

APPLICATION No:	EPF/1327/19
SITE ADDRESS:	104 High Street Epping Essex CM16 4AF
PARISH:	Epping
WARD:	Epping Hemnall
APPLICANT:	Mr Balasuriya
DESCRIPTION OF PROPOSAL:	Change of use of floors 1 & 2 from retail and storage to residential use for 4 x 1 bed flats including a full width dormer to rear of second floor.
RECOMMENDED DECISION:	Grant Permission (With Conditions) 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=624415

CONDITIONS

- 1 The works hereby permitted must be begun not later than the expiration of three years, beginning with the date on which the consent was granted.
- 2 The development hereby permitted will be completed strictly in accordance with the approved drawings numbers:
 - a) Drawing no. FZM _ 001 (Site Location Plan) Dated 05/18
 - b) Drawing no. FZM _ 102 (Proposed Second Floor and Roof Plan) Dated May 2019
 - c) Drawing no. FZM _ 101 (Proposed Ground Floor and First Floor Plan) Dated May 2019
 - d) Drawing no. FZM _ 103 (Proposed Front and Rear Elevations) Dated May 2019.
 - e) Drawing no. FZM _ 104 (Proposed Side Elevations Plan) Dated May 2019.
 - f) Drawing no. FZM _ 002 (Existing Ground, First, Second Floor, Front, Rear, Sides and Section A - A) Dated May 2019
 - g) Drawing no. FZM _ 105 (Proposed Sections) Dated May 2019.
 - h) Listed Building Design and Heritage Statement, Dated May 2019.
- 3 The external finishes of the development hereby permitted shall match in material, colour, style, bonding and texture those of the existing building.

And subject to the completion of a S106 Legal agreement to secure appropriate financial contributions for the management and monitoring of visitors within the Epping Forest Special Area of Conservation.

This application is before this Committee since the recommendation is for approval contrary to an objection from a local council and at least one non-councillor resident, on planning grounds material to the application (Pursuant to The Constitution, Part 3: Scheme of Delegation to Officers from Full Council).

Description of Site:

The site is a two storey end-of-terrace building located on the south side of the High Street in Epping. A retail unit is located at ground floor level with storage on the floors above. The building has a Grade

II listing attributed to it and it is within the Epping Conservation Area. It is not within the Metropolitan Green Belt.

Description of Proposal:

Change of use of floors 1 & 2 from retail and storage to residential use for 4 x 1 bedroom flats including a full width dormer to rear at second floor level.

Relevant Site History:

EPF/0640/78 – Alterations and extension to 2nd floor for additional storage space (Linked to LB/EPF/0018/78) (10/07/1978) – Grant Permission (With Conditions)

LB/EPF/0018/78 – Details of alterations and extension to 2nd floor for additional storage space (Linked to EPF/0640/78) (10/07/1978) – Grant Permission (With Conditions)

Planning Policy Considerations

National Planning Policy Framework (NPPF) 2019

Policies Applied:

Adopted Local Plan and Alterations 2008

CP1 – Achieving Sustainable Development Objectives
CP2 – Protecting the Quality of the Rural and Built Environment
CP3 – New Development
DBE6 – Car Parking in new development
DBE8 – Private Amenity Space
DBE9 – Impact on Amenity
ST6 – Vehicle Parking
H1A – Housing Provision
HC6 – Character, Appearance and setting of Conservation Areas
HC7 – Development within Conservation Areas
HC10 – Works to Listed Buildings
HC13 – Change of Use of Listed Buildings

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:

DM7 – Heritage Assets
DM8 – Heritage at Risk
DM9 – Quality of Design
DM10 – Housing Design and Quality
H1 – Housing Mix and Accommodation Types
SP1- Presumption in favour of sustainable development
SP2 -
T1 - Sustainable transport choices
DM2 - Epping Forest Special Area of Conservation
E2 - Centre Hierarchy / Retail Policy
DM 11- Waste recycling facilities on new developments
DM22 - Air Quality

Summary of Representations:

No. of neighbours consulted: 10, no comments received

EPPING PARISH TOWN COUNCIL: Committee OBJECTED to this application. The proposal is not in keeping with a Conservation Area. The Committee are also concerned about the size of the four flats which is another issue Epping suffers from extreme parking pressures and allowing additional residences with insufficient parking will exacerbate those parking problems and have a detrimental effect on the surrounding area, resulting in unsympathetic change.

EPPING SOCIETY – The above application has been considered by the committee of the Society and we wish to object to the proposal, as submitted, for the following reason - The overlooking from the proposed new windows on the first and second floor will impact on private rear gardens in Hemnall Street - especially numbers 44, 46 and 48.

No parking is proposed for the 4 one bed flats. This will impact on the surrounding area. We trust the planners and committee will take this objection into consideration and reject the application.

Main Issues and Considerations:

The main issues to consider in regard to this proposed application are as follows:
The principle of development, provision of housing, effect on Conservation Area,
Works to a Listed Building, impact on the Living Conditions of Neighbours.

Principle

The site is considered as previously developed land, and in line with Government policy redevelopment of this land is encouraged.

The National Planning Policy Framework (NPPF) presumption in favour of sustainable development requires local planning authorities to positively seek opportunities to meet the development needs of their area. There is a need for additional housing in the District and sites such as these go some way in resisting the pressure for sites within the Metropolitan Green Belt to be brought forward for residential development.

Town Centre

Chapter 7 (Ensuring the vitality of town centres) of the revised NPPF requires that residential uses should be encouraged on appropriate sites as this use often plays an important role in ensuring the vitality of town centres. The proposal is consistent with policies CP3, TC3 and ST1 of adopted the Local Plan and policies SP 2 of Submission Version Plan. Retail use will still be retained at ground floor level and be of a suitable size to still add vitality and viability to the town centre.

Development in the Conservation Area:

The site is located within the Epping Conservation Area, with the frontage retaining much of its 18th Century character and traditional appearance – contributing positively to the existing street scene. There are no proposed alterations to the front of the building.

The only changes to the existing building is at the rear which is further away from the highways behind the property and will not have detrimental impact on the street scene. The proposed Change of Use of the first and second floor will not have any negative impact on the existing building and the Conservation Area.

Works to a Listed Building:

A Grade II Listing is attached to the site. The 18th Century red brick frontage is a primary feature of the building and would be retained. The original rear wall and internal layout has mostly been lost as a result of previous works and the proposal would not impact on any historic fabric or any surviving layout. The existing windows, front door and front roof will be retained and will not be affected by this change of use of the first and second floors of the Grade II Listed Building.

Parking Considerations:

The proposal would not include parking spaces for the proposed flats.

Epping Town Council and The Epping Society objected to the proposal for this reason, suggesting that it would be unacceptable to create four new households without parking spaces.

Whilst policy generally dictates that 2 parking spaces should accompany 1 residential unit, there is potential for the proposal to not include designated parking spaces. It is considered that the site is a sustainable location, with Epping Underground Station within only a 10 minute walk and good public transport buses links found along the High Street. There is also an existing parking control zone in front of this property and can be used by the future occupiers of the flats. Therefore for small upper floor units within an existing building a relaxation of parking provision can be acceptable. The rear provides for servicing the existing retail unit and associated parking to that unit.

Epping Town Council and The Epping Society objected to the proposal in regard to the lack of off-street parking that would serve the flats. Whilst this is noted, it is considered the above reasoning of the sustainable location of the site outweighs these concerns.

Housing Quality:

The emerging local plan seeks to ensure that all development meet or exceed the nationally prescribed space standards (currently the March 2015 version).

The proposed accommodation space is laid out as follows:

First Floor:

1no two person flat – 47m²

1no two person flat – 49m²

Second Floor:

1no one person flat – 40m²

1no two person flat – 40m²

The proposed rear dormer would be full width on the rear pitched roof extending 3.75 metres and set up 2.75metres from the eaves of the roof

Whilst these units would be slightly below the standards set out within the Local Plan, it is considered on balance that the provision of new housing units would materially outweigh the required space standards which are not yet adopted. Furthermore the proposed 4 units flats will contribute positively to the much needed housing within Epping Town Council that will be helpful to single families within Epping Town that are in need of accommodation in a very sustainable location as the application site.

Living Conditions:

As the conversion of the storage space into flats would predominantly involve internal alterations only, it is considered that there would not be any excessive harm to the living conditions of neighbouring properties in respect of visual impact, loss of light or overlooking. The rear dormers would cause some harm to the living conditions of neighbours however it is not considered to be excessive.

Epping Forest Special Area of Conservation:

Epping Forest is designated as a Special Area of Conservation (SAC) and/or Site of Special Scientific Interest (SSSI). Biodiversity feature within or associated with these designations enjoy a high level of protection under UK and EU law and UK Planning Policy. Epping Forest SAC is considered a 'European Site' which covers a wide area, some of which is close to the built up areas of Loughton, Waltham Abbey, Chigwell and Epping.

The Council has a duty as the 'competent authority' under the Habitats Regulations to protect the Epping Forest SAC from the effects of development both alone and in combination. Two in combination issues in particular have been identified through the Epping Forest Local Plan process that could have a likely significant effect on Epping Forest SAC.

The first is as a result of increased visitors to the Forest arising from new development. The second is as a result of damage to the health of the flora including trees and potentially the heathland habitats from nitrogen deposition and ammonia. Both of these are primarily generated by vehicles. The effect is exacerbated when vehicles are queuing at junctions. Increased traffic levels which increase queuing lengths/times are a particular concern.

As the site is considered to be within a sustainable location, where a controlled parking zone exists and no on-street parking is proposed, the mitigation measures relating to air quality would not be applicable.

In terms of mitigation of increase visitor pressure on the forest, the applicants can agree to enter into a legal agreement to pay a financial contribution of 352 pounds per dwelling, which would be contributed towards the appropriate mitigation.

Conclusion:

The proposal would enhance the existing Conservation Area and a Grade II Listed Building by improving the existing extension at the rear of the building. The location would be sustainable and there are examples of flatted development along the high street, so the proposal would not be out of keeping with the existing street and would comply with the national and Local Plan Policies. It is recommended that planning permission is Granted subject to the Planning Conditions and a Section 106 Legal Agreement.

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: Frances Saayeng
Direct Line Telephone Number: 01992 564161***

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