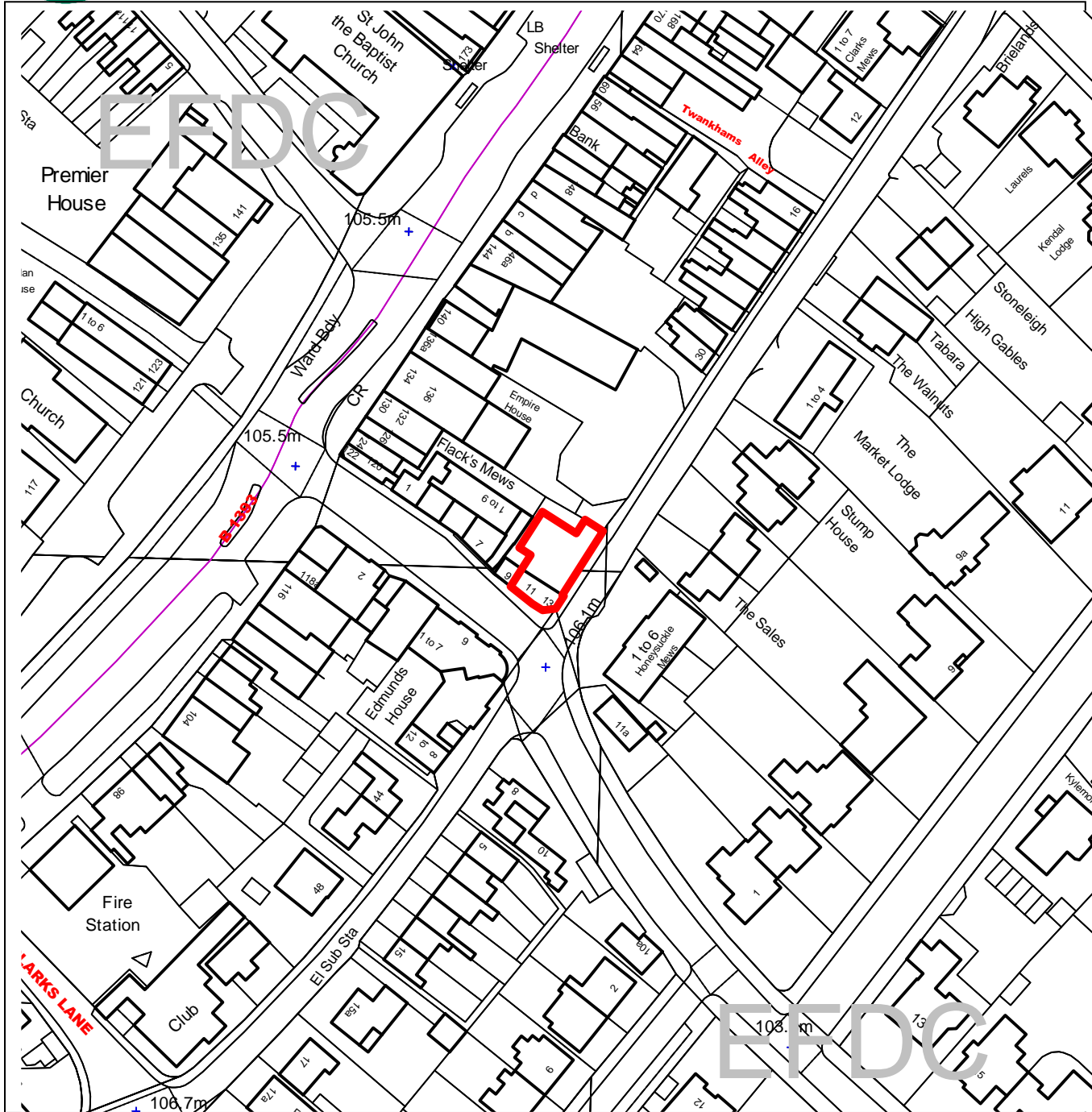




Epping Forest District Council



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Application Number:	EPF/0504/21
Site Name:	Purlieu House 11 Station Road Epping CM16 4HA
Scale of Plot:	1:1250

Report Item No: 12

APPLICATION No:	EPF/0504/21
SITE ADDRESS:	Purlieu House 11 Station Road Epping CM16 4HA
PARISH:	Epping
WARD:	Epping Hemnall
APPLICANT:	P Saggars
DESCRIPTION OF PROPOSAL:	Additional storey to facilitate the creation of six flats and change of use of part ground from B1 office to retail for the building to comprise of a retail unit on the ground floor and retained undercroft parking, offices to first floor, and the flats on the second and newly created third floor.
RECOMMENDED DECISION:	Grant Permission (Subject to Legal Agreement)

Click on the link below to view related plans and documents for this case:

http://planpub.eppingforestdc.gov.uk/NIM.websearch/ExternalEntryPoint.aspx?SEARCH_TYPE=1&DOC_CLASS_CODE=PL&FOLDER1_REF=648775

CONDITIONS

- 1 The development hereby permitted shall be begun before the expiration of three years from the date of this permission.
- 2 The development hereby permitted shall be carried out and retained strictly in accordance with the following approved plans: Location plan, 20102; 001, 002, 003, 004, 005, 101, 102, 103, 104/A, 105/A, 106/A, 107/A, 108/A, 109/A, 110/A, 111/A.
- 3 The materials to be used in the construction of the external surfaces of the development hereby permitted shall match in colour, style, bonding & texture those shown on plan numbers:
- 4 Wheel washing or other cleaning facilities for vehicles leaving the site during construction works shall be installed and utilised to clean vehicles immediately before leaving the site. Any mud or other material deposited on nearby roads as a result of the development shall be removed.
- 5 No deliveries, external running of plant and equipment or demolition and construction works, other than internal works not audible outside the site boundary, shall take place on the site other than between the hours of 07:30 to 18:00 on Monday to Friday and 08:00 to 13:00 on Saturday and not at all on Sundays, Public or Bank Holidays without the prior written permission of the Local Planning Authority.
- 6 Prior to any above groundworks, details and location of the parking spaces (including garages) equipped with active and/or passive Electric Vehicle Charging Point(s) shall have been submitted to and approved in writing with the Local Planning Authority (LPA), unless otherwise agreed in writing with the LPA. The

installation of EVCP shall be completed in accordance with the approved details and made operational prior to first occupation. The details shall include:

- Location of active and passive charging infrastructure;
- Specification of charging equipment; and
- Operation/management strategy. The council will expect that a management plan for the charging points is set out clearly. This will address:
 - a) Which parking bays will have active and/or passive charging provision, including disabled parking bays;
 - b) How charging point usage will be charged amongst users;
 - c) The process and the triggers for identifying when additional passive charging points will become activated; and
 - d) Electricity supply availability. The electricity supply should be already confirmed by the Network Provider so that the supply does not need to be upgraded at a later date.

7 Prior to first occupation of the development, measures shall be incorporated within the development to ensure a water efficiency standard of 110 litres (or less) per person per day.

8 No development shall take place, including any works of demolition, until a Construction Method Statement has been submitted to, and approved in writing by, the Local Planning Authority. The approved Statement shall be adhered to throughout the construction period. The Statement shall provide for:

1. The parking of vehicles of site operatives and visitors
2. Loading and unloading of plant and materials
3. Storage of plant and materials used in constructing the development
4. The erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate
5. Measures to control the emission of dust and dirt during construction, including wheel washing.
6. A scheme for recycling/disposing of waste resulting from demolition and construction works.

9 The proposed use of this site has been identified as being particularly vulnerable if land contamination is present, despite no specific former potentially contaminating uses having been identified for this site. Should any discoloured or odorous soils be encountered during development works or should any hazardous materials or significant quantities of non-soil forming materials be found, then all development works should be stopped, the local planning authority contacted and a scheme to investigate the risks and/or the adoption of any required remedial measures be submitted to, agreed and approved in writing by the local planning authority prior to the recommencement of development works. In such instances, following the completion of development works and prior to the first occupation of the site, sufficient information must be submitted to demonstrate that any required remedial measures were satisfactorily implemented or confirmation provided that no unexpected contamination was encountered.

This application is before this committee since the recommendation is for approval contrary to an objection from a Local Council which is material to the planning merits of the proposal, supported by 1 local resident (Pursuant to The Constitution, Part 3: Scheme of Delegation to Officers from Full Council)

Description of Site:

The application site is a three storey B1 use office building located on the Eastern side of Station Road in the built-up area of Epping. The building is not Listed however it is within the Epping Conservation Area. The site is not within the Metropolitan Green Belt.

Description of Proposal:

Additional storey to facilitate the creation of six flats and change of use of part ground from B1 office to retail for the building to comprise of a retail unit on the ground floor and retained under croft parking, offices to first floor, and the flats on the second and newly created third floor.

Relevant Site History:

EPF/2451/19 - Prior approval for proposed change of use from B1 (office) to C3 (dwellings). – Prior Approval Required and Granted

EPF/2185/06 - Change of use from shop to office/reception use. (A1 to B1) (22/03/2007) – Grant Permission

LBX/EPF/0007/86 - Listed Building application to demolish existing shop unit in Conservation Area. (08/12/1986) – Grant Permission

EPF/1418/86 - Demolition of existing shop and extension of approved office/shop development to provide additional office space and new shop unit. (08/12/1986) – Grant Permission (With Conditions)

LBX/EPF/0002/86 - Demolition of existing building in Conservation Area and erection of new office building. (04/08/1986) – Grant Permission

EPF/0635/86 - Demolition of existing derelict buildings and construction of new office building and provision for parking. (28/08/1986) – Grant Permission (With Conditions)

EPF/0718/85 – Three storey office building (14/10/1985) – Refuse Permission

EPF/1145/83 – Alterations and new shopfront (07/11/1983) – Grant Permission (With Conditions)

EPF/1258/82 - Three storey building - retail and service areas on ground floor and two storeys of offices over.(07/03/1983) – Refuse Permission

EPF/1531/83 – Two storey commercial development (23/02/1984) – Refuse Permission

Policies Applied:

Epping Forest Local Plan (1998) and Alterations (2006):

- CP1 – Achieving Sustainable Development Objectives
- CP2 – Protecting the Quality of the Rural and Built Environment
- CP3 – New Development
- CP4 – Energy Conservation
- CP5 – Sustainable Building
- CP6 – Achieving Sustainable Urban Development Patterns
- CP7 – Urban Form and Quality
- CP8 – Sustainable Economic Development
- CP9 – Sustainable Transport

RP4 – Contaminated Land
U3B – Sustainable Drainage Systems
DBE1 – New Buildings
DBE2 – Impact of Buildings on Neighbouring Property
DBE4 – Design and Location of New Buildings within Green Belt
DBE5 – Design and Layout of New Development
DBE6 – Car Parking in New Development
DBE8 – Private Amenity space
DBE9 – Amenity
H3A – Housing Density
H4A – Dwelling Mix
H5A – Affordable Housing
H6A – Site Thresholds for Affordable Housing
H7A – Levels of Affordable Housing
H8A – Availability of Affordable Housing in Perpetuity
H9A – Lifetime Homes
HC6 – Character, Appearance and Setting of Conservation Areas
HC7 – Development Within Conservation Areas
ST1 – Location of Development
ST2 – Accessibility of Development
ST4 – Road Safety
ST6 – Vehicle Parking
ST7 – Criteria for Assessing Proposals (new development)
I1A – Planning Obligations

The National Planning Policy Framework (NPPF) has been adopted as national policy since March 2012. Paragraph 214 states that due weight should be given to relevant policies in existing plans according to their degree of consistency with the framework. The above policies are broadly consistent with the NPPF and should therefore be given appropriate weight.

Epping Forest District Local Plan (Submission Version) 2017:

The Epping Forest Local Plan Submission Version 2017 was submitted for independent examination in September 2018. Accordingly, it can be endorsed as a material consideration to be used in the determination of planning applications and be given appropriate weight in accordance with paragraph 48 of the NPPF.

Paragraph 48 provides that decision-takers may give weight to relevant policies in emerging plans according to:

- the stage of preparation of the emerging plan (the more advanced the preparation, the greater the weight that may be given);
- the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and
- the degree of consistency of the relevant policies in the emerging plan to the policies in the NPPF (the closer the policies in the emerging plan to the policies in the NPPF, the greater the weight that may be given).

In general terms it is considered that the Submission Version of the Plan is at an advanced stage of preparation and the policies are considered to be consistent with the NPPF. As regards unresolved objections, some policies within the Submission Version have more unresolved objections than others. All of these factors have been taken into consideration in arriving at the weight accorded to each of the relevant policies in the context of the proposed development listed below:

SP1 - Presumption in Favour of Sustainable Development
H1 - Housing Mix and Accommodation Types
H2 - Affordable Housing
E1 - Employment Sites
T1 - Sustainable Transport Choices
DM 1 - Habitat Protection and Improving Biodiversity
DM3 - Landscape character, ancient landscapes and geodiversity
DM7 – Heritage Assets
DM9 - High quality design
DM10 - Housing Design and Quality
DM11 - Waste Recycling Facilities on New Development
DM 16 - Sustainable Drainage Systems
DM18 - On Site Management of Waste Water and Water Supply
DM21 - Local Environmental Impacts, Pollution and Land Contamination
DM 22 - Air Quality

Summary of Representation:

No. of neighbours consulted: 60 – 3 Objections received. 2 comments received

11A STATION ROAD – Concern regarding loss of privacy and loss of outlook.

FLAT 4, EDMUND HOUSE – OBJECTION – Concern regarding parking on the local area and being detrimental to highway safety.

3 EMPIRE HOUSE – STRONG OBJECTION – Concern regarding loss of privacy, loss of outlook, out of character with surrounding area. Concern over future development in the area and devaluation of property.

1 HONEYSUCKLE MEWS – COMMENT – Concern regarding parking on the local area and being detrimental to highway safety.

6 FLACKS MEWS – COMMENT – no objection to the scheme however concern regarding to the construction period.

The Epping Society – OBJECTION – Concern regarding overlooking, loss of outlook, overbearing development, out of character with surrounding conservation area.

TOWN COUNCIL – OBJECTION:

Committee OBJECT to this application.

Committee stated that this was an overdevelopment of the site with the additional floor to be added, would cause a tunnelling effect. The Committee questioned whether the building's structure could support another floor in case there is a health and safety issue. Committee are concerned that as this building is in the conservation area, it would have such a negative impact on the street scene.

This additional storey along Station Road, and the higher building would have a negative impact on Honeysuckle Mews on the opposite corner of Hemnall Street and Station Road. Committee were concerned about loss of light to other properties nearby with the extra floor added.

The proposal does not provide sufficient parking for four flats, which would put additional pressure on the surrounding roads. The increased traffic resulting from the additional flats would be detrimental to highway safety, given its proximity to a busy junction, contrary to policy ST4.

The Committee acknowledged one neighbour's comments. The Committee were told there is an access/egress to the parking area for Flacks Mews and several High Street businesses, including

the funeral director, is via a keypad operated security gate. This gate is very narrow and access is frequently blocked by inconsiderate drivers despite signage and parking restrictions. If planning permission is given for this application, the Committee requests the following conditions be included with any planning permission:

1. Working time restrictions between the hours of 7:30am and 5:30pm on weekdays only – to limit noise and help mitigate parking issues.
2. No weekend or public holiday working.
3. No blocking of the access/egress gate to Flacks Mews at any time during the construction period.
4. Contractors and sub-contractors to be made aware of the parking restrictions (DYL) in Hemnall Street immediately adjacent to the development.
5. In the event that heavy machinery and/or large deliveries are scheduled, or if any of the previous three conditions cannot be met for any reason, then at least two days written notice is provided to all residents, tenants and businesses operating out of Flacks Mews.
6. That a contact number is provided for the clerk of works, employers agent or equivalent to all residents, tenants and businesses operating out of Flacks Mews to facilitate rapid resolution of problems with contractors.

Committee also note that works to the retail ground floor property have already begun, without full planning permission being granted and would request that applicants are strongly deterred from this practice.

Internal Consultees

Heritage and Conservation – OBJECTION due to the development being out of character with the area, not preserving or enhancing the character and appearance of the Conservation Area:

It is considered that their current scale at three to four storeys has been allowed by reason of their corner location, which requires some presence. After assessing their design, it appears that both buildings have been developed around the same scale and massing approach; the greater height directly onto the corner of the roads with a clear stepping down to meet lower adjacent buildings. In addition, the intended massing of Purlieu House has been accompanied by a different material treatment for the top storey using dark timber cladding to help lessen the bulk.

It is proposed to add an extra storey on top of the existing and to cover the top two storeys with light coloured render. This proposal is considered to go against the previous design approach as it will result in a solid four storey block discordant in scale within the street scene, dominating the adjacent buildings. The proposed facing material will only worsen this overbearing effect...

Main Issues and Considerations:

The main issues to consider for the assessment of this application are as follows:

Principle of Development
Design within a Conservation Area
Impact on the Living Conditions of Neighbours
Highway Safety
Impact on the Epping Forest SAC

Principle of Development

The site is within a town centre location with access to local facilities within reasonable walking distance and good transport links. Such developments within town centre locations are common and it is considered that the principle of the scheme is acceptable.

Design

The Town Council, Epping Society, neighbours and The Council's Heritage and Conservation team have objected to the proposal, stating the design would be out of character with the surrounding area. The proposal has since been revised altering the materials to the top of the building with the uppermost flats being housed in the roof space.

Although Heritage and Conservation still had concerns surrounding the height of the revised proposal, it is considered by officers that the revised proposal is an improvement in terms of design and uses materials that have a neutral appearance within the Conservation Area. When viewed in context alongside the four storey building opposite, these buildings form a gateway from Station Road leading into the High Street. By raising the height of the building by an extra storey, it is not considered that this would cause significant harm to the character and appearance of the Conservation Area.

The proposed flats would meet the prescribed national floor space standards and whilst there is no private amenity space available, this is not a uncommon arrangement within town centre locations.

It is considered the design of the proposal would be acceptable within the setting of the Conservation Area and would be compliant with Policies HC6 and HC7 of the Adopted Local Plan 2006 and DM7 of the Epping Forest District Local Plan (Submission Version) 2017.

Impact on Living Conditions

Neighbours at 3 Empire House, 11A Station Road, the Town Council and the Epping Society have objected to the proposal stating that there would be excessive harm to the living conditions of neighbouring properties in regard to loss of light, loss of privacy and loss of outlook.

The addition of an extra storey would provide an overall height of approximately 14 metres. The building would be approximately 13.5 metres from Empire House found North of the application site, 25 metres from 11A Station Road due south and approximately 17 metres from Honeysuckle Mews directly opposite the building due south east.

It is considered that, due to the distances between the application site and neighbouring dwellings, there would not be any excessive harm to the living conditions of neighbours than what is currently present on the site. As the proposal is extending the building upward rather than outwardly expanding the floor space, there would not be excessive harm to visual outlook. The distances between dwellings as described above would not result in excessive loss of light.

The proposal would be in accordance with policies DBE9 of the Adopted Local Plan and Alterations 2006 and DM9 of the Epping Forest District Local Plan (Submission Version) 2017.

Highway Safety

Neighbours and the Town Council have objected to the proposal stating that the scheme would be detrimental to highway safety.

Essex Highways have been consulted on the application and have stated that the development would be acceptable from a highway safety perspective. Following receipt of these comments it is considered that the scheme would not cause detrimental harm to existing highway safety.

Impact on the Epping Forest SAC

The increase in residential units within the district provided by this scheme would have an impact on the integrity of the Epping Forest SAC. The applicants have stated that they would be willing to

agree to any financial contributions that may be required to mitigate the impact of the development on the Epping Forest SAC which can be secured via a UU Legal agreement.

The existing use of the site is commercial/office use with 20 full time employees and 1 part time employee with an existing gross internal floor space of 438sqm. The change of use of some of the existing office space would result in a loss of 192sqm, concluding in a new internal non-residential floorspace of 246sqm.

Whilst there would be six new residential units created as part of this development, the existing number of parking spaces would remain and no additional car-parking spaces would be provided. It has been calculated by the applicants that the existing site currently generates a total of 49 two-way person trips to the existing offices. The proposed development would generate 29 two-way person trips, which represents a net decrease in trip generation in comparison to the existing site use. It is therefore considered that as there would be a decrease in trip generation due to the change of use and no increase of car parking spaces found at the site, it is felt that the proposal would not result in adverse harm to the integrity of the Epping Forest SAC and a Unilateral Undertaking relating to securing a financial contribution to mitigate the harm caused by recreational pressure can be achieved.

Other matters

As part of the consultation process, comments have been received about the following matters:

- devaluation of property
- Timeframe of construction
- Accesses blocked by 'inconsiderate drivers'

These are not material planning considerations and can therefore not be considered as part of this assessment. There has been comment regarding the potential for any future development following this scheme if the Local Authority are minded to grant permission, however each planning application has to be assessed on its own merits regardless of any precedent set by previous proposals.

The Town Council have suggested conditions relating to the construction of the development. It would be reasonable to add conditions that would seek to manage the construction of the development where appropriate if the Local Planning Authority are minded to approve planning permission.

Conclusion:

For the reasons above, it is recommended that planning permission is granted subject to conditions and a Unilateral Undertaking relating to securing a financial contribution to mitigate the harm caused by recreational pressure.

Should you wish to discuss the contents of this report item please use the following contact details by 2pm on the day of the meeting at the latest:

Planning Application Case Officer: Alastair Prince

Direct Line Telephone Number: 01992 564462

or if no direct contact can be made please email: contactplanning@eppingforestdc.gov.uk