to a changing climate, make efficient use of water and reduce impacts from natural hazards like flooding and heatwaves
- D3 - Optimising site capacity through the design-led approach – reinforces the responsibility for new development to make the most efficient use of land and to optimise site capacity through a design led approach based on an evaluation of the site's attributes and surrounding context. Buildings should be of high design quality and appropriately frame the public realm. The policy specifies a number of measures of density and height and scale that should be required for major developments. (The density matrix has been removed).
- D4 – Delivering good design- introduces requirements for design scrutiny including the use of design review.
- D6 Housing quality and standards – introduces a stronger policy on housing standards including minimum space standards and qualitative standards. Private outside space standards are also included. Single aspect units are discouraged and developments should be designed to maximise tenure integration.
- D 8 – Public Realm – development proposals should encourage and explore opportunities to create new public realm where appropriate. The quality of public realm has a significant influence on quality of life and should be seen as a series on connected routes and spaces.

- D 12 – Fire Safety. All development proposals must achieve the highest standards of fire safety and must ensure that they identify suitable positioned unobstructed outside space for fire appliances to be positioned on and incorporate appropriate fire alarm systems and passive and active fire safety measures and are constructed in an appropriate way so as to minimise the risk of fire spread. Part B requires that all major development proposals should be submitted with a Fire Statement produced by a third party suitably qualified assessor.
- H1 – Increasing Housing Supply – sets new ambitious targets for housing completions. Enfield's ten-year housing target for net housing completions (2019/20 -2028/29) will now be 12,460 (previous target 7,976 for the period 2015-2025).
- H4 – Delivering Affordable Housing – the strategic target is for 50% of all new homes across London to be genuinely affordable. The Mayor expects that residential proposals on public land should deliver at least 50% affordable housing.
- H6 – Affordable Housing Tenure – the following split should be applied to residential development 1) a minimum of 30% low cost renter homes as either London Affordable Rent or Social Rent allocated according to need and for Londoners on low incomes. 2) a minimum of 30% intermediated products which meet the definition of genuinely affordable housing including London Living Rent and London Shared ownership 3) the remaining 40% to be determined by the borough as low cost rented homes or intermediate products.
- H8 – Loss of existing housing and estate redevelopment – loss of existing housing should be replaced by new housing at existing or higher densities with at least the equivalent level of overall floorspace. This policy also encourages the replacement of an equivalent amount of affordable housing floorspace. Viability Testing required.
- H10 Housing size mix – requires schemes to consist of a range of units sizes and proposes a number of criteria to arrive at locally appropriate housing size mixes.
- S4 – Play and Informal Recreation – stresses the importance of safe and stimulating play as essential for children and young people's mental and physical health and requires that at least 10 m2 of accessible play provision be provided in residential developments. SPD will provide additional detail on the application of this benchmark. Off-site provision secured by an appropriate financial contribution may be acceptable, particularly for older children.
- G4 – Open Space – promotes the creation of new areas of publicly accessible open space especially in areas with the potential for substantial change. Ensure that open space, particularly green space, included as part of development remains publicly accessible. Development proposals should not result in the loss of protected open space and where possible create areas of publicly accessible open space particularly in areas of deficiency.
- SI 3 – Energy Infrastructure – Heat networks are still considered to be an effective and low-carbon means of supplying heat in London but existing networks will need to establish decarbonisation plans.

- SI 13 – Sustainable drainage – development proposals should aim to achieve greenfield run-off rates and ensure that surface water run-off is managed as close to its source as possible. There should be a preference for green over grey features in line with the drainage hierarchy.
- T1 – Strategic approach to transport – development proposals should facilitate the delivery of the Mayor’s strategic target of 80% of all trips in London to be made by foot, cycle or public transport by 2041.
- T2 – Healthy Streets – development proposals should demonstrate how they will deliver improvements that support the ten Healthy Streets indicators in line with Transport for London guidance.
- T5 – Cycling – development proposals should help remove barriers to cycling and create a healthy environment in which people choose to cycle. This includes support for London wide cycle routes and minimum standards for cycle parking.
- T6 – Car Parking – car parking should be restricted in line with levels of existing and future public transport accessibility and connectivity. Car free developments should be the starting point for all development proposals in places well connected to public transport with developments elsewhere designed to provide the minimum necessary parking. Maximum car parking standards set out in Policy T6.1 (Residential) and T6.5 (Non-residential) should be applied. Sufficient electric car charging points should be provided in new developments.

### 8.3 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

## 8.4 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 Roofscape/ 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

## 8.5 North East Enfield Area Action Plan

8.5.1 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

## 8.6 National Planning Policy Framework (19 February 2019)

- 8.6.1 The National Planning Policy Framework sets out the Government's planning policies for England and how these should be applied. It provides a framework within which locally prepared plans for housing and other developments can be produced. The National Planning Policy Framework (NPPF) introduces a presumption in favour of sustainable development. For decision taking this 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 recognizes 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.

- 8.6.2 Paragraph 124 of the NPPF states that the creation of high-quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.

## 8.7 National Planning Practice Guidance (October 2019)

- 8.7.1 This sets out the government's planning policies and how these are expected to be applied.

## 8.8 Other Material Considerations

Decentralised Energy Network Technical Specification SPD (2015)

S106 SPD (2016)

Enfield Characterisation Study

Manual for Streets 1 & 2, Inclusive Mobility 2005 (DfT)

GLA: Shaping Neighbourhoods: Play and Informal Recreation SPG (2012)

GLA: London Sustainable Design and Construction SPG (2014)

GLA: Shaping Neighbourhoods: Character and Context SPG (2014)

GLA: The Control of Dust and Emissions during Construction and Demolition SPG (2014)  
GLA: Accessible London: Achieving an Inclusive Environment SPG (2014)  
GLA: Housing SPG (2016)  
GLA: Homes for Londoners: Affordable Housing and Viability SPG (2017)

## **9 Analysis**

9.1 The main issues to consider are as follows:

- Principle of Alma Estate Redevelopment
- Scope of the proposed variations to Conditions 2,3, 7, 8 and 52.
- Building Height Reconfiguration and daylight and sunlight implications.
- Changes to residential unit numbers and housing mix
- Changes to Development Zones
- Changes to non- residential floorspace
- Changes to Development Phases
- Changes to vehicle access and parking ratio
- Changes to Indicative masterplan and landscaping plans
- Open Space/Play Space/Amenity Space
- Climate Change and Sustainability

### Principle of Alma Estate Redevelopment

- 9.2 Outline permission was granted on 20 June 2017 (15/02039/OUT) 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. A Section 73 variation was approved in August 2018 to facilitate minor material amendments to the original outline permission in relation to the detailed design on Phases 2A, 2Ai and 2Aii (17/04670/VAR). Reserved Matters approval was also granted on the same date for detailed proposals for Phases 2A, 2Ai and 2Aii (17/04748/RM) which comprised 340 homes, GP surgery, retail units, youth and community centre and energy centre. Construction has commenced on Phases 2Ai and 2Aii.
- 9.3 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 Action Plan identifies the Alma Estate within 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.
- 9.4 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.
- 9.5 The Alma Estate regeneration project is a complex scheme comprising the delivery of 993 homes (to be increased to 1,086 through this application), 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.

- 9.6 As amended, the development continues to comply with the relevant considerations under the National Planning Policy Framework (NPPF) the London Plan 2016 and London Plan Intend to Publish Version December 2019 and the Local Plan – Core Strategy (2010) Development Management Document (2014) and North East Enfield Area Action Plan (2016).
- 9.7 The amendments proposed do not materially change the conclusions of the previous grant of planning permission being limited specifically to minor alterations to residential unit numbers, building heights, non- residential floorspace provision, development zones and phasing and changes to the car parking ratio.
- 9.8 The changes to building heights will facilitate a small increase in residential unit numbers in the context of the overall consent. The number of units will increase from 993 to 1,086.
- 9.9 This increase in residential unit numbers (93 or 9% in unit numbers or 3,073 to 3,291 or 7% in habitable rooms) is not significant in the context of the overall development. The proposed amendments will deliver an increased number of homes across all tenures and will enable the originally agreed number of affordable homes to be delivered earlier than anticipated. (Final affordable housing unit numbers will be determined after Phase by Phase viability appraisals). Detailed analysis of the housing offer is contained later in this report.
- 9.10 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 with these policies the proposed housing typologies would meet or exceed the minimum space standards identified within Table 3.3 of the London Plan.
- 9.11 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 and these principles continue in this proposed variation.
- 9.12 The Transport Assessment (TA) submitted with the original outline application confirmed 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. As a consequence of the uplift in residential unit numbers and the detailed design of Phase 2A and Phase 4 the parking ratio will be amended from 0.6 to 0.4. Justification has been provided through an updated transport strategy including



improved cycling provision, increasing car club numbers and other mitigation measures.

- 9.13 TfL have not raised any significant objection to this application and their detailed comments have been responded to in the Reserved Matter application also before this committee.
- 9.14 As amended by these minor 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.
- 9.15 No new issues have been raised by the minor 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, 7, 8 and 52.

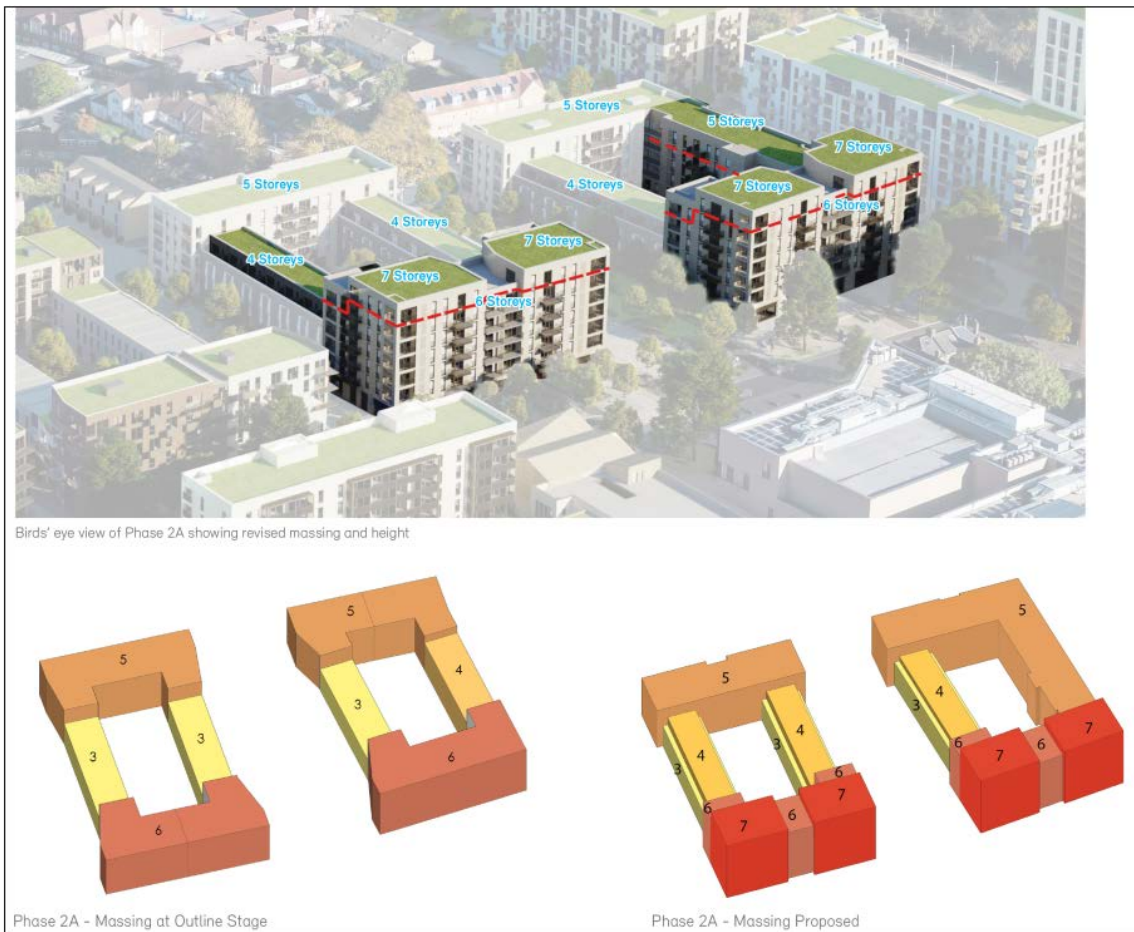
Scope of the proposed variations to Conditions 2, 3, 7,8 and 52

- 9.16 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 and 4. 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.
- 9.17 The proposed variations are considered to be within the scope of a Section 73 application as the proposed changes are considered minor 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 which the proposed changes do not exceed. In relation to Phase 4 the original parameter plans proposed a maximum height of 4 storeys which is exceeded in this proposal with a maximum height of 6 storeys now proposed on the Alma Road frontage.
  - The proposed changes do not result in any materially detrimental impact visually or an unacceptable impact 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 with the increase in unit numbers of 93 or 9% considered acceptable and not significant in relation to the overall outline application unit numbers.
  - The increase in non- residential floorspace of 41m2 will provide additional retail floorspace to meet the day to day needs of local residents. The viability of Ponder End High Street will not be compromised by this small increase.
  - The amendments are not contrary to any relevant development plan policy.
- 9.18 Detail on the proposed changes are set out below.

## Building Height Reconfiguration and Daylight and Sunlight Implications

- 9.19 The approved outline description does not specify storey heights for individual blocks with building heights controlled by the building heights parameter plan. For Phase 2A the approved parameter plan identifies a building height between 2-8 storeys and for Phase 4 a building height of between 3-4 storeys. The height changes contained in this variation are design led seeking to improve the design and to facilitate a minor increase in residential units.

### Phase 2A



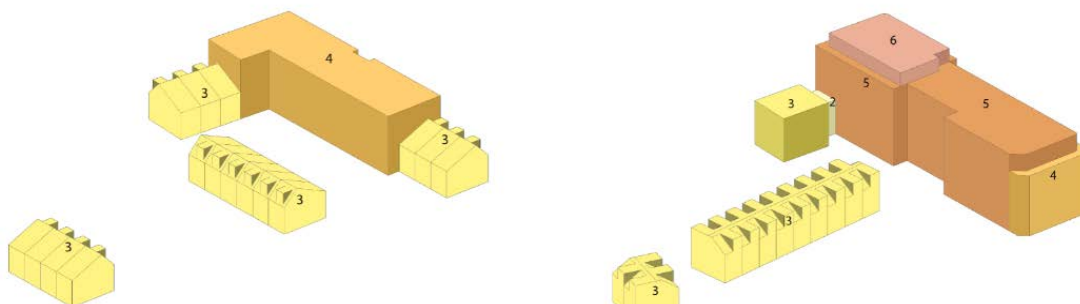
- 9.20 The basic development form of Phase 2A has not changed consisting of two perimeter blocks each containing a courtyard garden with a new public park with play facilities located between the two blocks.
- 9.21 The proposed blocks that line both sides of the park were changed to 4 storey double maisonettes in the 2017 variation from the 3 storey houses proposed in the original outline master plan. This change remains with the currently revised scheme.
- 9.22 Additional building height is introduced along South St, Alma Road and the new street that will run along the western edge of the western perimeter block adjoining the proposed Phase 2B. On South Street the maximum height has increased to 7 storeys at the street corners of each block (from 6 storeys) with a 6-storey block in the middle

in order to avoid overshadowing of the courtyard garden. On Alma Road the 4-storey double maisonette block has been replaced by a 5-storey apartment block mirroring the building type in Phase 1A on the other side of Alma Road. On the western edge the 3 storey houses have been replaced by a 4-storey double maisonette block.

- 9.23 The revised building footprints have been slightly increased in order to accommodate more 3-bedroom units as required by LBE current Housing Needs survey. The buildings have been moved slightly westwards by 0.4m to keep a 21m distance from Phase 1A units and to allow the implementation of a new cycle route along Alma Road. Overall 39 additional homes are proposed in Phase 2A in the revised scheme compared to the original Outline Masterplan and 36 additional homes compared to the 2017 Reserved Matter application scheme.

#### Phase 4

- 9.24 The original master plan proposed 40 private sale homes in a 3 and 4 storey development. The revised scheme has increased the number of new homes to 81, of which 84% will be shared ownership and 16% social rented. The site layout has been revised to produce a better spatial relationship between vehicle access, amenity space and the neighbouring buildings. To accommodate these changes, the proposed maximum building height has been increased from 4 to 6 ( 5<sup>th</sup> and 6<sup>th</sup> floor recessed) on Alma Road with the green buffer retained to allow for the replacement of street trees. The floorspace has increased from 3,795 sqm (indicatively) at outline planning application 2015 to 5,620 sqm at current RM planning application.



- 9.25 The environmental implications of the proposed amendments have been assessed in the submitted ES Addendum. Although the variations to the scheme propose minor changes to the townscape it is considered that these would overall have a positive impact on the appearance of the development.

#### Daylight and Sunlight

- 9.26 With regard to daylight and sunlight impacts, the previously undertaken analysis both as part of the May 2015 and the October 2017 ES Addendum demonstrated that the proposed development would not materially affect the daylight and sunlight received by the surrounding properties. The ES Addendum accompanying this application investigates the impact of the proposed variation to Phase 2A and Phase 4 in terms of the open courtyard areas, any potential overshadowing of the Phase 1A buildings on Alma Road and on existing dwellings in Alma Road and Scotland Green Road from the proposed Phase 4. It should be noted that the overshadowing impacts of Phase 4 on existing properties in Alma Road and Scotland Green Road are broadly similar in the original 2015 outline application and the current proposal.
- 9.27 Courtyard Areas - BRE guide "Site Layout Planning for Daylight and Sunlight" includes a criterion with a specific target in relation to the overshadowing of open spaces. This states that to appear adequately sunlit through the year, no more than two fifths and preferably no more than a quarter of any garden or amenity area should be prevented by buildings from receiving any sun at all on 21 March. With regard to the assessment of the open courtyards in Phase 2A, it has been demonstrated that they will receive between 40.2%-43.4% (exceeding the two fifths required by the BRE guidance) for the peak hour on 21 March. (It should be noted that the previously approved Reserved Matter scheme delivered a range of 45.1% to 47.5% ). During the summer solstice (21 June) when people are more likely to be outside enjoying the sun, both courtyards achieve high levels of sunlight up to 70-73%. Therefore – although the courtyards will receive marginally less sunlight than in the previously approved scheme – it is considered that the proposed phase 2A development will create reasonably sunlit amenity spaces and courtyards which will meet the BRE recommendations for sunlight levels despite the proposed additional floor of residential accommodation.
- 9.28 Impact on Phase 1A - The results of the assessment in regard to the impact on Phase 1A buildings reveal that the proposed changes to Phase 2A will result in similar overshadowing patterns to Phase 1A as the previous consented scheme. Overall there will not be a material reduction in daylight amenity to Phase 1A should the additional massing to Phase 2A be implemented. The overall daylight amenity within Phase 1A will remain very good with 93% (this figure was 95% for the previous S73 variation) of main habitable rooms achieving the BRE Average Daylight Factor target value for their room use.
- 9.29 The Impact of Phase 4 - results of the assessment of Phase 4 in relation to Scotland Green Road and Alma Road reveal that the proposed buildings in Phase 4 will contribute to a minor increase of overshadowing to a small number of existing dwellings on the north side of Alma Road and north side of Scotland Green Road. The properties affected are:
- 261-267 Scotland Green Road North, at 17.00 on 21 March and 17.00 on 23 September will experience moderate shadow to ground and first floor levels for a maximum of two hours a day during the eight-hour daytime period examined.



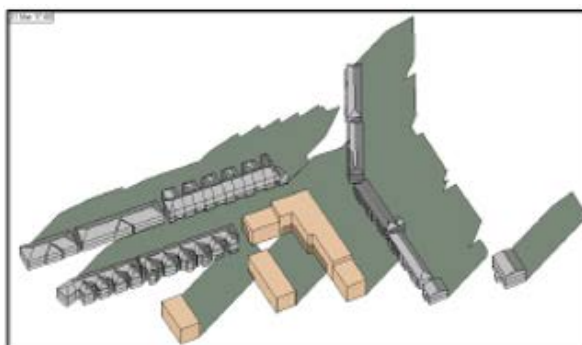
- 159-163 Alma Road, at 17.00 on 21 June will experience moderate shadow to ground only levels for a maximum of two hours a day during the eight-hour daytime period examined.

9.30 It should also be noted that the existing building leads to more overshadowing of a different group of terraced houses on Alma Road.

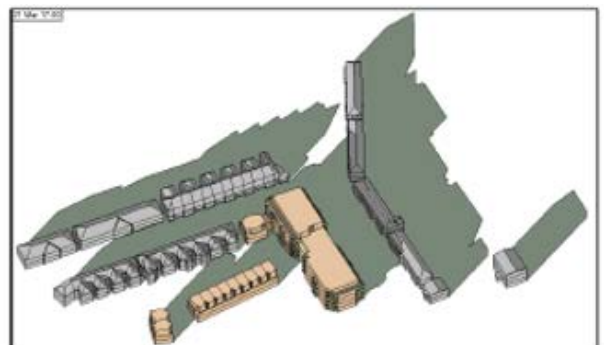
- 147 Alma Road, at 17.00 on 21 March and 17.00 on 23 September will experience overshadowing by the existing building, but not any overshadowing by the proposed Alma Phase 4 building.
- 145 Alma Road, at 17.00 on 21 March and 17.00 on 23 September will experience overshadowing by the existing building, but not any overshadowing by the proposed Alma Phase 4 building

9.31 Overshadowing Comparison between 2015 and 2020 proposals - In relation to the existing dwellings it is concluded that the impact is limited and acceptable as it occurs for a maximum of two hours a day for some parts of the year during the examined eight-hour time period. The impact is not materially different from that which would result if the development is implemented in accordance with the development approved under the outline planning application (2015). This is illustrated below in the predicted overshadowing patterns for March, June and September at 17.00 hours as set out below.

21 March 17.00

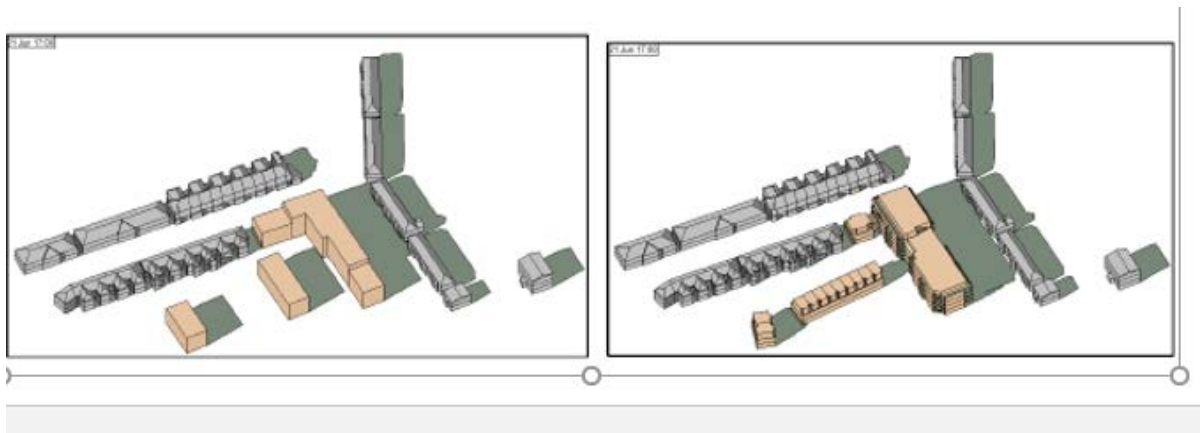


2015 Scheme – MWL 2020 Report Format

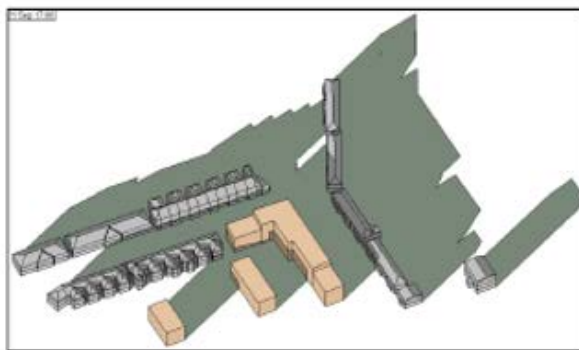


2020 Scheme – MWL 2020 Report Format

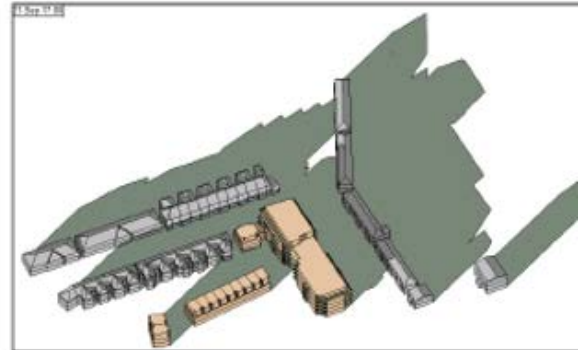
21 June 17.00



21 September 17.00



**2015 Scheme – MWL 2020 Report Format**



**2020 Scheme – MWL 2020 Report Format**

- 9.32 Following the deferral of this application from the 21 April Planning Committee, the applicant has submitted further clarification in the form of a detailed assessment of the daylight and sunlight impacts of the proposed Phase 4 development on the existing properties in Alma Road and Scotland Green Road in accordance with the BRE guidelines for development in this location.
- 9.33 This study supports the overshadowing study outlined above in that it demonstrates an acceptable level of both daylight and sunlight will be achieved using the measures contained in the BRE guidance for this type of location.
- 9.34 Daylight – the findings of this study in relation to loss of daylight to existing properties conclude that any loss will generally be very small. While there will be reductions for a few properties (see overshadowing studies above) the retained daylight levels will be good and are considered acceptable.
- 9.35 For example, in relation to 141-161 Alma Road a number of site facing windows will experience Vertical Sky Component reductions but will have a retained VSC level of 24% which officers consider acceptable in this location. (Vertical Sky Component is a measure of the skylight reaching a point from an overcast sky). The BRE guidelines state that if the VSC at the centre of a window is more than 27%, then the diffuse daylighting of the existing building will not be adversely affected. The nationwide BRE guideline criteria is based on a 25 degree development angle which is often

inappropriate and unachievable in an urban area. The BRE guidelines give advice on setting alternative criteria for development in urban areas and in relation to default targets state:

*“These values are purely advisory and different targets may be used.....for example, in a mews in a historic city centre, a typical obstruction angle might be close to 40 degrees. This would correspond to a VSC of 18%, which could be used as a target”*

- 9.36 Officers are not suggesting that an 18% target is the appropriate in this location but highlighting that these are guidelines and the guidelines themselves recognise that different contexts will give different results and this does not necessarily make a development unacceptable.
- 9.38 It should be noted that the Mayor of London's Housing Supplementary Planning Guidance ( March 2016) recommends in Policy 7.6BD that ‘ *a degree of flexibility needs to be applied when using BRE guidelines to assess the daylight and sunlight impacts of new development on surrounding properties Guidelines should be applied sensitively to higher density development, especially in opportunity areas, town centres, large sites and accessible locations, where BRE advice suggests considering the use of alternative targets. This should take into account local circumstances; the need to optimise housing capacity; and scope for the character and form of an area to change over time.*’
- 9.37 In relation to 141-161 Alma Road a retained VSC of 24% is not far below the BRE nationwide target of 27% (it is around 90% of this target) and is considered good for this suburban location and that the development will not cause unacceptable harm to the amenity of existing residents.
- 9.38 Sunlight – the impact to all properties will be minimal and good levels of sunlight will be achieved compliant with the BRE guidelines.
- 9.39 This further study supports the conclusion that impacts on daylight and sunlight to existing neighbouring properties are very limited and are not significantly different from those that would have been experienced by a proposal constructed in accordance with the previously approved 2015 parameters.
- 9.40 In conclusion it should be noted that the existing properties in Alma Road and Scotland Green Road are two storey houses typical for this part of Enfield. Any new development in accordance with the Alma Regeneration Project Design Guidelines is likely to be of a higher density and might be expected to have a limited impact on the neighbouring properties. Officers are satisfied that this impact has been minimised and the development as proposed is acceptable.
- 9.41 In addition it should be noted that the current proposal for Phase 4 has been set back further from the existing properties on Alma Road at 25.1 metres compared to 23.5 metres from the properties on the east side of Alma Road under the 2015 approval. This set back has created a green buffer, which will enrich the streetscape, allow for replacements of the lost street trees and create a positive pedestrian environment for the wider community.
- 9.42 Information submitted as part of the Reserved Matter application has confirmed that despite the building height reconfiguration the proposed apartment blocks and house blocks would achieve BRE requirements with regard to daylight and sunlight reception.

This aspect is considered in detail in the Reserved Matter report also before the committee.

- 9.43 The building height reconfiguration has been fully considered 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

- 9.44 If this S73 variation is approved, the number of units overall across the development will increase by 93 or 9% from 993 to 1,086. This increase in housing numbers has resulted from a re-assessment of the potential of Phase 2A and Phase 4 in the context of the decant and phasing strategy and the desire to provide more affordable tenure units at an earlier stage of the development. The proposed amendments will deliver an increased number of homes across all tenures.
- 9.45 The outline consent secured a minimum of 40% affordable housing provision across the whole development. This was assessed as 399 units of the overall total of 993. Phase 1A delivered 132 affordable units or 57% of that phase. If this S.73 variation is approved the combined total for Phase 1A, Phase 2A, 2Ai and 2Aii and Phase 4 (those phases completed or with Reserved Matter approval) will be 325 affordable units or 47% affordable housing at this stage of the development.
- 9.46 Full details of the proposed housing mix in terms of both tenure and bedroom size are contained in the Reserved Matter application also before this committee.
- 9.47 These changes are not considered material in the context of the outline consent as the uplift in residential unit numbers represents an increase of 9% over the 993 units originally approved. For habitable rooms the increase is from 3,073 to 3,291 a 7% increase.
- 9.48 The level of affordable housing that the development can deliver 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 for this application and of the Reserved Matter Application. The proportion of affordable housing proposed has been reviewed through an independent assessment commissioned by the local planning authority. The independent assessment initially concluded that that Phase 2A and Phase 4 are likely to generate a surplus of approximately £1.3 million. However, following the submission of further information not initially available to the independent assessors – principally in relation to land acquisition costs – it has been concluded that Phase 2A and Phase 4 are likely to produce a deficit. Any changes to the phase and overall viability position will be investigated through the next Phase Review

#### Changes to Development Zones

- 9.49 The proposed alteration to the development zone parameter plan has introduced a 1m deviation zone to all blocks to allow flexibility at the reserved matter stage and the layout of Phase 4 has also been updated to reflect the changes arising through the Reserved Matter application. No other changes to the approved zones are proposed.



- 9.50 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

- 9.51 The proposed increase in A1/A2 retail floorspace of 41m<sup>2</sup> to 758m<sup>2</sup>. This small increase is not considered significant and will have minimal impact on the overall Master Plan. This increase will not compromise the viability of Ponders End High Street.

#### Changes to Development Phases

- 9.52 Phasing is to remain as approved by the previous S73 variation with the layouts updated to reflect the proposed changes to Phase 2A and Phase 4. These are considered to be minor amendments which have arisen through the detailed design.

#### Changes to Vehicle Access and Parking Ratio

- 9.53 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. Layout changes have been made to accord with the building footprint for Phase 4 and includes the re-alignment of the secondary vehicle route. This change is considered necessary to comply with the changes made at the detailed design stage.
- 9.54 As a consequence of the minor uplift in residential units and other design changes the parking ratio will reduce from 0.6 to 0.4 across the development. Condition 52 currently sets a 0.6 parking ratio and therefore it is proposed to amend this condition. Justification for this change is provided through an updated transport strategy including increasing car club spaces from 5 to 7 and the provision of a dedicated cycle route. This cycle route will form part of the Enfield Town to Ponders End route that will be the alternative route to the A110 Southbury Road route from Enfield Town to Edmonton which was part of the Cycle Enfield Mini Holland bid. As agreed with the previous variation, the consultation on implementation of a Controlled Parking Zone has been brought forward to prior to the occupation of Phase 2A, 2Ai and 2Aii. The detail transport and parking proposals are assessed in the Reserved Matter application before the committee tonight but – subject to planning conditions and obligations - the revised proposals are considered acceptable.

#### Changes to Indicative Master Plan and landscaping plans

- 9.55 The indicative Master Plan, landscaping general arrangement plan and landscape parameter plan are 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. The updates reflect detailed landscape and play space proposals for Phase 2A and Phase 4.

#### Open Space/Play Space/Amenity Space

- 9.56 The original outline application assessed the existing quantum of open space (public open spaces, communal gardens, public play and doorstep play) as 15,191 m2. The original outline application in 2015 was accompanied by an Open Spaces and Play Strategy which developed the principles of 'Living Streets', 'Greening Alma' and 'Healthy and Active Community' and proposed defined functions for each public space and play provision that corresponded to the then applicable standards. The outline application resulted in a reduction in the total amount of public space to 14,806 m2 but this reduction in quantity was considered acceptable as the quality of public spaces and play provision was much improved.
- 9.57 The increased number of residential units (93) proposed in this variation to the outline permission will introduce a greater number of residents to the area and the strategy for open space and play space has been reviewed. The revised open space and play analysis submitted proposes a total of 16,510 m2 of open space and play space. This increase is accounted for by a change in the internal courtyards of the Phase 2A blocks from private gardens to communal gardens and changes to the building layout of Phase 4 which has generated a much greater amount of usable public space. If the play space calculator in operation at the time of the original application is applied to these figures Phase 2A exceeds the play standards by 114m2 and Phase 4 shows a small deficit of 9 m2 with the overall Master Plan area showing a surplus of 261 m2. The detail of the play and open space provision for Phase 2A and Phase 4 are assessed in the Reserved Matter application also before the committee tonight.
- 9.58 It should be noted that since the original application was submitted the GLA has introduced a new 2019 Play Calculator and both Phase 2A and Phase 4 (and the overall Master Plan) area fail to meet these new standards. Phase 2A has a deficit of 181 m2 and Phase 4 has a deficit of 100 m2 with the overall Master Plan area showing a deficit of 1,175 m2.
- 9.59 The LBE Park and Open Spaces Strategy (2010-2020) identified public parks as a key area of deficiency in Ponders End. The ward has 1.92Ha of public park access per 1000 population which is below LBE recommended quantity standard of 2.43 Ha per 1,000 population. Although the submitted landscape, open space and play space strategy is supported officers are concerned that public realm improvements should be adequate to support the increase in population that will result from the Alma Regeneration scheme.
- 9.60 As mitigation for the increase in population, S106 obligations are proposed and have been agreed by the applicant towards improvements to the wider public realm and in particular the area adjacent to the new Youth Centre and the Oasis Academy in order to create a cohesive network of public spaces along both sides of South Street and towards Station Square. In addition, a contribution will be made towards improvements in Ponders End Park to reflect increased use from new Alma residents.

#### Climate Change and Sustainability

- 9.61 The proposals include a range of design measures to reduce energy and resource demand including the provision of a site-specific energy centre and heat network and roof mounted PVs. Opportunities for green roofs have been maximised and green infrastructure in general will be improved. This Section 73 variation proposes a reduction in car parking ratio from 0.6 to 0.4 and includes improvements to cycling infrastructure. These measures will contribute towards reduction in carbon emissions and improvements to air quality. These issues are considered more fully in the Reserved Matter application also before the committee tonight.

### Environmental Statement

- 9.62 The original outline planning application was subject to an Environmental Statement and therefore changes to the permission through this application necessitate an addendum to the Environmental Statement to establish if the changes proposed would have any additional or different impacts that need to be considered and/or mitigated.
- 9.63 The Environmental Statement Addendum has concluded that there have been no material changes to the baseline or to policy since the original assessments were conducted within the May 2015 ES and the October 2017 ES Addendum and therefore previous assessments are not materially altered. With the exception of the minor effects on daylight discussed earlier in this report to a small number of houses in Alma Road and Scotland Green Road, the proposed variations do not introduce any new or different significant effects. Six new committed schemes have been identified since the original ES was produced but it is not considered to result in new or different significant effects.
- 9.64 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 October 2017 Addendum. However, mitigation against potential traffic generation in terms of increased car club and cycling provision and improvements to the design of the scheme in terms of pedestrian environment (particularly in the South Street area) have been added.

### S106 Deed of Variation

- 9.65 A S106 Agreement formed part of the original grant of Outline Permission for the Alma Estate Regeneration – 15/02039/OUT dated 20 June 2017 and a Deed of Variation to the S106 was agreed as part of the S.73 Variation approved in 16 August 2019 (17/04670/VAR).
- 9.66 A Deed of Variation will be required to accompany this Section 73 Permission and to enable any approval for the Phase 2A and Phase 4 Reserved Matters to be released. Discussions with the applicant are ongoing and Heads of Terms have been agreed as set out below. All those additions to the original S106 approved as part of the Deed of Modification to the 16 August 2018 S73 Variation will be carried forward into the new Deed of Variation.

### Obligations agreed as part of the S106 dated 20 June 2017 and the Deed of Variation dated 16 August 2018

- Affordable housing (399 units – 200 social rent, 126 intermediate and 73 flexible affordable housing units where the tenure and rent levels are yet to be agreed).
- Viability reassessment – phase by phase and with a requirement for a final viability assessment.
- Business and employment initiatives
- Education contributions in accordance with S106 SPD
- Youth and community centre – a strategy to ensure the on-going provision of community and youth facilities during the construction of the development and details of the specification for the youth and community centre.
- Connection to the Decentralised Energy Network

- Car Club – provision of car club spaces and a car club management plan. .
- Controlled Parking Zone –parking surveys across each phase and following completion of the development, to establish the need for a CPZ. Funding of a CPZ up to a £60,000. It was agreed to bring forward the CPZ as part of the Deed of Variation agreed in August 2018.
- Parking management strategy/delivery and servicing plan
- Travel Plans
- Review of travel plans, parking management strategy and servicing plan
- Highway works
- Signage contribution – vehicle speed activated signage on South Street and Alma Road
- Public Open Space and Public Realm – management strategy
- Sport England Contribution - £278,000 subject to viability
- Healthcare – not to commence development on any subsequent phase until the medical centre in Phase 2 has been constructed to shell and core
- Housing Mix
- Cycling Improvements
- Wayfinding signage – 2 wayfinding signs with directions to Lee Valley Regional Park
- Legal mechanism to tie the Falcon Road Spur application (17/04816/FUL) to the S73 Application (17/04670/VAR)

#### Obligations under discussion as part of the current S.73 Variation

- An adjustment to affordable housing numbers to reflect the increase in total unit numbers from 993 to 1,086 Should this variation be approved the breakdown of the 1,086 units will comprise 218 social rent, 217 intermediate tenures and 651 private units. This results in 435 (40%) affordable units and 651 (60%) of private units
- Various Highway matters including the confirmation of the bringing forward of the proposed CPZ and detailed issues agreed in relation to the discharge of conditions
- Contribution of £50,000 toward the delivery of improved cycling and walking provision on Nags Head Road and improved links from the Alma Estate to Nags Head Road
- Contribution of £39,000 to deliver a future dedicated cycle path on the western side of Alma Road
- Car club capacity to be increased from 5 to 7 spaces
- Public Realm improvements including high quality landscaping and improved public space. This includes a contribution of £174,000 towards the provision of paving and other improvements to the area in front of the Oasis Academy and Youth Centre.
- Travel Plan provision will be updated to reflect the new approach to larger developments to have a Framework Travel Plan with Phase Travel Plans to follow with appropriately updated monitoring contribution.
- A contribution of £50,000 towards improvements in Ponders End Park to reflect the increase in population and increased usage of the park.

9.67 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.

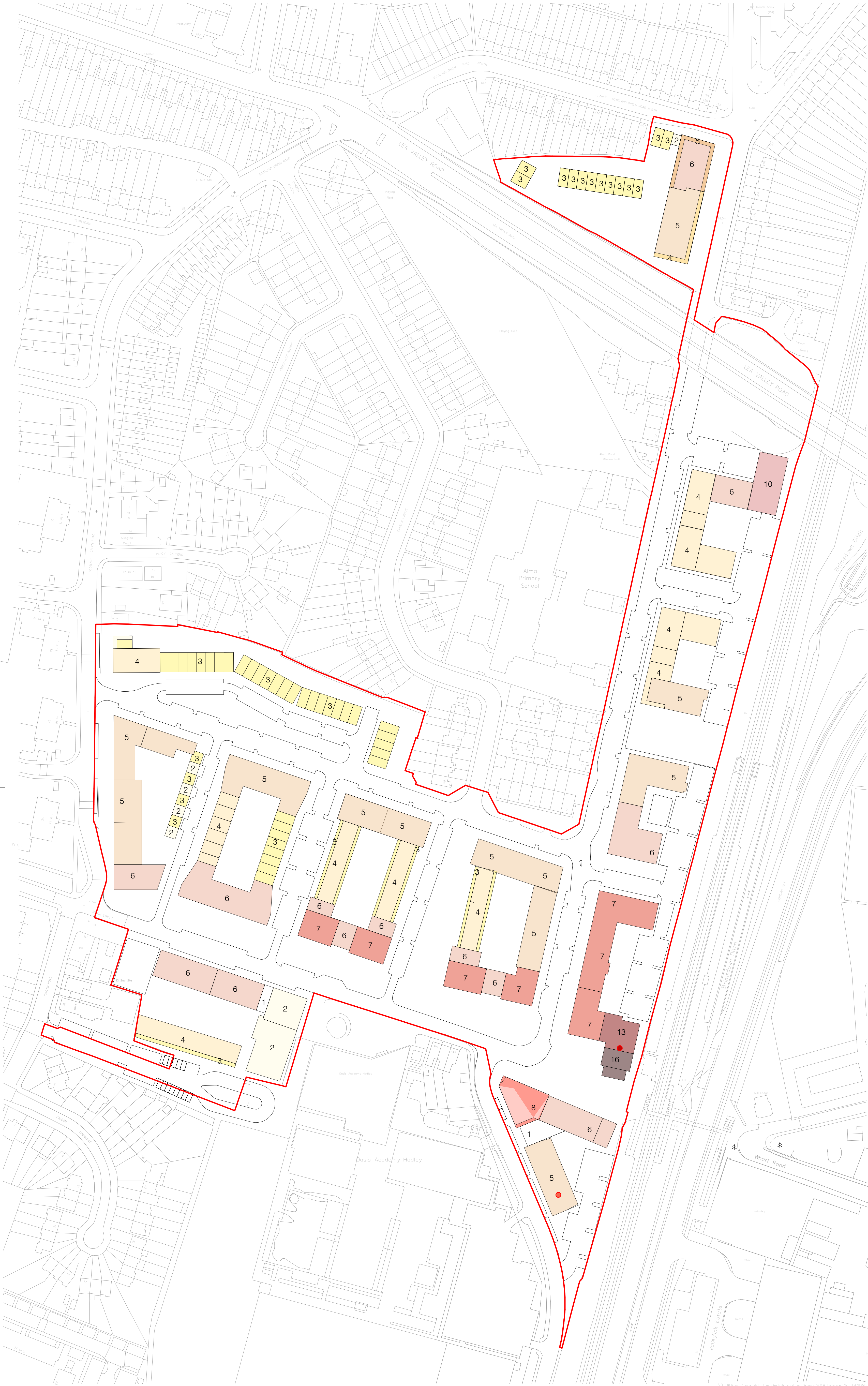
### Community Infrastructure Levy

- 9.68 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.

## **10 Conclusion**

- 10.1 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) and as varied by the Section 73 approved on 16 August 2019 (17/04670/VAR).
- 10.2 This proposed variation 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.
- 10.3 Permission is sought through this Section 73 application to vary Condition 2 (approved plans), Condition 3 (phasing plan) Condition 7 (residential units), Condition 8 (non-residential floorspace) and Condition 52 (car parking provision) of outline permission 15/02039/OUT. The changes are focussed on minor changes to unit numbers (9% of the overall development) from 192 to 228 units in Phase 2A and an increase from 40 to 81 units in Phase 4, building heights have been increased in part of Phase 2A and Phase 4 with the retail element included in Phase 2A increased from 716m<sup>2</sup> to 758 m<sup>2</sup>. Amendments are proposed to the footprint and layout (particularly to Phase 4) with the vehicle access to Phase 4 amended to align with the new building layout. The car parking ratio has been amended from 0.6 to 0.4.
- 10.4 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 unit numbers building heights, non-residential floorspace provision, development zones and phasing.
- 10.5 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.
- 10.6 A Deed of Variation to the existing S106 will be necessary and discussions are ongoing with the applicant about the changes to be made.
- 10.7 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 7, 8 and 52 to reflect the changes proposed under this application. The revised wording of these specific conditions is set out above.





**GENERAL NOTES:**  
This drawing is © 2017 PTE architects.  
Use figured dimensions only. **DO NOT SCALE.**

All dimensions are in millimetres unless noted otherwise.

This drawing must be read in conjunction with all other relevant drawings and specifications from the Architect and other consultants.

If in doubt, ask.

**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 studwork 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 Engineer's documents.

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Metres

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NUMBER OF STOREYS

1 Storey

2 Storey

3 Storey

4 Storey

5 Storey

6 Storey

7 Storey

8 Storey

10 Storey

13 Storey

16 Storey

— INDICATIVE BUILDING LINE

# STOREY HEIGHT

● INDICATIVE FLUE POSITION (normal 3m from roof level)

Maximum Storey Height Residential only

Storey Height	Maximum Height(m)
2 Storey	7.6m
3 Storey	10.9m
4 Storey	14.2m
5 Storey	16.5m
6 Storey	19m
7 Storey	22m
10 Storey	31m

Maximum Storey Height Residential and Non-Residential

Storey Height	Maximum Height(m)
1 Storey	6m
2 Storey	9m
3 Storey	12m
4 Storey	15m
5 Storey	19m
6 Storey	22m
7 Storey	25m
8 Storey	28m
10 Storey	31m
13 Storey	43.5m
16 Storey	54m

Assumptions for storey heights

- Residential

- 3m floor to floor.  
- Block 36 only 3.3m floor to floor.
- Retail

- 4.5m floor to floor.
- Medical centre

- 4.5m floor to floor.
- Energy centre

- 6m floor to floor.
- Youth centre

- 4.5m floor to floor plus allowance for 2.5m build-up to Youth Centre hall.

Allowance for roof build-up and parapet minimum 1m to be added.

Reprovision of telecoms to be provided on Landmark building.

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C

10.09.19

Amendments to Phase 2A and 4 layouts

DS

HYT

B

24.10.17

Section 73 Submission

DO

LF

A

17.07.15

Name changed to Non-Residential Development Use and Building line in Phase 3A adjacent to 47 Scotland Green Road reduced to allow 30 degree sight line

JV

LB

-

May 2019

INITIAL PLANNING ISSUE

JV

LB

rev.

date

description

drawn

audited

drawing status

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Thomas  
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project	job number	drawn	scale	date created
Alma Estate Regeneration	18-112 DD	1	1000@A1	Sep 17
drawing title	drawing number	revision		
Building Heights	560_OUT_PL(00)103	C		



P:\LONDON PROJECTS\2019\1917\_ALMA OPTIMISATION\01 CAD\02 SHEET LAYOUT\1405\_OUT\_PL019.DWG

KEY

Indicative Building Footprint

Site Boundary

Existing Tree

Large Street Tree Planting

Small-Medium Street Tree Planting

Focal Tree Planting

Ornamental Tree Planting

Public Open Green Space

Public Open Hard Space

Communal Gardens

Local Equipped Play Area

Doorstep / Natural Play Area

All Ages Play Area

Existing MUGA

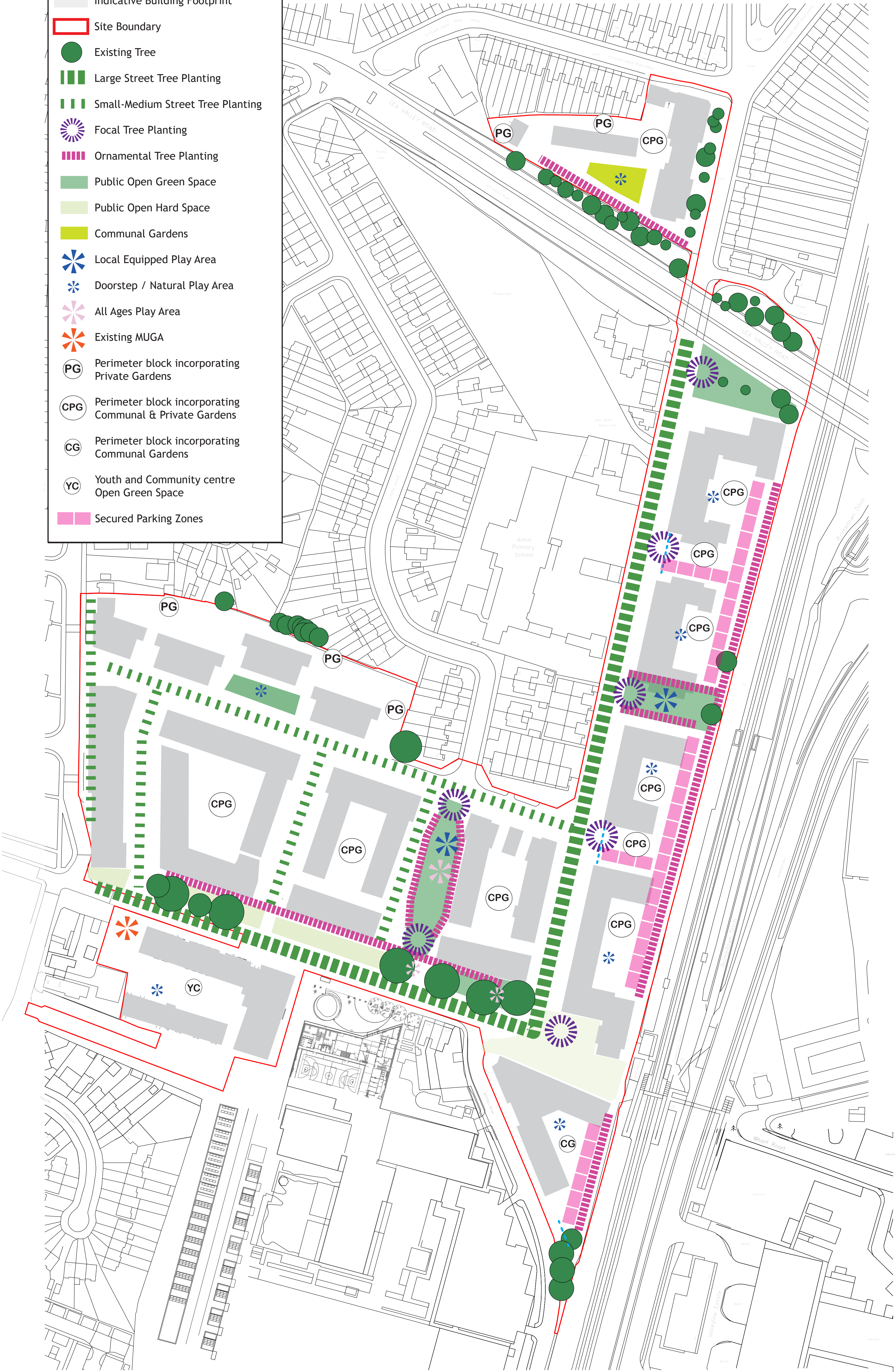
PG  
Perimeter block incorporating Private Gardens

CPG  
Perimeter block incorporating Communal & Private Gardens

CG  
Perimeter block incorporating Communal Gardens

YC  
Youth and Community centre Open Green Space

Secured Parking Zones



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D	Planning Comments Updates	28.02.2020
C	Updated Planning Revision	15.10.19
B	Updated Planning Revision	14.10.17
A	Secured Parking + CG's + YC	17.07.15
Rev	Description	Date

Project title  
ALMA OPTIMISATION

Drawing title  
LANDSCAPE PARAMETER PLAN

Issued By  
Scale  
Status  
Date

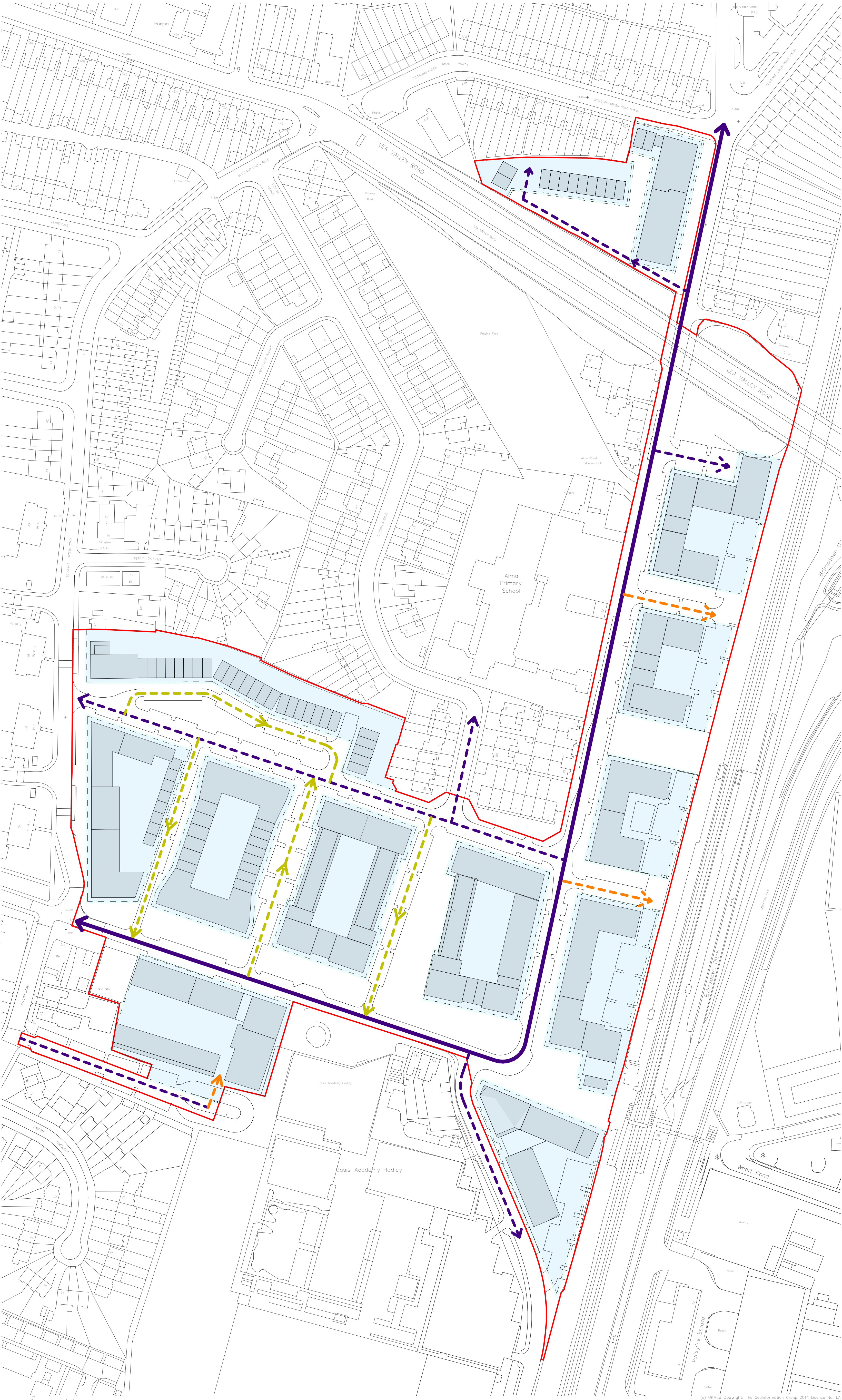
London  
1:1,000 @ A1  
PLANNING  
06.06.2015

T: 020 7978 2101  
Drawn EXA  
Checked EXA  
Approved EXA

Drawing number  
1405\_OUT\_PL019

Revision  
D





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**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 studwork 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 Engineer's documents.

10 0 10 20 50 m  
Metres 1:1000

N

VEHICLE ROUTES

- PRIMARY VEHICLE ROUTE
- SECONDARY VEHICLE ROUTE
- ONE WAY ROUTE
- PRIVATE ACCESS ROUTE

C	10.09.19	Amendments to Phase 2A and 4 layouts	DS	HYT
B	24.10.17	Section 73 Submission	DO	LF
A	15.07.15	Development Zones extended to ensure a 2m defensible space. Building line in Phase 3A adjacent to 47 Scotland Green Road reduced to allow 30degree sight line	JV	LB
-	May 2019	INITIAL PLANNING ISSUE	JV	LB
rev.	date	description	drawn	audited
drawing status				

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project	job number	drawn	scale	date created
Alma Estate Regeneration	18-112 DD	1: 1000@A1	Oct '17	
drawing title	drawing number	revision		
Vehicle Access	560_OUT_PL(00)105	C		



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All partitions set out to studwork 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 Engineer's documents.



C	20.10.19	Amendments to Phase 2A and 4 layouts	HYT	HYT
A	28.10.19	Section 75 Submission	LD	LD
A	17.07.19	Home changed to Non-Residential Development Use and Building Line in Phase 2A adjacent JV	LD	LD
-	May 2019	1st 47 Standard Green Road reduced to allow 30 degree sight line	JV	LD
-	May 2019	INITIAL PLANNING ISSUE	JV	LD
BY	date	description	drawn	checked
drawing notes				

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project	job number	drawn	scale	date created
Alma Estate Regeneration	18-112 AHM 1 : 1000@A1			May'15
drawing title	drawing number	revision		
Indicative Masterplan	560_OUT_PL(00)003	C		

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All partitions set out to studwork or structure.  
For setting out and specification of MSE services refer to MSE Consultants documents.  
For setting out and specification of structure refer to Structural Engineer's documents.



C	30.10.19	Amendments to Phase 2A, and 4 layouts	HYT	HYT
B	24.10.19	Section 73 Submission	SD	LF
A	17.07.15	Home-changed to Non-Residential Development Use and Building Line in Phase 2A adjacent JV	LF	LF
-	May 2015	Re-47 Bedford Green Road reduced to allow 30 degree sight line	JV	LF
INITIAL PLANNING ISSUE				
REV	DATE	DESCRIPTION	DESIGN	CHECKED
drawing name				

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project	job number	sheet	date created
Alma Estate Regeneration	18-112-AHM	1 : 1000@A1	May'15
drawing title	drawing number	revision	
Indicative Masterplan	560_OUT_PL(00)003	C	



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C	Updated Planning Revision	15.10.19
B	Updated Planning Revision	03.09.19
A	CG's to Phase 2 Blocks	17.07.15
Rev	Description	Date

Project title  
**ALMA OPTIMISATION**

Drawing title  
**ILLUSTRATIVE LANDSCAPE  
GENERAL ARRANGEMENT PLAN**

Issued By London  
Scale 1:1,000 @ A1  
Status PLANNING  
Date 06.05.2015

Drawing number  
**1405\_OUT\_PL000**

T: 020 7978 2101  
Drawn ExA  
Checked ExA  
Approved ExA

Revision  
**C**