## Report Item No: 1

APPLICATION No:	EPF/0272/11
SITE ADDRESS:	Land opposite 50 Hampden Close North Weald Bassett Epping Essex CM16 6JX
PARISH:	North Weald Bassett
WARD:	North Weald Bassett
APPLICANT:	Tom Fradd
DESCRIPTION OF PROPOSAL:	TPO/EPF/21/84 T2 - Whitebeam - Fell and grind stump
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/AniteIM.websearch/ExternalEntryPoint.aspx?SEARCH\_TYPE=1&DOC\_CLASS\_CODE=PL&FOLDER1\_REF=525438

#### CONDITIONS

- The work authorised by this consent shall be carried out under the direct supervision of the Local Planning Authority, who shall receive in writing, 5 working days notice of such works.
- A replacement tree or trees, of a number, species, size and in a position as agreed in writing by the Local Planning Authority, shall be planted within one month of the implementation of the felling hereby agreed, unless varied with the written agreement of the Local Planning Authority. If within a period of five years from the date of planting any replacement tree is removed, uprooted or destroyed, dies or becomes seriously damaged or defective another tree 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.

This application is before this Committee since it is an application to fell preserved trees and is recommended for approval (Pursuant to Section P4, (3) of the Council's Delegated Functions)

## **Description of Proposal:**

**T2. Whitebeam** – Fell to ground level and grind stump.

## **Description of Site:**

This mature specimen stands less than 9 metres tall, in the communal area of Hampden Close. The modern residential cul-de-sac enjoys the benefits of mature tree cover, featuring London Planes and Limes exceeding heights of 18 metres. T2 contributes to this mature group as a subordinate specimen.

The development is arranged at close range to established broadleaf trees, formerly within the curtilage of North Weald airfield parade ground and barracks. Many trees in this historic landscape scheme now crowd around modern dwellings.

## **Relevant History:**

No specific records exist for pruning to this tree but file correspondence does indicate that over the last fifteen years or so a number of exemptions have been given to the removal of declining specimens and Swedish Whitebeams, in particular.

A dying Swedish Whitebeam was recently exempted from planning control and felled for safety reasons by the Council's tree management team.

## **Relevant Policies:**

LL9 Felling of preserved trees.

## **Summary of Representations**

6 neighbours were consulted but no responses have been received.

NORTH WEALD PARISH COUNCIL made no objection to the proposal but requested that a replacement tree requirement be attached as a condition to a consent to allow the felling.

## **Issues and Considerations:**

## <u>Issues</u>

The application is made on the basis that the tree is in poor condition. It has a receding upper and central crown, displaying extensive main leader and large branch dieback. Decayed and fungally infected stem wounds are evidence of a well established heartwood rot. Its location, under the dominant and spreading crown of a neighbouring London Plane, has caused the crown to develop a very uneven shape.

The issue, therefore, is whether or not the removal of this tree is justified and necessary due to its poor condition and uneven form.

## Considerations

i) Tree condition and life expectancy.

From a ground level visual inspection, the tree appears to be in poor condition, with a short life expectancy of less than 10 years.

Decay pockets are present on the stem from about 1.5 metres above ground level and the dieback of the central leader and several upper boughs confirms that the tree is sickening.

## ii) Amenity value

The tree stands in full public view. It contributes to the group of at least four other mature specimens but, due to its crowded location, beneath the spreading larger crown of the London Plane, its landscape value is considerably reduced. Being shaded may have contributed to its crown dieback. Its pronounced crown distortion, in growing away from its dominant neighbour, is

not attractive and gives an impression that the original landscape design has become spatially inadequate.

## iii) Replacement tree

The proposed removal will not create a significant gap but will afford a young ornamental specimen in the vicinity the opportunity to achieve a more suitable communal area choice.

It was noted that two young trees have been planted within the last ten to fifteen years or so. These will develop into large specimens and complement the established trees and tree cover in this residential area.

## Conclusion

The tree is in a state of decline and is not an attractive landscape feature in its current state. The loss of amenity its removal will cause is outweighed by its poor condition and unsuitable location. It is, therefore recommended to grant permission to this application on the grounds that the condition of the tree justifies its removal. The proposal therefore accords with Local Plan Landscape Policy LL9.

It is recommended that, in the event of members granting permission to fell this tree, a condition be attached to the decision notice requiring the planting of an agreed suitable replacement at an agreed location on the site.

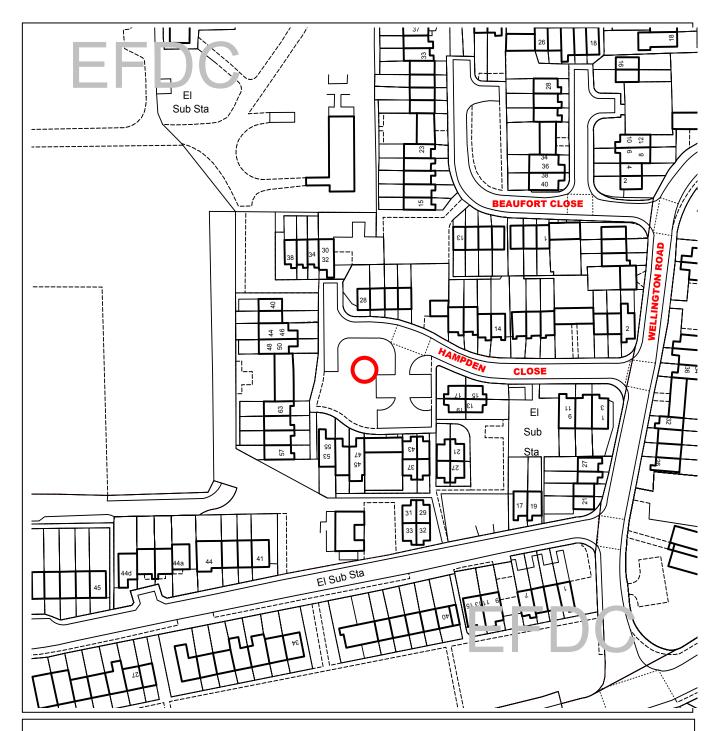
Should you wish to discuss the contents of this report item please use the following contact details by 2pm on the day of the meeting at the latest: Planning Application Case Officer: Robin Hellier Direct Line Telephone Number: 01992 564546

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



# **Epping Forest District Council**

## Area Planning Sub-Committee East



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Agenda Item Number:	1
Application Number:	EPF/0272/11
Site Name:	Land opposite 50 Hampden Close North Weald Bassett, CM16 6JX
Scale of Plot:	1/1250

## Report Item No: 2

APPLICATION No:	EPF/1153/09
SITE ADDRESS:	Rear of No.103 High Street Chipping Ongar Essex CM5
PARISH:	Ongar
WARD:	Chipping Ongar, Greensted and Marden Ash
APPLICANT:	Mr R Hilder
DESCRIPTION OF PROPOSAL:	Partial demolition of existing buildings, conversion and adaptation of existing business units to form 3 x 1 bedroom cottages, construction of 2 x 2 bedroom cottages, bin stores, bike stores and provision of parking spaces.
RECOMMENDED DECISION:	Grant Permission (Subject to S106)

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

http://planpub.eppingforestdc.gov.uk/AniteIM.websearch/ExternalEntryPoint.aspx?SEARCH\_TYPE=1&DOC\_CLASS\_CODE=PL&FOLDER1\_REF=500692

#### CONDITIONS

- The development hereby permitted must be begun not later than the expiration of three years beginning with the date of this notice.
- Details of the types and colours of the external finishes shall be submitted for approval by the Local Planning Authority in writing prior to the commencement of the development, and the development shall be implemented in accordance with such approved details.
- Notwithstanding the provisions of the Town and Country Planning General Permitted Development Order 1995 as amended (or any other order revoking, further amending or re-enacting that order) no development generally permitted by virtue of Part 1 Classes (A-H) and Part 2 Class A shall be undertaken without the prior written permission of the Local Planning Authority.
- The development, including site clearance, must not commence until a scheme of landscaping and a statement of the methods of its implementation have been submitted to the Local Planning Authority and approved in writing. The approved scheme shall be implemented within the first planting season following the completion of the development hereby approved.

The scheme must include details of the proposed planting including a plan, details of species, stock sizes and numbers/densities where appropriate, and include a timetable for its implementation. If any plant dies, becomes diseased or fails to thrive within a period of 5 years from the date of planting, or is removed, uprooted or destroyed, it must be replaced by another plant of the same kind and size and at the same place, unless the Local Planning Authority agrees to a variation beforehand, and in writing.

The statement must include details of all the means by which successful establishment of the scheme will be ensured, including preparation of the planting area, planting methods, watering, weeding, mulching, use of stakes and ties, plant protection and aftercare. It must also include details of the supervision of the planting and liaison with the Local Planning Authority.

The landscaping must be carried out in accordance with the agreed scheme and statement, unless the Local Planning Authority has given its prior written consent to any variation.

- The parking area shown on the approved plan shall be provided prior to the first occupation of the development and shall be retained free of obstruction for the parking of residents and visitors vehicles.
- All construction/demolition works and ancillary operations (which includes deliveries and other commercial vehicles to and from the 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.
- Prior to commencement of development, including demolition or site clearance works, a phased contaminated land investigation shall be undertaken to assess the presence of contaminants at the site in accordance with an agreed protocol as below. Should any contaminants be found in unacceptable concentrations, appropriate remediation works shall be carried out and a scheme for any necessary maintenance works adopted.

Prior to carrying out a phase 1 preliminary investigation, a protocol for the investigation shall be agreed in writing with the Local Planning Authority and the completed phase 1 investigation shall be submitted to the Local Planning Authority upon completion for approval.

Should a phase 2 main site investigation and risk assessment be necessary, a protocol for this investigation shall be submitted to and approved by the Local Planning Authority before commencing the study and the completed phase 2 investigation with remediation proposals shall be submitted to and approved by the Local Planning Authority prior to any remediation works being carried out.

Following remediation, a completion report and any necessary maintenance programme shall be submitted to the Local Planning Authority for approval prior to first occupation of the completed development.

- 8 No demolition/ conversion or preliminary groundworks of any kind shall take place until the applicant has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation which has been submitted by the applicant and approved by the local planning authority.
- Additional drawings that show details of proposed new windows, doors, rooflights, eaves, rainwater goods, verges, fascias, cills, structural openings and junctions with the existing building, by section and elevation at scales between 1:20 and 1:1 as appropriate, shall be submitted to and approved by the LPA in writing prior to the commencement of any works.

Notwithstanding the requirements of condition 9, the windows to the newbuild cottages shall be recessed into the wall and shall be timber sashes including "horns" in Victorian style.

Subject to, within 6 months of the resolution to grant planning permission, the completion of a Section 106 Legal Agreement which secures the following matters upon the commencement of the development:

1. A financial contribution of £10,000 to Ongar Town Council towards the provision for a scheme within Ongar which will fulfil community needs.

This application is before this Committee since the recommendation conflicts with a previous resolution of a Committee (Pursuant to Section CL56, Schedule A (i) of the Council's Delegated Functions).

Members will recall this planning application which was first considered in October 2009 at which point Members deferred the application, requesting that consideration be given to the provision of affordable housing within the scheme.

In December 2009 the application came back to committee with the inclusion of a one bed unit as affordable housing and members agreed to grant consent subject to the applicant first entering a legal agreement within 12 months, to secure the provision of the affordable unit.

However in October 2010 the application again came before Members, with additional information that strongly indicated that the provision of the affordable housing element would jeopardise the viability of the scheme and it was requested that Members consider granting the application without the s106 agreement. Members however reiterated the need for affordable housing and agreed only to extend the time period for entering the legal agreement for a further 6 months, with a suggestion that during this six month period a full financial viability appraisal be carried out, at the expense of the applicant, and the results be brought back to the Committee for consideration.

This then is the stage that we are at. The financial appraisal has been completed and is attached in the appendices together with supporting information.

The main changes to this report from previous agenda items are provided in the section titled 'Community Needs' which explains the conclusions of the financial appraisal and explores the option of a financial contribution towards community facilities.

Officer's recommendation is to accept the conclusions of the report, that the development is not financially viable with the inclusion of an affordable unit and to grant planning permission subject to the completion of a legal agreement to provide a contribution towards local community needs.

## **Description of Proposal:**

This application seeks planning permission for the redevelopment of the area to the rear of 103 High Street, for residential purposes. It is proposed to convert existing business premises into  $3 \times 10^{12}$  x one bed cottages and to build a pair of two bed cottages. Associated car parking, bike and bin stores are also proposed.

## **Description of Site:**

The application site is accessed via a narrow vehicular entrance between 103 and 107 High Street. The buildings along the High Street frontage are listed and the site is located within the Chipping Ongar Conservation Area. There are several buildings within the site which benefit from B1, B8 and A1 uses following the issue of a certificate of lawful use.

## **Relevant History:**

EPF/1513/07. Certificate of lawful development for existing use of units as B1, B8 and A1 uses. Lawful 16/10/2007.

#### Details:-

The local authority is satisfied that the units listed below have been occupied by the said uses for a period of 10 years or more before the date of this application:- Unit1- B1 use, Unit 2 - B8 use, Unit 3 - B1 use, Unit 4 - B1 use, Unit 5 - B8 use, Unit 6 - B1 use, Unit 7 - A1 use, Store adjacent to Unit 7 - B8 use and Unit 11 - mixed B1/B8 use.

## Policies Applied:

## Adopted Local Plan and Alterations

HC12 – Development Affecting the Setting of a Listed Building

GB7A - Conspicuous Development

H2A - Previously Developed Land

H4A – Dwelling Mix

CP2 - Protecting the Quality of the Rural and Built Environment

CP7 – Urban Form and Quality

DBE1 – Design of New Buildings

DBE2 – Impact of New Buildings

DBE8 - Amenity Space Provision

ST1 – Location of Development

ST2 – Accessibility of Development

ST4 – Highways Considerations

ST6 – Car Parking Standards

LL11 - Landscaping Schemes

E4A – Protection of Employment Sites

E4B – Alternative Uses for Employment Sites

## **Summary of Representations:**

ONGAR TOWN COUNCIL. Objection. The Council believes that this application represents an unwarranted overdevelopment of the site. Members believe that there would be an increase in vehicle movements if this application were to be granted. Councillors are also concerned that the reduction of parking for remaining business would exacerbate the longstanding problems associated with illegal parking in this narrow part of the High Street.

106 HIGH STREET – Concerned that location plan is out of date and some adjacent properties may not have been consulted. Concern that alleyway is very narrow and often blocked causing blockage of high street.

## **Issues and Considerations:**

The main issues in this case are:

The loss of an existing employment use on the site;

- The impact of the proposed development on the occupiers of neighbouring dwellings;
- The impacts on highways safety; and
- The impacts of the development on the surrounding conservation area;
- The setting of the listed buildings; and
- The meeting of existing Community Needs.

## Loss of Employment Site

Policy E4A of the Local Plan seeks the protection of employment sites within the District. It states that redevelopment for residential uses will only be permitted where it has been shown that either:

- (i) The site is poorly located in relation to housing or access by sustainable means:
- (ii) There are material conflicts with adjoining land uses (e.g. due to noise, disturbance, traffic, environmental and amenity issues);
- (iii) Existing premises are unsuitable in relation to the operational requirements of modern business: or
- (iv) There is a demonstrable lack of market demand for employment use over a long period that is likely to persist during the development plan period;

And there are very significant development or infrastructure constraints making the site unsuitable or uneconomic to redevelop for employment purposes.

No evidence has been submitted by the applicants relating to criteria i and iv. With regard to criteria ii and iii, the standard of the existing vehicular access is poor and due to the close proximity of listed buildings, there appears to be limited potential for improvements. The applicant has submitted data showing that the traffic movements associated with the use would be substantially less than those in relation to the existing lawful use of the premises.

In the submitted Design and Access Statement the applicants state that "although the site has been in commercial and industrial use for many years, the site access is narrow and unsuitable in relation to the operational requirements of modern business. The widening of the access would require the demolition of buildings in the conservation area on the High Street frontage, and this would harm the character and appearance of the conservation area. Therefore the change from commercial and industrial use to residential and the smaller vehicles and reduced vehicle movements that this would entail would be desirable".

Since the previous Committee meeting, the applicant has provided additional information relating to the existing and potential employment uses of the site. The applicant states "there are currently two people employed at the site. The site was originally an old slaughterhouse, but was split up into individual business units in the late 1970's. The access to the site is awkward and its layout is poor. The units are not up to modern standards and are not easy to let. The applicant would not consider redeveloping for business purposes because the narrow access would limit the size of vehicles that could get into the site."

## Impact on Neighbouring Dwellings

There is some residential use on the upper floors of buildings surrounding the proposed development site. It is considered that the residential use of the site would be more compatible with these neighbouring dwellings than the lawful commercial use of the site. It is considered that the dwellings proposed would have a satisfactory relationship with one another and would have an acceptable level of amenity for the future occupiers.

#### Highway Safety

The existing site access is of a poor standard. However, the applicants have submitted information demonstrating that the vehicle movements associated with the proposed use would be substantially less than those in relation to the existing lawful use of the site. County Highways have responded to the consultation exercise confirming that they have no objection to the proposed development. It is considered that the removal of the building to the rear of 103 High Street would improve visibility along the site access and provide an increased area in which vehicles may pass.

The application proposes 9 car parking spaces (5 of which would be allocated to the 5 dwellings).

## Impact on Conservation Area and Listed Buildings

The Council's Conservation Officer considers that the proposal will not have a detrimental impact upon this part of the conservation area nor the setting of the listed buildings and that the building style and finishes of these cottages would represent the simple vernacular cottage style of this part of Essex. Conversely, the Historic Buildings advisor has concerns with the detailed design of the proposed new build cottages. Following negotiations, an amended plan has been received detailing some changes to the design of the cottages. However, the applicant feels that further alterations would be contrary to the principles of the Essex Design Guide. The outstanding concerns of the Historic Buildings advisor generally relate to matters which are often controlled by condition – for example the detailed design of the windows. Other matters, relating to the roof design are noted, but it is not considered that they would justify the refusal of planning permission in this instance as it is considered that the buildings, in the form proposed, would not be detrimental to the setting of the listed buildings.

A separate application for Conservation Area consent will be required for the demolition of the buildings.

## **Community Needs**

Following the Committee's request (in October 2009) that the proposed development make provision for affordable housing, the applicant undertook discussions with the Council's Director of Housing and also with some of the Council's preferred Housing Associations. Following these discussions, the applicant advised that they were prepared to offer one of the one-bed dwellings as an affordable housing unit. It was anticipated that the unit would be offered, by Hastoe, for shared ownership. That was expected to involve a subsidy by the applicant of £93,000.

The applicant subsequently submitted details of anticipated construction costs and valuations of the proposed dwellings. The construction costs (including VAT at the 20% rate) are £688,500. This figure excludes any provision for professional (e.g. Architect, Engineer, Planning consultant) fees; Local Authority fees; Party Wall fees and profit. The proposed dwellings are anticipated to have a total value of £915,000 (Plot 1 - £220,000; Plot 2 - £220,000; Plot 3 (affordable unit) - £95,000; Plot 4 - £185,000; Plot 5 - £195,000). The applicant considers, given the balance between costs and sales of approximately £226,500 (which would be further reduced once the additional costs have been taken into consideration), that it is unlikely that the applicant would be able to sell the site to a developer for more than its existing value. On this basis, the applicant contends that the requirement for an affordable housing unit is not reasonable.

The applicant also drew comparison with the recently approved development at Matthews Yard, Harlow Road, Moreton (EPF/0504/10) for 7 dwellings, which did not provide for affordable housing. However, that site had been subject to a previous planning appeal, in which the applicants had demonstrated through a financial appraisal that the provision of affordable housing would render the scheme unviable.

With the agreement of planning officers, the applicant commissioned and submitted an independent financial appraisal, undertaken by Kemsley LLP. This appraisal is attached as Appendix 1 to this report. The planning officer has made queries in respect of some of the findings of the report. In particular relating to the Gross Development Value and Development Costs (on page 4). However, following additional information provided by the estate agent (John Sears) and the construction company (Thornwood Construction), these figures are considered to be acceptable by both Kemsley LLP and by the planning officer. The additional information from John Sears and Thornwood Construction are provided as Appendix 2.

The appraisal concludes that the development would not be viable with the provision of an affordable housing unit, returning a profit to the developer of only £9,307 (approximately 1% of the cost of the development). The appraisal further demonstrates that the development would only just be viable without the affordable unit, returning a profit of £131,807, only 14.5% of the development costs – below the normal expectation of 20%. Accordingly, this demonstrates that in addition to the development not being viable with the affordable housing, there is also no scope for a large developer contribution towards any other identified community need.

Notwithstanding this, Policy E4B of the Local Plan states 'Where it can be proven that there is no further need for employment uses on a particular site, the Council will permit alternative uses which fulfil other community needs and which satisfy other policies of the plan. Where there is an identified need for a particular facility the Council will have to be satisfied that the site is unsuitable for that use prior to considering the site for open market housing'. It is not considered that the site is suitable for the on-site provision of community facilities, due to its limited size and restricted vehicle access. However, in order to comply with this policy and in accordance with Policy I1A of the Local Plan (which relates to Planning Obligations) the developer has offered to make a financial contribution of £10, 000 to Ongar Town Council to be spent in relation to the provision of facilities to meet community needs. The Town Council has advised that this sum could be put towards a proposed scheme for improvements to children's play area and would provide a substantial proportion of the cost of providing this facility. However, it will only be reasonable for the sum to be payable upon the commencement of the development, which may be up to three years in the future. Due to this period of time, it is considered reasonable that the legal agreement secures the funding for a use which fulfils a community need (in accordance with Policy E4B) but does not specifically relate to the provision of a children's play area, in order that the community's needs may be considered at the time that the contribution is actually paid.

## Fire Tender Access

Due to the difficulties of accessing the site by fire tender, the applicant has suggested that a dry main could be installed within the site so that a hose could be connected to it and water pumped from a fire tender parked in the High Street. The five dwellings would also be fitted with sprinkler systems to provide additional protection. The applicant has also suggested that the provision of such systems could be required by planning condition. However, this may be unnecessary as the matters would be considered by building control.

## Other Matters

Suitable site landscaping may be controlled by planning condition.

The Council's Land Drainage section has no objection to the proposed development.

The site has been identified as potentially contaminated and also as potentially of archaeological significance. Both of these matters may be dealt with by planning condition.

## Conclusion

In light of the above appraisal, it is considered on balance that the proposed development may be justified despite the loss of the existing employment use on the site due to the restricted access to the site and having regard to the existing lawful use of the site. The purpose of policy E4A is to prevent the loss of employment uses within the District because of an identified shortfall. Notwithstanding this, it is clear that this site is unsuitable for its existing use. The applicant has however failed to demonstrate that the site would not be suitable for a general B1 use, but has confirmed that this would require a redevelopment which they are reluctant to undertake.

With regard to other matters, it is considered that the proposed development is appropriate to this location in terms of its scale and design. Accordingly it is not considered that there would be any material harm to either the surrounding conservation area or to the setting of the listed buildings. With regard to policy E4B, the proposed financial contribution would make provision for an off-site scheme to meet an existing community need.

On balance, it is considered that the proposed development complies with the policies within the Local Plan and would not be unacceptable in any other respect. It is, therefore recommended that the Committee resolves to grant planning permission, subject to the completion of a 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: Mrs Katie Smith Direct Line Telephone Number: 01992 564109

or if no direct contact can be made please email: <a href="mailto:contactplanning@eppingforestdc.gov.uk">contactplanning@eppingforestdc.gov.uk</a>

APPENDIX 1: Fi	nancial Appraisal u	ndertaken by Ke	emsley LLP	





Our ref:

GEN/10288

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19 January 2011

Rosegrove Developments Little Arnolds Stapleford Tawney

Romford RM4 1RD Epping Forest District Council

Civic Offices High Street Epping CM16 4 BZ

FAO Mr R Hilder

FAO Katie Smith (ref PL/KS/EPF/1153/09)

Dear Sirs

Proposed Development Rear of 103 High Street, Chipping Ongar, CM5 9DX Planning Application, reference EPF/1153/09

#### Instructions

I was instructed, by letter of 17 December 2010, from Stephen Hayhurst, to undertake an "affordable housing financial viability assessment" of the proposed development to the rear of 103 High Street. Ongar. With that letter I was provided with various background papers, as listed in that letter, including: a copy of the planning application; minute of the sub-committee meeting of 16 December 2009; budget construction costs from Thornwood Construction Group dated 01 July 2010; and a letter from John Sears, estate agent, of 23 July 2010.

There are two types of appraisal. Valuers tend to be trying to get to the site value, so do a residual appraisal, deducting all likely costs and a profit margin from the Gross Development Value, to leave the residual site value. By contrast, developers generally start from a site value, and end up with a profit margin.

1 inspected on 11 January 2011, and met Mr Hilder on site. I confirm, other than that meeting, I have neither met him, nor acted for him or his development company before.

I append some photographs taken by me during that inspection. Also, a plan showing the site (edged red as proposed for development and blue the front part), together with a proposed layout plan.

## Brief Description

Chipping Ongar is a popular residential location in South Essex, outside the M25, but reasonably conveniently located for access to the M11 motorway. It used to be at the end of the London Underground service, but this was discontinued, although there are proposals to reinstate it. In common with many towns, the retail traders have suffered, and there are a number of vacant and other shops available on the market. The baker's shop adjacent to this property has closed.

This site forms the rear of 101/103 High Street, and extends behind a public house. It backs onto an open and rather overgrown area, running down to the river, and forming a flood area.

Offices: Basildon, Chelmsford, London, Romford

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#### 'Rear of 103 High Street, Ongar, CM5 9DX



On the Local Plan (adopted January 1998) the property is shown as being within the Town Centre area, and the Conservation Area the area behind it is shown as liable to flooding. It is adjacent to, but just outside the assumed line of the Town Earthworks associated with the motte and bailey eastle (hence, presumably, the proposed archaeological planning condition).

The site is accessed by a narrow concrete drive between existing buildings, and is set behind a butcher's and a stationer's shops. It comprises a number of existing small units, which have been let for commercial purposes, but are predominantly empty now. See later, but some of these will be retained and others demolished under the proposals. I am told, at one time, it was used as a slaughterhouse, and the cold store remains. Otherwise, the bulk of the site has a concrete surface. The buildings form the boundary to part, with a low brick wall behind the public house, and timber fencing elsewhere (part in poor condition). There are few trees on site, although there is a tall grown cypress hedge by the south west corner, outside the boundary.

The existing use was set out in a Certificate of Lawful Development for Existing Use as B1, B8 and A1 uses (reference EPF/1513/07/CLD). Although not entirely specific, I assume the B1 and B8 uses relate to the area proposed for development and subject of this report, and the A1 relates to the ground floor of the front part.

From the planning application, the site is stated as being 850m<sup>2</sup>.

#### Planning Application

A planning application, reference EPF/1153/09, was submitted for "partial demolition of existing buildings, conversion adaptation of existing business units to form 3 X 1 bedroom cottages, construction of 2 X 2 bedroom cottages, bin stores, bike stores and provision of parking spaces". Epping Forest District Council resolved to grant consent subject to 10 conditions and a Section 106 Agreement. I have not seen a copy of a draft agreement, but, the planning committee minute states this is to be "a legal agreement ... to secure provision of one affordable housing unit within the site". I summarise the proposed conditions as:

- to be implemented within three years;
- 2. approval of external finishes;
- 3. withdrawal of certain permitted development rights;
- 4. landscaping;
- 5. parking areas;
- hours for construction works;
- 7. contamination: investigate, remediate, report afterwards;
- 8. an archaeological investigation;
- detail of windows etc;
- 10. windows to be timber sash, recessed.

These conditions are broadly in line with my expectation, within a Conservation Area. There is a cost implication in respect of the contamination condition, plus a cost and potential delay implication in respect of the archaeological investigation.

The requirement for the affordable housing is the subject of this report,



#### Proposals

The intention is to demolish the lavatories attached to the rear of the butcher's shop, to convert an existing flat roofed area into two bin stores (one commercial, the other domestic). The existing two story office building would be converted to Unit 1. On the other side of the yard, part of the existing building would be retained as a store for the butcher, with part demolished and allocated as parking. The existing structure to the rear right corner would be retained and converted to Unit 4 & 5. An area of storage building and the cold store would be removed. Units 2 & 3 would be constructed in the yard area behind the public house.

The existing buildings would retain the present construction as far as possible. The proposed new cottages would have a rendered front and rear, black timber cladding to the sides, under a duo pitch plain clay tile roof.

From plans provided the proposed accommodation would provide:

```
Unit 1
ground floor, lobby (stairs), lounge, kitchen off first floor, landing, bedroom 1, bathroom

Unit 2
ground floor, hall (stairs), cloakroom (wc, basin) kitchen/breakfast room, lounge first floor, landing, bedroom 1, bedroom 2, bathroom

Unit 3
as Unit 2, but handed

Unit 4
ground floor, hall (stairs), kitchen, lounge first floor, landing, bathroom, bedroom 1

Unit 5
ground floor, lounge, with kitchen and hall (stairs) off first floor, lending, bathroom, bedroom 1
```

From plans provided, I calculate the following Gross Internal Areas.

	$m^2$
Unit 1	46.9
Unit 2	66.2
Unit 3	66.2
Unit 4	73.3
Unit 5	57.3

#### **Appraisal**

As I say, there are two types of appraisal, a development appraisal which starts from a known site value and ends with a profit/loss margin, and a residual appraisal which ends with a site value. Valuers generally use the second, as they are endeavouring to get to a site value. However, for this purpose, the development appraisal is more appropriate, and I have run two such appraisals, appended, one with and

#### Rear of 103 High Street, Ongar, CM5 9DX



the other without an affordable unit. I have done these using the input information as provided, as far as possible, and will comment on this below.

#### Gross Development Value

This is the sum of the likely sale price of the individual units. I have adopted the figures as provided by John Sears, totalling £915,000 including the affordable unit (Unit 3) at £95,000 in the first appraisal. In the second I have adopted the same figures, except with Unit 3 at the same figure as Unit 2, giving a total of £1,040,000.

I have to say that I do not entirely agree with these figures, although John Sears is a well known and respected agent in the town. However, the range of figures given is quite broad, when analysed on a floor area basis, and I am surprised that he considers the single bedroom Unit 1 to have the same value as the proposed two bedroom cottages, which are larger. In addition, there would generally be a premium for new build. Having said that, I have adopted his figures.

#### Site Value

I have looked at this three ways. First, I have carried out a residual appraisal to give a site value. I do not append this, but it does show a residual site value of £221,428, based on my own calculation. Secondly, in my general experience, site values are currently around 25% of the Gross Development Value. On £915,000, this would be £228,750. Finally, I would expect the plots to have a value of £60,000 each. On the four private plots, this would be £240,000.

Based off this, I have taken a site value of £230,000 in both appraisals. I note that in his letter to Epping Forest District Council, of 07 September 2010, Mr Hayhurst mentioned a figure of £240,843.75. Net of purchase costs, see below, this compares closely to my figure.

#### Purchase Costs

Based off this, purchase costs would be £6,900, as shown in both appraisals. While Mr Hilder owns the site already, and it could be argued this is irrelevant, any valuation assumes a market transaction, and any prospective purchaser would reflect the cost of purchase, so it is appropriate to include it.

#### Development Costs

I have adopted, in both appraisals, the figure as given by Thornwood Construction of £573,750 (£546,750 + 5% contingency). I have to say that I consider this figure to be rather high, but it is a complicated scheme, with requirements to comply with conservation specifications, and, on the small size units, the average cost would be high. There is also a possibility, because of the presence of the cypress trees just outside the boundary, that the footings of Units 2 & 3 would have to be reinforced, deepened or piled. Mr Hilder told me he had a quotation of £2,440 for the archaeological inspection. I have adopted this figure. I have allowed £10,000, my own figure, for the contamination investigation. However, if remedial works are found necessary, this could impact on cost. I have assumed, because the site is virtually completely covered with concrete, that contamination would not be present, although I have not seen any soil reports nor can I

#### Rear of 103 High Street, Ongar, CM5 9DX



comment on the historic use. It is not until investigation has been completed that this can be quantified. However I consider the allowance I have made to be appropriate for this calculation. I have then allowed for a 5% contingency, plus fees at 6%, which is the rate I apply generally. This would be £35,229. Mr Hilder gave me a breakdown of his fees, totalling slightly more than this. Whilst this gives some check, I consider it appropriate to adopt my usual calculation, as I would expect for any prospective purchaser.

#### Finance

I have taken twelve months from start to completion of the sale of the final unit, with concurrent nine months on the building costs (at half the amount to allow for the costs to be incurred over that period). I have adopted 6% interest. While it would not be possible to borrow the whole amount, it is usual to build in an interest allowance on the developer's own funding contribution as well.

#### Sales

I have adopted the John Sears' figures, and kept them the same in both appraisals, except for Unit 3. I have then taken sale costs (legal and agents' fees). There is a consequent knock on effect on costs in the second appraisal as a result of the higher sale figure for Unit 3.

#### Value Added Tax

I have disregarded the implications of VAT, as I have assumed any developer would be able to offset it (VAT being payable on the difference between input and outputs).

#### Profit/Loss

As will be seen from the summaries of the two appraisals, the Gross Development value is different, but the site, acquisition, development costs and finance remain the same. There is a small difference in sales costs. The appraisal allowing for one affordable unit shows a profit of £9,307. This represents 1% (on Total Development Costs). The normal target developers expect is 20%, although in the current economic climate 15% is deemed acceptable. The second appraisal, without an affordable unit, produces a profit of £131,807, 14.5%.

#### Conclusion

In my opinion the scheme is not viable with an affordable housing unit, and is unlikely to be built out. Without such a unit, it is viable, although the profit margin is just below target.

I trust this provides the information you require, but please feel free to contact me if I can be of further assistance. Meanwhile, I enclose my fee account to Mr Hilder in the sum as agreed.

Yours faithfully

GE NICHOLLS FRICS FAAV
KEMSLEY LLP

Page 5 of 8

## Rear of 103 High Street, Ongar, CM5 9DX





Access off High Street



Rear Yard area, where Units 2 & 3 would stand



From rear



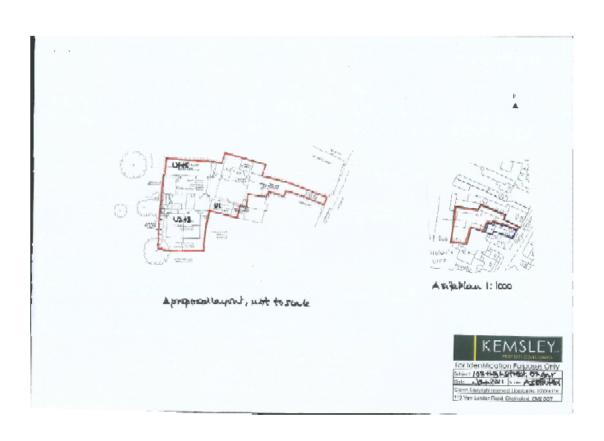




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Date:	17 January	2011					
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	Unit 2	semi detached 2 b		66.2	713		220,00
	Unit 3	semi detached 2 b		66.2	713		95,00
	Unit 4	adjoining, 1 bedroo	m	73.3			185,00
	Unit 5	adjoining, 1 bedroo	m	57.3	617	£	,
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				Costs			
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	Unit 1	separate, 1 bedroo	m	46.9	505	£	220,000
	Unit 2	semi detached 2 b		66.2	713	£	220,000
	Unit 3	semi detached 2 b	edrooms	66.2	713	£	220,000
	Unit 4	adjoining, 1 bedroo	m	73.3	789	£	185,000
	Unit 5	adjoining, 1 bedroo	m	57.3	617	£	195,000
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# John Sear Estate Agents



7 February, 2011

Mr J. Hilder C/o JSP Design 1 Bansons Yard High Street Chipping Ongar Essex CM5 9AA

Dear Mr Hilder

## re: Proposed development site to the rear of 103 High Street, Chipping Ongar, Essex.

Further to our letter to you on the 23rd July 2010. I write to confirm that the values of the above properties are unchanged with the exception of plot 3 which should be valued the same as the adjoining property i.e. £220,000 as this is no longer deemed low cost housing, although plot 1 is a much smaller property the reason I have valued this also at £220,000 is that it is detached and will retain a lot of its original character.

I trust this information will answer your questions satisfactory, if I can be of further assistance please do not hesitate to contact me.

Yours sin			
John Sear	'		
ANAFA			





## **Thornwood Construction Group**

Our Ref: SH/CJ

First Floor 188 High Road Loughton Essex IG10 1DN

8 February 2011

Tel: 0208 588 7032 Fax: 0208 502 6324

Email: admin@thornwoodgroup.co.uk

JSP Chartered Town Planners 1 Bansons Yard High Street Chipping Ongar Essex CM5 9AA

Dear Sirs,

#### Land and buildings rear of 103 High Street, Ongar, Essex CM5 9DX

I refer to our telephone conversation and I thank you for forwarding a copy of a letter dated 19<sup>th</sup> January 2011, prepared by Mr. Nicholls of Kemsley LLP.

You have asked me to comment upon our construction costs, in light of his comment on page 4 of his report.

The construction costs were arrived at having due consideration for the difficulties of this particular site.

Specifically, ingress and egress to the site is very narrow and difficult, and we anticipate that a large element of offloading and delivery will need to be carried out from the High Street and taken by smaller vehicles into the rear of the site, due to the restricted width and access. There may be a need for some crane off loading, and almost certainly concrete pumps will be required.

We therefore anticipate significantly more cost to be incurred in running a site in this manner.

We have anticipated, as Mr. Nicholls correctly assumed, that there would be quite a lot of exterior work which we have allowed for, in terms of contamination removal in the first instance, and thereafter in the formation of hard landscaping parking areas and amenity space provision.

The construction costs for each unit therefore, whilst representing the majority of the build costs, do not themselves give a full picture of the overall cost of this development, and we have also of course added a 5% contingency which has been netted down by Mr. Nicholls in his letter.

On balance therefore, whilst the construction costs may seem superficially high, we have adopted a realistic position in pricing the work, in anticipating the difficulties of running the contract on such a tight site, surrounded by so many other properties leading to a substantial amount of Party Wall related construction work.

We have attempted therefore to provide a costing which we can work to in order to provide the client, Mr. Hilder, with a realistic appraisal of his likely development construction costs.

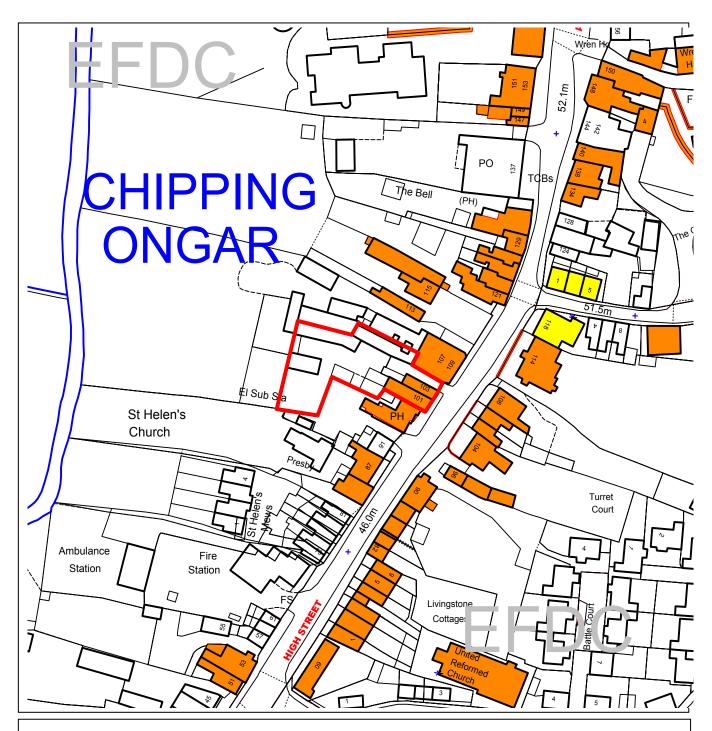
The figures were given in July 2010 and there has been some upward pressure on pricing, but we are currently standing by the prices submitted.

I trust this is sufficient for your purposes, and will reassure Mr. Nicholls that we have endeavoured to consider all of the factors likely to affect the price and duly accommodated them within our budget costings.



## **Epping Forest District Council**

Area Planning Sub-Committee East



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Agenda Item Number:	2
Application Number:	EPF/1153/09
Site Name:	Rear of No.103 High Street Chipping Ongar , CM5
Scale of Plot:	1/1250

## Report Item No: 3

APPLICATION No:	EPF/0001/11
SITE ADDRESS:	Ambulance Station The Plain Epping Essex CM16 6TL
PARISH:	Epping
WARD:	Epping Lindsey and Thornwood Common
APPLICANT:	East of England Ambulance NHS Trust
DESCRIPTION OF PROPOSAL:	Demolition of existing ambulance station and garage. Erection of new two storey station with ambulance shelter.
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/AnitelM.websearch/ExternalEntryPoint.aspx?SEARCH\_TYPE=1&DOC\_CLASS\_CODE=PL&FOLDER1\_REF=524297

#### CONDITIONS

- The development hereby permitted must be begun not later than the expiration of three years beginning with the date of this notice.
- 2 No development shall have taken place until details of the types and colours of the external finishes have been submitted to and approved by the Local Planning Authority in writing prior to the commencement of the development. The development shall be implemented in accordance with such approved details.
- Prior to first occupation of the development hereby approved, the proposed window opening(s) in the eastern flank elevation) 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.

This application was deferred from the Committee meeting on 23<sup>rd</sup> February 2011 to enable full consultation period with neighbours to expire. This application was before this Committee as it is for a form of development that can not be approved at Officer level if there are more than two expressions of objection to the proposal. (Pursuant to Section CL56, Schedule A(f) of the Council's Delegated functions).

The previous report has been amended and updated to address the issues raised by neighbours, the changes made are in **bold** for clarity.

## **Description of Proposal:**

The proposal seeks consent to demolish the existing 2 storey ambulance station and garage and replace it with a new two storey station and ambulance shelter.

The proposals would provide improved kitchen, office, and toilet facilities with a designated area for lockers and improved storage. The proposals would also allow the provision of a shower room and a designated quiet room.

The proposals would retain a double garage bay for ambulance parking.

The proposals would increase the provision of first floor accommodation and reach 7.5m in height at the maximum pitch, 5.5m at eaves height.

## **Description of Site:**

The application site is a 'T' shaped plot accessed off The Plain, the main route connecting Epping to Coopersale and North Weald. The site is part of the former St Margaret's Hospital site, at the rear of 59A the Plain and the new properties formed in the Kingswood Park development. The existing Ambulance station runs along the boundary on the eastern side and partially along the southern sides of the site. The site is a functioning Ambulance facility.

The site will be bordered by the new 132 unit residential development (EPF/1350/08) on the eastern, southern and western boundaries and the northern boundary at the head of the access will front Epping Forest adjacent to properties bounding the site at 56 and 56a The Plain. The site is outside of the Green Belt.

## **Relevant History:**

None

## **Policies Applied:**

Epping Forest District Local Plan and Alterations

CP1 – Achieving sustainable development objectives

CP2 – Protecting the Quality of the Rural and Built Environment

CP7 – Urban form and quality

CF2 - Health Care Facilities

E4A – Protection of employment sites

DBE2 – Effect on neighbouring properties

DBE9 - Loss of amenity

ST1 – Location of development

## **SUMMARY OF REPRESENTATIONS:**

8 neighbouring properties in the Plain were initially consulted, with a further 17 properties in Kingswood Park being notified by hand-delivered letters on 3<sup>rd</sup> February 2011 – these were plot numbers 8-11, 13-20 and 23-25 (postal addresses 1, 3, 5, 7, 11, 13, 15, 17, 19, 21, 23, 25, 31, 33, 35 Kingswood Park). This notification is not recorded on the website. Due to the late consultation with the Kingswood Park properties the application was deferred to the present Committee. Consultation difficulties have arisen due to the delay between when properties are constructed and occupied, and when this information is distributed via the Ordnance Survey information.

The following responses have been received to date:

21 KINGSWOOD PARK: Object to any increase in overlooking of garden and property windows as site backs directly onto property. Loss of light to garden and disruption during construction.

13 KINGSWOOD PARK: Object due to existing problems with noise and lighting potentially increasing, loss of view, loss of light to garden, potential overlooking and loss of privacy and potential impact to future saleability of the property.

Since the application was deferred the Council has also received a petition from numbers 1, 3, 5, 7, 11, 13, 19 and 21 Kingswood Park raising the following objection:

The design and finishing will be totally out of character with the local area, the two storey building will be surrounded by single storey pitched roof and tiled structures. Overlooking of neighbouring properties, increase in size (floor space) of more than 50%, windows overlooking residential gardens, loss of privacy and absence of illustration of new properties on the drawings for the proposals indicating absence of consideration for neighbours. Concerns are also raised regarding late notification and the timing of the previous meeting in relation to the consultation period and the visibility of the proposals from neighbouring gardens. Concerns are also raised regarding new gated entrance to Kingswood Park, future maintenance of buildings on the boundary and safety issues relating to the replacement fuel storage.

The Council has been notified that the above petition has been extended, however details of additional signatories are yet to be confirmed. This additional correspondence reiterates the points above and expresses concern at the lack of discussions with residents from the developer. Issue is also raised with the area of consultation. Nos. 27 and 29 front towards Kingswood Park, not towards the site, they do not bound the site and are well separated from the proposed first floor accommodation however it is noted they would be able to see the development from rear gardens. No. 25 was amongst those consulted by hand delivered letter.

EPPING TOWN COUNCIL: No objection

### Issues and Considerations:

The main issues to be considered relate to impact to the street scene and impacts to neighbouring amenity. These matters are unchanged from the previous report to Committee however additional consideration is offered towards the additional comments received.

The proposals relate to the retention of an existing health care facility and employment site, which provides garaging and staffing for two ambulances at present - this would be unchanged, however the facilities provided to staff would be improved to a higher standard. Therefore in policy terms the proposals accord with policies E4A and CF2 by retaining existing employment facilities and improving the provision of healthcare facilities. There is clearly an established need for ambulance facilities in this locality to allow a central base for rapid response serving residents in the District irrespective of the location of the relevant Accident and Emergency facilities. Were ambulances to be based elsewhere or at the nearest hospital in Harlow, then response times would clearly extend, therefore in principle the retention and improvement of the facilities is both acceptable in planning terms and desirable for the needs of the residents in the wider District.

The proposals are set well back from the highway and therefore result in minimal impacts to the street scene when viewed from The Plain, however due to the proximity to the recent new development at Kings Wood Park, the proposals would also, like the existing facility, be visible from the new streets albeit in the context of the new development.

The existing building is a somewhat dated single and two-storey structure. The proposals would increase the first floor accommodation to meet more modern needs, resulting in a greater first floor than presently exists. The new building would have a more modern appearance with partial flat and partial pitched roof and a curved roof over the ambulance garaging. Visually, whilst a greater bulk, the increase in accommodation is not considered visually disproportionate or indeed to detract from any significant views. It should be considered that the existing first floor projection has a floor space of just 20sqm and the proposed scheme would be some 100sqm in floor space at first floor.

In terms of neighbouring amenity, objections are raised on the grounds of existing nuisance and disturbance from the operating ambulance facility. As this facility has been in situ and functioning for some time and prior to the new dwellings being built and indeed occupied, it would be unreasonable to consider the proposals unacceptable due to noise and disturbance during operation as there would be no intensification of activities beyond those which presently exist. Rather impacts should be considered in relation to the extent of building, particularly the first floor additions and whether these have a significant adverse impact on neighbouring amenity by way of loss of privacy, light or overlooking. The existing Ambulance station reaches a maximum height of 5.3m and that proposed would reach 7.3m at the maximum point; however this is pitching away from the eastern boundary.

The applicant has proposed to obscure-glaze openings in the east elevation and to fix these closed which would overcome overlooking and privacy issues to nos. 11, 13 and 15 and prevent a façade unbroken by openings which would appear more domineering. The north and south elevations maintain no openings and the western elevation would look out onto the yard in a manner akin to the existing structure and onto the side of no.25. Furthermore at first floor these openings serve a female toilet area, a locker space and office area. The office area is well offset from the amenity area of no.25 therefore any overlooking would not be dissimilar to that experienced from existing windows or properties recently constructed.

With regard to prominence of the block, loss of light and overshadowing, the additional floor space should be considered in the context of the existing built form, and the surrounding garaging structures which will both obscure views of the new building and separate the amenity areas of the neighbouring properties from the proposals. Due to parking and access arrangements on the Kings Wood Park estate the application site is separated from all amenity areas on the new estate by either access, parking or garaging areas. This mitigates any impact of the increase in floor space and height of the building as it does not directly back onto any new garden area and most overshadowing would occur over these access, parking and garaging areas.

Mindful of the orientation of the block, the internal layout proposed and layout of the surrounding areas, Officers are of the view that the proposals would not result in significant adverse impacts by way of loss of privacy, overlooking, overshadowing or due to prominence of the building. Whilst Officers recognise that the new building would be visible from neighbouring plots, this alone is not sufficient to justify refusal.

With regard to highways and parking issues, the proposals would use the existing access and have no staffing or ambulance provision beyond that presently required, therefore no additional impacts would arise beyond those already existing.

The letter of petition received raises concerns regarding the design, Council policy does not require new development to replicate existing structures or design but seeks to ensure that it is in keeping and does not detract from local character and appearance. Officers note that the ambulance station proposed has a more modern design, the applicants have explained that the modular design was chosen as it will be quick and easy to construct and thereby minimise any disruption to service provision. It is a functional building and the design and size reflects its function. The main part of the building is to be finished in brick

and render, the details of which can be controlled by condition to ensure that they are sympathetic to the surrounding materials, the shallow pitched roof is to be metal and the ambulance bay itself is to be polycarbonate. It is accepted that the site is now surrounded by brick built residential properties of more traditional design, but this is an ambulance station, on an existing ambulance station site and in this context it is not considered inappropriate for it to be of different style and materials to the surrounding residential properties, particularly as it is tucked away within a garage court area and will not be prominently visible either from the main road frontage or from the main estate road. Although clearly visible from rear windows of surrounding properties it does not lie within "a street" in the traditional sense, and is not regarded as harmful to the street scene. Whilst the building is two-storey, replacing a single storey structure, it is seen within the context of an estate where there are predominantly 2 storey buildings. It is not therefore considered that the proposal is in conflict with the design policies of the Local Plan.

### Other issues

The provision of a gate in a private boundary does not require consent and is a private matter alongside issues relating to maintenance.

Safety matters are dealt with under separate legislation from the Health and Safety Executive.

## Conclusion:

After consideration of the matters above and the additional representations received by way of petition, Officers remain in support of the proposed provision of improved facilities at the Ambulance Station and acknowledge the importance of providing appropriate emergency services facilities, close to the urban areas of the district and recommend approval subject to conditions regarding submission of details of materials and a condition to secure the obscure glazing.

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:

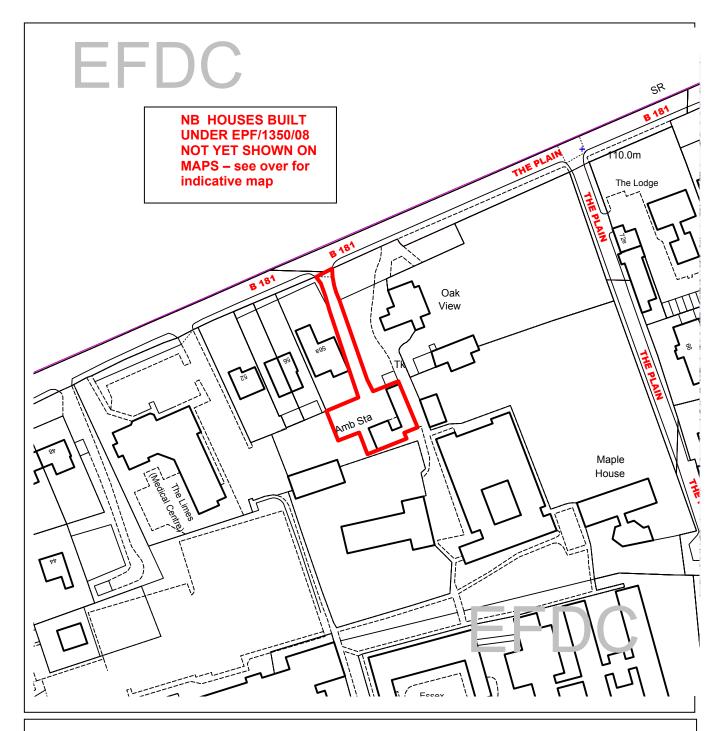
Planning Application Case Officer: Jenny Cordell Direct Line Telephone Number: 01992 564294

or if no direct contact can be made please email: <a href="mailto:contactplanning@eppingforestdc.gov.uk">contactplanning@eppingforestdc.gov.uk</a>



# **Epping Forest District Council**

Area Planning Sub-Committee East



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Agenda Item Number:	3
Application Number:	EPF/0001/11
Site Name:	Ambulance Station, The Plain Epping, CM16 6TL
Scale of Plot:	1/1250