

<b>To:</b>	<b>David Andrews (Chairman)</b> <b>Chris Kennedy (Vice Chairman)</b> <b>John Bevan</b> <b>Christine Hamilton</b> <b>Denise Jones</b> <b>Heather Johnson</b>	<b>Valerie Metcalfe</b> <b>Gordon Nicholson</b> <b>Paul Osborn</b> <b>Mary Sartin</b> <b>Syd Stavrou</b>
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A meeting of the **REGENERATION AND PLANNING COMMITTEE** (Quorum – 3)  
will be held at Myddelton House on:

**THURSDAY 26 MARCH 2020 AT 11.30**

at which the following business will be transacted:

### **AGENDA**

#### **Part I**

**1 To receive apologies for absence**

**2 DECLARATION OF INTERESTS**

Members are asked to consider whether or not they have disclosable pecuniary, other pecuniary or non-pecuniary interests in any item on this Agenda. Other pecuniary and non-pecuniary interests are a matter of judgement for each Member. (Declarations may also be made during the meeting if necessary.)

**3 MINUTES OF LAST MEETING**

To approve the Minutes of the meeting held on 27 February 2020 (copy herewith)

**4 PUBLIC SPEAKING**

To receive any representations from members of the public or representative of an organisation on an issue which is on the agenda of the meeting. Subject to the Chairman's discretion a total of 20 minutes will be allowed for public speaking and the presentation of petitions at each meeting.

- 5      **PLANNING CONSULTATION BY EPPING FOREST DISTRICT COUNCIL**      **Paper RP/39/20**  
**NAZEING GLASS WORKS LTD, NAZEING NEW ROAD, NAZEING, BROXBOURNE, EN10 6SU**  
**Application for Outline Planning Permission for Demolition of all Buildings and Structures on site and Comprehensive Mixed Use Development Comprising Up to 5,000sqm (GIA) Floorspace for Employment Uses Including Retail (Class A1), Office (Class B1a), Light Industrial (Class B1c), Health Care (Class D1), Leisure (Class D2), A Maximum of 230 Residential (Class C3) Units, The Formation of New Pedestrian, Cycle and Vehicular Circulation Routes and Means of Access, New Private and Public Open Space, Play Space, Cycle and Vehicular Parking**

**Presented by Claire Martin, Policy Officer**

- 6      **PLANNING CONSULTATION BY EPPING FOREST DISTRICT COUNCIL**      **Paper RP/40/20**  
**OAK TREE FARM, PAYNES LANE, NAZEING, EN9 2EY**  
**Application for Planning Permission for the Siting of 5 No. Chalet Lodges (Caravans) for Holiday Accommodation Purposes**

**Presented by Claire Martin, Policy Officer**

- 7      **Such other business as in the opinion of the Chairman of the meeting is of sufficient urgency by reason of special circumstances to warrant consideration.**
- 8      **Consider passing a resolution based on the principles of Section 100A(4) of the Local Government Act 1972, excluding the public and press from the meeting for the items of business listed on Part II of the Agenda, on the grounds that they involve the likely disclosure of exempt information as defined in those sections of Part I of Schedule 12A of the Act specified beneath each item. (There are no items currently listed for consideration in Part II.)**

**18 March 2020**

**Shaun Dawson  
Chief Executive**

# LEE VALLEY REGIONAL PARK AUTHORITY

## REGENERATION & PLANNING COMMITTEE MINUTES 27 FEBRUARY 2020

Members Present: Chris Kennedy (Vice Chairman) Valerie Metcalfe  
John Bevan Gordon Nicholson  
Christine Hamilton Paul Osborn  
Mary Sartin

Apologies Received From: David Andrews, Denise Jones, Heather Johnson, Syd Stavrou

In Attendance: David Gardner

Officers Present: Beryl Foster - Director of Corporate Services  
Claire Martin - Policy Officer  
Jon Carney - Head of Parklands  
Sandra Bertschin - Committee & Members' Services Manager

### Part I

In the absence of the Chairman, the meeting was chaired by the Vice Chairman.

#### 85 DECLARATIONS OF INTEREST

Name	Agenda Item No.	Nature of Interest	
Gordon Nicholson	5	Member of Broxbourne Borough Council	Non-pecuniary
Chris Kennedy	6	Partner works for London Legacy Development Corporation	Non-pecuniary

#### 86 MINUTES OF LAST MEETING

**THAT the Minutes of the Regeneration & Planning Committee meeting held on 23 January 2020 be approved and signed.**

#### 87 PUBLIC SPEAKING

No requests from the public to speak or present petitions had been received for this meeting.

#### 88 BROXBOURNE LOCAL PLAN MAIN MODIFICATIONS CONSULTATION Paper RP/37/20

The report was introduced by the Policy Officer.

Member comments endorsed concerns regarding policy GT1 Gypsy and Traveller sites and supporting text for Wharf Road, including:

- the site's isolated location and access over a level crossing, which could be closed in the future, was contrary to national planning policies which sought to embed gypsy and traveller sites within local communities;

- the site was located in a flood zone and further views should be sought from the Environment Agency;
  - issues with fragmentation of the site;
  - the proposal diluted the Authority's statutory responsibilities; and
- this area of the Park was of increasing importance given the scale of developments taking place alongside the railway line.
- (1) the comments as set out in Appendix A to paper RP/37/20 as the Authority's formal response to the consultation by Broxbourne Borough Council on the Main Modifications to the draft Local Plan; and
  - (2) a further letter be sent expressing the above concerns regarding policy GT1 Gypsy and Traveller sites Wharf Road was approved.

Gordon Nicholson abstained from this agenda item.

**89 PLANNING CONSULTATION BY LONDON LEGACY DEVELOPMENT CORPORATION, QUEEN ELIZABETH OLYMPIC PARK, STRATFORD, E20 2ST LEGACY COMMUNITIES SCHEME BIODIVERSITY ACTION PLAN 2019 – 2024 SUBMITTED PURSUANT TO SCHEDULE 10 OF THE LEGACY COMMUNITIES SECTION 106 AGREEMENT**

Paper RP/38/20

The report was introduced by the Policy Officer.

Member comments on the designation of area 1 'Development Platform' Lee Valley Hockey & Tennis Centre included:

- senior representatives of the London Legacy Development Corporation had expressed support for the Authority's strategy to maintain Lee Valley Hockey & Tennis Centre as a national venue, which were based on plans for the development platform and the Western Plaza, and that this should correlate with habitat mapping in the Legacy Communities Scheme Biodiversity Action Plan 2019-2024.
- (1) that the London Legacy Development Corporation be informed that the Authority is supportive of the Legacy Communities Scheme Biodiversity Action Plan 2019-2024 and the basis this provides together with the Lee Valley Regional Park Biodiversity Action Plan for joint working to enhance biodiversity across the Queen Elizabeth Olympic Park; and
  - (2) that clarification and amendments to the habitat mapping are sought as outlined below to ensure the Legacy Communities Scheme Biodiversity Action Plan 2019-2024 aligns with the existing habitat present within the Regional Park and the Authority's associated land management regime:
    - (a) Area 1 'Development Platform' Lee Valley Hockey and Tennis Centre – the development platform should be removed from the brownfield habitat type and re-designated as white land or temporary landscape as with other areas for development;

- (b) Area 2 Land to the east of the Lee Valley Hockey and Tennis Centre – this area should be changed to species rich grassland to match current management of the area;**
- (c) Area 3 Lee Valley Hockey and Tennis Centre – the designation for this site should be changed from brownfield habitat to species rich grassland;**
- (d) Area 4 and 5 Lee Valley Hockey and Tennis Centre – the hedgerows in the car park should be identified as part of the Biodiversity Action Plan habitat as should the biodiverse roof on the Lee Valley Hockey and Tennis Centre building and on the compound (in area 2);**
- (e) Area 6 Boundaries on eastern side of Lee Valley Hockey and Tennis Centre – whilst some areas have become scrub and woodland the brownfield habitat within this area should be noted; and**
- (f) Area 7 Lee Valley VeloPark – clarification is required as to why small sections are shown as 'Park Squares and Amenity Space' habitat was approved.**

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Chairman

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Date

The meeting started at 12.00noon and ended at 12.35pm

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**LEE VALLEY REGIONAL PARK AUTHORITY**

**REGENERATION AND PLANNING  
COMMITTEE**

**26 MARCH 2020 AT 11:30**

**Agenda Item No:**

**5**

**Report No:**

**RP/39/20**

**PLANNING CONSULTATION BY  
EPPING FOREST DISTRICT COUNCIL**

**NAZEING GLASS WORKS LTD, NAZEING NEW ROAD, NAZEING  
BROXBOURNE, EN10 6SU**

**APPLICATION FOR OUTLINE PLANNING PERMISSION FOR  
DEMOLITION OF ALL BUILDINGS AND STRUCTURES ON SITE AND  
COMPREHENSIVE MIXED USE DEVELOPMENT COMPRISING UP TO  
5,000sqm (GIA) FLOORSFACE FOR EMPLOYMENT USES INCLUDING  
RETAIL (CLASS A1), OFFICE (CLASS B1a), LIGHT INDUSTRIAL (CLASS  
B1c), HEALTH CARE (CLASS D1), LEISURE (CLASS D2), A MAXIMUM  
OF 230 RESIDENTIAL (CLASS C3) UNITS, THE FORMATION OF NEW  
PEDESTRIAN, CYCLE AND VEHICULAR CIRCULATION ROUTES AND  
MEANS OF ACCESS, NEW PRIVATE AND PUBLIC OPEN SPACE,  
PLAY SPACE, CYCLE AND VEHICULR PARKING**

Presented by Policy Officer

**SUMMARY**

The outline application seeks the redevelopment of a long standing employment site within the Regional Park known as Nazeing Glass Works, to provide a mix of employment and residential units. The Authority's Park Development Framework Area Proposals anticipated change within existing sites such as this and seek to ensure improvements can be secured for the Park through high quality development and measures that will enhance boundary treatments and open space and help reduce disturbance and visual impact. The redevelopment of the site incorporates open space provision, landscaping and proposes relevant ecological features and enhancements. Officers have also had a number of discussions with the applicant concerning Section 106 contributions towards habitat and access enhancements within the adjoining Park area.

The report recommends that no objection is raised to the redevelopment of what can be categorised as a brownfield site, subject to a number of conditions being imposed on any grant of consent by Epping Forest District Council relating to the final appearance of the buildings, the production of a lighting strategy and incorporation of

the ecological measures identified in the ecological assessment accompanying the application. A Section 106 Agreement is also sought to ensure terms are agreed to secure contributions towards habitat enhancements within the adjoining areas of the Regional Park and pedestrian access improvements so as to connect with the Lee Valley Walk and the Lee Valley Pathway. Indicative costs are specified in the attached Schedule at Appendix C.

## **RECOMMENDATIONS**

**Members Approve:**

- (1) that Epping Forest District Council be informed that whilst the Authority has no objection in principle to the current outline application it considers that conditions should be included in any consent granted to ensure:
  - a) details are provided on the final appearance of the development including its design and use of materials;
  - b) a detailed lighting plan or strategy is produced, based on the ecological surveys, to take particular account of the adjoining areas of the Regional Park and the habitats these contain;
  - c) the mitigation, compensation and enhancement measures recommended as a result of the ecological assessment are incorporated within the development, in particular:
    - i) planting of a new hedgerow along the north eastern boundary and planting up of gaps in existing hedgerow along the eastern and south eastern boundary to create a linking wildlife habitat and help prevent light spill;
    - ii) creation of a species rich rough grassland area within the south of the site to compensate for the loss of scrub habitat where the new access road is proposed;
    - iii) provision of an ecological corridor along the north eastern boundary – any play features to be kept separate to ensure a wildlife friendly environment; and
    - iv) production of a Construction Management Plan that includes a precautionary approach with regard to reptiles, noting that excavations should be covered at night – important for both Hedgehogs and Badgers.



- (2) the Council should consult the Authority on the above conditions in due course;
- (3) that if Epping Forest District Council are minded to approve the outline planning application, a Section 106 Agreement should be included and terms agreed to secure contributions towards habitat enhancements within the adjoining areas of the Regional Park and pedestrian access improvements to connect with the Lee Valley Walk and the Lee Valley Pathway as specified in the attached Schedule.

## **DESCRIPTION OF SITE**

- 1 The application site is an existing long standing employment site located within the Regional Park, to the south of the River Lee Navigation and Carthagenia. It is set back from Nazeing New Road behind a row of residential properties and sitting adjacent to its north and eastern boundary is a holiday caravan park. Further to the north is Nazeing South Lagoon, a Local Wildlife Site, which wraps around the south eastern boundary together with the open spaces of Nazeing Meads. Immediately to the north west is an existing commercial industrial site. Please refer to the Plan at Appendix A to this report.
- 2 The site comprises the Nazeing Glass Works Factory and associated shop together with various small commercial buildings, including offices, light industrial, retail educational/training and leisure uses. The existing buildings consist of one main continuous mass together with some smaller buildings and associated structures. These buildings comprise approx. 8,494sqm (GIA) of which the Nazeing Glass Works Factory comprises approx. 2,958sqm. The remaining buildings and areas of hardstanding and low grade internal roads account for over 60% of the site. The existing buildings are in poor condition – the Glass Works building comprises of a basic steel structure clad in corrugated iron and they are described as coming to the end of their natural life, with significant investment required to bring them up to modern standards.
- 3 A substantial area of open grassland occupies the south west component of the site which includes extensive mature tree planting along the western boundary adjacent to (i.e. behind) the existing residential properties. To the south of the grassed area is a densely vegetated habitat of scrub and trees which extends beyond the site boundary and within which lies the Nazeing Ditch. This section of the application site forms part of the Green Belt.
- 4 Access to the site is gained from Nazeing New Road along a poor quality narrow road which runs through the site and provides access to extensive areas of parking and the commercial units. There is a further small car park at the southern end of the road. Broxbourne Station is situated 900m to the north west (approx. 12 mins walk), a bus stop is located directly outside the site on Nazeing New Road and the Lee Valley Walk runs alongside the Navigation. To the south east lies the Lee Valley Pathway which passes along Nursery Road.

## **POLICY BACKGROUND**

- 5 The site is allocated within the current Local Plan (Combined Policies of Epping Forest District Local Plan 1998 and Alterations 2006) as an employment area

(policy E1) and this allocation is retained in the emerging Local Plan Submission Version 2017, where the site is identified as an Existing Employment Site NAZE E3. The general point of the Council's policy is to retain and enhance existing employment sites; proposals for the redevelopment, renewal and intensification of existing employment areas/uses will be encouraged. The change of use of existing employment sites will not normally be permitted unless it can be demonstrated that there is no longer a reasonable prospect of the site being used for the existing employment use.

- 6 The Council's biodiversity policy seeks to preserve and enhance biodiversity and networks of natural habitats (CP2 Combined Policies), and in the Submission Version Local Plan, states that all development should seek to deliver net biodiversity gain, integrating biodiversity within the development, and protecting and enhancing natural habitats (draft policy DM1).
- 7 The site is not identified as a housing site in the Submission Version Local Plan. The applicant is however making a case that as a brownfield site that does not complement the surrounding area it represents an opportunity for residential development as a sustainable alternative to future development in the Green Belt.
- 8 Housing policy H1 of the emerging Local Plan deals with housing mix and accommodation type – stating that this needs to be appropriate to the size, location and characteristics of the area. Policy H2 states that the Council will seek 40% affordable housing provision on sites capable of delivering 11 or more homes.
- 9 **Park Development Framework**  
Area 7.A.2 Proposals from the Park Development Framework (PDF) for "Wetland Park Central and East Nazeing Meads and Carthagena" apply in this case. These include Landscape proposals that seek to work with stakeholders to improve the impact on the Regional Park of industrial sites (and their intensification) structures and buildings through measures that contribute a reduction in noise, traffic generation, visual impact and intrusion. High quality development is to be sought and particular attention to be paid to enhancing the boundaries with open space. The site sits within the Landscape Strategy Character Area A3, an area with a coherent semi-natural character which should be protected, including wide open views across the lakes towards the largely undeveloped skyline to the east. The framework of mature trees that help create the rural landscape setting and the diverse and valuable wetland habitats should be conserved and enhanced.
- 10 Sport and Recreation proposals highlight the importance of angling within the area and that this should continue to be improved as a core activity on Nazeing Southern Lagoon. Circular walks within the Wetland Park are to be promoted linking together existing routes through Nazeing such as the Lee Valley Pathway and Walk. Biodiversity proposals seek to improve access to nature and the delivery of habitat improvements within the Wetland Park, such as waterway and ditch enhancements for wetland mammals e.g. Otter and Water Vole. Partnership working is required to bring the Nazeing Lagoons Local Wildlife Site into positive conservation management status taking account of their proximity to Lee Valley Special Protection Area (SPA).

## DESCRIPTION OF DEVELOPMENT

11. The outline application proposes the provision of 5,000sqm of employment floorspace comprising 960sqm (GIA) of office, 3025sqm (GIA) of light industrial and 1,015sqm (GIA) of flexible retail, leisure and health. The applicant is seeking to provide a range of units suitable for small to medium sized businesses. A degree of flexibility between the use classes is proposed to respond to market demand, but large scale Class B2 use is not considered appropriate. The Glass Works use will cease and it is understood the company are bringing to an end their commercial operations. The proposed mix of uses has the potential to create a minimum of circa 170 jobs (at present 134 employed on site).
12. Viability work submitted in support of the application states that a full re-provision of existing employment at the site is not viable and that an enabling residential element is required. The proposed development therefore seeks outline permission for 230 residential units, to be provided as a mix of 1 and 2 bed apartments (86 x 1 bed and 144 x 2 bed units are proposed). This accommodation will be provided at the upper levels of the proposed development. In accordance with the viability assessment a provision for 20% affordable housing has been made.
13. **Proposed Layout**  
The proposed development comprises 7 buildings ranging in height from 3 storeys to a maximum of 5 storeys; the tallest buildings are located in the centre of the site, those set back behind the existing residential properties are 4 storeys, whilst those along the north east boundary facing the caravan park step down to 3 storeys and are set back significantly from the site boundary. Please see illustrative drawings at Appendix B to this report. The Design and Access Statement (DAS) explains that scale, form and massing have been sensitively designed to respect views from surrounding natural waterside environment within the Regional Park. Illustrative building materials include timber cladding (both dark grey and off-white) with red brickwork, a mix of blue/grey slate and red clay tiles and the provision of four green roofs.
14. **Landscaping and Open Space**  
The outline proposal is described as 'design and landscape led' and includes areas of soft and hard landscaping, green roofs and new tree planting across a mixture of: public realm spaces, such as 'The Avenue', a tree lined shared access route through the centre of the site, incorporating play and small garden spaces. The proposal includes a variety of open and amenity spaces:
  - 6,715sqm communal (semi-private) podium garden;
  - 3,850sqm publicly accessible open space including pocket parks, play areas and landscaped public realm; and
  - 3,490sqm of private amenity space.

Natural informal play spaces are shown within the ecological corridor along the north eastern boundary and within the open space to the south east, which is to be landscaped to create an attractive site entrance with children's play space to be shared with residents and the local community. New public routes across and through the site for pedestrians and cyclists are to be provided and it is proposed these will link with the Regional Park and the wider route network.

**15 Biodiversity**

An ecological assessment including an extended phase 1 habitat survey has been carried out. This found that habitats on site were common and widespread with key features being the scrub to the south and boundary hedgerows. However, the surrounding habitat was assessed as good for bats with extensive riparian habitat, woodland and scrub. Likewise off-site riparian habitat was identified as providing potential habitat for Water Voles and Otter with the scrub and woodland area suitable for Hedgehogs and breeding birds.

**16 A range of mitigation, compensation and enhancement measures have been proposed including:**

- incorporation of a species rich grassland planting scheme and the creation of a rough grassland section in the south of the site to compensate for the loss of scrub habitat;
- planting of a new hedgerow along the north east boundary to screen the development from the caravan park and help prevent light spill onto the riparian habitat and planting up gaps in existing hedgerows;
- the green roofs proposed as part of the development to be planted as wildlife species rich roofs;
- Installation of bird and bat boxes including integral swift and bat boxes, inclusion of bee bricks and an insect hotel within the podium garden;
- planting of native shrubs and trees;
- provision of a lighting plan to be agreed with the local planning authority; this should demonstrate no excessive external lighting above current ambient levels along the boundary hedgerows;
- provision of noticeboards to raise awareness about the potential impacts of dogs on the Local Wildlife Sites and adjacent areas.

**17 Flood Risk**

The site falls within Flood Zone 3 and as such a Sequential Test has been carried out and accepted by the Council. A flood risk assessment has also been completed and has demonstrated that the development will be safe for its lifetime without increasing flood risk elsewhere and will reduce flood risk overall. A range of Sustainable Urban Drainage components are proposed as part of the development.

**18 Access and parking**

The outline application proposes a new access off Nazeing New Road to the south east of the existing. Access to and from the site will be split across the two with the existing access route providing the primary point of entry. Service vehicles would be restricted to this access. 324 car parking spaces will be provided, 50 for the employment component, 230 for residents either behind or beneath buildings (in an undercroft) and 44 visitor parking spaces. A total of 350 cycle parking spaces are proposed.

**19 Section 106**

The Planning Statement submitted with the application states that the applicant is proposing to enter into a Section 106 Agreement in order to make a financial contribution towards enhancing biodiversity surrounding the site and the enhancement of local movement routes and to connect directly to walking routes to the River Lee Navigation towpath. Contributions towards improving the local bus service are also proposed.

## PLANNING APPRAISAL

### 20 Principle of Development

The majority of the application site is a well-established employment site within the Regional Park. As such the principle of redeveloping this site for a mix of employment units with residential above is accepted. The area on the southern corner of the site designated as Green Belt will be retained as open space but will also accommodate a new secondary access road into the site. The drafting of PDF Area Proposals anticipated change within existing sites such as this and as per the Landscape Proposals under 7.A.2, seek to ensure improvements can be secured for the Park through high quality development and measures that will enhance boundary treatments and open space and help reduce disturbance and visual impact.

21 The proposed mix of uses is not fully in accordance with the Local Plan policy, particularly in terms of the percentage of affordable housing and mix of unit types, but it is understood this has been the subject of three pre-app sessions and remains a matter for the local planning authority to resolve.

22 This is an outline application, the only matter reserved for future consideration is the appearance. The DAS does however include considerable detail on the materials, design and treatment of the built form with illustrative content as to how the development might appear.

23 The main issues for the Authority are how the proposals relate to and impact upon the adjoining areas of the Regional Park - the open spaces of Nazeing Meadows, the Nazeing South Lagoon and associated fishery, the River Lea Navigation and Carthagenia. Assessment is proposed in respect of the:

- impact on the visual, landscape and recreational amenity of the Park;
- ecological impact; and
- opportunities to enhance the Park through Section 106 contributions.

### 24 Impact on the visual, landscape and recreational amenity

The application proposes to replace 1 and 2 storey buildings with a mix of 3, 4 and 5 storeys across the site. Consideration has been given to the amenity of the adjoining areas of the Park, particularly along the north and south eastern boundaries in that the taller buildings are concentrated in the centre of the site. Buildings along the north eastern boundary step down to 3 storeys and there is a general approach of varying heights and pitched roof forms which help to break up the massing and reflect the varying scale of development within the area. Much of the car parking is accommodated within the sub-basement beneath the podium of the northern buildings and new landscaped areas are proposed along the north eastern boundary, to form an ecological/play corridor, between the residential blocks as communal gardens and along the south eastern boundary where the existing wooded area is to be retained and enhanced as a woodland play area.

25 The Viewpoint Assessment provided as part of the Heritage, Townscape and Visual Impact Assessment demonstrates the level of change introduced by the proposed development from a number of viewpoints within the Park and along Nazeing New Road. In views across from Nazeing South Lagoon, the development will be visible between and above the existing tree line when looking at the site, but it will not appear unduly dominant - the variation in roof pitches and use of materials (timber cladding at upper levels is proposed) will be

important to ensure the mass is broken up. Parts of the development will also be visible from the Nazeing New Road bridge over the River Lee Navigation and further north from Meadgate Road. Again although discernible the varied roof form and proposed use of materials will assist in limiting the visual impact given existing tree cover.

- 26 The most obvious change in view will be experienced from those using the informal path that passes along the southern boundary of the Nazeing South Lagoon, a popular angling venue within the Nazeing Meads Lagoons complex. Along this boundary the development will be set back to allow for a 15m ecological corridor (within the site) with native tree and hedgerow planting. The east facing façade to the four blocks (3 storey) will use small windows to minimise overlooking (to the caravan park) and no balconies are proposed. On balance the Viewpoint Assessment considers this to have a minor beneficial impact compared with the existing 1 and 2 industrial storey units immediately abutting the caravan site.
- 27 In all the above considerations the final appearance, design and use of materials will be important in ensuring the development minimises its impact on the adjoining Park areas and the Authority should be consulted on any future reserved matters application should outline permission be granted.
- 28 The inclusion of a range of open spaces and public realm within the proposed development is welcomed. This will help cater for the recreational open space needs that result from the significant increase in the number of people working and living on the site. Nonetheless there will be increased local recreational pressure on the waterside environment, habitat and open spaces of the Park within this area, and the Authority would wish to see a financial contribution made towards local landscape and habitat enhancements within the Park to help mitigate for this impact.
- 29 The DAS references the potential for the development proposal to connect with the Park and improve local habitat and references the Authority's Environmental Strategy for Carthageana – an area of Park which lies to the north of the application site and for which a landscape scheme has been designed to enhance its recreational opportunities and waterside habitat.
- 30 The development layout has been structured around the existing access through the centre of the site – to be developed as 'The Avenue', a tree lined shared access route serving the proposed commercial frontages and interspersed with pocket parks. The applicant is keen to link this route into the surrounding recreational pedestrian and cycle network such as the Lee Valley Walk to the north which runs along the Lee Navigation and connects into Carthageana and the wider Regional Park. An option to connect with the Lee Valley Pathway in the east along Nursery Road is also outlined. The Authority has discussed this option with the applicant as an existing informal path already exists across the old Nazeing airfield site.
- 31 **Ecological Impacts**  
The range of mitigation, compensation and enhancement measures recommended by the ecological assessment accompanying the application (see paragraph 16 above) should be incorporated within the development and the Authority would wish to see conditions imposed on any grant of consent to this effect.

- 32 Of particular importance to the Authority in terms of maintaining and enhancing biodiversity within the Park is the:
- planting of a new hedgerow along the north east boundary to screen the development from the caravan park and planting up gaps in existing hedgerows, including the existing hedgerow along the eastern and south eastern boundary adjacent to the Park. This is important to create a linking wildlife habitat and help prevent light spill onto the nearby riparian habitat;
  - creation of a rough grassland section in the south of the site to compensate for the loss of scrub habitat where the new access road is proposed. Species rich grassland is a Lee Valley Biodiversity Action Plan habitat and the proposal to also include a LEAP or children's play space within this area will require careful management – use of natural play features might work better in terms of also enhancing biodiversity;
  - provision of an ecological corridor along the north eastern boundary should be kept separate from any play features to ensure a wildlife friendly environment along this boundary;
  - installation of bird and bat boxes and provision for insects and bees is welcome;
  - production of a Construction Management Plan that outlines the precautionary approach recommended with regard to reptiles and noting that excavations should be covered at night – important for both Hedgehogs and Badgers.

The Authority has discussed with the applicant developer contributions towards habitat enhancement along the edge of the Nazeing South Lagoon and habitat works along Nazeing Ditch which lies within the existing area of woodland and scrub outside but adjacent to the application site.

- 33 The provision of a lighting plan should also be conditioned. Officers would wish to be consulted on this as the adjoining areas of the Park would be particularly sensitive to light pollution and the ecological assessment has demonstrated the importance to wildlife of the adjoining woodland, scrub and riparian habitat.
- 34 **Section 106**  
In pre-application meetings with the applicant officers suggested and discussed a number of enhancements within the adjoining areas of the Park and the applicant has expressed a willingness to make a financial contribution via a Section 106 Agreement in respect of biodiversity and access improvements as referenced in the Planning Statement.
- 35 An indicative list of works with outline costings is included at Appendix C and this has been forwarded to the applicant for consideration. The main items include:
- a) access, landscape and habitat works at Carthagea – the 'Carthagea scheme'. Contributions to the costs of the Carthagea scheme which were sent across to the applicant over a year ago would be in the region of £250k - design work and approval in principle has already been secured for this project. Access links through to the Lee Valley Walk could be prioritised;
  - b) footpath improvements to connect with the Lee Valley Pathway at Nursery Road and the Lee Valley Walk along the Lee Navigation. Improvements to the recreational path network that links to Nursery Road would need to be sited away from the edge of the lagoon in all

cases and located within the application site along its southern boundary;

- c) habitat enhancements around the Nazeing Meads South Lagoon including works to Nazeing Ditch. Contributions towards habitat enhancement along the edge of the Nazeing South Lagoon will assist in bringing the Nazeing Lagoons Local Wildlife Site into positive conservation management status, taking account of their proximity to Lee Valley SPA.

36 This approach in terms of improving open space close to the development site which could be regarded as a SANG (Suitable Alternative Natural Green Space) would be in line with Epping Forest District Council's emerging policy stance in seeking to mitigate the adverse impacts of traffic on the Epping Forest Special Area of Conservation (SAC)

37 **Conclusion**

On balance the proposed redevelopment of this existing employment site is acceptable; its impact on the visual and recreational amenity of the Park has been mitigated to some extent through its landscape treatment and the provision of open space within the site, although the Authority would wish to be consulted on any reserved matter details on the appearance. The inclusion of habitat features as proposed in the application and as recommended in the ecological assessment would also go some way to enhance the biodiversity of the site compared to the existing, although no formal biodiversity net gain calculation has been included. A lighting strategy and long term management plan should also be produced for consideration.

38 Further access and habitat enhancements are however required to assist in mitigating the impact of the development and these have been discussed with the application prior to submission of the application. A list of proposed projects with indicative costs is attached and it is proposed these form the basis of a draft Section 106 Agreement should the application be granted consent.

**ENVIRONMENTAL IMPLICATIONS**

39 These are addressed in the body of the report.

**FINANCIAL IMPLICATIONS**

40 There are no financial implications arising directly from the recommendations in this report.

**LEGAL IMPLICATIONS**

41 Planning applications referred to this Authority are submitted under the consultative arrangements of Section 14 (4-7) of the Lee Valley Regional Park Act 1966 (the Park Act). The Park Act requires a local planning authority to consult with the Authority on any planning application for development, whether within the designated area of the Park or not, which might affect any part of the Park.

42 The Park Act enables the Authority to make representations to the local planning authority which they shall take into account when determining the planning application.



## **RISK MANAGEMENT IMPLICATIONS**

- 43 There are no risk management implications arising directly from the recommendations in this report.

## **EQUALITY IMPLICATIONS**

- 44 There are no equality implications arising directly from the recommendations in this report.

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## **BACKGROUND REPORTS**

Application Papers 20.007

January 2020

## **APPENDICES ATTACHED**

Appendix A	Plan of the application site
Appendix B	Illustrative overview of proposed scheme
Appendix C	Schedule of Section 106 Projects

## **LIST OF ABBREVIATIONS**

PDF	Park Development Framework
SPA	Special Protection Area
DAS	Design and Access Statement
SANG	Suitable Alternative Natural Green Space
SAC	Special Area of Conservation
the Park Act	Lee Valley Regional Park Act 1966

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**Extracts from Design and Access Statement – illustrative overview and below illustrative building heights**







**Schedule A Section 106 Projects**

Proposal	Indicative costs
Carthagera Scheme – contribution towards access, landscape and habitat works identified as per the 2017 landscape design	£250k
Access improvements to link Nazeing Meads through to Nursery Road: <ul style="list-style-type: none"> <li>• 400 m path section (2m wide spay chip) @ £45 per linear metre</li> <li>• 800m of stock fencing and associated infrastructure (e.g. gates).</li> </ul> <p>Note this would need to be sited away from the edge of the lagoon in all cases and may include a section located within the application site along its southern boundary.</p>	£18K £6.5k
Works to Nazeing ditch to remove some trees to open up the light and increase marginal vegetation to improve habitat for Water Voles which have been recorded here. <ul style="list-style-type: none"> <li>• 150m of ditch enhancements</li> </ul>	£3.5K
Habitat improvements to the lake edges on Nazeing Meads	£10K
Grassland restoration on Nursery Lane Farm Fields. <ul style="list-style-type: none"> <li>• Fencing (including preparatory clearing of the fence line) and water supply</li> <li>• External grazer (for a 5 year period)</li> </ul>	£10k £25k
Installation of a Common Tern nest raft on Nazeing North Lagoon	£8k
<b>Total</b>	<b>£331k</b>

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**LEE VALLEY REGIONAL PARK AUTHORITY**

**REGENERATION AND PLANNING  
COMMITTEE**

**26 MARCH 2020 AT 11:30**

**Agenda Item No:**

**6**

**Report No:**

**RP/40/20**

**PLANNING CONSULTATION BY  
EPPING FOREST DISTRICT COUNCIL**

**OAK TREE FARM, PAYNES LANE, NAZEING EN9 2EY**

**APPLICATION FOR PLANNING PERMISSION FOR THE SITING OF  
5 NO. CHALET LODGES (CARAVANS) FOR  
HOLIDAY ACCOMMODATION PURPOSES**

Presented by Policy Officer

**SUMMARY**

The application proposes the erection of 5 holiday chalets within the River Lee Country Park to the west of Paynes Lane close to Holyfield Lake. Insufficient information has been provided to fully assess the proposal both in terms of its Green Belt location and in particular in terms of its impact on the adjacent Local Wildlife Site and protected species known to be present in the vicinity. Biodiversity impacts should be a material consideration in this case and the lack of information on this matter together with other concerns requires the Authority to lodge an objection in this case.

**RECOMMENDATIONS**

Members Approve:

- (1) that Epping Forest District Council be informed that the Authority objects to the current application on the grounds that:
  - a) insufficient information has been supplied to demonstrate the special circumstances that apply for the development of 5 holiday chalets at this isolated location in the Green Belt within the Regional Park;
  - b) there is currently no accompanying ecological appraisal available for this proposal and as such there is insufficient information on which to assess the

application for biodiversity impacts which should be a material consideration in this case;

- c) further detail is required in respect of lighting and vehicle access to the site in order to fully assess impacts on biodiversity and recreational activity.
- (2) if the District Council are minded to grant planning consent without the required ecological reports, the Authority would wish to see the following conditions attached to any permission:
- timing of works to avoid nesting bird season;
  - construction plan to include protection measures for Badgers (e.g. holes covered or escape ramps);
  - a lighting plan for biodiversity agreed to avoid light spill into surrounding areas which would affect sensitive species including Bats, Badgers and Otters. In particular, a dark corridor to be maintained in the woodland and scrub edge to Holyfield Lake;
  - use of locally native species in planting plans; and
  - the Authority should be consulted on the above details and plans in due course.

## **DESCRIPTION OF SITE**

- 1 The application site is situated on the western side and at the southern end of Paynes Lane and forms part of agricultural land associated with Oak Tree Farm. It is an isolated location within the Metropolitan Green Belt; to the west the site is bounded by Holyfield Lake, a Local Wildlife Site, and to the south are fields and Langridge Farm. Further out, to the east of the site and Paynes Lane, are nurseries including the large scale Valley Grown Nursery glasshouses. However, the predominant character of the area is that of open land. Please refer to the plan at Appendix A to this report.
- 2 The site encompasses an area of a 1.53ha broadly rectangular in shape positioned adjacent to Holyfield Lake; at this time of year the site presents as a field of rough grassland. An access track passes between the site and the bankside edge of the lake which is well vegetated throughout (woodland and scrub) and incorporates fishing stances. A hedgerow borders the western edge of the application site.
- 3 The access track connects to Green Lane to the north and is a partial reinstatement of the former haul road used as part of the previous gravel extraction works which were widespread in this area. The applicant has

planning permission to use this track as an agricultural access to Oak Tree Farm; although it is presumed the main access to the Farm is still via Paynes Lane. It is this access route that is included in the applications' red line boundary. In the south the track continues alongside the Lake and towards Langridge Farm. An informal way through to the east is possible on foot but this is not a public right of way.

- 4 Oak Tree Farm and the application site are located within the Regional Park and form part of the River Lee Country Park (RLCP). The adjacent Holyfield Lake is an important angling site within the RLCP and a number of angling clubs and societies operate on a licenced basis from the bankside. The water is also used by the Fishers Green Sailing Club who are located on the eastern bank further to the south. As a Local Wildlife Site the Lake is an important wetland habitat and also acts as a refuge and alternative to the Turnford and Cheshunt Pits Site of Special Scientific Interest (SSSI) – part of the Lee Valley Special Protection Area (SPA), providing habitat for over wintering and breeding birds.

## POLICY BACKGROUND

- 5 The site is designated as Green Belt and policy in both the current Local Plan (Combined Policies of Epping Forest District Local Plan 1998 and Alterations 2006) and the Submission Version Local Plan 2017 (draft Local Plan) is clear that planning permission will not be granted for inappropriate development, except in very special circumstances. This is in accordance with national policy. Construction of new buildings are considered inappropriate development unless an exception to this policy can be demonstrated on the grounds, in this case, of the *"Provision of appropriate facilities for outdoor sport, outdoor recreation and for cemeteries, as long as any development preserves the openness of the Green Belt and does not conflict with the purposes of including land within it"*, (draft Local Plan policy DM4 Green Belt).
- 6 Policy in the adopted Local Plan seeks to preserve and enhance the biodiversity and networks of natural habitats of the area (Core Policy 2). The draft Local Plan Policy DM1 on habitat protection and improving biodiversity seeks to ensure development delivers net biodiversity gain in addition to protecting existing habitat and species. Development proposals should seek to integrate biodiversity through their design and layout.
- 7 Development proposals which are likely to have a negative impact on a locally designated site such as a Local Wildlife Site will only be permitted where the benefits of the proposed development clearly outweigh the value of ecological features adversely affected and there are no appropriate alternatives. Policy DM1 (G) also states that:  
*"where there are grounds to believe that a Protected Species, Priority Species, Priority Habitat or other valuable habitat may be affected by proposed development, applicants must provide a full survey and site assessment to establish the extent of potential impact. This evidence should inform appropriately designed plans and mitigation measures."*

Ecological information must be supplied in accordance with BS 42020 2013 for all relevant planning applications.

- 8 The draft Local Plan also includes policy for the Visitor Economy E4 (1) which seeks to support the development of high quality visitor accommodation, in particular accommodation linked to outdoor sport and activity hubs in the Lee

Valley Regional Park, and visitor accommodation of an appropriate scale and type that makes use of existing buildings and strengthens existing rural leisure businesses.

- 9 Area 6.A.4 Proposals from the Park Development Framework (PDF) for "the River Lee Country Park" apply in this case. These include Sport & Recreation proposals to protect and improve the fisheries and to manage and promote sailing at Holyfield Lake, to improve visitor access particularly at entrance points to the RLCP along Paynes Lane and Green Lane and in terms of biodiversity to protect, enhance and manage the mosaic of open water, scrapes, meadows floodplain grassland to improve ecological value and species diversity. Non designated waterbodies are to be managed in accordance with their role in supporting the wider SPA.
- 10 Landscape proposals seek to conserve and enhance the secluded rural character and high ecological value of RLCP with positive conservation and management of diverse wetland habitat, balanced with the provision of recreation and enjoyment of the landscape. Visitor hubs are identified at Fishers Green, Broxbourne Riverside and at Cheshunt Station and Pindar.

## **DESCRIPTION OF DEVELOPMENT**

- 11 The application proposes the erection of 5 single storey holiday chalets with cedar clad walls and pitched dark grey tiled roofs. From the drawings provided each chalet is approximately 4 metres in height by 19 meters in length, with 2 double and 1 single bedroom. A wide veranda wraps around the front and one side of each chalet and includes a hot tub in one corner.
- 12 Car parking provision is provided alongside each chalet for 2 cars and a total of 30 cycle spaces are also specified, although it is unclear where these would be accommodated. Two existing access roads are shown, one off Paynes Lane in the east and one along the track from the north which links through to Green Lane, but it is not clear from the plans which will be used for the holiday chalets.
- 13 The site block plan shows proposed flower meadow planting alongside and to the east of each chalet and the proposed planting of 3 or 4 oak trees in association with each plot. No other details are provided. Please see the site plan and proposed elevation drawing at Appendix B to this report.

## **PLANNING APPRAISAL**

- 14 The provision of visitor accommodation within the Regional Park is, in general, an acceptable use. Opportunities for visitor accommodation are identified in the Authority's PDF, usually in association with popular visitor hubs such as the Lee Valley Park Farm, as part of the Broxbourne Gateway (Old Mill and Meadows) or as part of established sites such as Dobbs Weir Caravan Park. Most of these sites are also in the Green Belt but are already developed sites forming part of a wider leisure and recreation offer.
- 15 The current proposal is located on a somewhat isolated and open site in the Green Belt and no evidence has been supplied to demonstrate the special circumstances that might apply for this proposal in this situation. The 5 chalets, the access road and associated hard standing for car parking are situated some distance away from existing properties at the end of Paynes Lane and will introduce a new and quite stark built presence adjacent to Holyfield Lake,

interrupting the more rural and open landscape character of the area. An explanation for why this location is preferred or is considered more suitable than one closer to the farm buildings is required.

- 16 It is also of concern that no accompanying ecological appraisal is available for this proposal. As such there is insufficient information on which to assess the application for biodiversity impacts which should be a material consideration in this case given its location adjacent to a Local Wildlife Site – Holyfield Lake and its proximity (under 800m) from the Lee Valley SPA/Turnford and Cheshunt Pits SSSI.
- 17 Holyfield Lake forms part of the Lee Valley South Local Wildlife Site and is important for its bird populations, aquatic invertebrates, aquatic mammals (Otters and Water Voles), wildlife corridor function and swamp communities. This extensive site provides much additional and extremely valuable habitat next to Turnford and Cheshunt Pits SSSI that are of national importance for over-wintering and breeding birds. Both the District Council and the Authority have strong policies and proposals that seek to protect and improve biodiversity, both existing habitat and species and to ensure development delivers net biodiversity gain.
- 18 There is currently low level informal recreational usage in this area by walkers, dog walkers and anglers. Fishing stances are provided at intervals around the Lake but this use is managed under license by the angling clubs. PDF Area Proposals are focused on improving the fisheries, enhancing visitor access and protecting and enhancing biodiversity. With no lighting in the immediate area the woodland and scrub edge of the lake provides a dark corridor which is of benefit to wildlife.
- 19 Increases in light and noise from the proposed Chalets could have impacts on protected species such as Bats using this corridor. Other protected species known to be in the immediate area include: Otter, Water Vole, Badgers, and Grass Snakes may also be present. Several Skylarks (UK red list) were seen on a site visit, over the development site and the surrounding fields which provide potential breeding habitat for these and other ground nesting birds. No lighting information is supplied with the application and there is only limited detail about the proposed wildflower meadow sections and planting of individual oak trees. It is also understood that the site has potentially contaminated land due to former use as a landfill for soil and demolition waste. Although a matter for the Council to resolve this may impact planting proposals and public recreational use of the site.
- 20 Clarification on the which route will be used as the main vehicular access to the site is also required, particularly given the access track from Green Lane is used by walkers and anglers.
- 21 In conclusion the lack of supporting information to justify the development's location in the Green Belt, the need for an ecological assessment and appraisal, and the lack of a lighting plan and detail on access to the site means that it is not possible to adequately assess the application and an objection to the proposal is therefore recommended.

## ENVIRONMENTAL IMPLICATIONS

- 22 These are addressed in the body of the report.

## **FINANCIAL IMPLICATIONS**

- 23 There are no financial implications arising directly from the recommendations in this report.

## **LEGAL IMPLICATIONS**

- 24 Planning applications referred to this Authority are submitted under the consultative arrangements of Section 14 (4-7) of the Lee Valley Regional Park Act 1966 (the Park Act). The Park Act requires a local planning authority to consult with the Authority on any planning application for development, whether within the designated area of the Park or not, which might affect any part of the Park.
- 25 The Park Act enables the Authority to make representations to the local planning authority which they shall take into account when determining the planning application.

## **RISK MANAGEMENT IMPLICATIONS**

- 26 There are no risk management implications arising directly from the recommendations in this report.

## **EQUALITY IMPLICATIONS**

- 27 There are no equality implications arising directly from the recommendations in this report.

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## **BACKGROUND REPORTS**

Application Papers 20.019

February 2019

## **APPENDICES ATTACHED**

Appendix A	Plan of the application site
Appendix B	Site Plan showing location of chalets
Appendix C	West elevation of proposed chalet

## **LIST OF ABBREVIATIONS**

PDF	Park Development Framework
SPA	Special Protection Area
SSSI	Site of Special Scientific Interest
RLCP	River Lee Country Park
the Park Act	Lee Valley Regional Park Act 1966



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CLIENT: MR & MRS K J O'CONNOR  
 PROJECT REF: 1900110  
 PROJECT: PROPOSED HOLWAY ACCOMMODATION AT GARTREE FARM  
 DRAWING TITLE: SITE BLOCK PLAN  
 SCALE (A3/D3-A3): 1:500  
 DATE: NOV 2019  
 DRAWN BY: JH  
 CHECKED BY: SH

Notes: LOCATION & BLOCK PLANS CONTAIN DATA SOURCED FROM ORDNANCE SURVEY:  
 © 2019 CORIN CORP AND SATURNUS ESTATE OS 1000000 & 1000000

UNLESS OTHERWISE STATED, THESE DRAWINGS, EXCEPT TREE CANOPY AND VEGETATION IS TRANSLATED FROM  
 ORDNANCE SURVEY AERIAL PHOTOGRAPHY. WHILE EVERY CARE HAS BEEN TAKEN TO CORRELATE DATA  
 SOURCES, LAUNCHING FEATURES SHOULD BE SOLELY CONSIDERED INDICATIVE OF COVERAGE & SPREAD AT  
 THE DATE OF SURVEY.

## SITE BLOCK PLAN - PA-02

THIS VERSION: DEC 2019

HOLWAY ACCOMMODATION PLANS



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**Notes:** THIS SET OF DRAWINGS IS BASED UPON UNIT 1 - SEE PS-05 FOR PROPOSED LAYOUT  
UNITS 2 - 5 HAVE BEEN ATTEMPTED BUT COASTAL BEARING AFTER ACCORDING TO SETTLING.  
TIDES AND FLOODING SHOW ARE INDICATIVE ONLY.

THIS VERSION: Dec 2009  
HOLIDAY ACCOMMODATION PLAN v2

