

Supplementary Committee Agenda



**Epping Forest
District Council**

Area Planning Sub-Committee South Wednesday, 20th December, 2017

Place: Council Chamber, Civic Offices, High Street, Epping

Time: 7.30 pm

Democratic Services: V. Messenger Tel: (01992) 564243
Email: democraticservices@eppingforestdc.gov.uk

7. DEVELOPMENT CONTROL (Pages 3 - 12)

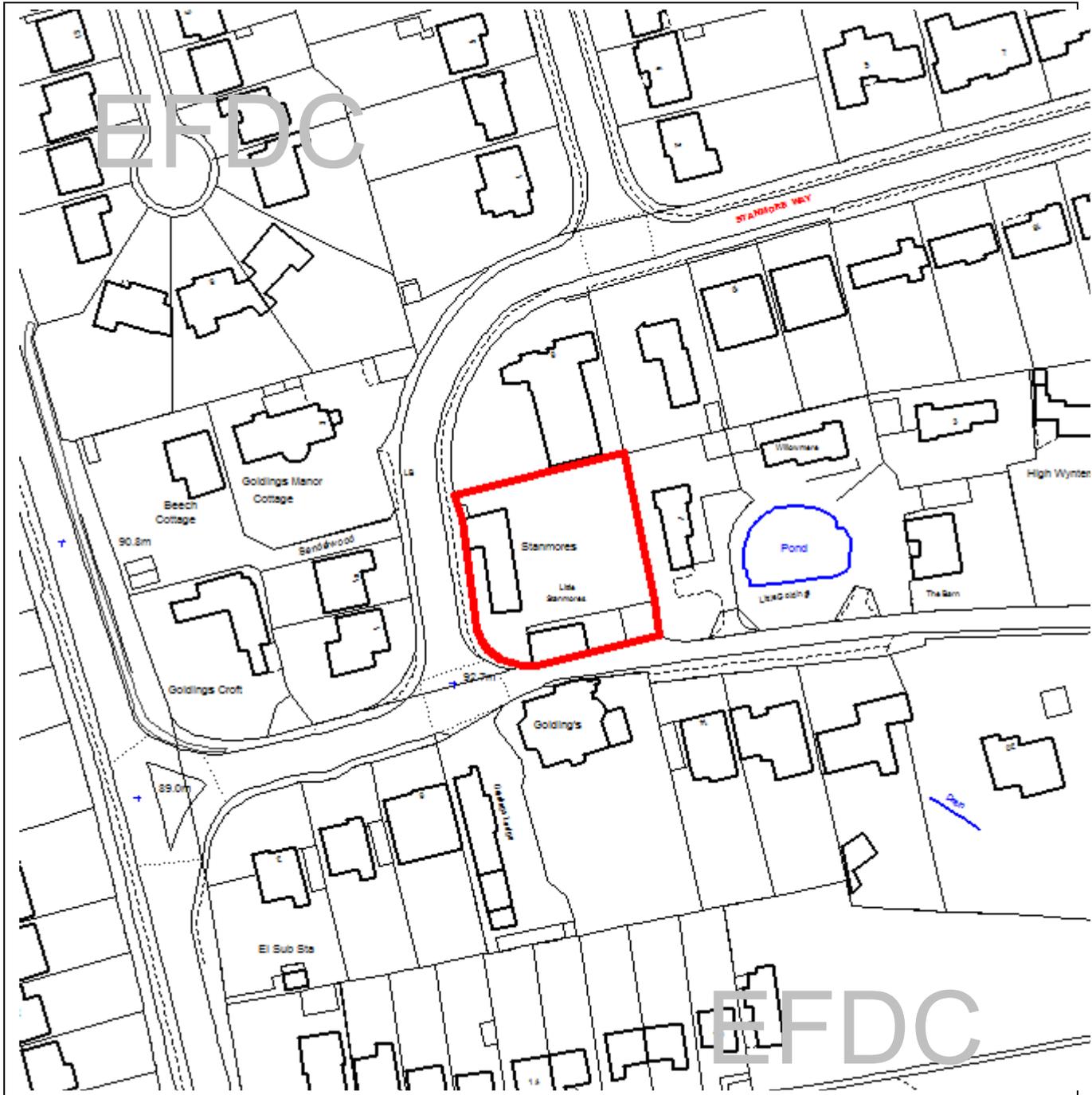
(Director of Governance) To consider the additional planning application as attached.

Background Papers: (i) Applications for determination – applications listed on the schedule, letters of representation received regarding the applications which are summarised on the schedule. (ii) Enforcement of Planning Control – the reports of officers inspecting the properties listed on the schedule in respect of which consideration is to be given to the enforcement of planning control.

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Epping Forest District Council

Agenda Item Number 10



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Application Number:	EPF/2398/17
Site Name:	Stanmores and Little Stanmores, Clays Lane, Loughton, IG10 2RZ
Scale of Plot:	1/1250

Report Item No:10

APPLICATION No:	EPF/2398/17
SITE ADDRESS:	Stanmores and Little Stanmores Clays Lane Loughton Essex IG10 2RZ
PARISH:	Loughton
WARD:	Loughton St Johns
APPLICANT:	Mr Robert Shaw
DESCRIPTION OF PROPOSAL:	Demolition of Stanmores and Little Stanmores and erection of three detached dwellings.
RECOMMENDED DECISION:	Grant Permission (With Conditions)

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=599273

CONDITIONS

- 1 The development hereby permitted must be begun not later than the expiration of three years beginning with the date of this notice.
- 2 Prior to first occupation of the development hereby approved, the proposed window openings in the first floor flank elevations of all 3 properties shall be entirely fitted with obscured glass and have fixed frames to a height of 1.7 metres above the floor of the room in which the window is installed and shall be permanently retained in that condition.
- 3 A flood risk assessment and management and maintenance plan shall be submitted to and approved by the Local Planning Authority prior to commencement of development. The assessment shall include calculations of increased run-off and associated volume of storm detention using WinDes or other similar best practice tools. The approved measures shall be carried out prior to the substantial completion of the development and shall be adequately maintained in accordance with the management and maintenance plan.
- 4 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.

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.

- 5 If any tree, shrub or hedge shown to be retained in the submitted Arboricultural reports is removed, uprooted or destroyed, or dies, or becomes severely damaged or diseased during development activities or within 3 years of the completion of the development, another tree, shrub or hedge of the same size and species shall be planted within 3 months at the same place, unless the Local Planning Authority gives its written consent to any variation. If within a period of five years from the date of planting any replacement tree, shrub or hedge is removed, uprooted or destroyed, or dies or becomes seriously damaged or defective another tree, shrub or hedge of the same species and size as that originally planted shall, within 3 months, be planted at the same place.

- 6 No development shall take place, including site clearance or other preparatory work, until full details of both hard and soft landscape works (including tree planting) and implementation programme (linked to the development schedule) have been submitted to and approved in writing by the Local Planning Authority. These works shall be carried out as approved. The hard landscaping details shall include, as appropriate, and in addition to details of existing features to be retained: proposed finished levels or contours; means of enclosure; car parking layouts; other minor artefacts and structures, including signs and lighting and functional services above and below ground. The details of soft landscape works shall include plans for planting or establishment by any means and full written specifications and schedules of plants, including species, plant sizes and proposed numbers /densities where appropriate. If within a period of five years from the date of the planting or establishment of any tree, or shrub or plant, that tree, shrub, or plant or any replacement is removed, uprooted or destroyed or dies or becomes seriously damaged or defective another tree or shrub, or plant of the same species and size as that originally planted shall be planted at the same place, unless the Local Planning Authority gives its written consent to any variation.

- 7 All construction/demolition works and ancillary operations, including vehicle movement on site which are audible at the boundary of noise sensitive premises, shall only take place between the hours of 07.30 to 18.30 Monday to Friday and 08.00 to 13.00 hours on Saturday, and at no time during Sundays and Public/Bank Holidays unless otherwise agreed in writing by the Local Planning Authority.

- 8 The development hereby permitted will be completed strictly in accordance with the approved drawings nos: 1, 2, 3, 4, 5, 6B, 7B, 8B, 9B, 10

This application is before this Committee since the recommendation is for approval where there are more than two expressions of objections received, material to the planning merits of the proposal to be approved (Pursuant to The Constitution, Part Three: Scheme of Delegation, Appendix 3)

Description of Site:

The application site comprises a one and a half storey dwelling and a detached garage and 1 bedroomed apartment above. A small portion of the building towards the north of the site was once a stable building belonging to the long since demolished 'Goldings Manor' which was to the West of the site. The building suffered bomb damage during WWII and much of the building was rebuilt or replaced to facilitate it's conversion into a residential dwelling during the 1950's. The property sits within a large walled garden. The property is not within a conservation however the locally listed 'Goldings' lies to the South of the site just off of Clays Lane.

Description of Proposal:

This item was deferred at committee due to a lack of a street scene elevation. A street scene has now been submitted and the report has been amended to reflect the impacts on the locally listed building known as Goldings. This application seeks planning permission for the demolition of an existing detached one and half storey house and detached buildings comprising of a garage and 1 bedroomed apartment above (Stanmores and Little Stanmores respectively) and their replacement with 2 four bedroomed two storey dwellings and 1 three bedroomed two storey dwelling.

Relevant History:

None Relevant

Policies Applied:

Adopted Local Plan and Alterations

- CP1 – Achieving sustainable development objectives
- CP2 – Protecting the quality of the rural and built environment
- CP4 – Energy conservation
- CP5 – Sustainable building
- DBE1 – Design of new buildings
- DBE2 – Effect on neighbouring properties
- DBE3 – Design in urban areas
- DBE8 – Private Amenity Space
- DBE9 – Loss of amenity
- LL10 – Adequacy for provision of landscape retention
- LL11 – Landscaping Schemes
- ST4 – Road Safety
- ST6 - Vehicle Parking
- HC13A – Local list of buildings

NPPF:

The National Planning Policy Framework (NPPF) has been adopted as national policy since March 2012. Paragraph 215 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.

Draft Local Plan:

At the current time, only limited weight can be applied to the Draft Local Plan, however the Draft Plan and evidence base should be considered as a material consideration in planning decisions. The relevant policies in this case are as follows:

DM7	Heritage Assets
DM9	High Quality Design
DM10	Housing Design and Quality
DM15	Managing and Reducing Flood Risk
H1	Housing Mix and Accommodation Types
T1	Sustainable Transport Choices

Summary of Representations:

10 neighbouring properties were consulted and a site notice displayed.

26 responses raising objection were received.

Responses received from:

STANMORE WAY 1, 1A, 3, 6, 8, 15, 23
BROADSTROOD 24, 30, 38, 55, 57
THE BEACONS 12, 7
CLAYS LANE 2, 4, 6, Goldings, Little Goldings
4 Objectors did not provide an address

The grounds of objection can be summarised as:

- Loss of a non-designated heritage asset
- Harm to highway safety
- Overlooking of neighbouring amenity space
- Overdevelopment

A petition against the loss of the building as a non-designated heritage asset with 69 signatures was also received.

LOUGHTON AND DISTRICT HISTORICAL SOCIETY

The buildings are timber framed and of considerable age, but the value of the frame cannot be fully appreciated as it is covered in plaster etc.

Because of their historic interest, they were specifically preserved and adapted when the Goldings Manor Estate was built in the 1950s after the destruction of the big house by a landmine in 1940. This was one of the first conversions of redundant farm buildings locally

The buildings are not listed but are an Undesignated Heritage Asset within the meaning of the National Planning Policy Framework

LOUGHTON RESIDENTS ASSOCIATION (PLANS GROUP) summarised as:

- Loss of a historic building
- Design out of character with the street scene

- Adverse impact on 6 Stanmore Way
- Loss of existing landscaping

LOUGHTON TOWN COUNCIL – NO OBJECTION

Issues and Considerations:

The proposal is for a residential development of 3 detached houses that would enjoy good living conditions in an urban area that is characterised by predominantly two-storey detached houses. In broad policy terms the context of the proposal is one where the Council can currently only demonstrate a 1.35 year supply of land for housing purposes. While the lack of a demonstrable five year supply of housing weighs in favour of granting planning permission, it does not necessarily outweigh other policies that deal with the quality and consequences of the development. Accordingly, the main issues to be considered in this application are:

1. Whether the building is a non-designated heritage asset and, if so, the consequence of its loss;
2. Design and the consequence of the proposal on the character and appearance of the area, including the setting of Goldings, a neighbouring locally listed building;
3. The consequence of the proposed development on the amenities of the occupiers of neighbouring dwellings;
4. Consequence for highways safety and parking stress.

Whether a non-designated heritage asset

This section of the report focus's on Stanmores, but also considers Little Stanmores

Stanmores:

Stanmores has been identified as a possible non-designated heritage asset as per paragraph 135 of the National Planning Policy Framework (NPPF). The NPPF states that heritage assets can include those identified by the Local Authority through the Local List – these are considered to be “non-designated heritage assets” as sited in para. 135. The paragraph states that the effect of a proposal on the significance of a non-designated heritage asset should be taken into account in determining the application. It also requires a balanced judgement to be made with regards to the scale of harm or loss and the significance of the asset.

The Planning Practice Guidance (PPG) accompanying the NPPF further explains the status of non-designated heritage assets and how they are identified. ‘Local lists’ are the advocated method for identifying non-designated assets and it is suggested that when identifying buildings “their significance should be judged against published criteria, which may be generated as part of the process of producing a local list” (PPG, para.041). Criteria were published in 2006 when the Council’s local list was last updated. The criteria are as follows (taken from the text accompanying policy HC13A in the Local Plan Alterations 2006):

To be included on the Local List, the building or structure should satisfy (a), and either (b) or (c) below:

(a) authenticity – buildings should be recognisably of their time, or of a phase in their history. If they have been unsympathetically altered, the change should be easily reversible. A building which is substantially unaltered, or retains the majority of its original features, qualifies under this criterion;

(b) architectural, local or townscape significance - the building must be a good example of a particular local building type or style, or display good quality local craftsmanship and detailing

(c) historical significance – the building should display physical evidence of periods of local economic, technical or social significance, well-known local people or historic events.

It is considered that Stanmores falls short when assessed against these criteria as it does not satisfy criteria (a) *authenticity* or (b) *architectural, local or townscape significance*, and is extremely limited in regards to (c) *historical significance*. Stanmores forms part of the eastern range of outbuildings, likely stabling, associated with Goldings Manor house destroyed during World War II. Historic OS maps show that the original building was a far larger L-shape with a northern range spanning west over Stanmore Way towards Goldings Manor (in the position of Goldings Croft and nos.1 and 1a Stanmore Way). In the 1950s planning permission was granted for the housing estate to the north of Stanmores occupying the grounds once belonging to Goldings Manor. The development included the access road, Stanmore Way, for which the remains of the northern range of the outbuilding were demolished. In the early 1950s permission was also granted for the residential conversion of “war damaged buildings not in use”, i.e. the building now forming Stanmores. The description of the development included “partial demolition of existing buildings and alterations to remainder to form dwelling house”. It is clear both from the fabric of the building itself and from plans and drawings dating from the 1950s that the historic stables were altered almost beyond recognition. Already a war damaged building, the 1950s alterations saw the entire rebuilding of the roof, the insertion of several dormer windows, the blocking up and creation of new windows and doors, the rebuilding of a chimney stack to the rear, the rebuilding of the southern wall to incorporate a bow window, the construction of a new western gable wall (where the building once extended west to create the L-shape), and the removal of internal walls and staircases. Further alterations were then made throughout the 20th century including single storey rear and front extensions, and the addition/alteration of dormer windows.

A desk-based assessment of the building (including the 1950s conversion plans) and a site visit confirms the findings of the Heritage Statement submitted as part of the application in that the significance of the building is extremely limited. As stated in the Heritage Statement, its conversion from a functional building to a dwelling house resulted in substantial alterations both to its external appearance and layout, together with substantial alterations to its construction with the addition of modern windows and doors and insulation.

The Heritage Statement identified three elements contributing to the building’s significance: its location close to Epping Forest; it being part of a former estate (now lost); and the survival of a limited number of older timbers (although not forming a complete, or even large part, of the original building). It is clear that the building’s significance is limited given the poor survival rate of historic fabric, it’s altered, almost unrecognisable, appearance and construction, and the loss of its historic setting and context.

The building therefore does not meet local listing criteria (a) as it is not recognisably of its time or a phase in its history (other than its 1950s conversion to a dwelling), the alterations are not reversible, and it retains hardly any original features. Nor does it meet criteria (b) or (c) in that it is not a good example of its type or style and does not display good quality craftsmanship, and it does not display physical evidence of its history. In this regard it is not considered to be a non-designated heritage asset. Even if considered to be a non-designated asset, it would be assessed under para.135 of the NPPF as mentioned above and, in applying the balanced judgement, the limited significance of the building is not considered to outweigh its loss.

A question has also been raised about the statutory listing of the building. For the reasons set out above, it is not considered that the building demonstrates the high level of special interest required of listed buildings. The criteria followed when assessing listed buildings is as follows:

Architectural Interest – To be of special architectural interest a building must be of importance in its architectural design, decoration or craftsmanship; special interest may also apply to nationally

important examples of particular building types and techniques (e.g. buildings displaying technological innovation or virtuosity) and significant plan forms;

Historic Interest – To be of special historic interest a building must illustrate important aspects of the nation's social, economic, cultural, or military history and/or have close historical associations with nationally important people. There should normally be some quality of interest in the physical fabric of the building itself to justify the statutory protection afforded by listing.

The building does not meet the level of special interest set out in the above criteria and is therefore not of listable quality.

Little Stanmores

Little Stanmores is an entirely 20th century building. Originally constructed in the early 1950s with a flat roof, following the demolition of former small outbuildings, it was altered in the 1970s and then further altered and converted to an annex in the 1990s. The building is therefore of no architectural or historic interest.

Conclusion on whether a non-designated heritage asset

In conclusion, the existing buildings do not meet local listing criteria and certainly do not meet the criteria for statutory listing. Following on from those findings it is concluded that there is inadequate justification for treating these particular buildings as non-designated heritage assets.

Design, consequence for character and for the setting of Goldings

With regards to the impact of the development on the setting of Goldings, a locally listed building, the proposal is considered to be acceptable. The historic setting of Goldings has been substantially compromised through the 20th century residential development of the area. Its present day setting is as part of a residential area of large detached properties. The proposed redevelopment of Stanmores and Little Stanmores to provide three detached houses will maintain the established appearance and grain of development of the area and will, therefore, not be detrimental to the setting of Goldings. Furthermore, the design and materials proposed reference traditional buildings and are sympathetic to the character of Goldings and the scale of the property closest to Goldings will be subservient to the locally listed building due to the limited height of the roof form and limited width of the proposed 3 bedroomed property.

The street scene of Stanmore's Way is largely made up of large, detached houses typical of the 1950's. The design of the proposed three houses draws reference on features of the existing house and the more traditional neighbouring house at Goldings. The scales of the proposed houses are also very similar to that of neighbouring houses. They reflect the wide fronted two-storey form. They reflect the typical local separation of houses to site boundaries with gaps of over a metre between each shared boundary. Indeed, that is greater than that between a numbers of existing houses within the street scene. As a consequence, the development will not look cramped within the ample space on site or appear as an overdevelopment of the site within the context of the street scene.

The provision of appropriate landscaping for the development is evidently feasible. Consequently the Council's Tree and Landscaping Officers have no objection to the scheme subject to conditions ensuring tree protection and sufficient landscaping provision.

In conclusion it considered that the development will make a positive contribution to the street scene and the design will be of a far higher quality of design than existing buildings within the street scene.

Impact on Neighbouring Residents

The occupants of a number of neighbouring properties have concerns that the development will cause an excessive loss of privacy to their properties. Goldings Manor Cottage is well over 20 metres away and it is not considered that the fronts of that property would be overlooked to a degree that would amount to an excessive loss of privacy.

At present 8.5 metre tall Leylandi trees line the northern boundary with 6 Stanmore Way. The applicant proposes to replace these trees with 5 metre tall native trees. This would afford improved provision of light to the first floor extension over a rear projection that is currently under construction at 6 Stanmore Way. The proposed house closest to the boundary with 6 Stanmore Way will not create any overlooking as the flank wall will contain no windows. Its flank wall will be sited adjacent to that of the extension to 6 Stanmore Way.

Neighbours to the rear of the application site also show concern that the new dwellings will excessively overlook their properties. All three of the proposed houses will be set approximately 20 metres from flank elevation of 1 Little Goldings'. Moreover the site is well screened by existing trees at the application site on the boundary with 1 Little Goldings. The trees will be retained alongside the existing relatively high wall that encloses the northern, eastern and southern site boundaries, which will be retained.

With this in mind it is not considered that the development will have any significant impact on neighbouring amenity.

Highway safety and parking stress

The Highway Authority raises no objection to the proposed development, finding there would be no adverse impact on either highway safety or the free flow of traffic in the locality. In relation to parking stress, each of the proposed properties would include off street parking for three cars at both 4 bedroomed property and two parking spaces for the 3 bedroomed property. That accords with the Vehicle Parking Standards and is therefore the development is very unlikely to impact on parking stress in the locality. Moreover, the proposal is laid out in a manner that parking spaces would not dominate the appearance of the development.

Some objectors raise concerns about trade vehicles parking within the road. It is not within the remit of the town planning system to control existing users of the street, and provided the proposal provides adequate off-street parking, current parking stress cannot weigh against the proposal. The greatest impact is likely to be for a temporary period during construction, and that is also not a good basis for resisting the proposal. The application of the Council's standard condition controlling the hours of construction would assist in limiting any temporary increase in parking stress during construction as well as serve its primary design purpose of restricting noise from construction activity.

Conclusion

The existing buildings are not found to be non-designated heritage assets therefore their loss would not of itself result in excessive harm to the character and appearance of the locality. The proposal would evidently complement the established character and appearance of the locality and would safeguard the living conditions of neighbouring dwellings. In light of the above appraisal it is considered that, subject to the imposition of the planning conditions suggested, the proposal would constitute an acceptable form of development. Accordingly it is recommended that planning permission be granted.

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: Corey Isolda
Direct Line Telephone Number: 01992 564380**

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