

RODING VALLEY LOCAL PLAN

FIRST ALTERATION



Epping Forest District Council

1990

THIS DOCUMENT AND HOW TO READ IT

The Roding Valley Local Plan should be read in conjunction with this document - the Roding Valley Local Plan : First Alteration. The revised policies and text in this document supersede those in the Roding Valley Local Plan.

Following the section outlining the background to the alterations, this document takes the form of a schedule. The schedule works through the alterations, additions and deletions to the policies and supportive text in the same sequence in which they feature in the Plan and under the same headings. As in the Roding Valley Local Plan, the policies are printed in capital letters, the explanatory notes (to assist in interpreting the policy) are in italics, and the background text (explaining the need for a policy) is in ordinary print.

The first column in the schedule sets out the existing policy or text which is to change; the second outlines the reasons for the changes; and the third incorporates the new policy or text together with a statement as to the effect upon the Proposals Map where applicable.

These alterations do not feature on the Proposals Map. Where there is any change which would have a bearing upon the Proposals Map this is shown on the plans at the back of this document. As far as possible the same notation as on the original Proposals Map has been used, except where this might cause confusion.

BACKGROUND

The Roding Valley Local Plan was formally adopted on 15th April 1986. Prior to that the Plan had been used informally since May 1984, and was based on information and research dating back to the late 1970's and early 1980's. Even in 1985 it had become obvious that certain trends and pressures for development were such that some of the policies in the Plan required strengthening and modification.

Two reviews of the Plan in 1985 led to the approval of informal alterations to the plan (approved on 25th June and 17th September 1985). On 2nd June 1987 the Council's Development Committee resolved that the Plan should be formally amended. Many of the alterations involve giving these informal changes greater status through the statutory process. These deal mainly with *Loughton Town Centre*, and *commercial/shopping policies*, especially in *Brook Parade*, *Chigwell* and *Queens Road*, *Buckhurst Hill*. Further changes were also required to reflect more recent Government advice and to amend policies that have proved ineffective.

A Consultation Draft containing alterations which the Council considered necessary was published in November 1987, and the comments of the public sought by 24th December 1987. Several observations and opinions were expressed and, as a result of these, and in order to maintain consistency with proposed changes to the Council's other local plans, some amendments were considered and agreed by the Council's Development Committee on 19th January 1988. The Draft First Alteration, as amended, was certified as being in general conformity with the Essex Structure Plan on 27th May 1988 and was placed on statutory deposit on 3rd June 1988. There followed a six week period, terminating on 15th July 1988, during which formal objections could be made.

The Council was able to resolve all objections except one. That single outstanding objection led to a Public Local Inquiry on 14th March 1989 which was heard by an Inspector appointed by the Secretary of State for the Environment. The Inspector's report was sent to the Council on 19th April 1989. The Council agreed with the Inspector's recommendation in his report and complied with it in its Draft First Alteration : Proposed Modifications of May 1989.

The Proposed Modifications were placed on deposit with the period for lodging objections or representations expiring on 18th October 1989. Only one objection was received, that being from the same objector as previously. This objection was considered by the Development Committee at its meeting in November 1989 when it was resolved that no alteration be made to the proposed modifications and that the necessary procedures to enable the adoption of the Roding Valley Local Plan : First Alteration be carried out as soon as practicable.

This document was then prepared and the Council published notice of its intention to adopt the Alteration. It then sent a certificate to that effect to the Secretary of State for the Environment in May 1990. There followed a 28 day period during which the Secretary of State could intervene prior to the adoption of the Alteration proceeding.

At its meeting on 3rd July 1990 the Council formally adopted the Roding Valley Local Plan : First Alteration in accordance with a recommendation of the Development Committee made in May 1990.

RESIDENTIAL DEVELOPMENT

APPROVED LOCAL PLAN POLICY WITH EXPLANATORY TEXT

REASON FOR ALTERATION/ ADDITION

POLICY AND EXPLANATORY TEXT AS AMENDED

In 1985 the Council decided to include policies in the Local Plans covering the district which would prevent overdevelopment of housing relative to the Structure Plan provision. By 1986 this provision for the period up to 1991 had already been exceeded in Epping Forest District. A new Policy (11A) is therefore to be included in the Plan after Paragraph 3.16.

11A WHEN DETERMINING MAJOR HOUSE-BUILDING PROPOSALS, THE DISTRICT COUNCIL WILL TAKE INTO ACCOUNT THE OUTSTANDING SUPPLY OF HOUSE-BUILDING LAND IN THE DISTRICT IN THE CONTEXT OF ESSEX STRUCTURE PLAN POLICIES AND LONGER TERM IMPLICATIONS FOR THE PROTECTION OF THE DEFINED METROPOLITAN GREEN BELT AND MAINTENANCE OF DEVELOPMENT OPPORTUNITIES WITHIN SETTLEMENTS.

Local Plan proposals, public or joint public/private sector schemes designed to meet urgent local needs, and renewals of or detailed modifications to outstanding permissions will not be resisted in the context of this policy.

The District Council will seek to control the take-up of housing land through phasing agreements or by refusing planning permission for other major housebuilding proposals. The objectives are to avoid excessive housebuilding in the short term and the premature exhaustion of longer-term housing land supply in the context of the housing provisions of the prevailing Essex Structure Plan, and therefore, to protect Metropolitan Green Belt boundaries defined in the Local Plan.

INDUSTRIAL DEVELOPMENT, OFFICES AND EMPLOYMENT

APPROVED LOCAL PLAN POLICY WITH EXPLANATORY TEXT	REASON FOR ALTERATION/ ADDITION	POLICY AND EXPLANATORY TEXT AS AMENDED
NEW INDUSTRIAL DEVELOPMENT		
<p>18 THE DISTRICT COUNCIL WILL NORMALLY REFUSE PLANNING PERMISSION FOR INDUSTRIAL, STORAGE AND DISTRIBUTION DEVELOPMENT EXCEPT ON SITES ALLOCATED IN THIS PLAN OR WITH ESTABLISHED USE RIGHTS FOR SUCH USES. PLANNING PERMISSION WILL NOT BE GRANTED FOR SPECIAL INDUSTRIAL DEVELOPMENT.</p>	<p>Government advice, in the form of Circular 16 of 1984, and the White Paper "Lifting the Burden", urge a less restrictive, more positive attitude towards industrial/commercial development, placing emphasis on the need to encourage such development in the absence of harm to interests of recognised importance. The District Council has acknowledged this change through a more positive wording to Policy 18.</p>	<p>18 INDUSTRIAL, STORAGE AND DISTRIBUTION DEVELOPMENT WILL BE ACCEPTABLE IN PRINCIPLE ON SITES ALLOCATED IN THIS PLAN OR WITH ESTABLISHED USE RIGHTS FOR SUCH USES EXCEPT WHERE THE SITE CONCERNED ACCOMMODATES FIRMS PROPOSED FOR RELOCATION (See Policies 20 and 21). PROPOSALS FOR SUCH USES IN OTHER LOCATIONS WILL BE TREATED ON THEIR MERITS. BUT THE DISTRICT COUNCIL WILL RESIST SUCH DEVELOPMENT WHICH WOULD CAUSE ENVIRONMENTAL NUISANCE OR WHICH IS UNACCEPTABLE FOR OTHER REASONS. PLANNING PERMISSION WILL NOT BE GRANTED FOR SPECIAL INDUSTRIAL DEVELOPMENT.</p>
<p><i>'Established use rights' applies to those premises with such rights on the date of adoption of this Plan, and premises granted consent subsequently. New firms with close connections within the District, intending to occupy up to 235 square metres gross floor-space on new sites, and otherwise complying with the policies of this Plan may be considered as exceptional cases, although not where 'special' industry is proposed. Limited expansion of existing small-scale (up to 235 sq. metres) industrial activities which are not proposed for relocation, on to adjacent sites or within their existing curtilages, may also be acceptable if otherwise compatible with this Plan. (See also policies 25, 26 and 27).</i></p>		<p><i>'Established use rights' applies to those premises with such rights on the date of adoption of this Plan, and premises granted consent subsequently. Limited expansion of existing small-scale (up to 235 sq. metres) industrial activities which are not proposed for relocation, on to adjacent sites may also be acceptable if otherwise compatible with this Plan. (See also Policies 26 and 27).</i></p>
OFFICES		
<p>24 THE DISTRICT COUNCIL WILL NOT NORMALLY GRANT PLANNING PERMISSION FOR NEW OFFICE DEVELOPMENT OUTSIDE THE COMMERCIAL AREAS DEFINED ON THE PROPOSALS MAP. PROPOSALS FOR MEDIUM-SCALE SCHEMES (I.E. THOSE COMPRISING OVER 235 SQUARE METRES OF ADDITIONAL GROSS OFFICE FLOORSPACE) WILL NOT BE FAVOURABLY CONSIDERED OUTSIDE THE AREA OF LOUGHTON TOWN CENTRE SHOWN ON THE PROPOSALS MAP.</p>	<p>The Council decided in 1985 that, as worded, the Local Plan gave insufficient protection to residential property in shopping centres, and in the secondary frontages of Loughton Town Centre in particular. In order to give this additional protection, in view of the demand for housing in the area and the need for activity after "normal" shopping times in shopping areas, two additional paragraphs, are now added to the italic note of Interpretation after Policy 24. The description of the area at Queens Road, Buckhurst Hill that is subject to this policy has been altered in accordance with the reasons given on page 8 following. Reference to Policy 25 has been removed because it is now deleted (see page 5).</p>	<p>24 THE DISTRICT COUNCIL WILL NOT NORMALLY GRANT PLANNING PERMISSION FOR NEW OFFICE DEVELOPMENT OUTSIDE THE COMMERCIAL AREAS DEFINED ON THE PROPOSALS MAP. PROPOSALS FOR MEDIUM-SCALE SCHEMES (I.E. THOSE COMPRISING OVER 235 SQUARE METRES OF ADDITIONAL GROSS OFFICE FLOORSPACE) WILL NOT BE FAVOURABLY CONSIDERED OUTSIDE THE AREA OF LOUGHTON TOWN CENTRE SHOWN ON THE PROPOSALS MAP.</p>
<p><i>The areas defined are Loughton Town Centre, the Queens Road Area, Buckhurst Hill, The Broadway Area of Debden North, Loughton, and Church Hill, Loughton. Where the proposal includes premises within a shopping frontage, planning permission may be conditional on a retail use being provided at ground floor level. The Westbury Lane frontage of the Upper Commercial Area of Queens Road, Buckhurst Hill is not to be developed separately from the Queens Road frontage. Exceptionally office development may be permitted elsewhere, if the proposal is for the limited expansion of existing office activities within their curtilages. (See also policies 12, 25, 26, 27 and 48 to 53).</i></p>		<p><i>The areas defined are Loughton Town Centre, Queens Road (east), Buckhurst Hill, The Broadway Area of Debden North, Loughton, and Church Hill, Loughton. Where the proposal includes premises within a shopping frontage, planning permission may be conditional on a retail shop being provided at ground floor level. The Westbury Lane frontage of the Upper Commercial Area of Queens Road, Buckhurst Hill is not to be developed separately from the Queens Road frontage. Exceptionally office development may be permitted elsewhere, if the proposal is for the limited expansion of existing office activities within their curtilages. (See also policies 12, 26, 27 and 48 to 53).</i></p>
		<p><i>No office development will be permitted which would result in the loss of a residential unit in that part of the Commercial Area of Loughton Town Centre outside the Main Frontages as defined in the Plan. Only in exceptional circumstances will such development be permitted in the Main Frontages.</i></p>

(Continued)

INDUSTRIAL DEVELOPMENT, OFFICES AND EMPLOYMENT

APPROVED LOCAL PLAN POLICY WITH EXPLANATORY TEXT

REASON FOR ALTERATION/ ADDITION

POLICY AND EXPLANATORY TEXT AS AMENDED

See Proposals Map.

25 THE DISTRICT COUNCIL WILL NOT NORMALLY GRANT PLANNING PERMISSION FOR ANY NEW INDUSTRIAL, STORAGE, DISTRIBUTION OR OTHER COMMERCIAL DEVELOPMENT EXCEPT IN THE FOLLOWING CIRCUMSTANCES:-

(i) WHERE THE DEVELOPMENT IS ONLY SMALL SCALE (COMPRISING SEPARATELY-OCCUPIED UNITS OF UP TO 235 SQUARE METRES GROSS FLOORSPACE);

OR WHERE THE PROPOSED OCCUPIERS ARE IN THE FOLLOWING CATEGORIES:-

(ii) BUSINESSES BASED WHOLLY OR MAINLY WITHIN EPPING FOREST DISTRICT;

(iii) BUSINESSES BASED OUTSIDE EPPING FOREST DISTRICT BUT OFFERING A SERVICE MAINLY TO THE LOCAL COMMUNITY;

(iv) NEW BUSINESSES WITH CLOSE CONNECTIONS WITHIN EPPING FOREST DISTRICT WISHING TO START UP IN THE AREA.

IN EXCEPTIONAL CIRCUMSTANCES, OCCUPANCY MAY ALSO BE PERMITTED BY INDUSTRIAL OR SERVICE BUSINESSES BASED IN THE ADJOINING LONDON BOROUGH, COUNTY

The southern end of Church Hill is on the fringe of Loughton Town Centre, the "centre of gravity" of which, from a retailing viewpoint, has moved northwards towards Church Hill. This has led to a change from residential to a mixture of commercial and residential properties, some of which are in the York Hill Conservation Area. The adopted Roding Valley Local Plan includes part of this area in the commercial area of Loughton Town Centre (Loughton Town Centre Inset - Proposals Map, Sheet 3) in order to recognise that some changes of use would be acceptable in principle. Pressure has however arisen for redevelopment and more comprehensive changes of character in this area which the Council wishes to prevent.

Policy 25 of the Adopted Roding Valley Local Plan sought to require a local need to be established before industrial development on more than a small scale will be permitted. Government advice states that such restrictions are not acceptable, particularly at a time when encouragement is being given to industry and commerce to develop for the benefit of the Country as a whole. Neighbouring local authorities have dropped similar policies, and this Council, following advice from Essex County Council, has already resolved to relax this restriction due to the recent economic climate. The District Council has therefore deleted Policy 25 from the Plan.

The loss of a residential unit will not, therefore, be permitted unless exceptional circumstances exist. Even where an essential service is proposed, this will not be a sufficient justification for departing from Policy 12 unless the applicant can demonstrate to the Council's satisfaction that no other premises are, or are likely to be available to accommodate the proposed use in accordance with the policies of this Plan. The fact that a residential unit above ground floor level is not, or has not been occupied for some time, prior to any application, will not be considered a justification for allowing a change of use, unless accompanied by written evidence that residential occupants have been impossible to find, or that separate access arrangements for ground and upper floors are both impractical and more particularly, are essential for the ground floor user.

Proposals Map, Sheet 3 - Loughton Town Centre is therefore now altered to remove the designation of "Commercial Area" from the southern end of Church Hill (see alteration of boundary on figure 1 at the back of this document).

Policy 25 is now deleted

INDUSTRIAL DEVELOPMENT, OFFICES AND EMPLOYMENT

APPROVED LOCAL PLAN POLICY WITH EXPLANATORY TEXT

REASON FOR ALTERATION/ ADDITION

POLICY AND EXPLANATORY TEXT AS AMENDED

DISTRICTS OR THE REMAINDER OF ESSEX, OR BY OTHER FIRMS WHICH THE DISTRICT COUNCIL CONSIDERS TO BE COMPATIBLE WITH THIS PLAN. THE COUNCIL WILL IMPOSE CONDITIONS ON ALL SUCH DEVELOPMENTS RESTRICTING OCCUPANCY FOR UP TO 10 YEARS TO A NAMED FIRM OR TO OTHER BUSINESSES COMPLYING WITH THIS POLICY.

Businesses based wholly or mainly in Epping Forest District refer to those with more than 50 per cent of their operational floorspace or workforce employed in that area at the time of the application. 'Service to the local community' means a service not provided already, or for which provision is not adequate, but which local residents might reasonably expect to have available. 'New businesses with close connections' are those being set up by residents of the District, people already working in the District or new businesses offering a service to the local community. N.B. Essex in the context of this Plan is the Administrative County of Essex. Only storage and distribution businesses with a local connection will be permitted to occupy premises/sites on the proposed Langston Road Industrial Estate (Policy 17).

TRANSPORT

APPROVED LOCAL PLAN POLICY WITH EXPLANATORY TEXT

- 5.30 **Public Transport.** Essex County Council is the local authority responsible for the co-ordination and financial support of public transport in Essex. Public transport services in the Plan area are limited to two branches of the Central Line Railway, operated by London Transport, and London Transport and London Country Bus Services. There are also a few private companies which run limited services in the area, e.g. Bordabus. Epping Forest District Council seeks to influence these bodies in order to maintain the services needed by the local community, and in exceptional circumstances may make small financial contributions.
- 5.31 Financial pressures are resulting in cutbacks in the public transport field and significant fare increases, reducing the ability of local people to reach their desired destinations by public transport. This reduction in accessibility could if continued, cause severe hardship, especially to the elderly and infirm, but also to the thousands of local people who commute to other areas to work. The District Council is therefore committed to taking all the steps it can to maintain essential public transport services.
- 5.32 The Central Line Railway has been under threat of service reductions, fare increases and station closures for some years. London Transport do not receive a subsidy for the operation of services on the Line in Essex, and despite repeated requests, the County Council has not sought available grant aid from Central Government and has so far refused to make direct financial contributions to ensure a continued service in the future. The line is essential for thousands of commuters resident in the Plan area, however, and the District Council therefore feels duty-bound to take every step it can to ensure that services are not cut back to an unacceptable extent.
- 5.33 All bus services in the Plan area are subsidised. In recent years, however, financial pressure on bus operators has increased as subsidies have been cut, and it has become harder for them to operate without financial deficit as the County Council has reduced spending on buses. As over half of the population of the Plan area still has no use of private transport, this pressure on public transport needs to be counter-balanced by support from the local authorities to ensure that everyone can reach essential destinations. In addition, use of public transport ought to be encouraged in the Plan area because of the increasing congestion on local roads especially in the central areas, caused by the rise in number of private vehicles. Keeping trips to a minimum will be one of only a few ways of reducing traffic congestion.

REASON FOR ALTERATION/ ADDITION

The advent of London Regional Transport and the deregulation of bus services have resulted in significant changes to public transport in the Plan area. To reflect these changes, several paragraphs in the Public Transport section need to be amended.

N.B. Policy 36, which relates to the Central Line Railway, remains unchanged.

POLICY AND EXPLANATORY TEXT AS AMENDED

- 5.30 **Public Transport.** Deregulation of bus services and new duties for London Regional Transport (LRT), Essex County Council (ECC) and Epping Forest District Council (EFDC) were introduced by the London Regional Transport Act 1984 and the Transport Act 1985. Both LRT and ECC can contract with bus operators to run services not operated commercially, and in the absence of such contract EFDC can also decide to seek tenders for services considered to be necessary.
- 5.31 Epping Forest District Council seeks to influence LRT as the organisation responsible for both the Central Line and for bus services into the London area and makes representations accordingly. The Council also makes representations to Essex County Council and bus operators in order to maintain the other services needed by the local community, and in exceptional circumstances may make finance available for the operation of services. A reduction in accessibility could, if continued, cause severe hardship, especially to the elderly and infirm, but also to the thousands of local people who commute to other areas to work. The District Council is therefore committed to taking all the steps it can to maintain essential public transport services. The Council is opposed to the severance of cross-boundary routes which are convenient for local people and truncation of routes for administrative reasons alone. The Council is in favour of integrated ticketing systems and seeks to encourage the extension of their use in the District because of the otherwise complicated and inconvenient procedures involved for the travelling public.
- 5.32 The Central Line Railway has been under threat of service reductions and station closures in the past. Since the creation of London Regional Transport, a commitment has been given to continued investment in the main line, which is essential for thousands of commuters resident in the Plan area. The District Council will take every step it can to ensure that services are not cut back to an unacceptable extent.
- 5.33 Both the number and frequency of bus services has declined in the past; the long term effects of deregulation remain to be seen. Over half of the residents of the plan area have no access to private transport for their essential journeys, and continued support by the Local Authorities will be required to ensure that every one can reach essential destinations. In addition, the use of public transport should be encouraged in the Plan area because of the congestion on local roads, especially in the central areas, caused by the rising number of private vehicles.

RETAILING AND ASSOCIATED DEVELOPMENT

APPROVED LOCAL PLAN POLICY WITH EXPLANATORY TEXT	REASON FOR ALTERATION/ ADDITION	POLICY AND EXPLANATORY TEXT AS AMENDED
See Proposals Map.	<p>Policy 50 appertains to the use of ground floor retail premises in the main shopping frontages. In 1985 the Council responded to problems with the interpretation of Policy 50 which arose from the inclusion of primarily residential areas within the defined shopping/commercial areas of Brook Parade, Chigwell and at the western end of Queens Road, Buckhurst Hill. Pressure was being experienced for changes of use away from residential purposes and the development for commercial uses to the potential detriment of the areas concerned. The decision was taken to redefine the boundaries of two of the shopping/commercial areas.</p> <p>The Draft First Alteration therefore proposed to alter the boundary of the shopping area at Brook Parade, Chigwell. It also proposed altering the boundary of the commercial area at Queens Road, Buckhurst Hill to exclude the residential units which was one of the two grounds of the objection resulting in a public inquiry. In the light of the Inspector's recommendations the boundary of the commercial area at the western end of Queens Road, Buckhurst Hill has now been redefined to provide a less tortuous one but to exclude a group of residential units.</p>	<p>The boundaries of the shopping centres at the western end of Queens Road, Buckhurst Hill and at Brook Parade, Chigwell (both of which feature on Sheet 2 of the Proposals Map) are now altered to those shown to on figure 2 and figure 3 respectively at the back of this document.</p>
See Proposals Map.	<p>As the western part of Queens Road (referred to above) is not a major shopping area, the Draft First Alteration also contained a proposal to delete the designated "Main Shopping Frontages" from it. This weakened the protection which had previously existed against the change of use of shops to services and other non-retail uses. Such changes of use would have undermined the role of the area as a local shopping facility. The "Commercial Area" has therefore been redefined as a "Shopping Area". It is therefore subject to Policy 53 which protects retail uses and essential local service units from changes of use in order to protect the local shopping function.</p>	<p>The "Commercial Area" (marked with a 'C') at the western end of Queens Road, Buckhurst Hill on the Proposals Map (Sheet 2) is now altered to a "Shopping Area". It is therefore now marked with an 'S' as shown on figure 2 at the back of this document. The "Main Shopping Frontages" are now deleted (see figure 2).</p>
<p>6.14 Outside Loughton Town Centre, there are two smaller shopping centres, at Queens Road, Buckhurst Hill with about 70 shops and The Broadway centre in north Loughton with about 50 shops, each with a smaller catchment area than Loughton Town Centre. Sainsbury's in the Broadway centre however, acts as a magnet for that centre and draws in significantly greater trade than a centre of its size would normally attract. There are numerous smaller shopping areas, ranging in size from Brook Parade, Chigwell, serving a large part of Chigwell, to individual shops serving small neighbourhoods. These facilities are of a purely local nature and supplement the larger centres, providing mainly convenience goods. Despite their small size, however, they are vitally important, especially to people who are unable to travel to the larger shopping centres on a regular basis.</p>	<p>The eastern end of Queens Road, Buckhurst Hill is a primary shopping area to which Policies 47 to 52 of the Adopted Roding Valley Local Plan apply. The western end of Queens Road is now a local shopping area to which Policies 47 to 49 and Policies 52 and 53 of the Adopted Roding Valley Local Plan apply. In order to clarify the different status of the eastern and western ends of Queens Road the word "east" is now inserted in brackets after Queens Road in the phrase "... Queens Road, Buckhurst Hill ..." in paragraph 6.14 and Policies 50, 51 and 53 of the Adopted Roding Valley Local Plan.</p> <p>N.B. The explanatory notes to Policy 50 are also amended (see page 9) as are those to Policy 51 (see page 11).</p>	<p>6.14 Outside Loughton Town Centre, there are two smaller shopping centres, at Queens Road (east), Buckhurst Hill and The Broadway centre in north Loughton each with about 50 shops and a smaller catchment area than Loughton Town Centre. Sainsbury's in the Broadway centre however acts as a magnet for that centre and draws in significantly greater trade than a centre of its size would normally attract. There are numerous smaller shopping areas, ranging in size from Brook Parade, Chigwell, serving a large part of Chigwell, to individual shops serving small neighbourhoods. These facilities are of a purely local nature and supplement the larger centres, providing mainly convenience goods. Despite their small size, however, they are vitally important, especially to people who are unable to travel to the larger shopping centres on a regular basis.</p>
<p>50 THE DISTRICT COUNCIL WILL NORMALLY RESIST THE CHANGE OF USE OF GROUND FLOOR RETAIL PREMISES IN THE MAIN SHOPPING FRONTAGES OF LOUGHTON TOWN CENTRE, THE BROADWAY, LOUGHTON AND QUEENS ROAD, BUCKHURST HILL, TO ANY OTHER CLASS OF USE, EXCEPT THE FOLLOWING:-</p>		<p>50 THE DISTRICT COUNCIL WILL NORMALLY RESIST THE CHANGE OF USE OF GROUND FLOOR RETAIL PREMISES IN THE MAIN SHOPPING FRONTAGES OF LOUGHTON TOWN CENTRE, THE BROADWAY, LOUGHTON AND QUEENS ROAD (EAST), BUCKHURST HILL, TO ANY OTHER CLASS OF USE, EXCEPT THE FOLLOWING:-</p>

(Continued)

RETAILING AND ASSOCIATED DEVELOPMENT

APPROVED LOCAL PLAN POLICY WITH EXPLANATORY TEXT

- (i) BANKING, OTHER FINANCIAL SERVICES INCLUDING BUILDING SOCIETIES.
- (ii) PROPERTY AGENTS' OFFICES.
- (iii) PUBLIC SERVICE ESTABLISHMENTS.
- (iv) PROVISION OF REFRESHMENTS, INCLUDING CAFES, WINE BARS AND TAKE-AWAY FOODSHOPS.

WHERE CHANGES OF USE TO THESE EXCEPTED USES WOULD RESULT IN AN UNDESIRABLE CONCENTRATION OF NON-RETAIL USES, THEN SUCH CHANGES OF USE WILL ALSO BE RESISTED.

51 PLANNING PERMISSION MAY BE GRANTED FOR THE DEVELOPMENT OF SERVICE USES OR FOR THE CHANGE OF USE OF RETAIL PREMISES IN THE SECONDARY FRONTAGES OF LOUGHTON TOWN CENTRE; QUEENS ROAD, BUCKHURST HILL AND THE BROADWAY SHOPPING CENTRE, LOUGHTON, WHERE THE PROPOSED USE IS APPROPRIATE TO THE FUNCTION OF THAT CENTRE.

53 OUTSIDE THE SHOPPING CENTRES OF LOUGHTON TOWN CENTRE, THE BROADWAY, LOUGHTON AND QUEEN'S ROAD, BUCKHURST HILL, THE DISTRICT COUNCIL WILL NOT NORMALLY GRANT PLANNING PERMISSION FOR THE CHANGE OF USE OF ANY RETAIL OR ESSENTIAL LOCAL SERVICE UNIT TO A DIFFERENT CLASS OF USE.

50 THE DISTRICT COUNCIL WILL NORMALLY RESIST THE CHANGE OF USE OF GROUND FLOOR RETAIL PREMISES IN THE MAIN SHOPPING FRONTAGES OF LOUGHTON TOWN CENTRE, THE BROADWAY, LOUGHTON AND QUEEN'S ROAD, BUCKHURST HILL, TO ANY OTHER CLASS OF USE, EXCEPT THE FOLLOWING:-

- (i) BANKING, OTHER FINANCIAL SERVICES INCLUDING BUILDING SOCIETIES.
- (ii) PROPERTY AGENTS' OFFICES.
- (iii) PUBLIC SERVICE ESTABLISHMENTS.
- (iv) PROVISION OF REFRESHMENTS, INCLUDING CAFES, WINE BARS AND TAKE-AWAY FOODSHOPS.

WHERE CHANGES OF USE TO THESE EXCEPTED USES

REASON FOR ALTERATION/ ADDITION

In 1985 the Council decided to alter the italic note after Policy 50 to provide additional guidance on how planning applications for changes of use to services in shopping areas, and take-away food premises in Loughton Town Centre, would be dealt with. This amplification of Policy 50 is needed to ensure that an over-concentration of such uses in shopping centres does not occur, whilst still permitting development appropriate in such locations.

The District Council originally intended to formally alter the Roding Valley Local Plan by incorporating three additional paragraphs in the note after Policy 50. However, following a study in Loughton High Road of:-

- (i) shopping trends and the views of shoppers and traders; and
- (ii) the impact of changes in retail and non-retail outlets;

the footnote has been further revised.

N.B. Policy 50 has been amended slightly to reflect the character of the western part of Queens Road, Buckhurst Hill (see page 8).

POLICY AND EXPLANATORY TEXT AS AMENDED

- (i) BANKING, OTHER FINANCIAL SERVICES INCLUDING BUILDING SOCIETIES.
- (ii) PROPERTY AGENTS' OFFICES.
- (iii) PUBLIC SERVICE ESTABLISHMENTS.
- (iv) PROVISION OF REFRESHMENTS, INCLUDING CAFES, WINE BARS AND TAKE-AWAY FOODSHOPS.

WHERE CHANGES OF USE TO THESE EXCEPTED USES WOULD RESULT IN AN UNDESIRABLE CONCENTRATION OF NON-RETAIL USES, THEN SUCH CHANGES OF USE WILL ALSO BE RESISTED.

51 PLANNING PERMISSION MAY BE GRANTED FOR THE DEVELOPMENT OF SERVICE USES OR FOR THE CHANGE OF USE OF RETAIL PREMISES IN THE SECONDARY FRONTAGES OF LOUGHTON TOWN CENTRE; QUEENS ROAD (EAST), BUCKHURST HILL AND THE BROADWAY SHOPPING CENTRE, LOUGHTON, WHERE THE PROPOSED USE IS APPROPRIATE TO THE FUNCTION OF THAT CENTRE.

53 OUTSIDE THE SHOPPING CENTRES OF LOUGHTON TOWN CENTRE, THE BROADWAY, LOUGHTON AND QUEEN'S ROAD (EAST), BUCKHURST HILL, THE DISTRICT COUNCIL WILL NOT NORMALLY GRANT PLANNING PERMISSION FOR THE CHANGE OF USE OF ANY RETAIL OR ESSENTIAL LOCAL SERVICE UNIT TO A DIFFERENT CLASS OF USE.

50 THE DISTRICT COUNCIL WILL NORMALLY RESIST THE CHANGE OF USE OF GROUND FLOOR RETAIL PREMISES IN THE MAIN SHOPPING FRONTAGES OF LOUGHTON TOWN CENTRE, THE BROADWAY, LOUGHTON AND QUEEN'S ROAD (EAST), BUCKHURST HILL, TO ANY OTHER CLASS OF USE, EXCEPT THE FOLLOWING:-

- (i) BANKING, OTHER FINANCIAL SERVICES INCLUDING BUILDING SOCIETIES.
- (ii) PROPERTY AGENTS' OFFICES.
- (iii) PUBLIC SERVICE ESTABLISHMENTS.
- (iv) PROVISION OF REFRESHMENTS, INCLUDING CAFES, WINE BARS AND TAKE-AWAY FOODSHOPS.

WHERE CHANGES OF USE TO THESE EXCEPTED USES

RETAILING AND ASSOCIATED DEVELOPMENT

APPROVED LOCAL PLAN POLICY WITH EXPLANATORY TEXT

WOULD RESULT IN AN UNDESIRABLE CONCENTRATION OF NON-RETAIL USES, THEN SUCH CHANGES OF USE WILL ALSO BE RESISTED.

The main shopping frontages are defined on the Proposals Map. Each case will be treated on its merits, but as a general guideline, in the main shopping areas the District Council will not grant permission for more than two non-retail units to operate side by side or more than one third of the frontage to be used for non-retailing purposes. Loughton Town Centre experiences special problems and this guideline may therefore be relaxed if the Council is satisfied that a change of use would result in the alleviation of servicing difficulties which cannot be resolved otherwise, and that additional on-street car parking will not result. In other centres opportunities for dispersal of service outlets elsewhere, the nature of the proposed use (including opening hours, type of window display, potential noise nuisance) relationship with nearby uses, and the adaptability of the building concerned for modern retailing, will also be taken into account.

REASON FOR ALTERATION/ ADDITION

POLICY AND EXPLANATORY TEXT AS AMENDED

WOULD RESULT IN AN UNDESIRABLE CONCENTRATION OF NON-RETAIL USES, THEN SUCH CHANGES OF USE WILL ALSO BE RESISTED.

The main shopping frontages are defined on the Proposals Map. Each case will be treated on its merits, but as a general guideline, in the main shopping areas the District Council will not grant permission for more than two non-retail units to operate side by side or more than one third of the frontage to be used for non-retailing purposes. However, in the light of the Town and Country Planning General Development Order 1988 and the results of a survey of usage trends and the views of local residents, shoppers and traders in 1988, it is considered that the overall proportion of the main shopping frontage in Loughton Town Centre used for non-retailing purposes should not significantly increase especially where the proportion in any part is already over 20%, the perceived unattractiveness of financial and professional services in particular will be taken into account, in the interests of the overall attractiveness and viability of the centre. The guidelines for the Broadway, Loughton and Queens Road (east), Buckhurst Hill are also under review and may be amended similarly.

Loughton Town Centre experiences special problems and this guideline may therefore be relaxed if the Council is satisfied that a change of use would result in the alleviation of servicing difficulties which cannot be resolved otherwise, and that additional on-street car parking will not result. In other centres account will be taken of opportunities for dispersal of service outlets elsewhere, the nature of the proposed use (including opening hours, type of window display, potential noise nuisance), relationship with nearby uses and the adaptability of the building concerned for modern retailing.

When granting permission for food and drink establishments the Council may impose conditions preventing subsequent changes of use to financial and professional services without further specific permission, notwithstanding the provisions of the Town and Country Planning General Development Order 1988.

For the purposes of the plan, those uses specified in Policy 50(i) to (iv) are not shops but service uses, and would, therefore, be considered as non-retail uses by the Council in interpreting the policies of this section of the Plan.

Main frontages, as defined in the Plan, are those in which the Council regards the principal activity as retailing, and within which it intends to ensure that changes of use and new development reinforce that role. Excessive non-retail activity will be resisted, even where market forces may indicate that parts of the frontages are less important from the retailers' or economists' limited view. In particular, the High Road, Loughton frontages immediately south of the Forest Road/Station Road junction are primarily shopping areas whose role as such the Council will support through resistance to any development which is more appropriate in a genuine secondary frontage.

(Continued)

RETAILING AND ASSOCIATED DEVELOPMENT

APPROVED LOCAL PLAN POLICY WITH EXPLANATORY TEXT

REASON FOR ALTERATION/ ADDITION

POLICY AND EXPLANATORY TEXT AS AMENDED

- 51 PLANNING PERMISSION MAY BE GRANTED FOR THE DEVELOPMENT OF SERVICE USES OR FOR THE CHANGE OF USE OF RETAIL PREMISES IN THE SECONDARY FRONTAGES OF LOUGHTON TOWN CENTRE; QUEENS ROAD, BUCKHURST HILL AND THE BROADWAY SHOPPING CENTRE, LOUGHTON, WHERE THE PROPOSED USE IS APPROPRIATE TO THE FUNCTION OF THAT CENTRE.**

Secondary frontages are all parts of the defined shopping areas outside the defined main frontages as shown on the Proposals Map. The types of services which would be appropriate are those included under Policy 50 above, together with insurance, travel and ticket agencies, betting shops, cleaning and repair services, and personal services e.g. hairdressers.

- 52 THE DISTRICT COUNCIL MAY ALLOW SUCH SERVICE USES IN UPPER FLOOR PREMISES WITHIN THE SHOPPING CENTRES, PROVIDED THAT THIS WOULD NOT RESULT IN THE LOSS OF A RESIDENTIAL UNIT.**

See also Policy 12 on 'Loss of Residential Accommodation'. First floor premises are likely to be almost inaccessible to many disabled people, and the Council will take this into consideration when applications are being determined. Those uses which are acceptable at ground floor level under policy 50 will not normally be permitted above ground floor level. N.B. Service uses in this policy does not include offices ancillary to a ground floor service use.

Following the study in Loughton High Road referred to above a further sentence is added to the footnote to Policy 51.

N.B. Policy 51 has been amended slightly to reflect the character of the western part of Queens Road, Buckhurst Hill (see page 8).

Policy 52 refers to the use of premises above ground floor level for service uses, and the presumption against the loss of residential units which this might cause. These alterations include the addition of paragraphs in the note after Policy 24 to help protect such residential units (see under Industrial Development, Offices and Employment' on page 4). In order to emphasize the importance of this point a cross-reference is now included in the note after Policy 52 to draw attention to these paragraphs.

In determining what constitutes an over-concentration of take-away hot food shops, the Council will have regard to the particular problems that can be caused by such businesses. It will not normally grant planning permission for the change of use of any premises adjacent to an existing unit which would result in the operation of two take away food shops side by side. Furthermore, a maximum of one such unit is considered appropriate in each of the main frontages in Loughton Town Centre, and no such units are appropriate in the following locations:-

- (a) Church Hill, Loughton;
- (b) High Road, Loughton (east side) between Brooklyn Avenue and Station Road;
- (c) High Road, Loughton (west side) south of Forest Road;
- (d) High Road, Loughton (east side), between Station Road and the Lamb's Garage site; and
- (e) High Road, Loughton (east side) south of Old Station Road.

- 51 PLANNING PERMISSION MAY BE GRANTED FOR THE DEVELOPMENT OF SERVICE USES OR FOR THE CHANGE OF USE OF RETAIL PREMISES IN THE SECONDARY FRONTAGES OF LOUGHTON TOWN CENTRE; QUEENS ROAD (EAST), BUCKHURST HILL AND THE BROADWAY SHOPPING CENTRE, LOUGHTON, WHERE THE PROPOSED USE IS APPROPRIATE TO THE FUNCTION OF THAT CENTRE.**

Secondary frontages are all parts of the defined shopping areas outside the defined main frontages as shown on the Proposals Map. The types of services which would be appropriate are those included under Policy 50 above, together with insurance, travel and ticket agencies, betting shops, cleaning and repair services, and personal service e.g. hairdressers. The Council will take into account the overall attractiveness of the centre as perceived by local residents and traders and will wish to avoid an undue preponderance of financial and professional services in particular.

- 52 THE DISTRICT COUNCIL MAY ALLOW SUCH SERVICE USES IN UPPER FLOOR PREMISES WITHIN THE SHOPPING CENTRES, PROVIDED THAT THIS WOULD NOT RESULT IN THE LOSS OF A RESIDENTIAL UNIT.**

See also Policy 12 on 'Loss of Residential Accommodation'. First floor premises are likely to be almost inaccessible to many disabled people, and the Council will take this into consideration when applications are being determined. Those uses which are acceptable at ground floor level under Policy 50 will not normally be permitted above ground floor level. See in particular the note of interpretation after Policy 24. N.B. Service uses in this policy do not include offices ancillary to a ground floor service use.

HERITAGE CONSERVATION

APPROVED LOCAL PLAN POLICY WITH EXPLANATORY TEXT

94 IN ORDER TO ENSURE THE CONTINUED PROTECTION OF THE UNIQUE CHARACTER OF THE YORK HILL CONSERVATION AREA, THERE IS A PRESUMPTION AGAINST ANY SUBSTANTIAL NEW BUILDING DEVELOPMENT IN THE CONSERVATION AREA EXCEPT ON THOSE SITES IDENTIFIED ON THE PROPOSALS MAP AS BEING SUITABLE FOR RESIDENTIAL DEVELOPMENT PROVIDED THAT ANY PROPOSED SCHEME WOULD ENHANCE THE CHARACTER AND APPEARANCE OF THE CONSERVATION AREA.

REASON FOR ALTERATION/ ADDITION

Policy 94 of the adopted Roding Valley Local Plan seeks to protect the character of the Conservation Area, partly by preventing substantial new building, except on a few specific sites where it was felt at the time of plan preparation that new building would not adversely affect that character. With the passage of time it has become evident that some of the identified sites, if built on would damage the Conservation Area.

The Council has concluded that the presumption against substantial new building is important for the protection of the Conservation Area, but that the sites identified on the Proposals Map should be removed and Policy 94 changed accordingly. If proposals do come forward in future on which it is decided that development would be acceptable despite the policy, this can always be taken into account at the time through the normal process of development control.

The second half of Policy 94 has therefore been deleted.

POLICY AND EXPLANATORY TEXT AS AMENDED

94 IN ORDER TO ENSURE THE CONTINUED PROTECTION OF THE UNIQUE CHARACTER OF THE YORK HILL CONSERVATION AREA, THERE IS A PRESUMPTION AGAINST ANY SUBSTANTIAL NEW BUILDING DEVELOPMENT IN THE CONSERVATION AREA.

The sites identified on the Proposals Map and which have now been deleted are shown on figure 4 at the back of this document.

Fig.1

Roding Valley Local Plan: Proposals Map

Sheet 3 - Loughton Town Centre Inset

Alteration to Commercial Area boundary (southern end of Church Street)

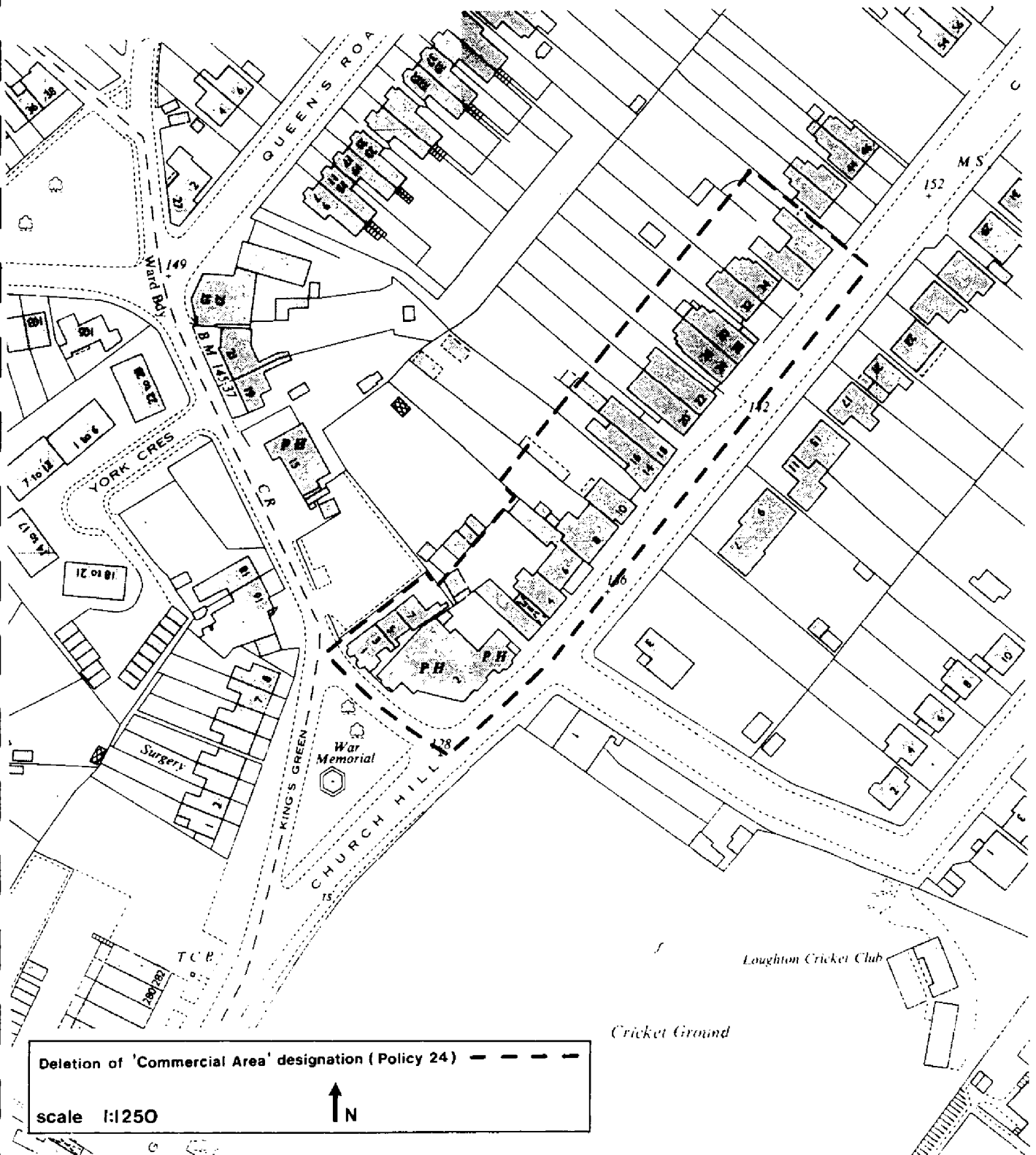
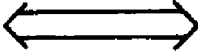



Fig.2


Roding Valley Local Plan: Proposals Map


Sheet 2 – Buckhurst Hill and Chigwell

Redesignation and alteration to boundaries at Queens Road (west), Buckhurst Hill

Deletion of Main Shopping Frontage (Policy 50) 

Boundary of 'Shopping Area' (Policies 47 – 49, 52 & 53) 

Boundary of former 'Commercial Area' (Policy 24)  which differs from new 'Shopping Area'

scale 1:1250 

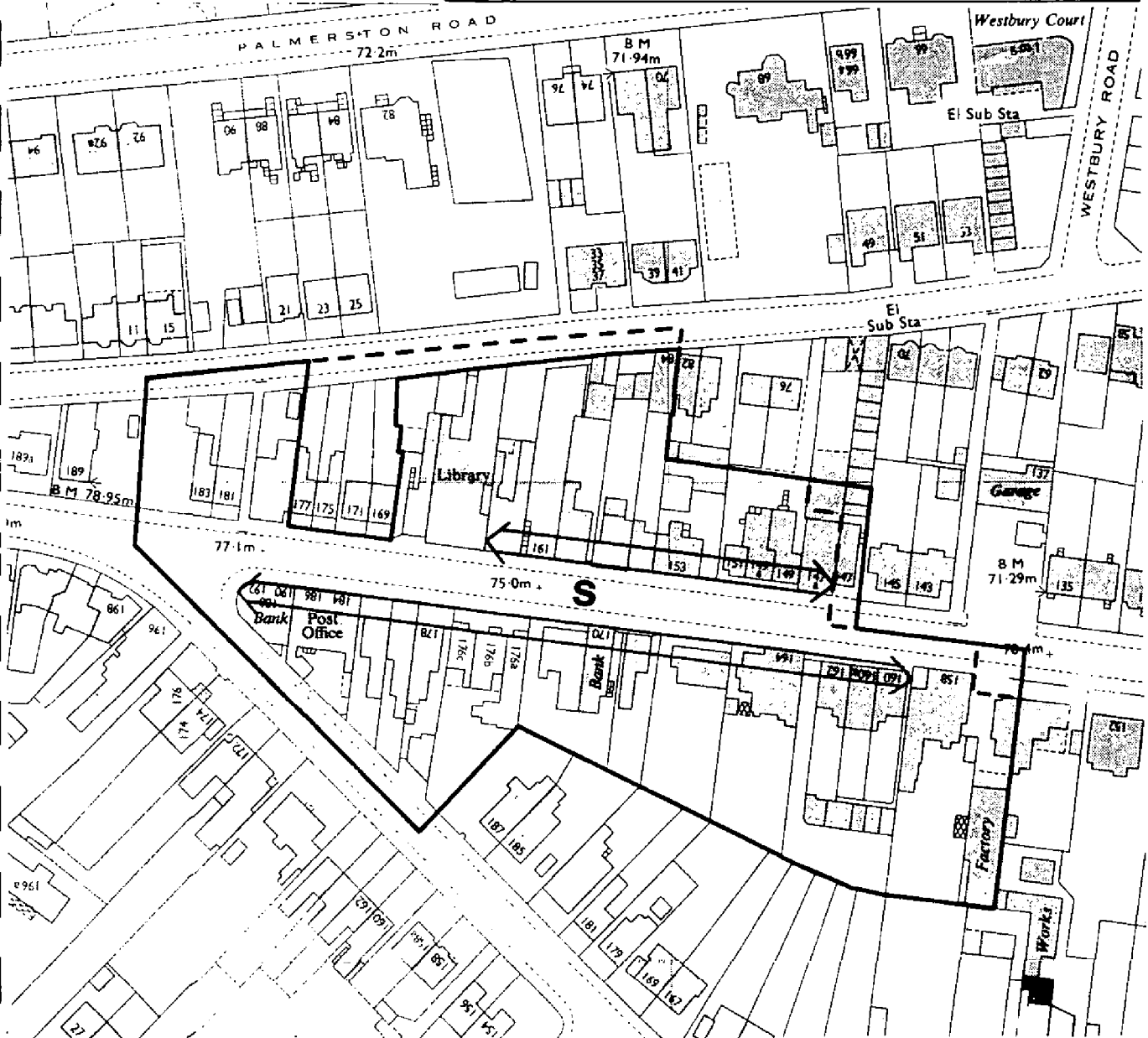


Fig.3

Roding Valley Local Plan:Proposals Map

Sheet 2 - Buckhurst Hill and Chigwell

Alteration to Shopping Centre boundary at Brook Parade , Chigwell

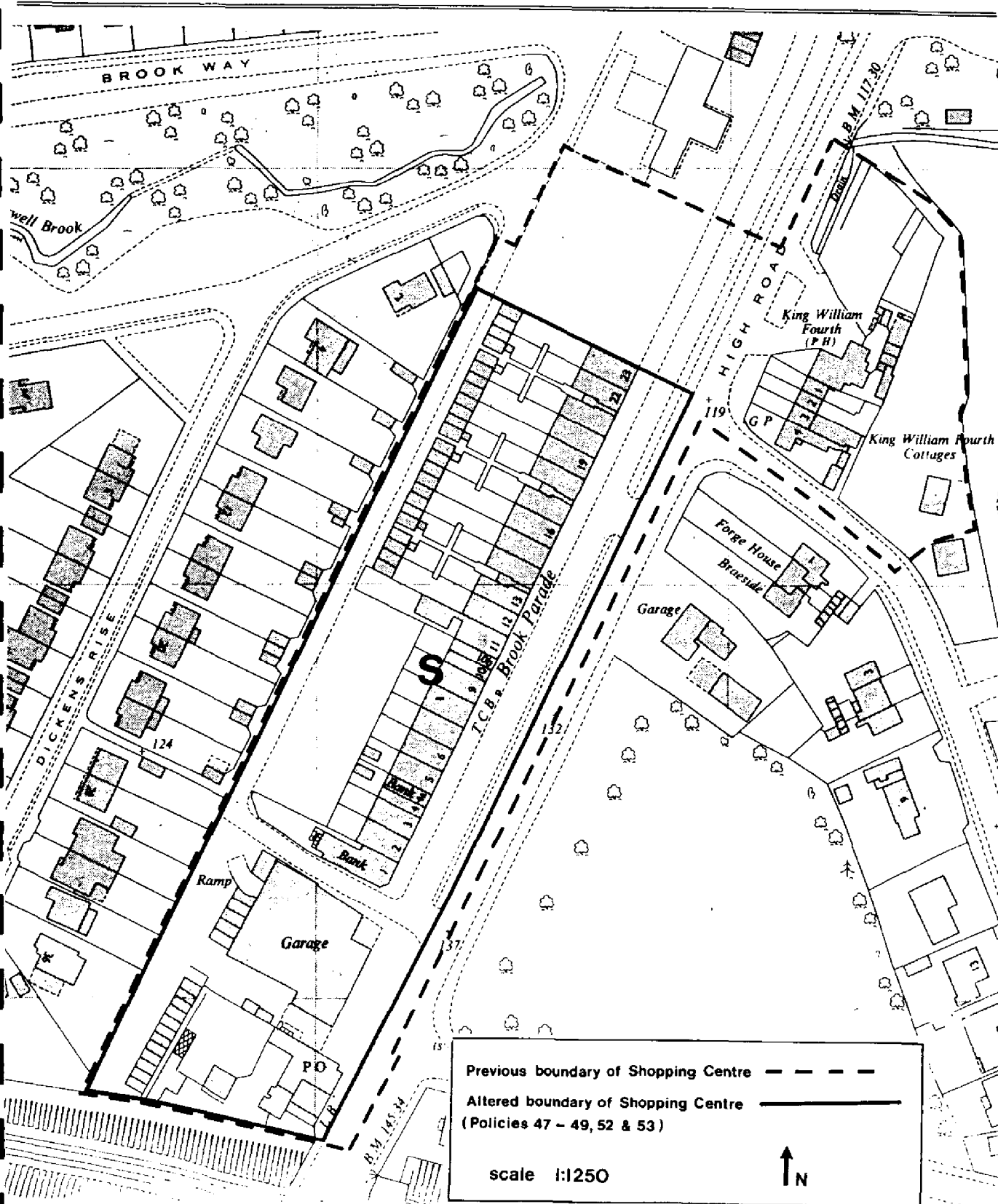


Fig. 4

Roding Valley Local Plan: Proposals Map

Sheet 1 – Loughton

Alteration to sites in York Hill Conservation Area

