

Report to District Development Management Committee



**Epping Forest
District Council**

Date of meeting: 1 August, 2018

Address: 48 Russell Road, Buckhurst Hill, IG9 5QE

Subject: EPF/0826/18 – Demolition of existing bungalow and erection of three flats

Officer contact for further information: C. Isolda (Ext 4380)

Democratic Services Officer: S. Tautz (Ext 4180)

Recommendation(s):

(1) That planning application EPF/0826/18 be granted planning permission, subject to the completion, within 6 months, of a Section 106 Legal agreement to secure appropriate financial contributions towards a) access management and monitoring of visitors to the Epping Forest Special Area of Conservation (SAC) and b) mitigation of air pollution in the vicinity of the Epping Forest SAC.

And subject to the following 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. The development hereby permitted will be completed strictly in accordance with the approved drawings nos:**

**318-PL-11 - Site & Location Plans
318-PL-12 - Proposed & Existing Street Elevation
318-PL-13 - Proposed Ground Floor Plan
318-PL-14 - Proposed Lower Ground & First Floor Plans
318-PL-15 - Proposed Second Floor & Roof Plans
318-PL-16 - Proposed Elevations
318-PL-17 - Proposed and Existing Section A-A
318-EX-01 - Existing Lower & Ground Floor Plans
318-EX-02 - Existing Roof Plan
318-EX-03 - Existing Elevations
Supporting Documents:
Tree Constraints Plan
Arboricultural Report**

- 3. No construction works above ground level shall take place until documentary and photographic details of the types and colours of the external finishes have been submitted to and approved by the Local Planning Authority, in writing. The development shall be implemented in accordance with such approved details.**

- 4. No development, including works of demolition or site clearance, shall take place until a Tree Protection Plan Arboricultural Method Statement and site monitoring schedule in accordance with BS:5837:2012 (Trees in relation to design, demolition and construction - recommendations) has been submitted to the Local Planning Authority and approved in writing. The development shall be**

carried out only in accordance with the approved documents unless the Local Planning Authority gives its written consent to any variation.

5. 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.

6. 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.

7. No development, including works of demolition or site clearance, shall take place until foundation details have been submitted to the Local Planning Authority and approved in writing. The foundations shall consist of piles and an above ground beam design. Drawings submitted shall include cross sectional detail of pile and beam join and the location of piles in plan form. The development shall be carried out only in accordance with the approved documents unless the Local Planning Authority gives its written consent to any variation.

8. No services shall be installed within the root protection area of the retained trees on or adjacent to the site unless the Local Planning Authority gives its prior written approval.

9. The proposed use of this site has been identified as being particularly vulnerable if land contamination is present, despite no specific former potentially contaminating uses having been identified for this site. Should any discoloured or odorous soils be encountered during development works or should any hazardous materials or significant quantities of non-soil forming materials be found, then all development works should be stopped, the Local Planning Authority contacted and a scheme to investigate the risks and / or the adoption of any required remedial measures be submitted to, agreed and approved in writing by the Local Planning Authority prior to the

recommencement of development works. 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.

10. An electric vehicle charging point shall be provided for each of the approved dwellings prior to first occupation

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

12. Prior to first occupation of the dwellings hereby approved measures to improve the ecological value of the site shall be implemented in accordance with details that have been submitted to and agreed in writing by the Local Planning Authority.

13. No development shall take place until wheel washing or other cleaning facilities for vehicles leaving the site during construction works have been installed. The installed cleaning facilities shall be used to clean vehicles immediately before leaving the site.

14. 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.

15. No construction works above ground level shall take place until documentary and photographic details showing the fenestration to be completed in timber have been submitted to and approved by the Local Planning Authority, in writing. The development shall be implemented in accordance with such approved details.

Report.

The application was put forward by Officers to Area Plans Sub Committee South on 27th June, 2018 with a recommendation for approval, subject to the above conditions. The application was referred to District Development Management Committee by virtue of a tied vote. Members recommended that the case should be referred with an additional condition regarding further details of fenestration of the building to be completed in timber, which is condition 15 above. The officers report to Area Plans South is reproduced below.

Description of Site:

The application site comprises of a large single storey detached dwelling on a hillside location which slopes downwards to the south at the rear and downwards to the east from the front elevation. Due to the complicated levels of the site the bungalow has 1 non habitable room at lower ground floor level, however it cannot be considered a two storey dwelling. Adjoining the western boundaries are three storey terraced houses and adjoining the eastern boundary is a pair of two storey semi detached dwellings. Russell Road is made

up of a mixture of a wide mixture of dwellings, with apartment buildings on either side of the road and opposite the application site. The site is within an urban area and is not listed nor within a conservation area.

Description of Proposal:

Permission is sought for the demolition of the existing bungalow and the construction of a block of 3 flats over three floors. Car parking, with two disabled bays, bin and cycle storage would be situated in the front forecourt.

This application follows a previous refusal for the redevelopment of the site for a detached two storey dwelling house. The previous scheme was greatly reduced in order to omit any significant impact on neighbouring amenity, however it was ultimately found contrary to Policy H1 of the Local Plan Submission (2017), as it would have facilitated the loss of a bungalow. Furthermore the development has been redesigned to provide a more symmetrical and softer appearance than the previous scheme.

Access to the site is as existing. 1 parking space is provided for each flat and storage area for up to 6 bicycles. The bike and bin store measures 5m deep by 2m wide.

The schedule of accommodation is as follows:

Flat no.	Bedrooms	Floor area	Amenity space
1	2	75.5m ²	6m ²
2	2	75.5m ²	10.82
3	1	60.1m ²	12m ²

Relevant History:

EPF/3212/17 Demolition of existing bungalow and erection of 5 bedroom house. Refused on the basis of the loss of a bungalow and consequent reduction in housing choice.

Policies Applied:

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

CP2 – Protecting the Quality of the Rural and Built Environment
CP3 – New Development
CP5 – Sustainable Building
CP6 – Achieving sustainable urban development patterns
CP7 – Urban Form and Quality
DBE1 – Design of New Buildings
DBE2 – Effect on Neighbouring Properties
DBE3 – Design in Urban Areas
DBE8 – Private Amenity Space
ST1 – Location of Development
ST4 – Road Safety
ST6 – Vehicle Parking
H2A – Previously Developed Land
H4A – Dwelling Mix
LL10 – Adequacy of provision for landscape retention
LL11 – Landscaping schemes

The above policies form part of the Councils 1998 Local Plan. Following the publication of the NPPF, policies from this plan (which was adopted pre-2004) are to be afforded due

weight where they are consistent with the Framework. The above policies are broadly consistent with the NPPF and therefore are afforded full weight.

Epping Forest District Local Plan (Submission Version) 2017:

The Epping Forest District Local Plan (Submission Version) 2017 has been approved for publication and is the Plan the Council intend to submit for independent examination. The policies in the Plan are considered to be up to date and accord with national policy and therefore should be given substantial weight in the consideration of planning applications in accordance with the Council's decision on 14 December 2017 and paragraph 217 of the NPPF. The policies and the Plan are supported by up to date and robust evidence – the evidence should also be treated as a material consideration. The relevant policies in the context of the proposed development are:

SP1 - Presumption in Favour of Sustainable Development
SP7 - The Natural Environment, Landscape Character and Green and Blue Infrastructure
H1 - Housing Mix and Accommodation Types
T1 - Sustainable Transport Choices
T2 - Safeguarding of Routes and Facilities
DM3 - Landscape Character, Ancient Landscapes and Geodiversity
DM9 - High Quality Design
DM10 - Housing Design and Quality
DM11 - Waste Recycling Facilities on New Development
DM18 - On Site Management of Waste Water and Water Supply
DM21 - Local Environmental Impacts, Pollution and Land Contamination

Consultation Carried Out and Summary of Representations Received:

Number of neighbours consulted: 7
Site notice posted: No, not required
Responses received: 5

6, 8 WESTBURY ROAD, 31, 63 RUSSELL ROAD and BUCKHURST HILL RESIDENTS ASSOCIATION all raise objections to the proposal.

Objections summarised as: Impact on parking, out of keeping with the character and appearance of the surrounding area

BUCKHURST HILL PARISH COUNCIL – OBJECT – Scale of the Development is out of keeping with street scene. Overbearing on adjacent properties. Insufficient amenity space for 3 flats.

Main Issues and Considerations:

This revised application follows a previously refused application for the erection of a single dwelling. The reason for refusal on this was:

The proposed loss of this bungalow would reduce housing choice, particularly for people with accessibility needs, including the current and future needs of older people, which would be at odds with this Council's objective of achieving mixed and balanced communities, contrary to Policy H 1 of the Epping Forest District Local Plan Submission Version 2017.

Emerging policy H1 lists a number of requirements regarding housing mix, which includes H1 F., which states that "the loss of bungalows and specialist accommodation will be

resisted". The proposed redevelopment of this site would result in the loss of an existing bungalow that would be contrary to this part of the emerging policy.

Nonetheless there is a current identified need for additional housing in the District since the Council are currently unable to identify a five year supply of land for housing. The proposed redevelopment of this small urban site into 3 flats would go some way in addressing the current shortfall and resisting the pressure for sites within the Metropolitan Green Belt. Furthermore the proposed redevelopment would provide 2 no. two bed and 1 no. one bed flats, built to Lifetime Home Standards, with a lift to all floors, which would need to conform to current Building Regulations requirements and would provide replacement accommodation suitable for potential older future occupants. As such, in this instance, the benefits of redeveloping this site for additional housing would be sufficient enough to outweigh the harm that would result through the loss of an existing bungalow on this site by providing 3 accessible homes. This assessment is based on written advice from the Council's Planning Policy Team subsequent to the decision on application EPF/3212/17.

In terms of Government guidance, the site is previously developed land and, in line with the NPPF, the redevelopment of this land is encouraged. The NPPF's presumption in favour of sustainable development requires local planning authorities to positively seek opportunities to meet the development needs of their area and requires Council's to be able to identify a five-year land supply for housing. As such the proposed redevelopment would accord with the NPPF.

Impact on character and appearance of the surrounding area

Russell Road is varied in character, and architectural design and style. Dwellings located on this street primarily comprise of large two storey detached Victorian and twentieth century dwellings built on generous plots, a number of which have been converted into apartments, 1930's semi detached properties, as well as 1950's town houses and apartments. Whilst the application proposal would result in an increase in the bulk and size of the application dwelling, the application dwelling would have a similar footprint to neighbouring buildings on this street. Whilst the overall design and appearance of the dwelling (particularly when viewed from the front) would significantly change under the proposal, it would result in an interesting design with more visual interest than the existing red brick bungalow and given the significant variation in the style and design of dwellings on this street, the proposed development would appear acceptable when viewed from the general street scene.

As the application dwelling is set back by approximately 8m from the highway, the proposed development would not appear significantly prominent or overbearing in terms of its massing when viewed from the general street scene. Moreover, the development has a front building line which is not too dissimilar to neighbouring dwellings so would not appear significantly out of character when viewed from the frontage. The proposed roof height and form also respects the neighbouring semi detached and terraced properties and will continue the pattern of roof heights within the street scene.

The prominent front bay element, as well as the material palette, would reference surrounding 19th century properties and create a property with an interesting visual appearance that would sit well against the neighbouring properties and create a positive contribution to the street scene.

Impact on neighbouring residential amenity:

The previously refused scheme on the site, which proposed a single dwelling on an identical footprint, was amended through the course of the application in order to reduce any potential impacts on the amenities of neighbouring properties. The rearwards projection of the

proposal has been set well in from the boundary with 46 Russell Road and will not impinge on any lines of sight from 45 degrees of the rear windows of the neighbouring property.

In addition the design will move some of the flank wall away from no. 46 and create an improvement on the existing boundary situation. Due to the siting of no. 50 the proposal will have no significant impact on neighbouring amenity and due to the screening provided on site is unlikely to be visible form the rear of no. 50 Russell Road.

The proposed first floor and roof level balconies are well screened and set well away from the rear of neighbouring properties and would not have any significant impact on neighbouring amenity.

Quality of resultant residential accommodation:

Policy DBE8 of the Local Plan requires each flat to have access to at least 25m² of amenity space and that this space should be useable and provide privacy on a continuing basis. Whilst this matter is a concern of the previous proposal the proposed development would provide a shared amenity area to the rear of the unit, with separate, smaller private amenity space to each property. Flat 1 would have some 6 square metres of dedicated private amenity space, Flat 2 would have 11 square metres and Flat 3 would have 12 square metres. The shared amenity space to the rear of some 150 square metres would be provided for use by all 3 flats. The combination of dedicated private space and communal space is significantly in excess of the Councils policy requirements for amenity space provision.

Highway safety and parking provision:

The Highway Authority has reviewed the plans and considers that, subject to conditions; the proposal will not have a detrimental impact on highway safety. Furthermore, given the location of the site close to the town centre it is satisfied that one parking space per flat plus will not cause excessive parking congestion. It is on this basis that the proposal is considered to comply with the requirements of policy ST4 and ST6 of the Local Plan.

Conclusion:

The revised application, with an increased number of fully accessible residential units along with the overall bulk and scale of the proposed development, would be considered acceptable. Despite objection from neighbouring residents the proposal would not cause any undue loss of amenity to neighbouring residents nor would it cause any parking or highway harm. Furthermore it would adequately serve the living conditions of future occupants. Therefore the proposal complies with the guidance set out within the NPPF and the relevant policies contained within the adopted Local Plan and Alterations, and the Submission Version of the emerging Local Plan. As such the application is recommended for approval.